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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX II**

to the Commission Implementing Decision on financing of the annual action plan in favour of Jamaica for 2024

**Action Document for Inclusive Safety: Supporting Jamaica’s Strategy for Citizen Security, School Safety and Gender Based Violence Reduction**

**ANNUAL PLAN**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

**1 SYNOPSIS**

**1.1 Action Summary Table**

<b>1. Title</b>	Inclusive Safety: Supporting Jamaica’s Strategy for Citizen Security, School Safety and Gender Based Violence Reduction
<b>CRIS/OPSYS business reference</b>	OPSYS number: ACT-62799
<b>Basic Act</b>	Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Jamaica
<b>4. Programming document</b>	Multi-annual Indicative Programme (MIP) for Jamaica 2021-2027
<b>5. Link with relevant MIP(s) objectives / expected results</b>	This action will support Jamaica’s priority to improve good governance, gender equality, human rights and security in Jamaica. This falls under MIP 2021 to 2027 Priority Area 3 - Good governance and human security
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	112 Basic education, 151 Government & Civil Society, 152 Conflict, peace & security
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): Peace, Justice and Strong Institutions (SDG16) Other significant SDGs (up to 9) and where appropriate, targets: Gender Equality (SDG5), Reduced Inequalities (SDG10), Sustainable Cities and Communities (SDG11)
<b>8 a) DAC code(s)</b>	11231 - Basic education - 33% 15170 - Government & Civil Society – 33% 15210 Conflict, peace & security 34%
<b>8 b) Main Delivery Channel</b>	Recipient Government - 12000

<b>9. Targets</b>	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers</b>  <b>(from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	/
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	/

	education and research			
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities <sup>1</sup> @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned</b>	Budget line (s) (article, item): 14.020141 Total estimated cost: EUR 8,800,000 Total amount of EU budget contribution EUR 8,800,000 of which EUR 6,600,000 for budget support and EUR 2,200,000 for complementary support including audit/evaluation.			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Type of financing</b>	<b>Direct management</b> through: - Budget Support: Sector Reform Performance Contract - Grants - Procurement			

## 1.2 Summary of the Action

Jamaica has a long-standing issue with high homicide rates and other violent crimes, consistently ranking among the highest in the world. Violence is heavily concentrated in specific areas and its drivers are multifaceted, including gangs, social norms accepting violence as conflict resolution, intimate partner violence, and harsh parenting techniques. The pervasive impact of trauma, especially among the youth, exacerbates these issues. Factors such as early exposure to violence, low educational achievement, limited employment opportunities, and lack of community and family protective factors contribute to the cycle of violence.

The action supports the Government of Jamaica's efforts to create a safer, more inclusive society, addressing the root causes of violence and promoting gender equality. It aims to contribute to safer communities, reduce crime and violence, in particular gender-based violence (GBV), and improve the overall security landscape in Jamaica by fostering coordination among various stakeholders, improving governance and capacity, and providing targeted interventions for vulnerable populations.

Coordination is required from various stakeholders, including government ministries, civil society organizations, the private sector, and international partners. Key government bodies involved are the Ministry of National Security, Ministry of Education and Youth, Ministry of Culture, Gender, Entertainment and Sport, Planning Institute of Jamaica among others. Civil society and women's organizations play crucial roles in advocacy and service delivery.

The Action aligns with Vision 2030 Jamaica, National Security Policy, Plan Secure Jamaica, and directly support the implementation of the second phase of the Citizen Security Plan along with sectoral plans to respond to violence against children and gender-based violence. It builds on and the progress and achievements of the Spotlight Initiative and on the existing dialogue with Ministries Departments and Agencies, including the Bureau of Gender Affairs. In addition to budget support it will provide technical assistance to enhance mainstreaming of gender and disability approach and capacities and interventions. Support to civil society will strengthen the women's movement as a vital arm to advocate and address matters related to GBV as a public health concern and as directly related to citizen's security.

<sup>1</sup> For more information, please consult: The European Commission inequality marker - Publications Office of the EU (europa.eu) and Inequality Marker – Complementary Guidelines Application of the I-Marker to SSC fiches and Action Documents | Capacity4dev (europa.eu)

Activities focus on strengthening coordination at policy and operational levels, improving data systems, promoting community engagement, enhancing school safety, renovating community spaces, and supporting survivors of GBV. Other activities include academic improvement initiatives, case management for at-risk youth, and maintaining policy dialogue with stakeholders. By contributing to prevent crime and violence, reengage and trained unattached workforce and reducing dropout from schools, the action creates a more enabling environment for economic growth and productive investments, for public and private stakeholders to operate and deliver on the EU Global Gateway Investment Agenda (GGIA).

### 1.3 Zone benefitting from the Action

The Action shall be carried out in Jamaica which is included in the list of ODA recipients.

## 2 RATIONALE

### 2.1 Context

Jamaica is the largest English-speaking island in the Caribbean, with 2.97 million people, and a well consolidated democracy since independence in 1962. The country is a key regional opinion former and actor through the Caribbean Community (CARICOM). In addition to the Economic Partnership Agreement (EPA) with the EU, it partners with the US, Canada and more recently with the UK through region-to-country free trade arrangements. These are its most important allies outside of the immediate region. Its democracy has been stable over the recent years.

Over the last years, Jamaica has successfully reduced public debt, anchored inflation, and strengthened its external position. It has built a strong track record of investing in institutions and prioritizing macroeconomic stability, which allowed Jamaica's response to recent global shocks to be prudent, agile, and supportive of growth.

#### *EU priority sectors*

The partnership with Jamaica builds upon the long-standing EU's engagement on environmental protection and citizen security, and is especially anchored to the part of the Global Gateway on Digital, and of the EU-LAC Digital Alliance. The EU will continue distinguishing itself from other partners by strengthening its focus on three flagships (i) to support the digital transition, in order to promote a sustainable and inclusive economy; (ii) to address the adverse consequences of climate change and spur Jamaica's resilience; (iii) to promote improved governance, human rights, gender equality and citizen security.

#### *Good Governance, Citizen Security and Gender Equality*

A high level of crime and violence, including gender-based violence, violence against children, and violence against social leaders, along with persistent poverty and inequality, slow economic growth, low quality and access to basic public services, affect human security in the most vulnerable communities and impose hardships on people, especially youths, women and children, undercutting prospects for peace, stability, safety and sustainable development.

Reducing the levels of crime and violence in the country continues to be a major focus for the Government of Jamaica (GOJ). As such, the GOJ continued to use a combination of measures aimed at reducing and preventing crime and violence. This included short-term interventions such as the declaration of communities as Zones of Special Operations (ZOSOs) and the declaration of States of Public Emergencies (SOEs) in police divisions. Medium to long-term interventions included legislative updates; building the technological capacity of the security forces; and social intervention programmes to provide well-needed services to residents in volatile and vulnerable communities.

As the GOJ continued its "Clear, Hold, Build" approach to manage crime and violence at the community level, various social interventions were undertaken including the provision of educational and skills training, assistance in identifying, establishing and expanding income generation activities, provision of psycho-social support and provision of access to justice services.

Work done under the Community Renewal Programme (CRP) has identified the 100 most volatile and vulnerable communities across the parishes registering the highest levels of crime and violence. However, a number of the communities identified have received little or no targeted intervention due to inadequate resources and even in communities that have received support, the interventions have only been able to focus on a limited number of

persons or just a few of the priorities identified. The CRP has also developed a Community Renewal Index to monitor the progress of a community in terms of security, cohesion, health and socio-economic indicators.

The threats to human security are complex and often overlap in some vulnerable areas, growing exponentially in their complexity, spilling into all aspects of people's lives, undermining entire communities. The Government of Jamaica has acknowledged this complexity in the formulation of the Citizen Security Plan (CSP) with the technical assistance of the EU Security Sector Governance (SSG) Facility. The CSP put in place a new governance structure for the sector. This is based on the principles of coordination and whole-of-government approach, efficient monitoring and evidence-based decision-making, as well as accountability through a bipartisan, independent and inclusive oversight mechanism encompassing all civil society sectors. The CSP has been groundbreaking in the application of comprehensive responses that address the multidimensional causes and consequences of such complex challenges, calling for effective governance and integrated actions among a network of stakeholders to ensure lasting responses to the most difficult deficits in peaceful coexistence, respect of human rights and development.

The EU has been supporting this innovative effort since the beginning and is currently implementing the EUR 20 million "Support to Citizen Security in Jamaica" budget support programme, funded under the 11th EDF and finalising in November 2025. Moreover, Jamaica benefited from the Spotlight Initiative, addressing gender-based and family violence, until December 2023.

Governance and human security remain a priority for Jamaica and for the EU in line with the EU Global Strategy and regional agreements and it is viewed as the fundamental enabler to the Global Gateway Investment Agenda (GGIA) for Jamaica. The Citizen Security Plan was presented in Parliament during the last sectoral debate (May 2024) by the Deputy Prime Minister and Minister of National Security as the leading policy for crime prevention and the necessary long-term complement of short and medium-term law-enforcement measures to drastically reduce crime and violence in Jamaica. The ongoing budget support programme provides already a strong base for policy dialogue between EU and Jamaica, while the Crime Monitoring and Oversight Committee will remain an important interlocutor for dialogue with and participation of Civil Society and independent oversight of the overall sector policy.

Gender equality and gender-based violence reduction are embedded in the CSP, in line with the Gender Action Plan III<sup>2</sup>, and are important enablers of citizens' security objectives as entrenched also in the National Policy on Gender Equality. In addition, improved data collection and utilisation in policy making and implementation and strengthened monitoring, evaluation and learning is a cross-cutting priority.

The proposed action aims at contributing to create a more enabling environment for economic growth and productive investments, for public and private stakeholders (including EU and Jamaican private enterprises) to operate and deliver on the GGIA. IDB and World Bank have reputedly highlighted and calculated the significant impact of crime and violence on the GDP of the country.

