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INCREASING COMMUNITY-POLICE PARTNERSHIPS TO FIGHT CRIME: A CASE STUDY OF USAID'S GRANTS PEN ANTI-CRIME INITIATIVE IN JAMAICA



September 2005

This publication was produced for review by the United States Agency for International Development (USAID/Jamaica-Caribbean Regional Program). It was prepared by the Police Executive Research Forum (PERF).



POLICE EXECUTIVE
RESEARCH FORUM

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This report was funded by the United States Agency for International Development (USAID) Award No. 532-A-00-02-00172-00 "Building Community Capacity: A Partnership for Developing Trust and Reducing Violence in Inner City Communities" (Activity A.3 Model Police Station/Training; Strategic Objective 5: Strengthening Democracy and Governance in Jamaica). The points of view expressed here do not necessarily represent the official position of USAID, the United States Government, the Police Executive Research Forum (PERF) or its members.

Published September 2005
Printed in the United States of America.

Cover and interior design by Dave Williams.

Cover photograph by Tony Narr. Many of the other photographs used in this publication were also taken by project staff or submitted to the Jamaica office without attribution. Known photographers are identified when possible. PERF thanks all who contributed the photographs used in this publication.

DVD produced by the Law Enforcement Resource Center (LERC), Minneapolis, MN.

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FOREWORD

Five years ago, the inner-city community of Grants Pen in Kingston was considered one of most dangerous districts in the Jamaica capital. Home to just over 7,000 residents, this densely populated area experienced high rates of crime and violence (particularly homicides). This situation was fueled by numerous social and economic factors. Gang and turf rivalries abounded. Police-community relations were so tense that the police would only enter the community in a military fashion, and mutual distrust and poor relations made it difficult to solve crimes. Additionally, unemployment in the community exceeded 30 percent.

The crime and violence emanating from communities such as Grants Pen represent not just a social issue but also an important economic issue because crime and violence deter investment and hamper economic development. Given that fostering economic growth and prosperity is the principal goal of USAID's assistance in Jamaica, we identified the need for communities to feel safe and secure as a critical contributor to achieving that goal.

To address the impact of crime and violence on economic growth, in 2001 USAID initiated the ambitious Peace and Prosperity Project (PPP), which sought to reduce crime, violence and poverty and provide economic opportunities for two inner-city communities in Kingston, including Grants Pen. The PPP paved the way for the community policing initiative through conflict resolution and mediation activities, sports, skills training, and the establishment of a Peace Center. USAID also supported diverse community empowerment activities through various community-based organizations, which facilitated Grants Pen's readiness for community policing.

These prior interventions, coupled with the initiative detailed in this report, reflect new approaches for fostering safety and economic development in Kingston's Grants Pen community. This particular initiative is unique for USAID because of the special legislation the U.S. Congress had to pass to enable us to work directly with and provide assistance to the Jamaica Constabulary Force (JCF). Another critical feature of this initiative was the extensive engagement of the community and the private sector and the role each played in making the initiative a success.

At the outset, we called on the Police Executive Research Forum (PERF) to develop a comprehensive strategy for working with the JCF and the Grants Pen community. PERF has a long track record of successful work using community policing and collaborative problem solving. This success had been most recently demonstrated by a PERF project that had greatly reduced homicides in Minneapolis.

After three years of hard work by the Government of Jamaica, JCF, private sector, community residents, and numerous other project partners and stakeholders, the Grants Pen community is changing both in terms of how community members view themselves and how others view the community. Constables now patrol the community on bicycles; officers engage with youth in sporting activities; new policing procedures for the community have been adopted by the JCF; community members participate with the police in community clean-up and repair projects; and the soon-to-open multiservice community policing center will provide a place where community members can feel safe and comfortable meeting with the police and using the center's other services. It is our hope that we have

created the dynamics for long-term sustainable change in Grants Pen and that the community will continue to advance its community policing efforts. Feeling safe is where change starts and we believe that community policing lies at the heart of change for Jamaica.

We hope that this report captures the essential factors that contributed to the initiative's successes, as well as the important lessons learned, and thus can serve as a resource for those interested in community policing. The public-private partnership led by the American Chamber of Commerce in

A handwritten signature in black ink, appearing to read 'Karen D. Turner', with a stylized flourish at the end.

Karen D. Turner
Mission Director
USAID/Jamaica-Caribbean
Regional Program

Jamaica, which played the lead role in financing and overseeing construction of the multiservice community policing center, was an essential feature of this project and can serve as a model for other communities. While the community policing initiative is still a work in progress, the significant accomplishments realized by both the police and the community are excellent examples of what is possible. USAID hopes that the initiative's efforts and this document can help guide other communities facing similar challenges.

ACKNOWLEDGEMENTS

On behalf of PERF, I thank the many people who have worked so hard on this project and this publication. The community policing project has been a collaborative effort of numerous individuals from various walks of life in both the United States and Jamaica, and we are pleased to share a very compelling case study that highlights our lessons learned and provides recommendations for other communities that may be facing similar issues.

As we worked on this project over the past three years, we had the privilege of working with enthusiastic and driven people who are committed to improving the quality of life in Jamaica. We have enjoyed working with the business leaders, community members and U.S. and Jamaican government officials who have made this project a success. It is our hope that our experience will help others to address problems with crime and violence in a way that can positively impact many other economic and social issues they face in their communities.

Thanks are first and foremost due to the United States Agency for International Development (USAID), and especially to the Democracy and Governance team at USAID/Jamaica-Caribbean Regional Program Mission, who directed and supported this project as it went about addressing the tough community problems in Grants Pen. USAID provided funding for this project and the other community development efforts that supported and paved the way for this project. We are especially grateful to Mission Director Karen D. Turner for her vision, commitment and breadth of experience. She provided invaluable insight and critical support at key moments during the project. Without her support this project simply would not have happened. Special thanks are due as well to Dr. Kevin

A. Rushing, deputy mission director, and Dennis Darby, the Democracy and Governance team leader; Sasha Parke, project management specialist; and their assistant Donna Atterbury for their leadership and ongoing program guidance. Thanks also to Sunil Xavier, contracting officer, and Margot Francis, acquisitions specialist, who also provided invaluable support and advice. They were always there when we needed them and frequently put other things aside to make this project work. We are also grateful to Dan Riley, who provided invaluable insight and sage advice from Washington, and to the preceding USAID/Jamaica-Caribbean Regional Program mission director, Mosina Jordan (now based in Washington), who was very influential in getting the program off the ground. Thanks also to Kimberly Flowers, USAID development outreach and communications officer, for her help in reviewing this book.

Special mention should go to Becky Stockhausen, executive director of the American Chamber of Commerce of Jamaica (AMCHAM). Her tenacity and vision for improving living conditions and doing something about crime by pursuing best practices and bringing PERF to Jamaica proved to be a critical catalyst for the project. Together with AMCHAM Vice President Diana Stewart, Becky led the effort to rally over \$3 million in cash and in-kind resources for the construction of the community-police multi-service facility and the new health center, which are now located on the same site in Grants Pen. Thanks also are due to the numerous business leaders, especially Michael Lee-Chin, CEO of AIC, Ltd., chairman of Jamaica's National Commercial Bank, and a significant project donor, who supported this program through funding and in-kind donations. We also greatly appreciate the efforts of all program

partners, including local political leaders Delroy Chuck and Leonard Green, Father Richard Albert and the entire Grants Pen Ministers Fraternal.

The Government of Jamaica was instrumental in encouraging U.S. funding and involvement and very supportive throughout the project, especially of the model police facility and health center construction. Thanks go to the Minister of National Security Dr. Peter Phillips and the former Minister of National Security K.D. Knight. The Minister of Health John Junior, as well as key individuals at the South East Regional Health Authority were vital to the effort, as they permitted the construction of the multiservice facility and new health center on the site that previously housed the Edna Manley Health Center. The National Health Fund donated over a million dollars to this project for the construction of the health center and we are very grateful for the funding and support.

The Jamaica Constabulary Force (JCF) also needs to be recognized for welcoming us into their organization and helping every step of the way to provide the information, access and resources we needed to make this project succeed. A special thanks to Commissioner Lucius Thomas and former Commissioner Francis Forbes (ret.), Superintendent Assan Thompson, commander of the JCF's St. Andrew North Division; and Inspector Mike Simpson, commander of the new police facility, for all of their hard work, support, and, more important, trust. The JCF were essential by being open and responsive to the need for change. Without their support from day one, this project would not have been possible. At various critical points during the project, the JCF stepped up and intervened—we are very grateful.

We also thank the U.S. Department of State for supporting this project from its very early stages. We are especially grateful to the State Department for assigning David Purdy, law enforcement development advisor, to the U.S. Embassy in Kingston. He collaborated closely with the PERF team as the liaison to the JCF's Commissioner's Office.

Numerous PERF staff members and consultants have also contributed to making this effort a success. This effort emerged from the hard work and constructive analysis of the initial study team, which

led to the “PERF Report.” Thanks to team members Tony Narr, PERF director of management education programs, who organized the team, prepared the initial report and stepped in on numerous occasions throughout the project to offer his valuable expertise. Thanks also to team members Michael Berkow, deputy chief of the Los Angeles Police Department; Judge Jonathan Feldman, U.S. Magistrate for the Western District of New York; Major Steve Ijames, Springfield, Missouri Police Department; Sonya Proctor, D.C.-based law enforcement operations consultant; Milton Crump, deputy director of Prince George's County, Maryland Department of Corrections; Sergeant Mark Gerbino, Rochester, New York Police Department; Dr. Yvonne Ko, Calgary Police Services and PERF management services fellow; Pat Hoven, former vice president of social responsibility for the Honeywell Foundation and Minneapolis project partner; and Sonia Cairns, founder and principal of MossCairns, a Minneapolis-based public affairs and business consulting firm.

To many staff members, this project has moved beyond just a full-time job, as they have come to personally connect with the project and the community. Special thanks to Robert K. Olson, PERF community policing advisor, whose considerable wisdom, experience and compassion were important factors in the success of this effort. Bob moved from Minneapolis to Kingston with his wife Nancy, and we were fortunate to have such a dedicated and committed colleague. We also thank our local office staff in Grants Pen—Patrice Samuels, program specialist; Camille Drake and Alicia White, logistics coordinators; and Pierre Rudolphe Henry, finance officer. We also thank Ronald West, our first community policing advisor, for his dedicated work and great strides in building bridges with the community. Working at PERF in our D.C. location, I greatly appreciate the time spent on this project by Gail Love, Ken Hartwick, Clifford Diamond, Raquel Rodriguez, Rebecca Neuberger, Myra Caballero, and Andrea Harris. We also thank Drew Diamond, PERF deputy director (and lead staff trainer for Collaborative Problem Solving) and all of the consultants who lent their wisdom to various aspects of this project, particularly Robert Lunney

(lead consultant for JCF policies and procedures development and training) and Mary Ann Wycoff.

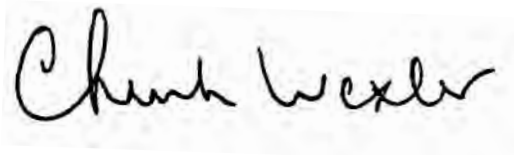
Of course, this book could not have been produced without the incredible efforts of PERF staff and support personnel. Thanks also to Alex Hemmer, a Yale undergraduate student who spent his summer interning at PERF and working hard to research and draft sections of this publication. Special thanks are also due to Martha Plotkin, PERF director of communications, for editing this publication. She provided an immeasurable amount of support, recommendations and humor throughout the process. Additional thanks go to Deirdre Mead and Corina Solé Brito for their last-minute review and edits of the publication.

In addition, the quotes and interviews of the following individuals have helped provide valuable perspectives and are essential to capturing the essence of this project, both in print and through the accompanying media production. Thanks to Dr. Claudette Crawford-Brown, director of the Violence Prevention Programme, University of the West Indies (UWI) and director of many of the program's mentoring activities; Marlo Bloomfield-Lynch, mentoring program assistant, Violence Prevention Program, UWI; Rev. Ian Muirhead, Grants Pen community member and chairman of the Greater Grants Pen Ministers Fraternal; Evelyn Gyles, principal of Shortwood

Primary and Junior High School; Donovan Corcho, Grants Pen community leader and director of summer camp and Corner League activities; Sonia Huie, community member and parent of a summer camp participant; and Bryan Jacas and Gregory Graham, community members. Overall, the enthusiasm, cooperation and buy-in from the community has been one of the project's greatest assets and made the whole project possible and successful.

We also thank the Law Enforcement Resource Center (LERC), particularly Anne Breckenridge, of Minneapolis, Minnesota for doing a wonderful job in portraying this project through the media production.

Finally and most importantly, I must single out PERF's Washington-based Project Director Andrea Luna. She worked tirelessly on all aspects of the project, designing the work plan and working closely with Community Policing Advisor Robert K. Olson, USAID and the JCF, as well as with Becky Stockhausen and the business community. She took this project to heart and deserves considerable recognition for making all of the elements fit together, including drafting and overseeing the publication of this report. This project simply would not have been so successful if it were not for Drea's exceptional work. In a few words, she was instrumental in pulling all of the pieces together.



Chuck Wexler
Executive Director
PERF
Washington, D.C.