## 2.2 Problem Analysis

### *Short problem analysis:*

Historically, Jamaica has sustained high homicide and violent crime rates, ranking first among Caribbean nations. In 2023, Jamaica recorded 1393 murders, a 7.9% decrease from the previous year, but with a rate of 60.9 per 100,000, nearly 11 times the global average. Homicides are concentrated in specific areas and "micro hot spots," raising business costs and reducing foreign investment. Crime and violence are estimated to cost the Jamaican economy between 5% – 7% of GDP. The drivers of violence are diverse. Violence stems from organized crime, social norms, and domestic conflicts. Interpersonal violence accounts for over 20% of homicides island-wide. Intimate partner violence is significant and young women are often victims of their domestic partners or ex-lovers. Other domestic conflicts that resulted in murders generally involve family disputes over property. Harsh parenting normalizes violence, with 67% of Jamaicans supporting physical discipline and over 25% of partnered women experiencing intimate partner violence. Nearly half the population has witnessed or lost someone to violence, causing significant trauma, especially among youth. Children with multiple Adverse Childhood Experiences (ACES) are more prone to violence and health issues. Lack of community and family protection increases the risk of violence, with factors like early trauma, low education, and limited job opportunities contributing. Youth disengagement from school and work correlates with crime involvement. The Safety and Security Perception Index shows nearly half of students feel unsafe at school, 40% face bullying, and over half of female students fear sexual harassment. The Citizen Security Plan's first phase revealed risk factors like poor literacy, learning loss due to COVID-19, and inadequate training. Many Jamaicans lack access to quality training programs that align with the

<sup>2</sup> [https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final\\_en.pdf](https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf)

demands of the labour market. Data from the first phase of the CSP shows that nationally, only 13% of those who enrol in vocational training of the National Training Agency<sup>3</sup> eventually become certified under their unattached Youth Programme for the 2023/2024 Fiscal Year up through September 2023. Of those certified, only 2% are from ZOSOs which are some of the most vulnerable and volatile communities.

Mental health and psychosocial well-being are critical to security but often overlooked. Many affected by crime suffer from trauma. A Psychosocial Needs Assessment Report commissioned in the first iteration of the CSP found Jamaica's psychosocial services below international standards, with demand far exceeding capacity. Efforts have been made to address this, but it remains a priority. Women, especially under 24, are 92% of gender-based violence victims, including sexual violence. The offences ranged from rape to sexual harassment, incest and intimate partner violence against both women and men. The cost of violence has been recognized in the ways it retards the victims' ability to contribute to the achievement of the country's development goals, including the achievement of gender equality. Despite crime rate declines, domestic violence remains high, disproportionately affecting women and girls. Data shows 8% of major crime victims are children, 60% girls, with significant childhood sexual abuse. Among women who reported sexual violence as children, the main perpetrators were friends or acquaintances (22.9%), complete strangers (16.5%) and family members other than parents or siblings (15.9%). Lifetime prevalence of intimate physical and/or sexual violence for women between 15 to 64 years of age is 27.8 per cent. Effective data management is crucial but currently inadequate, hindering comprehensive security solutions. A Data Management Landscape Assessment that was commissioned by the CSS in the first phase of the CSP highlighted significant data management gaps across the MDAs that are contributing to the Citizen Security Plan. While some efforts have been made to remedy these issues, significant work is needed to improve data management across the citizen security landscape.

*Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:*

Addressing the complexity and multidimensional nature of violence and insecurity requires coordination from a broad range of stakeholders. The CSP "whole-of-government" approach, therefore, demands strong coordination mechanisms. Vulnerable communities not only need changes in terms of infrastructures, but they need the best social services from the ministries and agencies of government. Therefore, no line Ministry in Jamaica can cover so wide a spectrum of initiatives or has sufficient authority to coordinate all the institutions that need to be involved. To ensure effective coordination and collaboration among the various government agencies, a strong governance structure is necessary.

The first phase of the Citizen Security Plan established a framework for strategic coordination and collaboration among various Ministries, Departments and Agencies (MDAs), fostering commitment and defining roles and responsibilities in the realm of social intervention. In the second phase, the implementation of activities will build upon this groundwork, enhancing and expanding the scope of implementation and increasing the dosage of prioritized interventions that have shown to be effective.

At the strategic level, The **Citizen Security Business Group (CSBG)**, review progress and feed into the National Security Council, which reports to Cabinet, Cabinet then reports to Parliament. It meets regularly on a quarterly base and increased its capacity to steer the implementation of the plan. The Membership of the CSBG includes: the DPM and Minister of National Security (chairperson); heads of relevant Security agencies; Administrators and Permanent Secretaries (PS) who are sitting members of the PS Board of the Cabinet; as well as heads of relevant social intervention service providers. This makes of the CSBG a unique entity in the Jamaica institutional landscape. The CSBG secretariat is the **Office of the National Security Advisor (ONSA)**.

At more operational level, the **Citizen Security Secretariat (CSS)** is the key actor, fostering inter-ministerial coordination and contributing to data-based and empirical approach to decision-making for social investment. The CSS is piloting combined CSP activities with high concentration in the Zone of Special Operations (ZOSOs) involving an increasing number of MDAs<sup>4</sup>.

<sup>3</sup> Human Employment and Resource Training Trust/National Service Training Agency also known as HEART Trust/NSTA or simply HEART.

<sup>4</sup> Key stakeholders consulted or involved include the Ministry of National Security (MNS), Ministry of Labour and Social Security (MLSS), Housing Opportunity Production and Employment (HOPE) Programme, HEART NSTA/Trust, JSIF, Community Renewal Programme (CRP), Ministry of Local Government and Rural Development (MLGRD), Ministry of Culture, Gender, Entertainment and Sport (MCGES), Bureau of Gender Affairs (BGA), MOEYI, National Parenting Support Commission (NPSC), Child Protection and Development Agency (CPFSA), Social Development Commission (SDC),

Five inter-ministerial working groups are active and meeting regularly: Monitoring Evaluation and Learning Working Group, Inter-Ministerial School Support Strategy Working Group, Psychosocial Working Group, At-Risk Youth Working Group, GIS Working Groups working. A Communication Working Group was started in the last quarter of 2023. In addition 3 Community Data Sharing Committees take place quarterly in West Kingston, St. James and Westmoreland.

The **Crime Monitoring and Oversight Committee (CMOC)** provides external oversight outlined in the National Consensus on Crime and the **National Commission Violence Prevention (NCVP)** is focused on reviewing violence intervention programmes to assess their effectiveness and providing comprehensive report and ongoing guidance to Cabinet.

The **Minister of Finance and Public Service (MoFPS)**, former EU NAO and member of the NSC, has maintained a high level of credibility. Its role is extended to the reform of public service and is highly concerned with efficiency and effectiveness in the service delivery. Its presence in the NSC and its lead of the budget support component of this programme will contribute to a more timely, effective and proportional financial allocation to support the policy implementation according to its progress and results. The MoF will be particularly involved in the development of mechanisms that guarantee the financial sustainability of citizen security policies beyond the funds that come from international cooperation. Jamaican institutions involved in policy implementation will be also accountable to the MoFPS to present their progress and results in order to receive further financial allocations.

The Ministry of National Security (MNS) will have a critical role for the implementation being the main executive institution mandated to contribute towards creating a safe and secure Jamaica and being the Ministry that host the CSS. It has also specific branches dedicated to management of offenders and their rehabilitation, crime prevention and community safety and comprising law enforcement departments and agencies like the Jamaica Constabulary Force (JCF).

Other key stakeholders for this programme will be, among others:

- The Planning Institute of Jamaica (PIOJ) which host the Community Renewal Programme (CRP);
- The Ministry of Education, Youths and Information (MoEYI) together with the
- The Human Employment and Resource Training Trust/National Service Training Agency, (HEART/NSTA);
- The Ministry of Culture, Gender, Entertainment and Sport (MCGES), particularly through the participation of the Bureau of Gender Affairs.

Civil society and non-governmental organisations have an instrumental role to play in the envisaged action, in consultative, oversight and implementation roles. Civil Society, including women's organizations, private sector and trade unions, faith based organisations, university and think tanks will continue to play a necessary independent oversight role as already established within the National Crime Consensus oversight committee. The private sector, in particular the Jamaica Chamber of Commerce and the Private Sector Organisation of Jamaica, have played a crucial role in promoting and negotiating the Consensus with the understanding that crime and violence are one of the main obstacles to prosperity and for a more conducive environment for investments. The women's movement that will be engaged and capacitated to ensure their ability as accountability actors at the level of policy dialogue with sector actors.

Civil society organisations and women's groups in Jamaica have been at the forefront of the response to GBV and violence against women and girls. They will be supported to continue to play this critical role through grant funding, organizational development and technical support. This will enable not only the cascading of benefits, sustainability of some actions started under the Spotlight Initiative, but also more joined up work and solidarity across diverse groups, especially within the women's movement, to create the impact required to address the scourge of GBV and violence against women and girls (VAWG) in Jamaica.

## 2.3 Additional Areas of Assessment

### 2.3.1 Public Policy

The country has a complex policy framework for Citizen Security that is regarded as a sub- and crosscutting-sector within a more articulated security and safety sector policy.

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Ministry of Justice (MOJ), Ministry of Health and Wellness (MOHW), Planning Institute of Jamaica (PIOJ), Office of the National Security Advisor (ONSA), Jamaica Constabulary Force (JCF), Jamaica Defence Force (JDF).

The national-level policy, Vision 2030 Jamaica - National Development Plan sets as Goal 2 that the Jamaican society is secure, cohesive and just. It emphasizes the importance of reducing crime and violence and seeks to strengthen governance to overcome the various challenges that cut across Jamaica's development spheres. Key policy frameworks to address crime and violence comprise national and ministerial level policy documents: the National Security Policy (2007 and updated in 2014) and the whole Government's strategy "Plan Secure Jamaica" (2017) coordinated by the Office of the National Security Advisor (ONSA). This policy framework is also complemented by the cross-cutting policies including: the National Plan of Action for an Integrated Response to Children and Violence (NPACV); the National Strategic Action Plan to Eliminate Gender-based Violence (NSAP-GBV, 2017-2027), the National Youth Policy (NYP, 2017-2030) and the Disabilities Act (into effect from 2022).

The action will continue to support the implementation of the Citizen Security Plan (CSP). The National Security Council (NSC) endorsed the CSP on October 3, 2019, and the Cabinet approved it on May 4, 2020 (Cabinet Decision No. 24/20). The Plan, drafted with technical assistance from the EU Security Sector Governance Facility, recognizes the value of a multi-sectoral approach to improving safety and security. Achievements and challenges during the first 3 years of implementation of the CSP, together with the evidences and data collected with support of the EU TA, have induced a process of update of the CSP policy document that has started in the last quarter of 2023, led by Citizen Security Secretariat, with EU financial support.