ACRONYM LIST

PERF:	Police Executive Research Forum
AMCHAM:	American Chamber of Commerce
USAID:	United States Agency for International Development
JCF:	Jamaica Constabulary Force
HEALS:	Hope, Education And Law & Safety

The Jamaican Community Policing Experiment: The Successful Application of U.S. Approaches

“Community policing is a tool that, together with other interventions, we feel can change the dynamics in some troubled communities. It can foster more economic development and growth that will improve overall economic development and opportunities in Jamaica.”

KAREN D. TURNER

Mission Director, USAID/Jamaica-Caribbean Regional Program, 2005

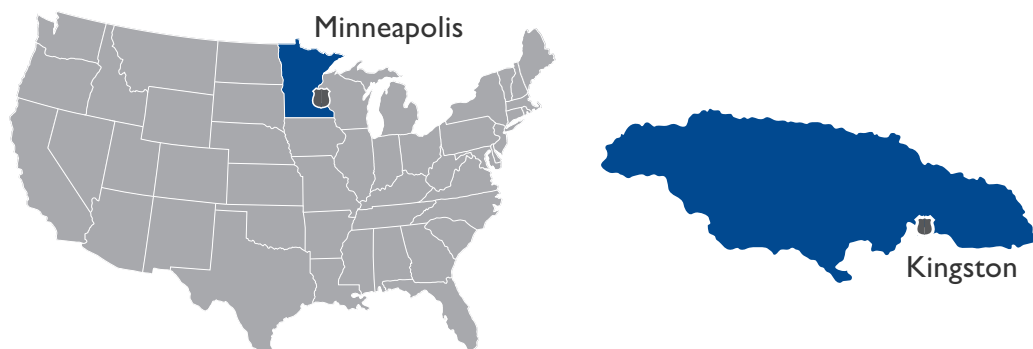
Over the last several decades, policing in the United States has made significant advances. Police officers are better trained and more professional, their crime-fighting strategies have been effectively refined, and they employ departmental policies and procedures that successfully address tough community problems. Many experts credit the spread of community policing as one significant factor contributing to this progress. In the 1990s, widespread adoption of community policing strategies enhanced crime prevention efforts and led to dramatic reductions in crime and violence in many large and mid-size U.S. cities (Fox and Zawitz 2004).

This report provides a brief overview of community policing and how its success in one U.S. city—Minneapolis—sparked a successful community policing program in Kingston, Jamaica, where crime and violence have reached epidemic proportions. The report describes how individuals in the U.S. and Jamaican public and private sectors worked with community members in one crime-ridden area of Kingston to create a model for improving community-police partnerships and reducing crime and violence across Jamaica. It also presents the project as a prototype for other countries. This report provides recommendations that draw from “lessons learned” throughout the Jamaica project’s implementation—lessons that can guide similar projects in other communities around the globe.

COMMUNITY POLICING IN THE UNITED STATES

To fully appreciate the kind of impact a program like Jamaica’s can have, it is important for readers to have a clear understanding of community policing. The following is not meant to be an exhaustive review of the concept, but a short sketch to provide a context in which the discussions and recommendations that follow can be considered.

Community policing is a philosophy based on positive working relationships between the police and the community. While community policing varies according to the needs and responses of each particular jurisdiction, there are certain basic principles common to all such efforts: community partnerships, problem solving and the organizational transformation to support these efforts. Policing professionals must implement strategies that are proactive as well as reactive—balancing crime response and crime-solving activities with community-focused problem solving to address the underlying *causes* of crime, fear and disorder. This approach varies dramatically from long-held misconceptions that police should only respond to calls for service or “crimes in progress” to reduce crime. Programs such as citizen police academies, cooperative truancy programs with schools, citizen advisory panels, police athletic leagues, mentoring programs, and foot and bike patrols are among the many efforts that can support



this model of policing.¹ But community policing is more than a collection of programs. It is a philosophy that requires realigning a police agency and all of its operations to address the unique needs of the community it serves. A major component of implementing community policing is building trust between the police and community members to support the activities to meet these needs.

Minnesota HEALS: Community Policing in Action

Minneapolis, Minnesota, like many cities across the nation, addressed high crime rates and concomitant media attention by dramatically repositioning law enforcement and community assets to combat violence. In 1995, Minneapolis' homicide rate increased by more than 50 percent, yielding a higher per capita homicide rate than New York City (Luger and Hoven 2000). At that time Michael Bonsignore, CEO of Honeywell, Inc., (a corporation with world headquarters in what was one of the most crime-ridden neighborhoods in Minneapolis), was becoming increasingly concerned for the safety of his employees as well as the quality of life in all of inner-city Minneapolis. Recognizing the need for corporate leaders to assume a greater role in crime prevention, he engaged the community relations/foundation staff of Honeywell, and other Minneapolis corporations such as General Mills, 3M and members of the Minnesota Business Partnership to discuss their public safety concerns. The business partners approached the Minneapolis Police Department, as well as the governor and other public officials, with their willingness to help fight crime. The consensus of the leaders was to hire an outside consultant who could advise the city on how best to bring together law enforcement and community resources. In late 1996, with private sector funding and resources, the corporate leaders hired the Washington, D.C.-based Police Executive Research Forum (PERF) to help address

the escalating crime problem using proven community policing principles.

PERF studied the homicides occurring in Minneapolis and realized a majority of the homicides were gang-related and a large percent of those homicides were retaliation for a previous shooting or homicide. Many of the homicide offenders were already on probation at the time of the homicide. This study led PERF to conclude that Minneapolis needed a comprehensive strategy and to develop a collaborative approach to prevent and reduce homicides.

PERF Executive Director Chuck Wexler engaged Minneapolis city leaders and other stakeholders—including local, state and federal law enforcement; community and religious leaders; and businesses leaders—in a series of focused discussions and meetings. These discussions culminated in the creation of an anti-crime initiative labeled Minnesota HEALS (*Hope, Education And Law & Safety*). The initiative reflected a multifaceted approach to reducing crime. It began by focusing on immediate law enforcement issues, with the goal of reducing homicides during the summer of 1997. PERF facilitated regular meetings; coordinated law enforcement agencies from the federal, state, county and local levels; facilitated a visit for Minneapolis officials to Boston to see how to replicate elements of a successful police-probation intervention as well as to learn about a faith-based effort called the TenPoint Coalition initiative; recommended legislation to the Minnesota State Legislature to change school hours to keep kids in school later in the afternoon; created after-school programs and encouraged programs aimed at mentoring and generating summer jobs for at-risk youth; advised the business community on innovative strategies to support the police department;² and even started a major housing initiative. Some of these approaches and the efforts that followed drew heavily on community policing

1. For more information on community policing, visit the U.S. Department of Justice Office of Community Oriented Policing Services website at <http://www.cops.usdoj.gov> or the Community Policing Consortium website at www.communitypolicing.org.

2. An example of one such innovative strategy occurred when 11-year-old Byron Phillips was killed in a drive-by shooting and the

police were unable to identify suspects. The police needed help and asked the business community if they would donate funds for a billboard with Byron's picture on it with the caption, "Do you know who killed me?" This resulted in a call to the police within 48 hours that later led to identifying the suspect.

principles. They emphasized prevention and such goals as identifying patterns of violent crime and developing specific strategies linking local, state and federal resources to respond quickly to acts of violence. The focus was on both apprehending the offenders and, equally important, preventing the next gang- or drug-related homicide. One of the major turning points was the creation of the gang and probation unit (Hennepin County Corrections) that focused on offenders involved in gang-related crime who were on probation. Response strategies were developed that brought together police and probation partners to focus on retaliatory violence. Minnesota HEALS looked at other creative approaches to preventing crime that included the significant involvement of a broad range of local, state and federal law enforcement professionals; corporate leaders; and members of the community. Wexler traveled to Minneapolis every two weeks to conduct strategic meetings with partners in both the law enforcement and the corporate and non-profit community over the course of that first summer and for the next two years.

The result of this collaborative effort was remarkable. What initially started with a few concerned Minneapolis-based corporations grew to include many of the major Minneapolis and St. Paul corporations as well as law enforcement from those cities, a coalition of community groups, prosecutors, and probation and social services personnel. With the leadership, cooperation and commitment of these stakeholders, the initiatives contributed to dramatic reductions in the number of summer homicides by 80 percent, from 40 murders in the previous summer to eight in the summer of 1997 (Luger and Hoven 2000). Ultimately the HEALS program improved the quality of life in all of Minneapolis.³

“HEAL JAMAICA”— AMCHAM INVOLVEMENT

The City of Minneapolis significantly reduced its homicide rate because community members and the greater law enforcement community worked together to apply critical community policing principles. This success led PERF to begin the process of extracting “lessons learned” from that experience to help other cities. PERF Executive Director Chuck Wexler presented the work that had been done in Minneapolis to a group of business leaders at the Center for Corporate Citizenship Conference held at the U.S. Chamber of Commerce in Washington, D.C. in 2000. Becky Stockhausen, the executive director of the American Chamber of Commerce in Jamaica (AMCHAM-Jamaica)⁴ was in the audience at this event.⁵

Stockhausen’s work with AMCHAM made her painfully aware that business in Jamaica was suffering because of rising crime. Throughout the 1990s and into 2000, crime and violence continued to escalate in Kingston and the international media was beginning to take note. Stockhausen and local businesspeople realized that the high crime rate and negative public perceptions were hurting the country’s economy. Security woes were inhibiting both local and international investment, and the homicide rate was rapidly driving the apparel and tobacco industries to countries with lower security costs and public safety concerns. Tourism, Jamaica’s leading industry, was also being seriously affected. For most corporations operating in Jamaica, these security and safety costs had become their single largest business expense—particularly in the inner-city communities of the island capital of Kingston where the majority of homicides were occurring (AMCHAM 2004). AMCHAM realized that if the violence in inner-city Kingston was not controlled, Jamaican business would be unable to remain globally competitive.

3. For more information on Minnesota HEALS, see http://ojjdp.ncjrs.org/pubs/gun_violence/profile07.html.

4. For the purposes of this document “AMCHAM” will refer to AMCHAM-Jamaica unless otherwise noted.

5. The AMCHAMs, located in countries around the world, are business organizations dedicated to facilitating trade and investment (see box on p. 5).

“In Year 2000, business leaders, like all Jamaicans, were expressing their grave concerns about the level of violent crime in the island, both from the standpoint of the negative impact on the soaring cost of security to their businesses and to Jamaica’s international image, but also their concern for the safety of their families. At the same time, it was understood that there was a severe shortfall in Jamaican Government and JCF [Jamaica Constabulary Force] budgets, which was preventing them from undertaking the aggressive steps required to deal with the issue of crime in a meaningful way. Therefore, when I attended the U.S. Chamber Conference for Corporate Citizenship, and learned about how Honeywell and other business leaders had made the bold move to assist law enforcement officials in Minneapolis, it was as though a light bulb went on in my head about how AMCHAM might undertake an initiative to bring the leadership and problem-solving expertise of the private sector, as well as their resources, to the fight against crime.”

BECKY STOCKHAUSEN
Executive Director, AMCHAM, 2005

AMERICAN CHAMBER OF COMMERCE OF JAMAICA

There are approximately 100 American Chambers of Commerce organizations (AMCHAMs) around the globe, with AMCHAM of Jamaica being one of the smallest. These organizations are nonprofit, independent associations formed by U.S. business people and foreign nationals

engaged in foreign industries and affiliated with the Chamber of Commerce of the United States of America (COCUSA) in Washington, D.C. AMCHAMs work closely with the government of each host country to facilitate investment and trade.

AMCHAM of Jamaica was created in May 1986. Located in Kingston, this organization was established under the auspices of COCUSA and the Association of American Chambers of Commerce of Latin America and the

Caribbean (AACCLA). AMCHAM-Jamaica’s goals and objectives are to support trade opportunities between Jamaica and the United States, promote Jamaican exports, provide Jamaican and American business people with a forum to advocate public policies that will enhance the business climate between the two countries and to maintain a climate of cordiality between the public and private sectors of both countries.⁶

6. This information was summarized from the American Chamber of Commerce of Jamaica website. For more information on AMCHAM-Jamaica, visit their website at <http://www.amchamjamaica.org>.

Wexler's presentation ignited hope in Stockholm as she recognized the similarities between the crime problems addressed in Minneapolis and the current situation in Jamaica. When she returned to Jamaica after the meeting, she approached Kingston business leaders to see if they would be interested in working with AMCHAM to start a program similar to the one employed in Minneapolis. Business leaders were very interested in learning more about this prospect and donated funds to bring representatives from PERF and Minneapolis to Kingston. After hearing first-hand about the details of the accomplishments in Minneapolis, these business leaders donated enough funds to commission PERF to study the causes of violent crime in Kingston and to offer recommendations for reducing it.

PERF CRIME STUDY IN KINGSTON

In October 2000, PERF gathered preliminary information about the violent crime picture in Kingston. Wexler reached out to then-Commissioner Francis Forbes of the JCF to discuss the structure, strategies, resources and needs of the JCF. Commissioner Forbes volunteered to travel to the United States to brief the PERF team on the complexities of crime in Jamaica. This meeting with Commissioner Forbes proved invaluable in helping PERF better understand and plan for the study. Based on Commissioner Forbes' recommendations, PERF sent an 11-person team composed of judges, prosecutors, police chiefs, corrections personnel and other policing professionals to Kingston to conduct this study.