The CSP has a cross-cutting approach that no stakeholder group/entity has the capability to deliver on its own. Its successful delivery therefore requires a comprehensive, coordinated, integrated, flexible, and enduring approach that extends beyond traditional national security and law enforcement approaches to include measures that seek to address root causes. The Plan was designed without an end date and aims at a progressive increase of its coverage to new communities<sup>5</sup> and a regular review and update process based on monitoring data and evaluations. The first phase of the Citizen Security Plan (2020-2024) established a framework for strategic coordination and collaboration among various Ministries, Departments and Agencies (MDAs), fostering commitment and defining roles and responsibilities in the realm of social intervention. The second phase (2024-2028) will build upon this groundwork, enhancing and expanding the scope and increasing the dosage of the prioritized interventions to further the plan's objectives.

The CSP has four outcome areas: 1) Crime and Violence Reduction, 2) Human and Community Development, 3) Safer Spaces, 4) Governance and Accountability. The first phase of its implementation has received EU budget support and technical assistance.

The CSP has strengthened its credibility and has consolidated its role as reference policy for the Government and other international donors for crime and violence prevention. Deputy Prime Minister and Minister of National Security presented it and reported about the progress in Parliament during his last Security Sector annual presentation in May 2024, following the end of the budget approval process. The Plan has developed and enhanced its Monitoring, Evaluation and Learning (MEL) Framework. It now includes 64 indicators measured across 14 MDAs. In the last report 70% of them were reported demonstrating progress in the implementation. The GoJ is committed to improve data collection for the remaining indicators. The Citizen Security Secretariat produces quarterly reports for the Citizen Security Business Group on the progress of the indicators and a public annual report at the end of each fiscal year.

The CSP intertwines and contributes to other policy and plans. Jamaica's National Strategic Action Plan to Eliminate Gender-Based Violence (NSAP-GBV) 2017 -2027 expressed goal is to eliminate GBV in Jamaica with particular focus on women and girls. The Strategy outlines collaborative action at all levels in the elimination of GBV – “from state systems and laws, schools, places of business, support services, local and cultural communities, media, family life, as well as individual relationships and behaviours”. The NSAP-GBV is implemented by the MCGES through the Bureau of Gender Affairs (BGA), which are stakeholders articulated clearly in the CSP. A significant nexus between CS and GBV is established based on the coherence between these two documents that recognize mutually reinforcing goals.

In 2018, Jamaica completed the National Plan of Action for an integrated response to Children and Violence (NPACV) and launched it in 2019. The NPACV provides a structured, multi-sectoral approach to addressing key issues relating to children as victims, perpetrators and witnesses of violence and abuse. The Child Diversion Act was passed in 2018 and implementation of the Child Diversion programme commenced in 2019.

The National Youth Policy has as its Goal n.5 to Minimize the Number of At-Risk and Vulnerable Youth. This goal promotes improving Jamaica's ability to provide the right care and intervention to help vulnerable and at-risk youth overcome their challenges and become reintegrated into mainstream society.

<sup>5</sup> The CSP serves incrementally 2 groups of communities: Category 1- All declared Zones of Special Operation (ZOSOs: 7 so far). Category 2: 20 most vulnerable and volatile communities that are not ZOSOs based on the Community Renewal Programme's vulnerability and volatility index

Enacted in 2014 and coming into effect on February 14, 2022, the Disabilities Act, is a pivotal and instrumental legislation in safeguarding and enhancing the welfare of persons with disabilities (PWDs) across Jamaica and is being progressively incorporated in existing sectoral policies and plans, including the CSP. One of the fundamental objectives of the act is to ensure that PWDs can participate fully and inclusively in all aspects of national life. This includes access to education and to all public services.

For each intervention, lead agencies are identified for delivery. Each intervention also has one or more performance indicators to facilitate the monitoring of performance over time. These performance indicators align with the Key Results of Plan Secure Jamaica so that the progress made in improving citizen security on the ground, translates through to the objectives of Plan Secure Jamaica ensuring their alignment with the National Security Policy and the National Development Plan - Vision 2030.

On August 3, 2020 Prime Minister, Leader of the Opposition and a wide spectrum of public, private and civil society organisations signed the long-awaited National Consensus on Crime. The 2020 Consensus provides a unified approach to reduce crime in a sustainable way to transform Jamaica to become a safe, secure and investment-friendly society. It outlines the steps to be taken for a sustainable reduction in crime to be realised.

For their characteristics, the CSP and the National Crime Consensus are considered the primary platform to align EU cooperation and budget support to in the Citizen Security sector.

In June 2024, after an intense debate the Consensus stakeholders, ranging from private sector organisations, trade unions, women groups, churches, NGOs, youth groups signed a new agreement, the Consensus 2.0, with updated priorities and targets, including more short term results and have invited the 2 political party to do the same.

The supported policy is coherent with the final declaration of the 2023 EU-LAC summit consolidating the commitment to cooperate to attain greater security and well-being for the citizens and calling the gender approach as “a key aspect in the joint fight against serious and organised crime”.

Work on citizen security and gender action are at the core of the EU-Jamaica partnership and the baseline for cooperation in other sectors. A secure and just society for all persons to contribute to national development is viewed as a fundamental enabler to the Global gateway Investment Agenda for Jamaica.

The European Consensus on Development provide the conceptual framework where citizen and human security play a crucial role in responding to the core development priorities. These priorities are encapsulated specifically in the pillars for 'Peace' and 'People', and the gender-responsive rights based approach (RBA). In a broader context, the importance of the security/development nexus has been recognised also in Goal 16 (peaceful and inclusive societies) of the UN 2030 Agenda for Sustainable Development and its Sustainable Development Goals.

The proposed Action is directly linked to the achievement of SDGs 5, 10, 11 and 16.

In conclusion, the policy is sufficiently relevant and credible for budget support contract objectives to be largely achieved. Therefore the policy can be supported by the Commission with the proposed budget support contract.

### 2.3.2 Macroeconomic Policy

#### **Economic development**

- ✓ Over the last years, Jamaica has successfully reduced public debt, anchored inflation, and strengthened its external position. It has built a strong track record of investing in institutions and prioritizing macroeconomic stability, which allowed Jamaica's response to recent global shocks to be prudent, agile, and supportive of growth.
- ✓ After two years of rapid post-pandemic recovery, GDP growth is projected at 1.7% in FY2023/24, with tourism well above pre-pandemic levels. This is the second longest period of quarterly economic growth since Jamaica started measuring growth quarterly in 1997.
- ✓ Jamaica's unemployment rate has fallen to 4.2% in FY2023/24, the lowest unemployment rate in Jamaica's history;
- ✓ Inflation is at 7% for in FY2023/24 and is converging to the Bank of Jamaica's target.

#### **Outlook and risks**

The outlook points to sustained growth and inflation falling within the Bank of Jamaica's target amid sound external and fiscal positions and financial system stability. The Jamaican authorities continue to implement sound macroeconomic policies, aided by strong policy frameworks. Supported by strong revenues and strict control of non-wage spending, a prudent fiscal stance continues to support a reduction in public debt towards the target in the Fiscal Responsibility Law. The Bank of Jamaica has maintained an appropriately tight policy stance, and its

data dependent monetary policy is countering the inflationary impulse from a strong economic recovery, tight labour markets, and global commodity prices. This policy mix is placing Jamaica in a good position to respond to shocks, counteract inflationary pressures, and secure debt sustainability.

### **Fiscal discipline is as continued priority in FY 23/24**

Debt reduction remains the Government's first priority over the medium term and is backed by broad based political consensus.

- ✓ **A prudent fiscal stance continues to support a reduction in public debt.** The government has prioritized issuing local currency bonds to international investors and enhancing investor relations. To this end, the authorities have conducted a liability management operation to smooth the debt service schedule, reduce exchange rate risk, and extend maturities. As a result, public debt declined to 77 % of GDP in FY 2022/23—the **lowest in 25 years**—well below pre-pandemic levels. Execution during the first half of the year points to an overall fiscal surplus of 0.3% of GDP and a 6 % of GDP primary surplus for the full FY2023/24—which would bring public debt to about 72 % of GDP. The Medium-Term Fiscal Framework projects debt to be at (or below) 60 % of GDP by FY2027/28, as mandated by the Fiscal Responsibility Law. **Jamaica's debt continues to be assessed as sustainable with high probability by the IMF.**
- ✓ **Tax and customs administration reforms support revenue mobilization.**
  - Tax Administration is expanding and enhancing digital capacity to enhance compliance. The customs agency is also modernizing operations to improve clearance and adopt a risk management approach to border management.
  - The Automated Systems for Customs Data (ASYCUDA) has been updated and a Single Window for Trade (JSWIFT) has been put in place. Efforts continue to secure parliamentary approval of a new Customs Act that would help reducing obstacles to trade.
  - The tax-to-GDP ratio in Jamaica increased to 29.3% in 2022. In comparison, the LAC average stands at 21.5%.
- ✓ **Jamaica received in September 2023 a rating upgrade from Standard & Poors**, where the agency raised the long-term foreign and local currency sovereign credit ratings for Jamaica to 'BB-' from 'B+'. This upgrade is the highest point for Jamaica on the S&P rating scale since it commenced reviews in 1999. The next step for Jamaica will be to achieve an investment grade rating, which will lead to further benefits, including access to financial resources at lower costs.
- ✓ In spite of this tight fiscal policy, Jamaica has also managed to deliver on their commitment to **complete major reforms to public sector wage compensation**. This reform addresses a long-standing need and has been done consistent with the fiscal rules.

### **Monetary and Financial Sector Policies**

- ✓ **Jamaica's central bank has credibly demonstrated its commitment to bringing inflation back to the target by tightening monetary policy.** Since then, the monetary stance has been data dependent. Inflation has since dropped considerably with recent readings close to the top end of the central bank's target range of 4 to 6 %.
- ✓ **The financial system remains well capitalized and liquid.** Banks' funding is dominated by local deposits and banks have been increasing capital to cover unrealized losses from higher interest rates, which have reduced liquidity and profitability slightly compared to historical averages —though credit growth has continued.

### **Relationship with the IMF**

- The IMF approved in March 2023 a 24-month arrangement under the Precautionary and liquidity Line (PLL) with access of USD968 million (190 % of quota), to provide insurance against risks from higher commodity prices, a global slowdown, tighter-than-envisaged global financial conditions, and new COVID outbreaks.

- The Executive Board also approved an arrangement under the Resilience and Sustainability Facility (RSF) for USD764 million (150% of quota) to strengthen physical and fiscal resilience to climate change, advance decarbonisation of the economy, and manage transition risks. The RSF is expected to catalyse funding for climate priorities from other official lenders and the private sector.
- Further to Jamaica's continued progress in policies supported by the PLL and RSF arrangements, the IMF concluded positively the first review of both programs on 31 August 2023. IMF Executive Board Concluded positively the Second Reviews of the Precautionary and Liquidity Line and the Resilience and Sustainability Facility Arrangements in March 2024. The review recognised Jamaica's strong policy frameworks and institutional reforms, which had led to substantial improvements in public debt, international reserves, and macroeconomic stability, and supported a post-pandemic rebound in growth alongside declining inflation and unemployment. Noting the strong program performance, they supported the completion of the second reviews of the Precautionary and Liquidity Line (PLL) and Resilience and Sustainability Facility (RSF) arrangements and the associated decisions. They agreed that Jamaica continues to meet the PLL qualification criteria.

In conclusion, the authorities are pursuing a stability-oriented macroeconomic policy and the eligibility criterion is met.

### 2.3.3 Public Financial Management

#### **Summary Appraisal PFM Progress and Reforms**

**Jamaica has successfully implemented its PFM road Maps 2017/18-2020/21.** Essential strides have been achieved during the last 7 years:

(i) the Single Treasury Account is now effective, (ii) a major step towards digitalisation has been made with the finalisation of the Integrated Financial Management System (IFMIS); (iii) Credibility of Fiscal Strategy and Budget have significantly improved; (iv) annual financial statements are now comprehensive, annually audited by the Auditor General, approved by Parliament and published; (v) a Debt management committee is set up and reports now include all government guarantees/contingent and liabilities of Public Bodies; (vi) Medium Term Results Based Budgeting (MTRBB) is now effective; (vii) Budget Comprehensiveness and Transparency is now in line with international standards (Chart of Auditors, Documentation Access); (viii) the budget preparation cycle is now well structured and implemented (Policy-Based Planning & Budgeting (FPP, Budget Call, Calendar, MTRBB); (ix) Statutory and consolidated financial statements are now produced within legislated timelines.

**Jamaica continued progressing in reforming its Public Finance system over the last 12 months.**

Main achievements since the previous disbursement:

- ✓ **IMF PLL/RSF Programme:** Jamaica successfully signed and completed the first review under the IMF's PLL/RSF arrangements. It has demonstrated that it remains committed to macroeconomic stability and continues to strengthen its Public Finance Management frameworks which include an ambitious climate policy agenda.
- ✓ **PEFA:** One of the main pending commitment expected from Jamaica was a long due PEFA, further to the previous exercise in 2016. The PEFA has started on June 3, 2024 and is conducted by CARTAC. It is expected that a new PFM Road map will be formulated based on the PEFA.
- ✓ **Jamaica carried out a C-PIMA:** Main high-priority recommendations are (i) Improve the climate informed medium-term fiscal and budget framework to guide budget preparation, high priority; (ii) Strengthen the climate change strategic guidance of planning for capital budgeting, medium priority, (iii) Revise the framework for private and public bodies participation in climate smart infrastructure, medium/high priority; (iv) Enhance transparency on green and resilient investment projects in budget documentation, medium priority. These recommendations will be followed by the donors including the EU gathered into a sectoral group on Climate Finance.
- ✓ **Progress on the financial system oversight:** The adoption of Basel III standards and the expansion of the BOJ's supervisory authority are ongoing. The Ministry of Finance and the Central Bank are defining a roadmap to unify the framework for financial supervision. They intend to organize it under a "twin peaks"

regime. The roadmap for the unification is being finalized with capacity development support from the Fund and the World Bank.

- ✓ **Climate PFM progressed** under the impulsion of the IMF:
  - Following the approval of amendments to the policy framework for public private partnerships, Jamaica is working on a methodology to conduct climate impact assessment of investment projects and defining project selection criteria that will encompass climate consideration.
  - The National Natural Disaster Risk Financing Policy has been adopted and amendments to the Financial Administration and Audit Act are being prepared to establish the National Natural Disaster Reserve Fund
  - Jamaica is also working, with IMF capacity development support, to develop methodologies for climate-related fiscal risks analysis.
- ✓ **Strengthening Data Adequacy:** (i) a roadmap with action plan was developed to improve data adequacy. To facilitate the plan, STATIN will present a restructuring plan to the MOFPS by end-December 2023 - to facilitate its implementation during FY2024/25. (ii) Jamaica has also established a compilation and dissemination of data for general government operations on the National Summary Data Page (NSDP) for fiscal years 2021/22 and 2022/23 (end-March 2024); and (iii) conducting of the Non-Financial Corporation Survey by the BOJ to obtain data for Direct Investment Intercompany Lending positions for each quarter of 2023 to improve external sector data.
- ✓ **Transparency, accountability and control of public bodies' financial management.** The MoF is cognisant that operations of public bodies pose a risk to the Central Government budget to the extent that these entities are unable to service debt, whether government guaranteed or otherwise, cover their operating expenses or satisfy their investment needs. The government has over the last month reinforced its implementation of the Public Bodies Management and Accountability (PBMA) Act, where public bodies may only access loans with the approval of the GOJ. The Public Debt Management Act (PDMA) legislates, among other targets, that government guaranteed loans (GGLs) should be no more than 3.0% of GDP at end- FY 2026/27. Consequently, the GOJ actively monitors the trajectory of the GGLs-to-GDP ratio to determine its capacity to guarantee public bodies' debt without compromising the targets established in the PDMA.
- ✓ **Anti-Money Laundering: Jamaica remain under increased monitoring by FATF where three action items (two at IO 5 "beneficial ownership" and one at IO 3 "supervision") were not (largely) addressed.** Further strengthening of the AML/CFT framework is however ongoing, and authorities have made progress in implementing the Action Plan agreed to with FATF. Parliament approved amendments to the Companies Act, which: (i) make the definition of beneficial ownership (BO) consistent with FATF standards; (ii) introduce sanctions for breaching basic and BO obligations; and (iii) grant the Registrar of Companies powers to ensure compliance. Pending issues include: (i) the application of the beneficial ownership provisions approved by parliament, which depends on the reporting schedule of corporations; (ii) making the BO registry more comprehensive and effective; and (iii) applying due process to complete implementation of the RBS framework for TCSPs.
- ✓ **Delisted from Non Cooperative Tax Jurisdiction:** Together with two other countries Jamaica was delisted from Annex II further to completion of criterion regarding exchange of tax information on request.

**Main room for improvement are identified** in the fields of:

- Procurement (thresholds and digitalisation)
- Modernizing customs administration, improving trade facilitation and revenue collection.
- Control, divestment and oversight of public bodies
- Continuing digitalisation and integration of all digital platform into IFMIS
- Implementation of auditor general findings
- Improving the PPP framework

### **Political buy-in and Donor coordination**

During the past years, Jamaica proved a remarkable record in implementing structural reforms. Political buy-in was essential and made the difference in transitioning Jamaica from close to bankruptcy in 2013 to enjoying a Fiscal surplus in 2017. Since 2021 however, after the IMF COVID Support, Jamaica was left without any structural programmes with Donors, other than EU Budget supports. BW, IDB and IMF were no longer providing Budget

support, and specialised staff has been moved to headquarters to cover Jamaica amongst other countries. In this context, and based on its previous success, there was a risk that the Jamaican administration feels it no longer needs to collaborate with Donor Partners on PFM.

The signature in 2023 of two programmes with the IMF and a strong commitment from the Current government to consolidate its fiscal and financial situation have improved the collaboration and reform impetus. Donors are collaborating with the Government on reforms linked to Sustainable finance, IDP are monitoring and supporting the implementation of the IMF reforms, a PEFA is expected in 2024, to be followed by a new PFM road map.

### **Domestic Revenue Mobilisation**

The policy: The Government of Jamaica's fiscal policy priority is to pursue a reduction in the public debt to 60% of GDP by 2027/28. To do so The Fiscal Responsibility Law (FRL) is targeting fiscal surpluses of 0.3% of GDP per year over four fiscal years, from 21/22 through 24/25.

The means: GoJ, in line with the Fiscal Responsibility Rule (FRL):

- ✓ Continued to implement tax reforms aimed at simplifying the tax system, minimising the economic distortions, limiting ministerial discretion related to the granting of tax incentives and further broadening of the tax base.
- ✓ Jamaica's 2023/24 (April to March) National Budget was formulated to ensure achievement of the overarching medium term debt/GDP target. The fiscal programme aims to support the objective of reducing the public debt and debt servicing costs, thereby creating fiscal space to facilitate growth-inducing expenditure. Accordingly, achieving the required fiscal balance and the corresponding primary balance remains a priority as these are the operational instruments being utilized to attain a public debt of no more than 60.0% of GDP by end-March 2028.
- ✓ The reform of the domestic tax system took place simultaneously with improvements in revenue administration and resulted in an overall improvement in compliance and tax revenue collection.
  - During FY 2022/2023, the Government continued to work on making the tax system simpler, fairer and more efficient. Taxpayer registration increased by 3.2%. The collection of arrears, the audit coverage also improved. Tax administration enhanced its digital services to improve efficiency and effectiveness. The primary focus was on improvements to RAiS (TAJ's primary system for registered taxpayers), as well as web-based solutions to meet the needs of the general public. The expansion of taxpayer payment options saw a major upgrade which improved convenience for taxpayers.
  - During FY 2023/24, Tax Administration Jamaica is prioritizing three strategic objectives spanning the Domestic Tax Administration and Executive Administration programmes. These strategic objectives are: (i) to maximize efficiency and effectiveness of the authority - TAJ will focus on 'Agile Business Transformation', to be spread across its two programmes, by pursuing digital solutions as well as exploring and applying the use of various business models that allow for increased operational efficiency; (ii) To foster a customer-centric culture - TAJ will focus on customer satisfaction, through its ongoing project of simplifying the tax system and creating tools that make tax payments, declarations, appeals, queries, and other client interactions easy, safe, efficient, and reliable; and (iii) to improve voluntary tax compliance - The Agency will focus on voluntary tax compliance, through strategic data management & analytics.
- ✓ It is worth mentioning that the FY2022/23 was the fifth consecutive year in which no new tax measures were levied on the Jamaican taxpayers to finance the budget. Reducing or removing certain taxes (such as the minimum business tax and asset tax for non-financial businesses) with no offset measure in turn means that the money is actually put back into the economic circuit and will support MSMEs development, encourage informal businesses to enter the formal sector and boost the economic activity.