By the time the PERF study team arrived in Kingston in mid-October 2000, Jamaica had already experienced 692 murders and 809 shootings that year.⁷ Seventy-four percent of these incidents took place within the city of Kingston. Recognizing that violence reduction would require an analysis of murders and violent acts (and the conditions surrounding them), the PERF team also examined

multiple aspects of the JCF and the social issues in Kingston that could be contributing factors.

The study team interviewed and conducted ride-alongs with constables, investigators, supervisors and managers at all levels to collect details surrounding violent crime, including information related to victims and suspects, motives and weapons, locations and crime scenes, case adjudication, and even treatment of the injured. Interviews were conducted with stakeholders throughout the Jamaican government, the international law enforcement personnel in Jamaica, the business and medical communities, academia, community activists and the public. The PERF team collected extensive data, and gained a wide range of perspectives to help them assess the problem and offer recommendations.

The Jamaica Constabulary Force (JCF)

PERF knew that any meaningful change in crime policy requires the full support of the police agency personnel at all ranks. The JCF, which is the principal law enforcement organization in Jamaica, had already expressed the desire to move to a community policing model and necessary reforms, but lacked the financial support, resources and access to best practices prior to the United States Agency for International Development (USAID)-funded project. In 2000, the JCF employed approximately 8,700 sworn officers and 2,000 support workers who were stationed across the island.

In 1998, the JCF had incorporated community policing concepts into its organizational strategy and had started the initial steps to make these concepts operational (Corporate Strategy Coordination Unit 2005). During the October 2000 site visit, JCF officials expressed the challenges in keeping up with the crime rate and welcomed an outside perspective. Commissioner Forbes was a strong supporter of the process and embraced the need for a systemic study and the needed changes to make the JCF more effective at building community trust and reducing crime.

7. Because shootings are most often attempts to murder and frequently result in murder, the PERF team examined both the incidences of murder and shootings.

PERF experts explored JCF operations and procedures, including those related to 1) investigative capacity and techniques; 2) organizational strategies (such as measures the JCF already had in place *to prevent or curb* violence); 3) deployment and operations; 4) information collection and analysis; 5) adjudication, detention and incarceration; and 6) other issues including public perceptions of the police, how the JCF “polices” itself and how the public can play a role in the reduction of violence. Specific problems, such as the flow of guns and deportees into the country, were also examined.

The PERF team’s analysis of the JCF (2001) revealed a police agency (and justice system) that was understaffed and suffering from a significant lack of resources for training, equipment and other necessary support. Symptoms of these deficits were evident in each step of the justice process. For example, inadequate resources and systems for murder and assault investigations resulted in more violence (by retaliation and ongoing domestic violence). There was insufficient or nonexistent transportation and trauma care for victims (contributing to victim mortality) and inefficient port inspections (guns and drugs were flowing unstopped into the country). Other aspects of the criminal justice system faced problems as well, including poor communications between the police and prosecutors, lack of a viable witness protection system and dismal conditions in prison facilities—all of which needed considerable attention if the crime situation was to be significantly improved (PERF 2001).

Most importantly, the PERF analysis found that issues of mutual *mistrust* between the police and the community they served plagued law enforcement efforts and were at the core of crime fighting. The police feared the community, and the community feared the police. This led to poor reporting of crime, witness identification and prosecution of criminals. Community policing efforts were stymied in part by reports of corruption within the department, ethical violations, inconsistent deployment practices within divisions (complicating the development of community-police relationships and community members’ getting to know their officers), and ineffective crime data and analysis

techniques. Despite JCF’s desire to make community policing part of its organizational strategy, it was implemented as one of many *programs*—rather than as a guiding philosophy that would shape the organization and all of its programs (PERF 2001).

The PERF Report

The findings, observations and recommendations that resulted from the PERF team’s work were published in a document that later became known in Jamaica as simply the “PERF report.”

The report began by outlining the conditions of urban Kingston life:

When we first visited Jamaica some four months ago, we were struck by how much consensus there was on the issue of crime and its impact on daily life. In every conversation, crime and fear of crime were noted to be at the very top of people’s minds. In fact, crime and fear of crime so preoccupied daily life that it soon became apparent the very quality of life ... Jamaicans had once come to know was at stake. Crime has impacted people where they live, work, and socialize. The economic viability of the country is being questioned, as citizens talk openly about friends and business associates migrating off the island and the concomitant concern about an ongoing healthy tourist industry. So urgent is the issue of crime to the lives of Jamaicans that it is fair to say that unless there is a virtual “sea change” in the crime issue, the country’s very existence is in danger (PERF 2001, p. i).

The PERF report was presented to Jamaica’s Minister of National Security and Justice, as well as the Commissioner of the JCF. It made 83 recommendations within six major areas for improving not just Kingston’s homicide rate, but also the very nature of community-police relations in Jamaica. The strategies for addressing these six categories of areas for improvement are the following:

- **Strategy 1: Move from a Reactive/Centralized Model to a Proactive/Decentralized Model.** The report recommended that JCF focus on geographic area-based analysis, collaborative problem solving and new strategies to reduce crime. Implementing this broad strategy required training

officers and commanders, and reallocating personnel and resources so that managers at every level would have the maximum number of officers and constables available to proactively reduce crime.

- **Strategy 2: Place Greater Emphasis on Crime Mapping and Strategic Development.** The JCF's capability to analyze crime was very limited by lack of resources and technologies and, therefore, somewhat ineffective—a factor that severely curtailed field commanders' ability to effectively understand both the nature of crimes they observed and the relationship between criminal events. The report recommended that station commanders be given accurate information on where, when and how crime is occurring, as well as who is committing the crimes. Commanders were also to be trained on how to use this information to understand trends and develop proactive strategies.
- **Strategy 3: Emphasize Homicide Analysis and Prevention.** Because a large number of Jamaica's homicides were domestic violence or retaliatory in nature, PERF recommended that the JCF more fully analyze the relationships between offenders and victims (or potential victims). The report emphasized the need for JCF to focus on preventing crime by looking for patterns of violence and forming strategies to protect likely future targets of such violence. The JCF at the local level needed to develop a Minneapolis-like strategy that focused on potential retaliation homicides—putting in place a team of officers who could respond immediately to prevent additional homicides.
- **Strategy 4: Reduce Fear of the Community and Fear of the Police.** One of the most pressing issues the project team identified was the fear with which the community and police viewed one another. Police wore bulletproof vests outside uniforms, traveled in groups of four and carried assault weapons out of fear of violence. Community members perceived that the police were corrupt and used unnecessary levels of force. The report acknowledged the difficulty of establishing mutual trust, but proposed gradually de-escalating the level of

fear on both sides by taking a series of incremental steps that would eventually lead to the construction of a “model” police station focused on community outreach.

- **Strategy 5: Reposition the Entire Criminal Justice System.** The report advocated for significant change in Jamaica's overall criminal justice system. In 2001, cases took up to three years to adjudicate; police, prosecutors, judges and probation officers worked independently of one another; and there was little or no community support or trust in the system. To reduce violence and ensure justice, revising these components of the system was deemed necessary.
- **Strategy 6: Partner with the Faith Community and Private Sector.** All the work described in the report needed support from all stakeholders, including the faith community, educators and the private sector. Together these community members can gather the resources needed to support a prevention strategy and to provide opportunities for at-risk individuals. After-school programs, prenatal assistance, summer jobs and meaningful role model efforts would be among the significant steps that can be used to address neighborhood crime and the needs of youth with unstructured time.

Within three weeks of the report's presentation in 2001, the Minister of National Security and Justice wrote AMCHAM reporting that the Cabinet of the Government of Jamaica had adopted 80 of the 83 recommendations. After receiving approval, the JCF Commissioner created a master plan outlining the strengths, weaknesses, resources and time needed to successfully implement the report's directives. Based on the acceptance of the recommendations and the support and interest of the JCF Commissioner, AMCHAM committed to asking the Congress for the funding needed to effectively translate these recommendations into reality. To encourage U.S. Government support, AMCHAM again rallied the private sector to provide more than \$1 million in additional funding to build a new police station in Kingston that would be the center of the *Building Community Capacity: A Partnership*

for *Developing Trust and Reducing Violence in Inner-City Communities* program.⁸

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) INVOLVEMENT

The Kingston-based Mission of the United States Agency for International Development (USAID)⁹ was also increasingly aware of the problem of crime and violence in Jamaica. After reviewing the PERF report and recommendations, USAID representatives met in June 2001 with AMCHAM, PERF, representatives of the Jamaican Government and JCF in Washington, D.C.

As part of the Mission's strategic objective agreement with the Government of Jamaica, USAID would support programs to improve citizen security and participation in democratic processes. Convinced that crime was having a debilitating

effect on economic development and persuaded by the considerable show of support and interest from the Jamaican business community in community policing, USAID agreed to explore funding the implementation of some of PERF's recommendations as part of its wider Democracy and Governance Program.

However, USAID's mandate from Congress prohibited funding "policing activities." Convinced of the program's importance, congressional representatives, ambassadors and USAID officials moved quickly to provide the relevant information to the U.S. House of Representatives, which led that body to make an exception for the community policing project in Kingston. In an unprecedented show of bipartisan support both in Washington and Kingston, and because of strong approval from Jamaican-based government, businesses, the support of the Opposition Labour Party and media, the



JCF constable shakes the hand of USAID/Jamaica-Caribbean Regional Program Mission Director Karen D. Turner at an event in Kingston.¹⁰

8. Referred to throughout this document as the "community policing project."
9. For the purposes of this document references to USAID will refer to the Kingston-based mission unless otherwise noted.

10. Known photographers are credited when possible. Many of the photographs in this publication were taken by project staff or given to the Jamaica office without attribution. Although many of the photographers are unidentified, PERF is grateful to all who contributed to the photographs used in this publication.

legislation was passed unanimously and signed by President George W. Bush within three months. At that time, Jamaica was the *only* country whose police force had been granted USAID support and training resources.

In 2002, USAID finalized a \$3.5 million award for a collaborative effort between the USAID Democracy and Governance Team and PERF to facilitate the implementation of three of the six major strategies from the PERF report for reducing crime:

- **Recommended Strategy 1:** *Move from a Reactive/Centralized Model [of Policing] to a Proactive/Decentralized Model.*
- **Recommended Strategy 4:** *Reduce Fear of the Community and Fear of the Police*

- **Recommended Strategy 6:** *Partner with the Faith Community and Private Sector (engaging community stakeholders as a catalyst for change in community development and crime reduction).*

Over a three-year period (October 2002–September 2005), the project’s major goal was to build community-police relationships and mutual trust while designing and building a fully functioning, state-of-the-art model police facility. This facility would be constructed with the funds and support of a public-private partnership of USAID and the business community coordinated by AMCHAM. It would ensure local police-citizen involvement and positive interaction by housing community policing officers trained in problem solving and collaborative crime prevention techniques.

“Increasing crime and violence is consistently ranked by citizens as one of their primary concerns. The endemic problems of impunity for violent crime, corruption, money laundering and narcotics crime undercut social and economic growth in many LAC [Latin American and Caribbean] countries.”

ADOLFO A. FRANCO

Assistant Administrator, Bureau for Latin America and the Caribbean, USAID, 2003

Community Policing Takes on Crime and Violence in Grants Pen, Kingston

“Until there is a restoration of trust between citizens and the JCF, Jamaica will be unsuccessful in solving or reducing crime.”

CHUCK WEXLER

Executive Director, Police Executive Research Forum, 2000

“As a key element of the justice system, it is essential that the police do their jobs responsibly and that there is trust between the police and the communities in which they work.”

ADOLFO FRANCO

Assistant Administrator, Bureau for Latin America and the Caribbean, USAID, 2003

The inner-city community of Grants Pen in Kingston has long been plagued by high rates of homicide and other violent crime. In early 2000, the murder rate in Grants Pen was astonishingly high. This community of slightly over 10,000 residents was averaging one murder a month, or a yearly homicide rate of 2.02 for every thousand people—the third highest in Kingston (Development Options 2000).

Myriad social problems contributed to the high rates of crime and disorder. Grants Pen had a staggering unemployment rate and most residents of this community lived in extreme poverty and did not graduate secondary school (Development Options 2000). These socio-economic conditions fragmented the community and fed the proliferation of criminal enterprises and gang warfare. Grants Pen became divided into distinct communities, each with rigorously enforced boundaries and “Don-style” leadership. These conditions became deeply rooted as positive efforts to reduce violence and improve the neighborhood’s quality of life were opposed by gang leaders, and citizens feared reprisal for participating in positive efforts. Threats against residents and their families made the community extraordinarily reluctant to testify about crimes or even speak to police. As one Jamaican constable said, “It’s a recipe fi’ dead if you call police” (Development Options 2000).

USAID (2004) described the Grants Pen community as follows in its Success Story, *Transforming Inner-City Communities in Jamaica*:

“When Jamaica’s murder rate soared in the early 2000s, Grants Pen stood out as one of the most dangerous districts of the capital city. Stigmatized and marginalized, this densely populated inner-city zone, home to just over 10,000, was characterized by sharp turf boundaries, gang rivalry, and violence. The situation worsened due to the tense relationships between residents and the police. As hostility increased daily, Grants Pen’s reputation plummeted, and the citizens languished in an existence of terror, neglect, and despair.”