The performance:

- ✓ **Fiscal and primary surpluses far exceeding FY22/23 forecasts:** The fiscal performance has been positive, with the fiscal and primary surpluses, far exceeding those programmed. The improvements relative to the corresponding period of the preceding fiscal year were substantial. This performance is

accredited to the country's continued strong recovery from the effects of the COVID-19 pandemic as well as policies developed to address the economic impact of the conflict between Russia and Ukraine.

- ✓ **The positive fiscal performance resulted from higher than programmed Revenue and Grants** (\$59,985.7 million above-budget) as Expenditure (excluding amortization) also exceeded the original budget projection. Central Government operations over the period also produced a primary surplus of \$119,267.1mn, which exceeded target by 110.4%.
- ✓ **Tax Revenue in FY22/23 out-performed the projected inflows** of \$467,205.4mn by 11.2%. As a share of GDP, the tax revenue for the period continue to out-perform the outturns for the pre-COVID period, following the fall off during the peak of the pandemic in FY 2020/21 (see Figure 3B). The positive performance relative to budget is attributable to higher than programmed outturns from the three tax categories: International Trade, Income and Profit and Production and Consumption

Conclusion: The overall surplus in FY2022/23 was in line with the Medium-Term Fiscal Framework (MTFF) and slightly exceeded IMF targets. In the context of the strong recovery, the prudent fiscal stance was supported by a rebound in tax revenue driven by buoyant collection of direct taxes.

In conclusion, the public finance management reform strategy is sufficiently relevant and credible, including on domestic revenue mobilisation, and the eligibility criterion is met.

#### 2.3.4 Transparency and Oversight of the Budget

The entry point remains met as the 2024/25 budget was debated in Parliament starting March 12, and published on April 12, 2024.

The Transparency and Oversight of the Budget are enhanced in terms of information included in the Budget documents and made accessible to the public, reports issued on the in-year and end-of-year execution of the Budget, thorough and punctual external audit of the Budget Appropriations, as well as active legislative scrutiny of Budget execution by the relevant Committees of Parliament, and the publication of an annual Citizen's Guide to the Budget.

- ✓ The GOJ has joined the Open Government Programme (OGP) and committed to the OGP process, as the objectives of the OGP coincide well with the GOJ's anti-corruption policy and strategies towards achieving greater transparency, accountability, public sector efficiency and the overall strengthening of governance. The November 2022 review considers most commitments in this action plan promising as they demonstrate robust designs to tackle key areas for the country, such as access to information, the environment, and the country's youth. Three of them fall short, however, in describing clearly and in detail how they could make the government more open. Commitment 1, for example, proposes including stakeholders in future implementation, monitoring, and evaluation of the National Anti-Corruption Strategy (NAS).
- ✓ Budget transparency and budget oversight functions are effective: budget presentation and published budget-linked information on the central government budget operations, as well as on sub-national governments and public bodies' budgets, are comprehensive, timely and reliable. Public access to fiscal information is widespread when the budget is presented, as well as during budget execution and after closure. Oversight on public procurement activities is credible, while overall external and legislative oversight on budget execution by the AuGD, PAAC and PAC is conducted on an independent, well-organised and convincing manner.
- ✓ For FY 2024/2025 the GOJ published for the sixth time, a Citizen's guide to the budget. The citizens' guide provides a summary explanation of macroeconomic projections underlying the budget, the main fiscal aggregates, the composition of budget revenues and expenditures, and a summary of the main policy priorities in the budget. The guide presents aspects of the budget to a wider cross-section of persons in an easy reading format with less emphasis on the total recurrent expenditures of use of technical jargon.

- ✓ **The Open Budget Index 2023 for Jamaica remains stable at 50 points.** Budget documentation is comprehensive and fulfils 9/12 elements, including all 4 basic elements. The Executive Budget Proposal includes the following documents: Estimates of Expenditure; Jamaica Public Bodies Estimates of Revenue and Expenditure; Fiscal Policy Paper; Medium Term Debt Management Strategy; Public Sector Consolidated Estimates of Expenditure; Revenue Estimates; Tax Expenditure Statement; Opening Budget Speech.
- ✓ The budget for FY2024/25 published on April 12, 2024. The delay in Jamaica’s 24/25 Appropriation Act (Budget) was primarily due to an error where statutory expenditures were inadvertently included, which was not in accordance with constitutional provisions. This mistake necessitated additional time to correct the issue, leading to the postponement of the Act’s finalisation. The Minister of Finance, through his budget speech on March 12, 2024 marked the start of the budget debate; this was followed by interventions by the Opposition Spokesman on finance and planning, by the Leader of the Opposition, by the Prime Minister and ended with the Minister of Finance closing budget speech.
- ✓ **The entry point is considered to be met as the Executive's budget proposal for FY2024/25 was published and presented to Parliament and enacted in April 2024, albeit being 12 days delayed. All the budget documents and are publicly available free of cost on the Ministry of Finance website: <http://www.mof.gov.jm/budget>**

In conclusion, the relevant budget documentation has been published and the eligibility criterion is met.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this action is to contribute to the improvement of Citizen Security in CSP target communities<sup>6</sup>.

The Specific Objectives of this action are:

- 1 Jamaica society is safer, more inclusive and resilient with emphasis on right base approach, paving the way for more and safer investments;
- 2 To improve protection of women, men, girls and boys in all their diversity from all forms of gender-based violence in the public and private spheres.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:

Induced outputs (Some outputs have 2 numbers as they are considered to contribute to both objectives):

- 1.1 Strengthen governance, coordination and capacity for successful CSP implementation.
- 1.2 Improved violence and crime reduction through improved data management and reduced recidivism of offenders and improved reintegration into society
- 2.1 Increased availability of safe and gender sensitive spaces less prone to crime and violence including safe passages from and to school
- 1.3 / 2.2 Increased knowledge and skills of children and youth to be leveraged to reduce risk and enhance protection from involvement crime and violence

Direct outputs:

- 1.4 Additional fiscal space and predictability of funds for crime and violence prevention interventions and specifically for the implementation of the Citizen Security Plan.

<sup>6</sup> The geographic scope of the CSP in order of priority is: a. Category 1- All declared Zones of Special Operation; b. Category 2- 20 most vulnerable and volatile communities that are not ZOSOs based on the CRP’s vulnerability and volatility index. c. Category 3- All other vulnerable and volatile communities based on CRP’s index.

- 1.5 / 2.3 Sustained and intensified policy dialogue between EU and the government, civil society, women groups and private sector.
- 1.6 / 2.4 Enhanced Government capacities for the coordination, and implementation of the Citizen Security Plan mainstreaming of gender equality and a disability sensitive approach, monitoring and evidence-based policy development.
- 1.7 / 2.5 Increased Civil Society and women groups' capacities for policy dialogue, participation, implementation and oversight of government citizen security and GBV policies and operations.

### 3.2 Indicative Activities

Activities related to induced outputs (some activities have 2 numbers as they are considered to contribute to two outputs):

Activities relating to Output 1.1

- 1.1.1 Strengthening coordination at policy and operational levels
- 1.1.2 Strengthening CSS and MDAs data systems and management
- 1.1.3 Capacity building training for monitoring, evaluation and communication

Activities relating to Output 1.2:

- 1.2.1 Improving data management and intelligence through proper data collection, management and storage in MDAs
- 1.2.2 Promoting sustained trust and community engagement
- 1.2.3 Promoting sustained rehabilitation and reintegration initiatives

Activities relating to Output 2.1:

- 2.1.1 Improving safe schools environment through safe spaces and rehabilitation of schools
- 2.1.2 Strengthening the capacity of the national gender machinery to enforce legislative changes to protect all victims of GBV
- 2.1.3 Community space renovation and maintenance
- 2.1.4 Support/essential services provision to survivors of GBV and protection from re-victimisation

Activities relating to Output 1.3 / 2.2:

- 1.3.1 / 2.2.1 Implementation of activities and processes for sustained behaviour modification and academic improvement in schools
- 1.3.2 / 2.2.2 Strengthening case management for medium and high risk youth
- 1.3.3 / 2.2.3 Finalising and implementing an at-risk youth engagement strategy

Activities related to direct outputs:

- 1.4.1 Monitor and support CSP implementation
- 1.5.1 / 2.3.1 Maintain a sustained policy dialogue with GoJ, MDAs, Civil society including women groups, PWD groups, private sector.
- 1.6.1 / 2.4.1 Providing technical assistance for enhancing capacities to coordinate, manage data, communicate and implement inter-ministerial, evidence based interventions incorporating gender and disability as cross-cutting issues.
- 1.7.1 / 2.5.1 Supporting the empowerment and strengthening of civil society to participate in the all-of-society effort to reduce victimisation (including GBV) and develop more effective policies.
- 2.5.2 Strengthen the women's movement as a vital arm of CSOs to advocate and address matters related to GBV as a public health concern and as directly related to citizen's security

### 3.3 Mainstreaming

**Environmental Protection & Climate Change**

**Outcomes of the SEA screening** (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required. Jamaica has signed the Paris Agreement on Climate Change; created targets for sustainable forest management – which is being supported by a budget Support Programme; created a climate financing strategy and has a nationally determined contribution outlining its commitment to reduce emissions and fight climate change.

Environmental issues are not a priority or significant objective for this action. However, citizen security encompasses in its scope the need to renew, revive and upgrade infrastructure and services available for citizens living in vulnerable and volatile communities. Even if not tackled directly, environment and climate change concerns will be incorporated in policy dialogue and will be raised in the context of data collection and policy review. As in previous programme, the EU will advocate for more sustainable sources of energy for street lighting of public spaces and more environmental friendly and climate resilient renovated infrastructures for vulnerable communities including safe passages to schools.