As in many U.S. inner cities with high rates of violence, there are often tensions between the police

and the community. The JCF was involved in numerous attempts to reduce violence in the Grants Pen area, but had difficulty because of some residents’ intense hostility toward constables and mutual police-citizen fear and mistrust. Constables were often the targets of violence. The problem was so severe that JCF constables would not enter the Grants Pen community except in a military fashion, protected within vehicles and armed with assault weapons. Use of force by police—especially deadly force—was also a significant problem and contributed to the community’s apprehension of the police.

THE JAMAICA PROJECT STRUCTURE

To reduce overall crime and violence in the community, the community policing project partners¹¹ employed a range of community-based policing strategies that included four primary initiatives:

1. community partnerships and trust building;
2. training and technical assistance for law enforcement personnel on community policing principles;
3. public education, mentoring and outreach to the faith community; and
4. development of a model community policing facility.

Community Partnerships and Trust Building

“You find these communities spring up without structure: no roads, no water, no sewage and poor housing. That breeds crime in a number of ways. It breeds contempt between police and citizens. People feel fear of the police and the police feel fear of the people. They [some police constables] feel that all the people there are not law-abiding, but that is not so. Ninety percent or more of these people in this community are people who are law-abiding citizens but themselves are held hostage by a few sometimes.”

JCF COMMISSIONER LUCIUS THOMAS, 2005

The first step to implementing community policing in Grants Pen was to build the foundation

11. “Project partners” refers to the core project team of USAID (specifically the Democracy and Governance Team), PERF, AMCHAM and the JCF. Others involved in the project include

the U.S. Department of State, local nongovernmental organizations and other USAID-funded organizations working in Grants Pen.

that would support this strategy. The biggest obstacle to implementing community policing, and impacting crime and violence, was the serious and widespread wariness that existed between the community and the police officers assigned to protect it. To have any impact on crime and violence in this community, shared feelings of fear and mistrust between citizens and the police had to be addressed. To do this, PERF and its program partners first needed to establish their own credibility with the community by reaching out to the residents of Grants Pen using a non-threatening, consensus-building process.

“Them need fi pass by and say hi. More time them can come and sit down and reason with me...we nuh all that dark! Talk ‘bout any little thing you understand me?”

GRANTS PEN RESIDENT, 2004

In 2003, program partners first engaged community members, local business leaders, area clergy, school authorities and political leadership in a series of consensus-building meetings to identify what “community policing” should mean in Grants Pen and to establish a vision for the community that considered the model police station’s ultimate role. In an initial series of informal meetings to discuss the concept of community policing, these key community

leaders provided input and insight into topics such as ideal community and police interaction, the services or needs that were currently unmet in the community, and the steps needed to achieve positive, community-police relations. Through these meetings and informal community discussions, community stakeholders reached general agreement on the need for a community policing project and the usefulness of a central facility that could also provide needed community services. In addition, police and community leaders alike were invited to attend PERF’s Problem-Oriented Policing Conference in San Diego, California. There they could see examples of successful community-police problem-solving strategies.

Community leaders, religious leaders and political representatives introduced some of the unknown program partners to the community during walks through the neighborhoods of Grants Pen. Program partners were able to talk informally with residents and small business owners—often resulting in impromptu street corner meetings. Project partners then coordinated and organized more formal community meetings to discuss how community policing would shape Grants Pen.

Local leaders also helped to foster attendance at community meetings, which were held at local gathering places, such as churches, the Grants Pen



Community Policing Advisor Robert K. Olson, Gregory Graham (Grants Pen resident), AMCHAM Executive Director Becky Stockhausen, Director of Caribbean Affairs Brian Nichols (State Department’s Bureau of Western Hemisphere Affairs), AMCHAM Vice President Diana Stewart, USAID Project Management Specialist Sasha Parke and Deputy Mission Director Dr. Kevin A. Rushing (left to right) gather for a meeting in a settlement next to the multipurpose facility site.

Peace Center¹² and the soccer field. Attendees were asked to provide input on possible model police station locations, services to be provided and desired police functions. These meetings were also excellent forums to educate the residents about community policing strategies and their potential role in a collaborative public safety effort. Program partners also delivered information to residents on their personal rights, how to stay safe during a police encounter, the operating philosophy of the officers serving at the new station, and available procedures for residents to use if they feel their rights have been violated. Most important, community members were given every opportunity to comment and express concerns. These meetings garnered excitement and enthusiasm about the prospect of the full-service police station.

These early consensus-building meetings, subsequent community focus groups and ongoing public gatherings yielded many recommendations for how police should interact with residents, as well as information about the types of programs residents would like to see started in Grants Pen. These exchanges also resulted in operational objectives for Grants Pen that would translate community policing principles into a new form of policing that would hopefully result in fewer shootings (police shooting suspects and being shot at by persons in the area), more constructive police-citizen interactions and

more professional policing tactics. Residents believed the police should play a more positive role in the community beyond just stopping crime and violence. There was a genuine desire among residents that the JCF not just “police” the community as outsiders, but become truly involved with residents and participate in activities as members of the Grants Pen community, such as their “football” and “netball” games. Residents sought police officers who would greet citizens politely, serve as mentors and role models for youth and help residents find jobs and other needed services.

“Do something in the community to uplift the community, as a police communication is important, because all you as a police haffi do is go try to have an understanding with the people them you know...all is well you know. Them can come together and decide fi do a football match and go ‘round to all the community and ask them what is their idea...and get suggestions from the people them you know, because [it is the community and police] you a try to bring together you know. The community does not respect police because of how they treat the people. If you respect someone they wouldn’t try to dis you. You have good cop and bad cop. Some nice ones reason with you but you have some just harass people.”

GRANTS PEN RESIDENT, 2004

Reverend Ian Muirhead participates in a community meeting in Grants Pen.



12. The Grants Pen Peace Center was established as part of the USAID-funded *Peace and Prosperity Project* in Kingston. For more

information on the *Peace and Prosperity Project* see Democracy International (2005).

In the end, it was clear that progress would be contingent on establishing shared respect. From the earliest meetings, residents strongly stressed their desire for the police to treat them with dignity. Community members believed police officers viewed all individuals from Grants Pen as criminals. Respect would require that officers take more time to communicate deferentially with citizens, such as explaining the reasons for searches, property seizures or questioning (Boxill, Smith and Taylor 2004).

The Local Office and Community Policing Advisor

“You gain community trust one citizen, one police officer, and one encounter at a time. That’s how you build that trust.”

ROBERT K. OLSON

USAID/PERF Community Policing Advisor, 2005

“The [USAID]/PERF office receives a large number of visitors, both scheduled and unscheduled, which is a sign of its acceptance by residents.”

DEMOCRACY INTERNATIONAL (2005, 19).

With the consensus and support garnered to date, PERF, with USAID’s support, set out to establish a local office in the heart of Grants Pen. Staffed by a community policing advisor (experienced in development, community policing and effectively reducing crime), a program specialist (who has a background in social work), and other support staff, this office would serve as PERF’s local base of operations and meeting place for implementing the programs and training to strengthen community-police partnerships and to prepare the JCF and the public for the opening of the model police station. The office’s location was critical; it needed to be in a neutral location that was free from the partisan politics and other driving social forces that stymied progress in the area. PERF and AMCHAM convened key representatives of both political parties to help identify a neutral site for the police facility. This “convening role” proved incredibly important in getting buy-in

for the site selection. Had this not been done and one political party objected to the site, the entire community policing facility would have been marginalized. Known criminals and gunmen no longer had undue influence in the new power structure that the office was creating.

The community policing advisor was entrusted with ensuring the office’s neutrality and easy access. With the support of local staff, including one Grants Pen resident and JCF Inspector Michael Simpson, the advisor provided day-to-day support for the program; helped design and implement programs, activities and trainings; and fostered community relationships and communications with USAID, AMCHAM and the JCF.¹³

Trust-Building Programs. The new office staff, advisor, other USAID Democracy and Governance staff and PERF personnel worked to develop initiatives that would encourage transparency and discussions. More informal, positive interactions were encouraged between community members and the JCF. Specific programs implemented between October 2003 and September 2005 included the following:

- **Mentoring program:** The program provided opportunities for the JCF to work with teachers and students in two schools in the Grants Pen area.
- **Youth camps:** Over the summer months camps were held for children with JCF personnel, community members and program partners serving as camp counselors.
- **Clean-up and repair projects:** During several neighborhood-wide “labor” days, community members, JCF constables, USAID and PERF local office staff and other local partners cleaned up neighborhood areas—removing trash; building walls and fences; and painting over markings, names and portraits of individuals associated with organized crime. In the aftermath of Hurricane Ivan, local PERF staff managed the procurement of materials and the training of community members in construction, repair and triage for selecting community members (mostly elderly

13. JCF St. Andrew North Division Supervisor Assan Thompson selected Inspector Michael Simpson to oversee the new model police facility in Grants Pen. He was stationed at the local office in

February 2005 to work closely with the community policing advisor and community members to prepare for the facility’s opening.

residents) to receive repairs. Under USAID's direction, PERF also helped replace a critical footbridge over a drainage way that divided the community. This activity was a part of USAID's larger hurricane rehabilitation program. PERF collaborated with the JCF, community members and other government stakeholders in completing these and other important community projects.

- **Corner League sports competitions:** Older at-risk youth participated in a formal football (soccer) competition with teams from several Grants Pen neighborhoods and youth club programs. JCF constables and community

members participated as coaches and referees for these teams in the spring of 2005. Having youth and JCF constables participating in a sporting competition together realized a vision the community expressed at the beginning of the project, yet was unthinkable only one year before.

Such collaborative activities have enabled JCF constables to participate as activity leaders and facilitators—having positive interactions with youth with whom they normally would not speak with unless investigating a criminal matter.

GRANTS PEN MENTORING PROGRAM

One of the first programs undertaken was an in-school mentoring initiative in the Shortwood Practicing and Junior High School. It was designed to reverse the long-standing negative image many residents held of JCF officers by presenting them as positive role models for at-risk children. Grants Pen is a predominantly young neighborhood, with over 50 percent of its residents under age 30. The overwhelming majority of Jamaican gang members are youth and mentoring these youth is an important step in helping communities combating gang-related violence and has the potential to prevent children from falling under the influence of gang-related peer pressure.

The program employed a combination of social work interventions and mentoring. It was developed by the University of West Indies Violence Prevention Programme, the Shortwood Practicing and Junior High School in Grants Pen, and other USAID-funded partners including the Stella Maris Foundation. To achieve early successes, social workers and school administrators first identified and reached out to 35 children deemed at most risk of involvement in crime or violence. Social workers from the Violence Prevention



A JCF constable helps a student adjust his school uniform outside of the New Day All Age School.

Programme led therapeutic interventions, discussion groups and provided educational programs focused on coping mechanisms and conflict resolution. The program quickly expanded to include other program partners and the entire school.

As the children became more trusting of the counselors, a select group of JCF officers began to participate in the counseling sessions and worked with and mentored the children. In addition to weekly in-school activities and discussion groups, special activities were completed to help youth deal with violence in the community. Other initiatives helped youth deal with fear and other stresses in the aftermath of Hurricane Ivan in fall 2004. Local JCF officers were heavily involved in the program and became widely accepted by the children in both schools.

A second mentoring program was established directly by USAID in the

New Day Primary and Junior High School. Its mentoring program was conducted by Youth Opportunities Unlimited, the premier Jamaican non-governmental organization in this area. In addition to conducting the mentoring interventions described above for the Shortwood Practicing School, the mentoring program at the New Day School also incorporated elements of the Government of Jamaica's Safe Schools Program, whereby police personnel are assigned as School Resource Officers for the prevention of violence in the schools and as positive role models to be emulated by the children. Members of the JCF as well as private individuals from inside and outside the Grants Pen community were also active participants in the delivery of the mentoring programs. Police constables and teachers have been trained to continue mentorship roles beyond the life of the project.

“Sports are a very unifying force. Grants Pen used to be a community of approximately nine ‘sub-communities.’ Projects like this, and other USAID projects, have brought these groups together.”

DR. JOHN WRIGHT

Deputy Director, USAID Office of Economic Growth, Ministers Fraternal Meeting, 2005

YOUTH SUMMER CAMPS

Youth summer camps were one of the largest relationship-building initiatives undertaken in this project. In 2004, led by the project’s community policing advisor, local educators, social workers from the University of the West Indies Violence Prevention Programme and the St. Andrew North Division of the JCF planned and managed a two-week day camp, called “Up To De Time,” for nearly 200 Grants Pen youth ages 5 to 15 years. The goal of the summer camp was to provide a safe environment for children from different socio-economic groups where they could interact with each other and police through sports and other activities such as arts and crafts, drama and dance. The camp also exposed children from violence-torn neighborhoods to police officers and other positive role models and helped these youth develop skills for coping with violent incidents, anxiety and turmoil in their community. The campers enjoyed a field trip and a performance put on by youth and counselors.

Because of the overwhelming response and success of the 2004 camp, a second summer camp, entitled “Celebrating Differences,” was held in August 2005. This camp, also hosted by the JCF, was a five-day event attended by more than 175 youth ages 5 to 15 from the Acadia, Drumblair and Grants Pen areas of Kingston, Jamaica. Twenty-five JCF constables participated in this camp to get to know the local youth. The goals of this camp were similar, with an emphasis on encouraging relationships among the youth of the three communities and with the police assigned to the new facility, which was scheduled to open the following month. Daily activities included fitness



Jamaican motivational speaker Alvin Day talks to youth during a summer camp session in 2004.

training, social skills training, presentations on social issues and debates. Other events included field trips and campfire circles. A parents’ night included community interactions, parenting tips and other helpful information.

In many ways, the summer camps were an extension of the already-established mentoring program. Facilitators from the University of the West Indies Violence Prevention Programme provided support to the mentoring program and facilitated therapeutic sessions with the campers every day. While a number of the children participated in the mentoring program during the school year, the summer camp enabled program partners to reach a greater number of youth in the Grants Pen and surrounding communities. Despite occasional (and expected) bruises and scrapes, the experience seemed to be an enormously positive one for all involved. JCF officers, integrated thoroughly into the camp’s staff of counselors, acted as role models and supervisors, guiding campers in physical activities from football to dance. The campers’ feedback was enthusiastic, with many forming close bonds with their assigned adult and teen counselors. The JCF camp staff and other agencies have also enhanced their organizational skills and now

have the capability to manage future youth camps and events. Importantly, the summer camps helped bring this project closer to many Grants Pen residents’ lives and facilitated community acceptance of the new police facility and the adoption of community policing strategies.

Youth play during a break in summer camp activities in 2004.



COMMUNITY CLEAN-UP EVENTS

Throughout the project, program partners, community leaders and the JCF held volunteer community clean-up events to improve the appearance of local neighborhoods and promote a sense of team building and civic responsibility. With USAID funding, PERF provided materials and worked with community leaders to secure permission to make improvements. Volunteers from Grants Pen led the effort as they discussed, debated and prioritized the changes they needed to make to their community.

During one event, USAID and PERF staff, JCF community relations officers and more than 80 residents gathered in the eastern part of Grants Pen to work together to fix up a local playing field—a priority for local residents

whose children used it for cricket and football. The residents were expected to lead at every step: after the initial decision was made, they determined exactly what type of work would be done, when it would happen during the day, and who would be responsible for the day's tasks. The outcome was tremendous. In addition to laying a clay pitch for cricket, the field was raked, the walls were painted, and a row of wooden posts was placed in the ground to block one vehicular entrance to the field. Though USAID provided budgetary support and PERF handled the logistics, such as debris removal and refreshments, the residents and constables joined together to make the day a memorable, productive step in uniting a community split by violence and disorder.

During other events, community members removed graffiti and other signs of disorder that had taken over the area. After Hurricane Ivan, Grants

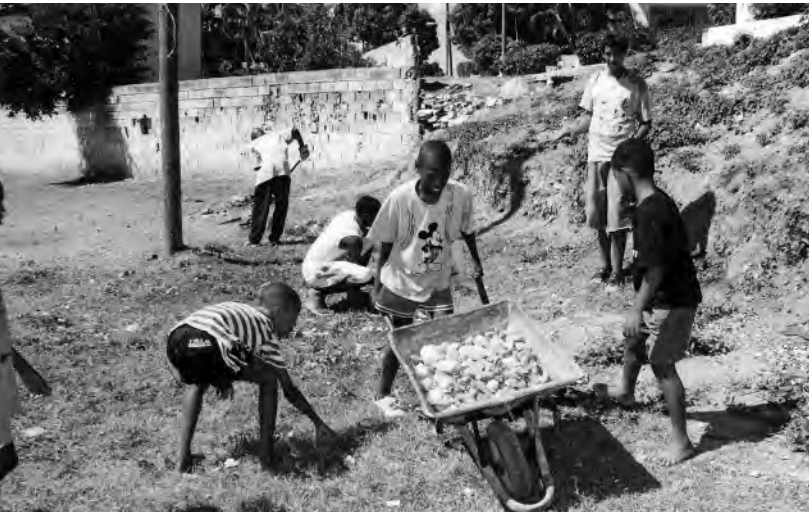
Pen community members came together to rebuild their neighborhoods, focusing mainly on roof replacement for the most needy. USAID and PERF also assisted in the complete reconstruction of a community footbridge connecting one area of Grants Pen to another, which was separated by a 20-foot deep gully. The previous footbridge was used predominantly by children on their way to and from school and had been washed away by the hurricane. Although the construction of the footbridge was too large for community members to undertake alone, they helped paint the footbridge, landscape the area and participate in the footbridge dedication event. What made this and other “labor days” so important were not only the physical improvements to Grants Pen, but the leadership, collaboration and community pride the efforts helped foster.

Grants Pen community members paint a wall during a community improvement project.





ABOVE, TOP: PERF Executive Director Chuck Wexler stands looking across the new footbridge. The footbridge was built with funding from USAID after Hurricane Ivan destroyed the original bridge that connected two neighborhoods in the community.



ABOVE: Grants Pen youth help clear a field of rocks during a 2004 community project.

BELOW: Grants Pen residents help haul cinder blocks during a community clean-up project in 2004.



ABOVE: A community member helps paint over graffiti in the gully under the new footbridge that was constructed after Hurricane Ivan.

BELOW: A Grants Pen community member and PERF staff members Alicia White and Rudolphe Henry (left to right) participate in a community clean up in 2004.



THE CORNER LEAGUE: A JCF AND GRANTS PEN YOUTH SPORTS COMPETITION

Police Athletic Leagues (PALs) are one of the many ways U.S. communities foster police and youth relationships through sports. In Jamaica, sporting activities in addition to music have proven to be effective conduits for connecting with youth, building positive attitudes and imparting life skills. The idea of a “Corner League” sports program, initially recommended by Grants Pen residents themselves, was

built on the PAL concept. Grants Pen, with funding and leadership from USAID and PERF, kicked off its first Corner League football (soccer) competition in April 2005. This competition involved 12 teams of young men ages 16 to 20 (10 youth per team) from the Grants Pen and Acadia-Barbican areas. The football games in the competition were played on two alternating fields each Sunday for six weeks.

The goal of the Corner League football program was to increase trust and improve relationships among these young men (who are often at-risk for crime and violence) and members of the JCF. The only requirement for player

participation was attendance at a one-day conflict resolution course, which was also fun for participants and well received (Democracy International 2005). USAID funding provided uniforms, sporting equipment and referees, which legitimized the games. Local JCF officers were team coaches and worked with players during practices and game days. The winning team in the competition was judged on multiple criteria, but most importantly team sportsmanship. The events were violence-free and only one citation was given for poor sportsmanship throughout the entire program, making the program a success for all involved.

“PERF [through the USAID-funded program] supplied uniforms, sports equipment, referees and other such things to enable the teams to feel a ‘professional’ approach that built pride and self-esteem. An innovative linked activity—a one-day workshop in conflict resolution—was a required precondition to participation in the sports activities.”

DEMOCRACY INTERNATIONAL 2005, 20

Community Policing Advisor Robert K. Olson, USAID Deputy Mission Director Dr. Kevin A. Rushing, Member of Parliament (North Central-St. Andrew) Delroy Chuck, Deputy General Secretary for the Peoples National Party Maureen Webber and JCF Inspector Michael Simpson (left to right) cut the ribbon at the footbridge dedication ceremony in Grants Pen.





ABOVE, TOP: Community Policing Advisor Robert K. Olson speaks at the dedication of the footbridge in 2005. Reverend Ian Muirhead stands to his left preparing for his speech.

ABOVE: JCF Inspector Michael Simpson (right) presents an award to a Corner League player for sportsmanship during a league tournament in spring 2005.

BELOW: Youth gather for a team picture before a Corner League sporting event in Grants Pen.

ABOVE, TOP: A resident speaks at the footbridge dedication ceremony in 2005.

ABOVE: JCF Inspector Michael Simpson, Father Michael Lewis, Inspector Stephanie Lindsay-Clarke and Member of Parliament (North Central-St. Andrew) Delroy Chuck (left to right) at the dedication of the new footbridge.



USAID/Jamaica-Caribbean Regional Program Mission Director Karen D. Turner, Deputy Director Dr. John Wright (USAID/Jamaica-Caribbean Regional Program Office of Economic Growth) and a Grants Pen resident (left to right) participate in a 2004 community clean-up project.



Training and Technical Assistance

Training and technical assistance programs for community members and police were designed to impart a mutual understanding of roles and responsibilities, and what each group should expect when interacting with one another.

Community Programs. Program partners, including other USAID-funded partner organizations,¹⁴ developed and implemented training programs to educate community members on their roles in promoting community policing. One such training focused on a practical understanding of the law and the legal system. Other trainings provided concrete demonstrations of positive interactions between police officers and community members, including ways in which conflict resolution, communications and decision making can be strengthened. The project also supported other USAID-funded programs employed to encourage youth to continue their education and vocational training and to access other available community support services.¹⁵

Other programs targeted the training and development of community leaders. Through the

mentoring program, “Saturday clinics” were held in late 2004 and the spring of 2005 to train community members and teachers to identify youth who are at risk for violence or victimization and to work with them in a positive way. Collaborative problem-solving training, taught by PERF (initially offered in April 2004), presented ways in which community leaders and police constables could work together to address the causes of crime and disorder.

In another initiative, USAID, through PERF, encouraged religious leaders to reach out to community members to address crime problems and to serve as liaisons between the police and the public. USAID provided support for PERF to bring representatives from the Grants Pen Ministers Fraternal to meet with ministers involved in a faith-based crime prevention effort in Boston, Massachusetts, known as the TenPoint Coalition. As a result of this meeting, program partners supported a reciprocal visit to Kingston. In Kingston, key stakeholders in the TenPoint coalition provided training on how to initiate such a faith-based crime prevention program in Jamaica to more than 200 religious leaders from around the island.

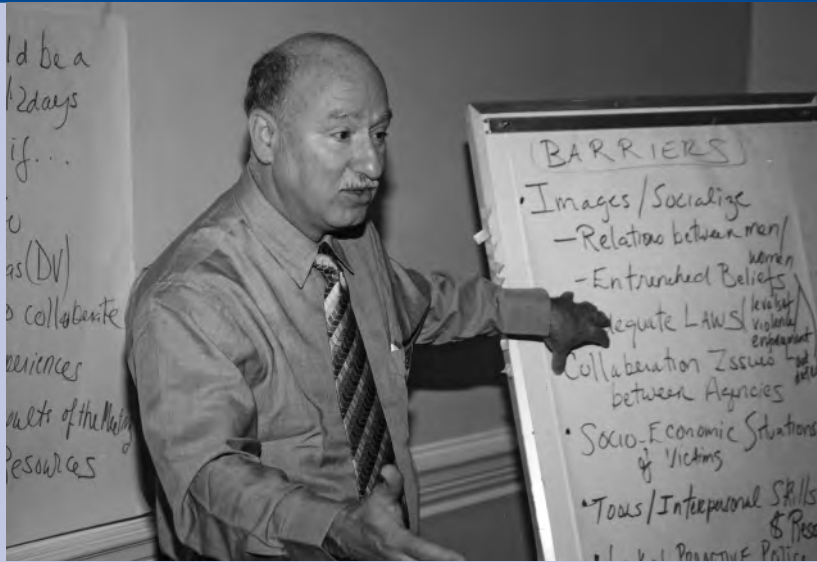
14. Other USAID-funded organizations in Grants Pen from 2003–2005 worked on projects largely focused on economic development, job generation and skills training. Such organizations include Kingston Restoration Company (KRC), the Stella Maris Foundation and MSI-CIV-JAM (Management Services International).

15. In 2004, project partners worked collaboratively with KRC to host trainings on topics such as dispute resolution and mediation skills training offered by local nongovernmental agencies. KRC was funded by USAID to implement the *Peace and Prosperity Project* in Kingston.

COLLABORATIVE PROBLEM-SOLVING TRAINING FOR THE POLICE AND COMMUNITY

Problem solving is an integral part of the community policing model. While patrol officers are traditionally trained to respond to crime and calls for service, collaborative problem-solving training calls for officers to also distinguish single incidents from repeat calls for service for the same type of incident over time. Problems and their causes can be gleaned from the connections between individual incidents (Community Policing Consortium n.d.). Rather than just reacting and responding to incidents, the training program teaches officers to work with the community and other stakeholders to scan, analyze, respond to the problem and assess the response to the underlying issue—also known as the “SARA” model of problem solving (Goldstein 1990).

The model’s emphasis on collaboration is critical. Rather than the traditional approach to policing in which police officers take on the responsibility for analyzing and developing responses to the problem themselves, officers are taught to work with community members and other stakeholders to really understand crime and disorder problems and develop tailored responses to these problems. The police officer becomes a facilitator instead of an expert with all the solutions. This distinction is important: When an expert-based model is used by police, the solutions reached under such a model may not solve the problem—not because police officers are any less intelligent than the community members they serve, but



PHOTOGRAPH BY WILLIAM FOSTER.

PERF Deputy Director Drew Diamond teaches collaborative problem solving to Grants Pen residents and JCF officials in 2004.

simply because they may not understand the underlying problems as well as residents who witness them on a day-to-day basis (Community Policing Consortium n.d.). Police may perceive priorities and the nature of crime problems differently than community members. And, ultimately, community members will have to be vested in the process to sustain the responses.