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### **Gender equality and empowerment of women and girls**

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality and the promotion and protection of human rights are at the core of the proposed intervention. A gender responsive, human rights and victim-centred approach will be incorporated for the implementation of programme activities and its monitoring to foster the application of human rights standards and principles at all institutional levels.

Jamaica has a strong local legislative and policy framework, which provides the enabling environment in which key issues relating to gender-based violence can be addressed. However, and despite recent actions undertaken under the Spotlight Initiative, implementation in some legislative actions remain lagging behind and there still remains significant legislative and regulatory gaps with regards to safeguards for women and girls. Therefore, the high incidence of violence against women and children, especially girls remains a major obstacle to the achievement of SDG goals for gender equality, the empowerment of women, and national development.

The current action will therefore also contribute towards gender equality by working to change highly damaging social and cultural norms which tolerate violence against women and girls. It will also support a stronger role for women in building community resilience, enabling social cohesion and strengthening protective factors for vulnerable individuals. At the same time, young males are both the major victims and perpetrators of crimes, and the programme will support the government to develop pathways out of antisocial behaviour for high-risk male youth. By tackling the disproportionately high levels of violence, by young men, it will reduce women and girls' exposure to violence in school, domestic and community settings. All interventions monitor access and results by gender, with sex-disaggregated data collected and integrated across the programme.

The National Gender Equality Policy, key lessons learnt from the Jamaican implementation of the Spotlight Initiative and the previous edition of the EU budget support to the citizen security sector have highlighted and contributed to the need to change the idea of violence against women and girls. The action will continue to work with national ministries and agencies, especially the national gender machinery, to support the recognition and integration of family violence as a citizen security concern and incorporation of a focus on family related violence into citizen security policy, national action plans and programmes. The integration of a focus on addressing GBV and VAWG into national and citizen security policy and discourse and better cooperation between the existing gender machinery and the Ministry of National Security will be then mainstreamed in policy dialogue and technical assistance during programme implementation.

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### **Human Rights**

While Jamaica remains a functional democracy, and despite evidence of progress in terms of policy and guarantees in terms of access to fundamental human rights, there are still significant human rights issues including credible reports of unlawful and arbitrary killings by government security forces; cruel, inhuman, or degrading treatment by agents of the state; harsh and life-threatening conditions in prisons and detention facilities; arbitrary arrest and detention; serious government corruption; lack of investigation of and accountability for gender-based violence and hate crimes against LGBTI community; and the existence of a law criminalizing consensual same-sex sexual conduct between adults, although the government does not enforce the law actively<sup>7</sup>.

While declarations of State of Public Emergency (SOPE) are provided for by the Constitution, the regulation of SOPEs was in at least one case ruled as unlawful and violating human rights and the opportunity of the extensive

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<sup>7</sup> Cfr <https://www.state.gov/reports/2023-country-reports-on-human-rights-practices/jamaica/>

and protracted implementation of them remain at the centre of the debate between the two political parties among the measure necessary to significantly reduce crime and protect citizens.

The action will support civil society and human rights defenders monitoring and advocating for increased respect of human rights in particular for the most vulnerable segments of society: women, children and youths. A specific attention on the above mentioned human rights will be also part of the policy and political dialogue with the GOJ.

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### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies This implies that disability is a significant objective.

After the Disabilities Act (2014) came into effect in 2022, Jamaica institutions had start integrating the policy within their operation. This legislation is showing to be instrumental in safeguarding and enhancing the welfare of persons with disabilities (PWDs). During the first phase of CSP it has been evident with the effort to increase physical access to building under renovation, in particular police stations. The Action will leverage the Disability Act to introduce more attention to PWDs in CSP inter-ministerial interventions, starting from the creation of safe spaces, the renovation of schools' facilities, the creation of safe passages to and from schools, the vocational training in addition to the services for GBV survivors. For that the EUD will mainly use policy dialogue and technical assistance.

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### **Reduction of inequalities**

As per Inequality Marker in section 1.1, this action is labelled as I-1. This implies that reduction of inequality is a significant objective.

Jamaica's social inequality is primarily held to be class-based due, in part, to the country's perceived ethno-racial homogeneity and to the particularities of its colonial past. However, it is geographically scattered across the country in pockets of poverty and inner city communities where the level of violence and crime also high. Inequality in the country of Jamaica is significant: about 16.7% of the population lives below the poverty line (2021). This inequality is primarily attributed to class factors given the country's deep income stratification and perceived ethno-racial homogeneity.

According to world bank Jamaica GINI index was at level of 40.2 % in 2021, up from 35.6 % in 2018. Jamaica income share held by lowest 10% was at level of 2.2 % in 2021, down from 2.9 % in 2018. Jamaica income share held by highest 10% was at level of 29.9 % in 2021, up from 27.6 % in 2018. In 2019, some 50.6 per cent of national consumption expenditure was expended by individuals in the richest 20.0 per cent of the population compared with 5.2 per cent by those belonging to the poorest 20.0 per cent. Moreover, the richest 10.0 per cent of individuals registered an average consumption expenditure of almost 11 times that of the poorest 10.0 per cent.

The Action will contribute to reduction of inequality by supporting the implementation of CSP in the most vulnerable and crime and violence prone communities. In particular, it collaborates with Ministry of Labour and Social Security (MLSS) in identifying and people most in need to include them under the Programme of Advancement Through Health and Education (PATH) a conditional cash transfer (CCT) programme funded by the Government of Jamaica and the World Bank aimed at delivering benefits by way of cash grants to the most needy and vulnerable in the society. The CSP addresses also some of the root causes of poverty by addressing literacy and numeracy in schools, reducing drop-out, promoting reintegration and case management of at-risk-children and youth and supporting the access to vocational training for unattached population.

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### **Democracy**

In Jamaica, political power has changed hands regularly and peacefully between the two main political parties and politically motivated violence is rare. Over the past decade Jamaica has also established a credible macroeconomic framework, with public debt plummeting by 50 percentage points between 2013 and the start of the COVID-19 pandemic. The government's successful effort to consolidate its fiscal balances spans two political administrations and remains anchored to a social partnership, the Economic Programme Oversight Committee, which is comprised of public, private, and civil society stakeholders.

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### **Conflict sensitivity, peace and resilience**

According to a recent World Bank Report, stakeholders consistently cite crime and violence as key barriers to doing business in Jamaica. Widespread crime and violence affect Jamaica's economy in many ways, undermining growth. Crime and violence deter investment, undermine productivity, and significantly raise business costs because of essential investments in security and losses in worker productivity. Noting that the government spends

1.4 -2.4 percent of GDP on crime related matters yet the problem persists, the World Bank posits that crime and violence are anchored in structural social problems that are difficult for the government to mitigate. Within this context, the action is directly contributing in line and continuity with the on-going Support to Citizen Security in Jamaica Budget Support Programme finalising in 2025.

### Disaster Risk Reduction

With approximately 90 percent of Jamaica’s US\$14 billion GDP produced within its coastal zone, Jamaica is particularly vulnerable to climate change, including rising sea levels and temperatures, more frequent and severe natural disasters, such as hurricanes, tropical storms, floods, and droughts. These have adverse implications for key economic and climate sensitive sectors, such as tourism and agriculture. Climate shocks affect both crop production and infrastructure assets, with poverty implications. Long-term climate change impacts, including changing precipitation patterns and increasing temperatures, affect the reliability of water resources needed for food production and negatively impact the livelihoods of local communities. As such, climate-informed policies form a central part of private sector development and Jamaica’s efforts to restore growth.

### Other considerations if relevant

The activities, outputs and outcomes of the action will support Jamaica’s strategies aimed at poverty reduction and economic growth, gender equality and mainstreaming, peace, partnership and resilience, education, innovation and entrepreneurship, and strong institutions, and, therefore, contribute to various SDGs.

It contributes primarily to the progressive achievement of SDGs no.11 "Sustainable Cities and Communities" and no.16 "Peace, Justice and Strong Institutions", while also contributing to SDGs no. 1 “No poverty”, no.5 "Gender Equality" and no.10 "Reduced inequalities". When the action involves infrastructure works, attention will be paid to promote the use of clean energy and energy efficiency, thus contributing to SDGs no.7 “Affordable and clean energy” and no.13 “Climate action”.

## 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
<b>1. RISKS RELATED TO THE EXTERNAL ENVIRONMENT</b>				
1.1. Macro-environment:	Risk 1: Macroeconomic stabilisation, debt reduction and fiscal policies prevent government from providing expected resources to policy implementation	Medium	High	Policy dialogue at the highest levels of government will seek practical solutions to enable continuation of activities. Incentive to be provided by placing a performance indicator on governance and budget for the sector
1.2 Political decisions and priorities outside the Commission:	Risk 2: Results of political elections or concurring priorities affect Jamaican political leaders commitment to CSP and its holistic, coordinated and evidence based approach	Low	High	Policy dialogue with government and support and dialogue to the Crime Monitoring and Oversight Committee will contribute to maintain focus and priority on the policy. Coordination with other donor present within the sector and the specific policy.

1.3 External partners:	Risk 3: Citizen Security Secretariat (CSS) is not sufficiently resourced and provided with the institutional level to perform operational coordination tasks	Medium	Medium	EU Delegation will continue to advocate for a stronger role for the CSS in line with the recommendation of the CSP update report
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## 2. RISKS RELATED TO PLANNING, PROCESSES AND SYSTEMS

2.2. Operational processes:	Risk 5: The public sector remains siloed across MDAs, or lack capacities to deliver coordinated interventions	Medium	Medium	The CSP is already in the second phase and the CSP update identified the increased coordination as a key success. The programme will provide technical assistance to strengthen coordination and capacities.
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## 3. RISKS RELATED TO THE PEOPLE AND ORGANISATION

3.1. Human resources:	Risk #: Safety and security of partner staff and community workers, in particular CSOs in high volatile communities	Medium	High	Discuss and recommend implementing partners to have sound safeguarding practices and accept allocation of funds to security in EU contracts
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## 5. RISKS RELATED TO COMMUNICATION AND INFORMATION

5.1. Communication methods and channels:	Risk #: Reputational risk in case of lack of impact, increased violence rates or lack of respect of human rights by security forces	Low	Medium	Budget support leaves leadership and implementation responsibility clearly to GOJ. The Action will only support violence prevention, community safety and youth development actions applying human rights and gender sensitive approach. The EU Delegation has always maintained distance from law enforcement initiatives that don't guarantee these standards.
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### Lessons Learnt:

Under the 11th EDF, budget support has been instrumental in advancing the reform process in the areas of Justice, Forestry, Public Finance Management and Citizen Security. The use of the Budget Support modality in the EU-Jamaica cooperation programme resulted in a productive policy dialogue on government systems, policies and reform agendas. As a result, budget support has proven to be a very effective instrument to assist the Government in addressing some of key socio-economic challenges facing Jamaica and ensured that there was ownership of results throughout the process, which could lead to sustainability of outcomes. During the first phase of EU support to CSP, the Citizen Security sector governance and approach have been strongly influenced by EU budget support and technical assistance.