Over the project’s three years, PERF staff and consultants have trained JCF officers and community residents in and around Grants Pen to form collaborative relationships with community members to identify problems and find solutions through a Collaborative Problem Solving (CPS) curriculum.¹⁶

The CPS workshops, taught at the same time to more than 200 officers and community members in the Kingston area, have attempted to

accomplish a difficult task—changing the relationship between the JCF and the Grants Pen community from one based on traditional, reactive interactions to a relationship based on the proactive, collaborative, community-based approaches that has proven successful in the United States. Jamaican constables and community members alike have learned the SARA model, completed exercises on collaboration and discussed the real-world applications and implications of the problem-solving methods they have learned. A one-week train-the-trainer program also enabled PERF consultants to train JCF and community members to teach others about CPS and to encourage ongoing training on CPS in Grants Pen and to the JCF and citizens in other Jamaican communities.

16. This curriculum was modified by PERF Deputy Director Drew Diamond to suit the needs of the Grants Pen community.

MINISTERS FRATERNAL: FAITH-BASED INITIATIVE TO REDUCE CRIME

Boston's TenPoint Coalition

In 1992, Boston clergy founded the TenPoint Coalition in response to increased gang crime and violence in the city. Based on a "Ten-Point Plan to Mobilize the Churches," conceived by Reverend Eugene Rivers III, this coalition of 40 local churches has dedicated itself to providing a community-based solution to gang-related violence and its causes. Led by Reverends Eugene Rivers III, Ray Hammond and Jeffrey Brown, the coalition brought together clergy that had been working independently on reaching out to inner-city youth. These leaders proclaimed that Christian churches could no longer sit back and watch as black and Latino children were claimed by violence and drug abuse—they must take an active role in solving the problems of Boston's inner-cities. Through their efforts, faith-based mentoring programs, youth outreach and support programs were initiated.

Boston's homicide rate dropped by a record 77 percent between 1990 and 1998—a major reduction for an urban area in America at that time. The rate of youth violence declined: In 1996 and 1997, there were no teen homicide victims in the entire city of Boston (Berrien and Winship 1999). While the TenPoint Coalition cannot take sole credit for the extraordinary drop in Boston's homicide rate—as community policing strategies and a number of new programs were employed at that time as well—it certainly contributed significantly to this decline. Other cities, including Minneapolis, began to look to Boston's programs as possible models for engaging youth and reducing crime.

The coalition's success continues to inspire religious leaders nationwide.



Religious leaders from around Jamaica join together at the Ministers Fraternal Conference in July 2005 to discuss ways to involve the ministry in community crime prevention.

Boston's TenPoint Coalition has also led to the National TenPoint Leadership Foundation, a national coalition that supports partnerships among clergy, law enforcement and community members to address youth violence. Researchers Jenny Berrien and Christopher Winship (1999) credit the TenPoint Coalition with being able to "create a balance between the community's desire for safe streets and its reluctance to see its children put in jail" (p 4–5).

Jamaica's Ministers Fraternal

Like their U.S. counterparts, religious leaders are important social figures with significant influence in many Jamaican communities. They, too, were eager to join together to address youth violence. In August 2004, USAID through PERF sponsored a trip for four Jamaican ministers who had been instrumental in the Grants Pen project to meet with TenPoint Coalition leaders in Boston. For two days the group compared the community issues facing Grants Pen to those being addressed in Boston. The resulting consensus was that Jamaica could benefit from such an approach and that the Boston leaders

would travel to Jamaica to meet with other ministers from across the island to garner their support.

In July 2005, Reverend Rivers and Superintendent Robert Dunford, head of the Bureau of Field Services of the Boston Police Department (who works closely with the Reverends on community crime and youth violence issues), presented in a two-day conference to more than 200 Jamaican ministers. The Greater Grants Pen Ministers Fraternal co-hosted the meeting. They had been working in Grants Pen since the program began and also shared their recent experiences with community policing. As word of the meeting spread, planners needed to move the forum from a church conference room to a larger facility to accommodate the exceptionally high demand from the Jamaican ministry to participate. After hearing about the Boston experience and the efforts in Grants Pen, the Jamaican ministers agreed to explore similar police-community collaborations in their areas. Ongoing meetings of these ministers to discuss progress and experiences implementing these programs are expected.

"It is my opinion, that sustained transformation of the Grants Pen community would not be a reality in the future without [USAID and] PERF. Community policing, collaborative problem solving, and other programs are essential to any meaningful transformation."

REV. IAN MUIRHEAD

Chairman, Greater Grants Pen Ministers Fraternal, 2005

Additionally, PERF hosted community members and JCF personnel at its *International Problem-Oriented Policing Conference* in San Diego in 2002 and 2003. In December 2004, PERF also hosted Grants Pen community members (one representative of the Ministers Fraternal and two ranking officials from the JCF) at PERF's *Critical Issues in Policing* meeting to discuss law enforcement and community perspectives on reducing police use of force. Such initiatives provided meaningful educational experiences for community members and police and have helped them develop the leadership skills needed to sustain progress in Grants Pen.

Police Training and Technical Assistance

“The foot patrol and the bicycle patrol give you a face-to-face, stop and talk—sharing whatever is happening on the ground. And that, I want to believe, has given some of the positive impact on the decreasing violence that we see ... Now, on a daily basis, you will find one man or a woman [constable] on foot or on bicycle pulling up in the community talking to the residents. That is what we would want to see across Jamaica.”

JCF COMMISSIONER LUCIUS THOMAS, 2005

Community policing's success is largely contingent on the law enforcement agency's dedication

to professionalism and problem-solving partnerships that are supported by organizational transformation. By working towards these principles, police can gain the community's confidence and support. The JCF expressed an early commitment to make reforms that would improve partnerships with the public and garner the respect and trust needed to sustain meaningful anticrime and disorder efforts. PERF provided the JCF with the tools, training and knowledge to safely and effectively interact with the community. PERF educated JCF patrol constables on their role in community policing and provided them with “Safe Encounters” training for engaging citizens in day-to-day interactions. **It was critical to provide the Safe Encounters training before any other community policing training because at the center of many police-citizen contacts is the issue of use of force. It was important to train the police and community on how best to engage and disengage with one another nonviolently. Officers are often as fearful of these interactions as citizens. Police were trained to safely interact during routine activities, such as traffic stops, and to increase their sense of security while minimizing unnecessary risk taking. Reducing shootings and encouraging safer encounters are key steps in building trust between police and the community.**



JCF Constable Gregory Bennett stands during a JCF meeting.

SAFE ENCOUNTERS FOR POLICE OFFICERS

Community policing efforts can be stymied by feelings of fear and mutual mistrust between police and community members. The “Safe Encounters for Police Officers” curriculum was designed to equip officers with the strategies to minimize the use of force against community members. Training covered appropriate options for approaching residents while on foot, in a vehicle or on a bicycle. They also considered such factors as whether the community members being approached were on foot or in a vehicle. This course, taught by police professionals from the Los Angeles, California Police Department and Springfield, Missouri Police Department, was offered to JCF officers serving the Grants Pen area and other divisions and reached more than 50 officers.

The following, described by JCF Superintendent Assan Thompson of the St. Andrew North Division, demonstrates the importance of this training:

“Safe Encounter at the Tax Office”
It was an extremely busy day at the Inland Revenue Department at Constant Spring, in St. Andrew. Hundreds of citizens

were gathered at this location paying their taxes. The lines were long and many persons were angered by the time they had to wait.

A man who was overwhelmed by his anger decided that his next option was to use violence. He approached one of the cashiers and verbally abused her. Luckily for the staff, Constable Raymond Cameron who had just completed his Safe Encounters Training was on duty at that location. He was dressed in plain clothes and observed the conduct of the customer. Without being noticed he observed a bulge in the waistband of the customer and immediately drew the conclusion that the man was carrying a gun. His suspicion was later confirmed. In a lightning flash the Constable single handedly disarmed the man of a 9mm pistol, which he was carrying along with two additional magazines, using the Safe Encounters Training he received a few days prior to the incident.

The large crowd cheered the Constable for his act of bravery, but more so for the technique he used. “I did not know that the Jamaican Police were so well trained,” remarked an elderly lady who was in the line. The staff at the Collectorate was so happy they sent letters to the Commissioner commending Constable Cameron.

Two major things came out of this incident: 1) Constable Cameron did not

have to pull his firearm, which could have endangered the public; and 2) the constable admitted that before his training in Safe Encounters he would have resorted to his firearm as his first option.

Thanks to PERF for this training which caused Constable Cameron to have a “Safe Encounter” at the Tax Office (2005).

To institutionalize and extend the reach of this program, PERF consultants conducted a train-the-trainer course for 14 JCF members in July 2005. The course helped JCF officers who previously attended Safe Encounters training to reach a level of proficiency where they could instruct other JCF members. The train-the-trainers program included core competencies in safe interactions between police and citizens in vehicle stops and other police-citizen encounters. The train-the-trainer class involved six days of intense instruction and three days of observation on teaching techniques. Nine officers became certified instructors and five became assistant instructors. By the end of the community policing project, some of the techniques had already been incorporated into the instruction of recruits at the National Police Training Academy, thus ensuring Safe Encounters’ continuation and acceptance.



PERF Consultant Lt. Ronald Hartman (Springfield, Missouri Police Department) watches as JCF constables practice a technique during Safe Encounters training.



PERF Consultant Sgt. Andrea Balter (Los Angeles Police Department) demonstrates a safe take-down tactic during Safe Encounters training.



JCF constables practice new tactical approaches during Safe Encounters training to prevent use of deadly force in citizen encounters.

DOMESTIC VIOLENCE

Domestic violence is one of the leading types of violence and causes of homicide in Grants Pen. Through the USAID-funded community policing project, PERF has worked with the JCF and other partners to educate the public and provide police with the latest thinking on domestic violence. The goal of this initiative has been to help the JCF improve how it addresses domestic violence by providing training and encouraging collaboration with other social groups and organizations that identify and prevent domestic violence. To accomplish this

goal, Woman, Inc., a Kingston-based nongovernmental organization dedicated to preventing violence against women, agreed to work with PERF to prepare a procedures manual for the JCF and community members on domestic violence prevention and control.

PERF and Woman Inc. built on an existing two-day training manual originally produced by the Caribbean Association for Feminist Research and Action (CAFRA) in 2000. JCF Superintendent P. Novelette Grant and Woman, Inc. had previously modified the existing CAFRA manual to develop the JCF's "Domestic Violence Intervention" training. Through this project, the existing manual has been

further modified to integrate community policing principles for use in the new station and for possible dissemination throughout the JCF.

In July 2005, Woman, Inc. and program partners sponsored a two-day training course for JCF personnel working in and around Grants Pen. Woman Inc., also prepared additional materials, including a pocket-sized reference guide for officers to use after the training and a series of short, videotaped domestic violence intervention "vignettes" for roll call or refresher training on these principles. These materials will be produced and presented to the JCF for future training upon the opening of the new facility in 2005.

Police tactical and training experts from U.S. law enforcement agencies traveled to Kingston in June 2004 and July 2005 to work with JCF constables on these types of skills and to teach alternatives to police use of deadly force. In July 2004, once police were taught to safely engage with the community, bike patrol training was also provided to increase community-police interactions. After this training, the bike patrol began routinely riding through the neighborhoods of Grants Pen and speaking to community members. This stood in stark contrast to the way officers operated just two years earlier, when they would only patrol and respond to calls in four-officer units wearing full combat gear and armed with assault rifles.

Just as the community was trained on collaborative problem solving, PERF experts also instructed JCF constables on these skills. After the community and JCF trained separately, they received joint instruction as well. PERF has also used “train-the-trainer” methods to enable the JCF Academy to help sustain skills and broaden the use of these tools among others in the JCF, particularly constables assigned to the new police facility.

To improve JCF’s ability to solve violent crimes, especially homicides, PERF provided training to the detectives who would be assigned to the new station, as well as supervisory and patrol tactics training to all of its supervisors. In addition to addressing

investigations that could lead to more cleared cases, PERF also worked with JCF and project partners on preventing and responding to violence that can lead to homicides. The JCF has encountered large numbers of killings and violent assaults related to domestic violence. After a series of working groups in late 2003 and 2004 with other USAID-funded and local organizations, PERF engaged Woman, Inc. (a local nongovernmental organization) for a joint training program for police and first responders on how to effectively prevent and intervene in domestic violence cases. In July 2005, after revising and updating existing JCF domestic violence training materials, constables and other first responders attended a two-day joint training session. PERF is working with the JCF to distribute and incorporate a procedures guide at the JCF Training Academy. The training will be reinforced by program partner agencies that are producing videotaped vignettes for refresher trainings that police supervisors can use during roll call for patrol shifts.