Stand-alone approaches that engage law enforcement initiatives, on the one hand, or community development, behavioural change, empowerment and youth's skills development on the other do not represent a comprehensive approach to prevention. Whole of society approaches are critical to addressing crime and violence including violence

against women and girls (VAWG). National level multi-sectoral coordination mechanisms are indispensable to a comprehensive approach to addressing crime and violence including VAWG.

Lesson learned from the Spotlight Initiative are currently under review within the reporting phase of the programme ended in December 2023. However, during the implementation, the following learning have been already identified:

- While the shelters for victims of GBV may be the most important additions to essential and emergency services, the heavy procurement and approval procedures for the infrastructural component seems to be incompatible with the EU support timeline.
- The National Gender Machinery has limited capacities compared to the scope of the action plan so providing technical assistance could be important to enhance results.
- Legislation appears to be the most entrenched and widespread means of addressing GBV matters but the experience shows that the process could take up to 10 years thus not attainable within a budget cycle.

All final lessons obtained from the Spotlight Initiative will be disseminated and used for the implementation of the GBV component of the Action.

### 3.5 The Intervention Logic

The underlying intervention logic for this action is based on the assumption that improving the safety and security of citizens in the most vulnerable and volatile communities in Jamaica requires a plan that includes the delivery of a range of interventions in a coordinated system of multi-sectoral programming and sufficient data and evidence to guide decision making. In particular:

- If the government, in collaboration with International Development Partners (IDPs), civil society, the private sector, and the Opposition, can effectively identify the root causes of extreme violence, including gender-based violence (GBV), and lead the creation and implementation of evidence-based preventive strategies in schools, homes, and communities; and
- If the government enhances its systems and governance procedures to support the delivery of coordinated, evidence-based, multi-sectoral interventions targeting vulnerable groups and communities, in partnership with key stakeholders; and
- If mechanisms are improved to enable civil society, including women and community groups, to actively engage and participate in violence prevention efforts in schools, homes, and communities; and
- If successful strategies receive sufficient funding and are expanded with the appropriate dosage and duration to include the most vulnerable communities and groups affected by violence;
- Then Jamaica will achieve a more sustainable reduction in violence and crime over time.

To successfully achieve the specific objectives, the action will support the Citizen Security Plan as it represents a national effort and synergy across all sectors of society and is the Government of Jamaica's overarching and central policy position on citizen security. The Citizen Security Plan recognizes the value of a multi-sectoral approach to improving safety and security. This approach aims to build the capacity of the State to provide, and wider society to contribute to safety and security while empowering citizens to realize their full potential and contribute to the attainment of a safe, secure, cohesive and just Jamaican society.

The CSP is based on a citizen security approach that focuses on ensuring that citizens feel a sense of stability, confidence in institutions and order. This approach aims to give people control over their lives, empowering them to shape their own paths and determine their own destinies. At the same time, the CSP rests on the clear, hold and build approach. After removing the influence of criminals by arresting and neutralizing their effects on the targeted communities by the security forces (CLEAR), and effectively re-establish the rule of law in the affected communities, the police start engaging in active neighbourhood problem solving, improve trust between the police and communities, and effective management of offenders (HOLD). At this point Ministries Departments and Agencies can foster support for the state by protecting the populace and improving economic, social, psychological and health needs (BUILD) by: creating safer spaces through physical transformation and improvements in infrastructure; community development that includes improving community strength and individual skills; enhancing individual opportunities to improve wellbeing; helping residents to become more empowered to be able to make changes in their

communities; with the support of social programmes, and help reduce the pool of those who are vulnerable to being involved in criminality.

As no single sector has sole responsibility for improving citizen security, for each intervention, the CSP identifies lead agencies for delivery. Each intervention also has one or more performance indicators to facilitate the monitoring of performance over time. These performance indicators form the Monitoring, Evaluation and Learning framework and align with the Key Results of Plan Secure Jamaica so that the progress made in improving citizen security on the ground, translates through to the objectives of Plan Secure Jamaica ensuring their alignment with the National Security Policy and the National Development Plan - Vision 2030.

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

BUDGET SUPPORT MODALITY as reflected by the national/sector public policy supported (4 levels of results / indicators / Baselines / Targets / Source of Data - no activities)

Caveat: the indicators used in the *Logical Framework Matrix* refer to the budget support intervention logic. They help monitoring the implementation of the programme in view of its objectives and later evaluate its contribution to country policy's achievements. The list of indicators below should not be understood as the list of indicators informing the disbursement of variable tranches and spelled out in the relevant part of the financing agreement signed with the partner country, although some indicators may be used for both purposes and will be marked accordingly.

Results	Results chain	Indicators (max. 15)	Baselines 2022/2023	Targets by the end of the budget support contract 2028	Sources of data (1 per indicator)
<b>Indicative Impact of the policy</b>	To contribute to the improvement of Citizen Security in CSP target communities.	Murder rate in CSP communities (per 100,000)	93 / 100 000 (2023)	As national level rate in the same year	Police data (JCF)
<b>Expected Outcomes of the policy</b>	<p>1. Jamaica society is safer, more inclusive and resilient with emphasis on right base approach, paving the way for more and safer investments;</p> <p>2. Improved protection of women, men, girls and boys in all their diversity from all form of gender-based violence in the public and private spheres.</p>	<p>% of respondents in CSP communities reporting feeling “very safe” or “safe” walking alone in their communities at night</p> <p>Violence-related injury (VRI) rate in ZOSO communities (per 100,000) (total)</p> <p>VRI rate in ZOSOs females (total number)</p> <p>**Number of people benefitting from EU-funded interventions to counter sexual and gender-based violence <sup>8</sup></p>	<p>70% (day)<sup>9</sup> (2022)</p> <p>56% (night)<sup>5</sup> (2022)</p> <p>184.6 (76) (2022)</p> <p>70.4 (29) (2022)</p> <p>N.A.</p>	<p>As national level rate in the same year</p> <p>As national level rate in the same year</p> <p>TBD</p>	<p>Citizen Security Plan Annual Report prepared by Citizen Security Secretariat (CSS)</p> <p>National Crime and Victimization Survey</p> <p>Community Renewal Programme (CRP-PIOJ) data and reports</p>

<sup>8</sup> GEF indicator 2.37

<sup>9</sup> Average of 5 ZOSO communities: Greenwich Town, Denham Town, Parade Gardens, Savanna-la-mar & August Town.

<b>Induced Outputs</b>	1.1 Strengthen governance, coordination and capacity for successful CSP implementation.	Percentage of national budget allocated to CSP relevant activities (disaggregated by agency)  % of MEL indicators that are collected and reported on	Starting point of the indicator(s) TBD  70% (2023)	Intended value of the indicator(s) TBD  100%	Citizen Security Plan Annual Report prepared by Citizen Security Secretariat (CSS)
	1.2 Improved violence and crime reduction through improved data management and reduced recidivism of offenders and improved reintegration into society	% CSP MDAs with electronic data management systems (records of beneficiaries/clients are maintained in a single electronic database)	3 out of 9 entities (2022)	9 out of 9 entities	
	2.1 Increased availability of spaces less prone to crime and violence including safe passages from and to school	% of students of students indicating that they do not feel safe at school.	45% (2022)	Intended value of the indicator(s) TBD	National Assessment of Perception of School Safety and Security
		# of safe passages created in CSP communities	2 (2022/23)	Intended value of the indicator(s) TBD	
	1.3/ 2.2 Increased knowledge and skills of children and youth to be leveraged to reduce risk and enhance protection from involvement crime and violence	% of primary students reading at grade level across the ISSS supported schools	39.8% (Avg. PEP Literacy)	Intended value of the indicator(s) TBD	
% of secondary students reading at grade level across the ISSS supported schools		16.95% <sup>10</sup>	Intended value of the indicator(s) TBD		
# youth from CSP communities trained and certified		2,569	9000		
	% of MNS case managed cohort that reduce their risk levels (assessment score) after case management	(Not yet available)	Intended value of the indicator(s) TBD		

<sup>10</sup> Based on 6 schools: Denham Town High, Kingston High, Haile Selassie High, St. Andrew Technical High & Norman Manley High

<b>Direct Outputs</b>	1.4 Additional fiscal space and predictability of funds for crime and violence prevention interventions and specifically for the implementation of the Citizen Security Plan.	Share of spending on CSP versus total budget	N.A	Over 90%	EUD Annual disbursement report
	1.5/ 2.3 Sustained and intensified policy dialogue between EU and the government, civil society, women groups and private sector.	Number of recommendations of the policy dialogue sessions implemented	N.A.	At least 1 per year	Log and Minutes of meetings CSOs projects' reports Press articles
	1.6/ 2.4 Enhanced GoJ capacities for the coordination, and implementation of the Citizen Security Plan mainstreaming of gender equality and a disability sensitive approach, monitoring and evidence-based policy development.	Number of workshops, seminars, trainings, working group sessions	N.A.	At least 8 per year	
	1.7/ 2.5 Increased Civil Society and women groups' capacities for policy dialogue, participation, implementation and oversight of government citizen security and GBV policies and operations	Number of GBV policies/legislation supported through the process of enforcement/enactment into law  Number of project supporting CSOs capacity building with EU support		At least 1 per year  At least 3 projects approved for the period	

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation of the Budget Support Component

#### 4.3.1 Rationale for the Amounts Allocated to Budget Support

The amount allocated for the budget support component is EUR 6 600 000, and for complementary support is EUR 2 200 000. The amount for budget support is based on the policy's costing, the activities foreseen by the targets for the indicators under the Action and on the available funds for priority 3 in the MIP. The amount for budget support has taken into consideration the need to allocate significant resources to the annual disbursements in order to increase fiscal space and at the same time enhance the incentive for policy progress and timely implementation. Only the amount considered necessary for complementary support to policy implementation has been deducted.