Public Education

Public education activities, such as the initial consensus-building meetings, have been used to educate Grants Pen residents on community policing and involve them in ongoing and contemplated program activities. With the assistance of a public-relations firm contracted by USAID, community policing

ROOTS FM 96.1

ROOTS FM 96.1, the principal community radio station in Jamaica, describes its role as “the voice of the inner city.” Through its programming, ROOTS FM reaches out to individuals living in the inner-city areas, especially those listeners in Kingston and surrounding areas. The station provides information on housing, employment, education, health and other social and environmental issues. Since early 2005, ROOTS FM has worked with PERF to inform the public on crime and justice issues, including the community

policing project. The station’s *Peace and Justice Program*, a live, weekly 30-minute discussion segment has covered topics such as the effects of violence on children in Grants Pen, conflict resolution, citizens’ rights and current events (e.g., mediation activities in the Barbican area and increases or decreases in crime). Another segment, *Community Lawyer*, a weekly 45-minute live call-in program, answers callers’ questions about their rights and local laws. And *Youth Wave*, a 60-minute weekly program highlights success stories of youth who have rejected violence and created better legitimate opportunities for themselves. Other programs address such

issues as domestic violence and alcohol or drug abuse. Through *Community Link*, ROOTS FM broadcasts live from community events to educate the public and encourage involvement. USAID/Jamaica-Caribbean Regional Program Mission Director Karen D. Turner, Community Policing Advisor Robert K. Olson, and AMCHAM-Jamaica’s Executive Director Becky Stockhausen have been regular guests on local radio programs, chatting with residents about the police and everyday affairs, program activities and construction of the new multiservice center in Grants Pen.

and the Grants Pen project were promoted in other areas of Jamaica. Staff and participating community members used printed materials, community radio services, television programs, plays, dramatic presentations and popular music to educate and involve the Grants Pen community and others.¹⁷ Another major education effort involved ROOTS FM, a Kingston-based public radio station. Project staff worked with ROOTS to broadcast routine public service announcements (PSAs) on upcoming program activities and events, to host roundtable discussions with community members on crime and violence prevention topics and to feature guest speakers (often program partners) to detail the project's vision and plans. The opening of the new station was often a topic for discussion. Ongoing community meetings held in neighborhoods and at the community policing project's local office have complemented this community awareness and interest in the many project activities as well.

**The Multiservice Facility:
Model Community Policing Station and
Community Services Center**

“We know how much money the private sector raised, but the value of the partnership was immeasurable.”

KAREN D. TURNER

Mission Director, USAID/Jamaica-Caribbean Regional Program, 2005

“The negative international image of Jamaica related to the high incidence of crime and violence has an impact on securing both foreign and local investment for this country. For that reason, when I heard the history of the work of AMCHAM, PERF and USAID on this project, which required legislative approval by the U.S. Congress, and witnessed the passion for this initiative of Becky Stockhausen, an American woman, who had been living in Jamaica for over 25 years, it was humbling to me as a



Jamaica's Minister of Health John Junior, Minister of Security Peter Phillips, businessman and project donor Michael Lee-Chin and AMCHAM Executive Director Becky Stockhausen (left to right) break ground for the multipurpose facility in December 2004.

17. Creative performances of plays, dramatic presentations and popular music were used to gain community interest during summer camps and large community meetings and stakeholder

gatherings, including the Ministers Fraternal Meeting held in June 2005.

PERF Executive Director Chuck Wexler (left) shakes hands with businessman and project donor Michael Lee-Chin (right) as JCF Superintendent Assan Thompson looks on at the groundbreaking of the multipurpose facility in December 2004.



Jamaican, and I felt that I must do whatever is possible to ensure that this initiative was a success.”

MICHAEL LEE-CHIN

CEO of AIC, Ltd., Chairman of Jamaica’s National Commercial Bank, and the project’s largest private donor, 2005

A unique public-private partnership emerged in Kingston to not only address crime and violence, but to support the construction of a new policing and community services facility to serve Grants Pen and surrounding residential areas. Based on early community meetings and citizen input, what began as only a model *police* facility became a much greater multiservice facility being built in a politically neutral area of Grants Pen. This multiservice facility will provide a range of needed services to Grants Pen residents, including a post office, paymaster bill paying outlet, automatic bank teller machine, an Internet café, a new medical health services facility, playground, basketball court and community meeting rooms.¹⁸

The ongoing support and leadership of USAID’s Democracy and Governance Team, under the leadership of Mission Director Karen D. Turner, fostered critical partnerships with AMCHAM, publicly and privately funded local social and economic development organizations and others in the private sector. AMCHAM, directed by Becky Stockhausen and with strong support from executive committee member and local business owner Diana Stewart, has played a critical role in raising more than the initial \$500,000 pledged in private sector funds for the construction of this facility and has garnered support and donations from all corners of the government and private sector. Throughout, PERF’s role has been advisory—assisting with the provision of construction advice and ensuring the facility meets the needs of officers and the community. But PERF’s greatest focus was on ensuring that the personnel who staff the new facility have the training, policies, procedures and other necessary support to provide the services needed by the community when it is open for business.

¹⁸. At this writing, the site was still under construction. An opening celebration for the facility, which is hoped to include remarks by Jamaica’s Prime Minister; the Ministers of National Security and

Health, the Commissioner of Police, private sector representatives and others is planned for October 2005.

Assessing Needs and Developing Policies and Procedures

“The degree of access extended by [JCF leaders] and all rank levels of the Constabulary was outstanding.”

ROBERT LUNNEY

Team Leader, Policies and Procedures Consultant Team

The project’s local office staff trained community members and constables, hosted community activities and worked with partners to start construction on the new facility in Grants Pen. At the same time, a separate team of consultants worked directly with the constables assigned to Grants Pen and with JCF executive officials to enhance practices, identify technology and crime fighting needs, and ultimately establish the new facility’s operating procedures.

Opening a new facility created an opportunity to revise and update JCF policies and procedures and to implement these changes on a small scale to determine effectiveness and applicability. As a practical matter, revising current policies to incorporate community policing strategies ensures the

use of the knowledge and skills imparted to officers through the PERF training would be put into practice. To do this, PERF assembled a team of expert police practitioners from the United States and Canada. The team visited Grants Pen to assess JCF’s policies and needs, and then determined how consistent these were with community policing tenets. Throughout the project, team members met with a wide range of advisors, including USAID, JCF and embassy representatives; Grants Pen community leaders; and program partners to plan everything from management programs to operational reporting systems.¹⁹ The consultants worked closely with the community policing advisor and JCF personnel to ensure that their initiatives would be compatible with the existing JCF models. The consultants also met with select JCF constables; interviewed station commanders, patrol constables (including new bicycle patrol constables) and crime investigators; and met with training academy representatives to gain the perspective of personnel throughout the organization.



PERF Consultant William Andrews observes construction progress at the site of the multipurpose facility.



Grants Pen resident and laborer help with construction of the new multipurpose facility.

19. The consulting team first visited the Grants Pen in early 2004. During 2005, team members maintained a strong presence in Grants Pen, visiting almost monthly for week-long visits in which

they worked intensively with JCF personnel to develop the new procedures and trained constables in preparation for the opening of the new facility.

JCF Inspector Michael Simpson, Commissioner Lucius Thomas, Deputy Commissioner Tilford Johnson, PERF Executive Director Chuck Wexler, Community Policing Advisor Robert K. Olson, and Law Enforcement Development Advisor (U.S. Embassy) David Purdy (left to right), gather at the construction site for a tour of the multipurpose facility in spring 2005.



During this series of meetings, interviews and field observations, the team drafted new procedures that addressed staffing and operation of the facility, roles and responsibilities (including accountability) of the staff, record-keeping and crime-reporting systems, and investigative procedures and analysis of crime patterns. If followed, these new procedures—procedures that are compatible with existing JCF policies and also incorporate important community policing tenets—will facilitate the adoption of community policing by JCF personnel at the model facility.

Construction of the Model Police Facility. The groundbreaking for the model police facility was held in December 2004. This event marked the end of months of planning, negotiating and overcoming obstacles ranging from the purchase of land to obtaining government permits, and was attended by key project supporters, including representatives from both political parties—symbolizing the bipartisan support for this initiative. USAID, PERF and AMCHAM brought together Delroy Chuck and Leonard Green, leaders of the opposing political parties, in both selecting the site location and determining the services the facility should provide.

These political leaders have been strong project supporters and were key to carving out the vision for the center. Failure to include these stakeholders would have been devastating to the success of the project.

To ensure the community members shared this support, their involvement in the construction of the facility was also very important. AMCHAM selected a contractor who would use the local labor force for facility construction. Eighty percent of the workers who helped build this facility live in or around the Grants Pen area. There were no labor demonstrations causing work stoppage at the site (an uncommon occurrence in Jamaica). In addition, the construction spurred an increased sense of community pride, evidenced by increases in property values and the opening of new small businesses near the construction site to provide refreshments to workers and those passing by to look at the building.

“It is important that there is a facility in the community where people can feel comfortable talking to the police. The multiservice facility highlights all of the pieces that have come together to make the project successful.”

KAREN D. TURNER

Mission Director, USAID/Jamaica-Caribbean Regional Program, 2005

Preparing for the Opening of the Multiservice Facility. As the new facility became more than just a series of blueprints, PERF and program partners have worked very closely with the new JCF Commissioner Lucius A. Thomas, appointed in January 2005,²⁰ and Superintendent Assan Thompson²¹ to ensure top-level JCF support for the successful operation of this facility and to secure commitments of JCF personnel and resources. Commissioner Thomas has become a strong and vocal supporter of the project and looks to Grants Pen as a model for other community policing initiatives across Jamaica. Superintendent Thompson has identified and assigned responsibility for who will lead the model station's efforts. In February 2005, Commissioner Thomas and Superintendent Thompson selected Inspector Michael Simpson to oversee the new facility's operation, with the support of six other supervisors to direct the office management, patrol coordination, crime analysis and community relations. Since February, Inspector Simpson has been stationed at the PERF office in Grants Pen and has been working closely with the community policing

advisor, Robert K. Olson, to ensure a smooth and successful transition to the new station, finalizing staffing plans, working with the consulting team to review new policies and procedures, and developing the new records management system and forms.

The commissioner has also guaranteed the permanent assignment of 70 constables to the Grants Pen station—of which 20 are new recruits who recently graduated from the training academy. Many of these constables have received extensive training in community policing and safe encounters. Many also participated in the 2005 week-long summer camp with 175 young people from the Acadia, Drumblair and Grants Pen/Barbican communities, which the model station will serve.

Sustainability: Skills for Life. Building and opening the model facility with trained community policing officers and a supportive community may seem to be all that is needed for lasting change. But all students of policing know that these efforts must be sustainable. Long-term change in the Grants Pen community is only possible if community policing

SENIOR MANAGEMENT INSTITUTE FOR POLICE (SMIP)

The Senior Management Institute for Police (SMIP) provides senior police executives intensive training in the latest management concepts and practices used in business and government. Through USAID funding, PERF was able to accept 15 up-and-coming police managers and leaders from the St. Andrew North Division of the JCF to participate in this training. This experience is meant to ensure the professionals overseeing the new model police station will have been trained in the most progressive

community policing and management techniques available to law enforcement leaders.

The program's goal is to give police managers the same quality of management education available to leaders in other public and private sector endeavors. As a program for the profession's current and future leaders, SMIP focuses on leadership and executive development. The curriculum is much more conceptual than technical and it requires participants to think in broad terms about their agencies' environments. Cases and class discussions stimulate critical thinking and problem solving. Participants emerge with an understanding of advanced management practices

and effective methods of organization, as well as enhanced awareness of the methods and resources necessary for performing high-level responsibilities. By sharing their individual management experiences and exchanging ideas during group discussions, participants gain confidence in their managerial abilities and develop sources of consultation, advice and support that will endure well beyond the course.

A demanding three-week course, SMIP is taught by faculty from some of the nation's top universities. It is designed for mid-to-upper level police executives who will ultimately lead police agencies throughout the United States and other participating countries.

20. In January 2005 Francis Forbes stepped down as commissioner of the JCF. Lucius Thomas, then-deputy commissioner for the JCF was sworn in as the new commissioner on January 21, 2005. Commissioner Thomas has also proven to be a strong supporter of implementing community policing in Jamaica and of the project in Grants Pen.

21. Superintendent Assan Thompson is the commander of the St. Andrew North Division of the JCF. That division is responsible for law enforcement in the Grants Pen community.

is successfully “embedded” in the community and policing cultures. Throughout the project, steps have been taken to ensure that the knowledge and skills imparted to community members and JCF last beyond this project’s duration. In addition to the train-the-trainer and other methods discussed previously, PERF, with the support of USAID, has selected promising, ambitious JCF constables from the St. Andrew North Division for the past two years to attend PERF’s Senior Management Institute for Police (SMIP) in Boston, where many of the next generation of progressive police executives in the United States are trained on the most innovative leadership and management strategies.

“In addition to classroom instruction from the finest faculty on government sector leadership, those who attend SMIP are exposed to the best professional practices in policing and are offered the opportunity to develop a career-long network with counterparts from many of the most progressive law enforcement agencies around the world.”

TONY NARR

Director of Management Education, PERF, 2005

Further, PERF and the JCF are working with community leaders from areas to be served by the new facility and have developed a Community Policing Management Committee (CPMC) to oversee the operation of the facility, represent community interests, and help organize and support the continuation and expansion of community activities designed to reduce crime and the fear of crime. A community relations officer stationed at the facility will be dedicated to working with the committee and the community at-large to build relationships and encourage ongoing police-stakeholder involvement. The physical operations, management and maintenance of the multiservice facility into the future is also an important sustainability feature. With the assistance of USAID through Management Systems International (MSI) and the University of Technology, Jamaica (UTECH) a sustainability and business plan for the facility has been developed through a participatory process that has included all stakeholders. This plan defines the organizational, legal, operational and financial parameters of sustaining the facility over time.