#### 4.3.2 Criteria for Disbursement of Budget Support

##### a) Conditions.

The general conditions for disbursement of all tranches are as follows:

- Satisfactory progress in the continued implementation of the Citizen Security Plan under Plan Secure Jamaica and continued credibility and relevance thereof or of the subsequent policy.
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances.
- Satisfactory progress in the implementation of reforms to improve public financial management, including domestic revenue mobilisation, and continued relevance and credibility of the reform programme.
- Satisfactory progress with regard to the public availability of accessible, timely, comprehensive, and sound budgetary information.

b) The performance indicators for disbursement to be used for variable tranches will be a combination of progress and outcome indicators measuring the governance and the delivery of the CSP and will be preferably selected from CSP MEL Framework. The indicators might focus on:

1. Status of Governance, Coordination, Monitoring of CSP and percentage of national budget allocated to MDAs for CSP relevant initiatives;
2. Progress in the implementation of the Inter-ministerial School Support Strategy (ISSS) in terms of Leadership training; Literacy/Numeracy interventions; Case management & psycho-social support services; Attendance/drop-out rate, in at least 8 schools intervened in a holistic way;
3. Number and quality of safe spaces initiatives to reduce the incidence and better protect men and women & boys and girls from all forms of gender based violence in public and private spaces and online and increase access to essential services;
4. Number of at-risk youth from CSP communities participating in skills development and vocational training initiatives that receive a professional qualification or certification;
5. Completion of the 2<sup>nd</sup> Iteration of the School Safety Perception Survey, replicating the methodology of the baseline survey and analysing how boys and girls are affected differently by problems identified and how recommendation from previous surveys have/will be implemented using gender sensitivity.

#### c) Modifications.

The chosen performance indicators and targets to be used for the disbursement of variable tranches will apply for the duration of the action. However, in duly justified cases, the partner country and the Commission may agree on changes to indicators or on upward/downward revisions of targets. Such changes shall be authorised in writing ex-ante, at the latest at the beginning of the period under review applicable to the indicators and targets.

In exceptional and/or duly justified cases, for instance where unexpected events, external shocks or changing circumstances have made the indicator or the target irrelevant and could not be anticipated, a variable tranche indicator may be waived. In these cases, the related amount could either be reallocated to the other indicators of the variable tranche the same year or be transferred to the next variable tranche the following year (in accordance with the original weighting of the indicators). It could also be decided to re-assess an indicator the following year against the original target, if there was a positive trend and the authorities did not reach the target because of factors beyond their control. The use of this provision shall be requested by the partner country and approved in writing by the Commission.

#### d) Fundamental values

In case of a significant deterioration of fundamental values, budget support disbursements may be suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

### 4.3.3 Budget Support Details

Budget support is provided through a combination of fixed and variable tranches, as direct untargeted budget support to the national treasury. The crediting of the euro transfers disbursed into Jamaican Dollars will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

The following disbursement calendar and profile proposed for the action is indicative. The actual disbursement calendar and profile will be set out in the financing agreement and may remain subject to change.

<b>Indicative breakdown of BS tranches</b>	<b>Total</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>
Fixed Tranche	2 500 000	1 000 000	750 000	750 000	
Variable Tranche	4 100 000		1 200 000	1 350 000	1 550 000
<b>Total</b>	<b>6 600 000</b>	<b>1 000 000</b>	<b>1 950 000</b>	<b>2 100 000</b>	<b>1 550 000</b>

### 4.4 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>11</sup>.

#### 4.4.1 Direct Management (Grants)

##### **Grants: (direct management)**

##### **(a) Purpose of the grant(s)**

The grants will contribute to all the objectives of the Action. It is expected that the actions to be implemented as part of those grants could support a more meaningful, coordinated and active participation of Civil Society, including women groups, youth led and youth development organisations, Private Sector entities and media during the implementation of the Citizen Security Plan.

The award of grants might also include within its priorities the support to initiatives of independent monitoring, advocacy, oversight and social auditing of the implementation of the CSP and other security initiatives undertaken in prioritized communities including the preparation of specific studies and surveys.

<sup>11</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

It is envisaged that the women movement could be engaged to enhance capacities and actions as accountability actors also at the level of policy dialogue with sector actors.

Private Sector organizations and youth development or youth led organisation could also be supported to improve the outreach and effectiveness of more demand-driven training, internship and job opportunities for unattached youths in vulnerable communities.

**(b) Type of applicants targeted**

Potential candidates will be civil society organizations, including women and youth groups and private sector associations, NGOs, Universities, Think Tanks, research centres, media or associations of media and any not for profit organization with expertise or participation in citizen security sector.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission’s services using the following criteria: it has the financial and technical capacity to manage sub-granting to other civil society organisations.

4.4.2 Direct Management (Procurement)

Technical assistance will be contracted, contributing to both expected outcomes of chapter 3.6 and corresponding results.

4.4.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If the preferred implementation modality in direct management (procurement) cannot be implemented due to circumstances outside of the Commission’s control, the alternative implementation modality would be: indirect management with an entrusted entity, using the following criteria:

- sufficient operational capacity to carry out the activities.
- specific expertise or track record in the field of the action.
- can add value to the action creating synergies with other previous, ongoing or planned initiatives.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Budget support</b> - cf. section 4.3	6 600 000
<b>Grants (direct management)</b> – total envelope under section 4.4.1	1 000 000
<b>Procurement (direct management)</b> – total envelope under section 4.4.2	1 000 000
<b>Evaluation</b> – cf. section 5.2	200 000
<b>Audit</b> – cf. section 5.3	200 000
<b>Totals</b>	8 800 000

## 4.7 Organisational Set-up and Responsibilities

The overall responsibility and oversight of Action lies with the Government of Jamaica and in particular with the Citizen Security Business Group (CSBG), chaired by the Prime Minister or his delegate. Overall coordination of the monitoring of eligibility conditions and variable tranche indicator collection and reporting for the action, lies with the Ministry of National Security, through the Citizen Security Secretariat (CSS), the Planning Institute of Jamaica (PIOJ) and the Office of the National Security Advisor (ONSA) - in constant contact with the EU Delegation Programme Manager. As a part of this process, MNS, PIOJ and ONSA, work closely with the Ministry of Finance and Public Service (MoFPS) which has responsibility for relevant sections of the general conditions of the action.

Other institutions involved in the implementation of the programme are defined in the Citizen Security Plan and will include as main stakeholders the Ministry of Education and Youth (MoEY), the Ministry of Health and Wellness (MoHW), the Ministry of Culture Gender Entertainment and Sport (MGCES), the Human Employment and Resource Training Trust/National Service Training Agency (HEART/NSTA) with others, including the gender machinery and a consultative and oversight role of civil society.

The CSS and PIOJ are responsible for setting up the appropriate in-house programme management structure to support effective implementation, monitoring and reporting on the action. The CSS in collaboration with the PIOJ, are responsible for the preparation and submission of disbursement requests to the EU Delegation.

A Programme Steering Committee will be established for the duration of the action, to oversee and validate overall implementation progress - with emphasis on the fulfilment of the General Conditions and the achievement of the agreed variable tranche indicators. The committee shall meet regularly – at least every 4 months. Meeting context shall be on the achievement of Jamaica’s wider Citizen Security Plan priority objectives: to facilitate effective monitoring of the action’s progress (BS and complementary support) toward this end, to identify and address bottle-necks, to perform policy dialogue and to make decisions. At least one of the meetings shall take the form of an annual progress review with the participation of stakeholders from a wide cross section of civil society as the ones included in the Crime Monitoring and Oversight Committee membership.

CSS, in collaboration with the PIOJ will be responsible for the organization of the meetings of the Programme Steering Committee, ensuring continuous compliance with the conditions under the EU budget support programme.

The PIOJ will continue to implement donor coordination.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner’s strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

*Roles and responsibilities for data collection, analysis and monitoring:*

For the EU Delegation to evaluate the fulfilment of the general conditions, the Government of Jamaica, through the MoFPS and PIOJ, shall provide information and documentation on macroeconomic performance,

improvements in public financial management and budget transparency. For the EU Delegation to evaluate the achievement of variable tranche indicators, the CSS, in coordination with PIOJ and ONSA, shall provide on behalf of the CSBG, information and documentation on the performance indicator targets for all components of the action. CSS could be supported in this regard by the TA.

During phase I, the Citizen Security Plan has an updated and complete Monitoring, Evaluation and Learning Framework (CSP MEL Framework). Developed within the inter-ministerial MEL Reference Group, it is meant to ensure the effective and coherent implementation of the CSP towards agreed results. It also promotes accountability by attributing outcomes, outputs and activities to the different MDAs. It is a tool designed to support decision makers and implementers to learn from success and failure and adapt implementation along the way. The CSS will produce at least one annual report on the implementation of the CSP based on the MEL Framework.

To ensure effective monitoring, evaluation, and governance of the Plan the CSBG will meet quarterly to assess the Plan. The Office of the national Security Advisor (ONSA) will hold the secretariat of the meetings. The implementing entities will provide a report of their performance to the CSS at least 14 calendar days prior to the CSBG meeting. The CSS will then report to the CSBG at the quarterly meeting based on reports received. The CSS' report will include updates on targets as guided by the MEL.

The statistical and monitoring systems as well as the quality of official data in the policy field covered have been assessed and supported with EU technical assistance during the phase I of the CSP and of EU support..

This assessment has fed into the design of the action as follows: TA support will be provided to support the monitoring and reporting function. Additionally, as a part of laying the foundation, to encourage the systematic measurement and publication of data and annual reports of all participating ministries, a disbursement indicator should assess the regular and incremental measurement of all indicators of the CSP's MEL Framework. These elements will be key agenda items in the policy dialogue for the Action.

## 5.2 Evaluation

Having regard to the nature of the action, a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the Citizen Security Plan is recognised by GoJ and stakeholders to be an innovative approach and that more evidences are needed to further develop the interventions.

The evaluation of this action may be performed individually or through a joint strategic evaluation of budget support operations carried out with the partner country, other budget support providers and relevant stakeholders.

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

## 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

# 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.