Program Accomplishments, Evaluations and Key Recommendations for Program Replication

Community policing is based on the belief that positive community-police partnerships and collaborative problem solving, when supported by organizational reforms, are effective in addressing local crime problems. USAID, JCF and other program partners' early understanding of the importance of the project's approaches and efforts has greatly benefited this community.

From 2002–2005, this program and other USAID-funded initiatives in the area have helped the Grants Pen community to affect significant changes and make tremendous strides in building community-police trust, reducing fear and addressing crime. Program partners have succeeded in bringing police and community members together in ways that were inconceivable only a few years earlier. Now JCF constables are known by name to the residents of Grants Pen, participate in youth activities within and outside the schools, and patrol neighborhoods on bicycles and on foot. The importance of these achievements is that the police now receive better information on crimes, victims are more willing to come forward, and better strategies are in place to reduce future violence.

“The effort has grown from strength to strength. Progress is being made. People know police officers by name and you will see the bicycle patrol. I think it is important that partnerships [between the police and community members] be established. Without it, the consequences would be severe.”

DONOVAN CORCHO

Grants Pen Community Leader (*Jamaica Observer* 2005)

Program partners have been able to provide JCF with the means, training and knowledge needed to interact safely and confidently with the community. JCF constables who previously lacked the resources and access to best practices and other critical tools have been trained to safely engage with citizens in day-to-day interactions. They have learned the latest thinking about alternatives to the need for force and how to improve their handling of violence and sexual assault issues, which have also affected homicide rates. Collaborative problem solving, conflict resolution and leadership strategies, including the train-the-trainer instruction for JCF Grants Pen and Training Academy staff, have become part of the working culture for many JCF constables involved in the project.

JCF bicycle patrol officers pose in front of police academy mural at Twickenham Park, Spanish Town.



PHOTOGRAPH BY WILLIAM FOSTER

MODEL POLICE FACILITY BECOMES MUCH MORE

“Just a model police station wouldn’t accomplish what we wanted to—we needed to create an environment where police and citizens would interact daily.”

BECKY STOCKHAUSEN,
Executive Director, American Chamber of Commerce in Jamaica, 2005

When initially funded, the vision of this project was to construct a “model” community policing station that could be studied and replicated across the country. Although a lot to accomplish in only three years, the resulting facility actually far exceeds that vision—largely because of the ongoing support of USAID, political and community leaders and the considerable efforts of AMCHAM, local social and economic development organizations funded by USAID, and others in the private sector to make this facility a reality. USAID and PERF found their efforts to get support for the introduction of a model policing and community services facility to be very worthwhile and rewarding.

“One of the most imaginative recommendations coming out of the report done by the Police Executive Research Forum, and one that immediately attracted the attention of business leaders, was that of the establishment of a model police station to embody the development of community policing in an inner-city community in Jamaica. The fact that increased resources have been rallied for the extension of the original plan to include a new model health center, and a policing center which will also offer citizens of Grants Pen the additional services they requested (i.e., a Postal Corp./Paymaster Agency; an Internet Café; a banking ATM; and community meeting rooms), speaks to the vision of hope which this initiative has inspired, not only for that community, but for others, islandwide.”

OLIVER CLARKE
Owner and Managing Director of Jamaica’s largest newspaper, *The Gleaner*, 2005

AMCHAM played an important role in raising more than the initially promised \$500,000; the private sector, USAID, four Government of Jamaica Ministries and charitable organizations donated over \$2.5 million in funding and in-kind



PHOTOGRAPH BY TONY NARR.

JCF bicycle patrol officers and youth pose at Shortwood Practicing and Junior High School after a post-Hurricane Ivan mentoring event.

donations (provision of services, discounts on materials, etc.) for the construction of the police and community services facility, as well as a new health facility and parking lots. In early 2005, as momentum and excitement continued to grow, USAID also increased their participation by providing more than \$450,000 to furnish and equip the facility. PERF personnel assisted with site selection, training and preparing the JCF and the community to work together through the new facility, as well as working with the Jamaican government to enhance these additional efforts funded by USAID and the private sector. All project partners worked together to prepare the site for this facility and to oversee the building design and construction with the contractors and architects.

“My vision: the Government of Jamaica and the private sector coming together for the betterment of our Jamaican citizens. The reality is here with us,we are in Grants Pen.”

DIANA STEWART

Vice President, American Chamber of Commerce in Jamaica, 2005

With the culmination of these collaborative efforts between AMCHAM, the Government of Jamaica, the JCF, USAID and PERF, this public-private police facility will be the only one of its kind in Jamaica. It will combine community policing service with other vital resources for the community, such as health care and counseling, ambulance service, postal service, bill paying and passport services, Internet access, automated banking and community meeting space. There will also be a police emergency operations center for natural and man-made disasters. Bringing police services together with other essential public resources will further facilitate positive community-police interactions and encourage long-term support. Community members will also feel more inclined to report potential crimes or provide police information without fear of retribution, and are less likely to be labeled as informants because of their collaboration or for just visiting the facilities.

PROGRAM EVALUATION

Acceptance of the community policing model is well established in U.S. communities, but is new to many international communities including Jamaica. Although progress occurs slowly, community policing already seems to be working in Grants Pen and has been well-received by JCF officials at all levels. An evaluation report written by a team of researchers from Democracy International recently reported,²²

“Community policing is working well in Grants Pen, with good community acceptance of the new approach and a marked decrease in crime and violence. This has gained momentum slowly as the community overcame a history of mistrust and bad relations.”

—Democracy International 2005, 5.

This report notes “strong approval and participation from the community residents” in programs, specifically citing public activities and conflict resolution training. Researchers state, “All of these activities brought police and citizens together in non-threatening situations and promoted a sense that the police were serving the community and helping to meet its needs beyond just law enforcement” (Democracy International 2005, 19).

Changes in the Grants Pen Community

An evaluation of USAID’s projects under the Democracy and Governance Program and the USAID Inner-City Development Special Objective in 2005 indicates the community policing program “is viewed almost unanimously as a major success” by everyone, especially the residents of Grants Pen (Democracy International 2005, 23). Over the past several years, and in concert with other local USAID-funded initiatives, there have been many changes in Grants Pen. Though it is difficult to point at definitive reductions in certain crimes being reported or changes in fear of crime at this time, the anecdotal information indicates that there have been

22. Democracy International was awarded a contract to evaluate USAID’s five-year Strategic Objective Grant Agreement with the Government of Jamaica for “Improved Citizen Security and

Participation in Democratic Processes.” The Community Policing Project was included in this evaluation, which was completed in June 2005.

QUALITY OF LIFE IMPROVING IN GRANTS PEN

by JCF Superintendent Assan Thompson, St. Andrew North Division Commander

On close examination of quality of life issues in Grants Pen since the partnership between the JCF, PERF and USAID commenced, it is safe to conclude that things are getting better in the community and both PERF and JCF, along with all the other stakeholders should be commended for this process of transformation. This conclusion has been drawn on the following premises:

I. Restoration of Business Confidence

- a. Businesses that were closed are being re-opened.
- b. New businesses are coming into the area.
- c. Business places are opening later.
- d. Delivery trucks are doing deliveries unescorted.
- e. Vending at the Four Roads has expanded.

2. Improvement of Relationship between Citizens and Police

- a. Citizens and police are working together.
- b. There is less confrontation.
- c. Citizens are reporting problems to police.
- d. Trust is building on both sides.

3. Shifts in Police Operational Mode

- a. There is a more friendly appearance in police dress.
- b. Officers are riding on bicycles.
- c. Officers are walking through the community and speaking with citizens.
- d. Officers are participating in more community activities (Summer Camp, etc.).
- e. Officers are targeting individual offenders and not the wider community.
- f. Officers are recommending persons for employment.
- g. Officers are deployed in schools (Safe Schools Program).

4. Social and Economic Empowerment

- a. More agencies are coming on board to help.



PHOTOGRAPH BY WILLIAM FOSTER.

JCF Superintendent Assan Thompson (commander of the JCF's St. Andrew North Division).

- b. More commuters are using the roads in the community.
- c. Citizens are attending social activities (church, school, parties).
- d. Citizens are taking pride in their surroundings.
- e. Paintings with faces of Dons are being replaced with signs depicting the community and police at work.
- f. Model community-police facility is near completion.

significant positive impacts on this community. Community sources are far more willing to provide critical information to the police on suspects, and calls for “shots fired” have declined since the assignment of constables to the project’s local office for training in summer 2005. Further, community meetings in the heart of Grants Pen continue to have large turnouts and to elicit comments of hope and support for community policing. At a Community Policing Management Committee (CPMC)²³ and JCF meeting held in August 2005, more than 300 residents of the Grants Pen area attended and

applauded the work that the police and project partners were doing to help their community.

Clearly more needs to be done, but the initiatives that fostered trust between community members and JCF constables have resulted in collaborations to address several problems. Moreover, training to increase police professionalism has increased public confidence, encouraging residents to come forward with information as has occurred more often since the inception of this program. Importantly, these trust relationships are the foundation for targeted crime prevention programs that

23. The CPMC is a group of community-nominated persons who will work directly with the residents of Grants Pen and the surrounding areas served by the new policing facility

to encourage active participation in good community policing practices and to help improve development of those communities.

have the potential to steadily reduce crime and disorder in the future.

The USAID-funded community policing project will more than realize its goals to have a fully functioning, state-of-the-art model police facility. It will also be a multiservice community center that will bring the public and police in constant contact in a positive environment. The police facility will house specially trained officers who will work in concert with Grants Pen residents on a daily basis to reduce crime and solve community problems. Clearly, the success of this program has not solely been the construction of this new policing facility, but the long-term relationships, programs and visions that emerged and grew strong during the new facility's planning process. Sustaining success will require embedding the community policing philosophy and the new programs that support it into daily practice. It also requires maintaining relationships that will continue to support efforts that advance the community policing vision. This must be accomplished through ongoing outreach, training and technical assistance that will institutionalize this new policing philosophy.

KEY RECOMMENDATIONS FOR PROGRAM REPLICATION

“To change a culture, show people results; it's easy to wow locals with promises of what could be, but when you do the things they want done, that's when people notice.”

ROBERT K. OLSON

USAID/PERF Community Policing Advisor, 2005

While communities differ, the underlying causes of crime and disorder are often very much the same. This project demonstrates the tailoring of U.S. community policing principles in a very different culture. Because of its basic core components and flexibility, this model has a wide range of applicability and can be adopted in diverse international communities. In PERF's efforts to implement community policing in one community, valuable information has surfaced that can be translated to lessons learned and key recommendations that can be of value to others—particularly police officials,

community leaders and government officials—who want to implement this type of policing approach in their communities.

PROGRAM “START UP”

Preparing the community for initial program activities can lay important groundwork for community change and may ultimately determine project success. The following are recommendations for beginning a new community policing program.

- 1. Start Small.** Instead of setting expectations for widespread change, create small-scale efforts. Rather than distributing a sprinkling of change nationwide, consider focusing on implementing all recommendations in one area. That area can serve as a blueprint for replication.
- 2. Establish Credibility.** Build credibility for the community policing program by first establishing your own credibility with key project stakeholders. If all stakeholders do not trust the mediator, no progress will be made. Recommendations for building credibility include the following:
 - **Be Reliable.** People worry about *abandonment*, so always follow up on an initiative, promises and other activities. Be honest and open in managing expectations. People living in impoverished areas are continually promised assistance, but too often organizations are unable to meet the demand and keep promises. A reputation for reliability will go a long way in encouraging community involvement.
 - **Be Part of the Community.** Do *not* isolate yourself from the issues; make yourself a stakeholder. Learn about local culture, economic concerns, existing programs and social networks. Reach out to community leaders first. To aid integration, USAID and PERF decided to establish an office in the center of the targeted area.
 - **Hire Local Workers.** Employ individuals with a good understanding of the culture and nuances of working in inner-city communities. As much as possible, employ individuals from

the area, particularly those with strong connections to the community, who exhibit competence and who are enthusiastic about the work. Project partners and PERF hired many local people to help carry out program activities and gain acceptance.

- **Set Ground Rules.** Develop guidelines for working fairly with all stakeholders (police, community leaders, business owners and others). Make these rules and processes transparent, so all parties involved understand how decisions will be made and resources allocated. Follow the rules to maintain credibility and set realistic expectations.
- **Fix Simple Problems.** Sometimes demonstrating credibility and reliability begins by fixing simple problems. Many times communities and local police stations lack resources to address needs, such as photocopying or having pens and paper. Keep a supply of office products, tools and other items, such as paint brushes and rakes that could be used by the community for clean-up projects or other activities.

3. Prepare for a Slow Start. Prepare for a slow start as you build up trust, resources and staff. Allow time for project staff to learn and adjust, but maintain progress.

COMMUNITY OUTREACH

In addition to the efforts to build credibility, the following are recommendations for nurturing relationships that will enable the program and its approaches to take hold in a troubled community.

1. Identify Key Stakeholders and Community Leaders Early. Start your program by getting as broad a base of political and grassroots support as possible for what you want to do. Identify key community groups and engage group leaders. These relationships will help establish your own credibility and purpose in the community. Establish *and maintain* these relationships with the knowledge that if you provide quality and responsive

approaches, these partners will carry out the project's principles well after the funding ends. These relationships will give constancy and purpose to the program, and will identify and enhance ongoing collaborative opportunities.

2. Front-Load Community Outreach. In the first phases of the program, intensive time and energy should be invested in building community interest and support.

- **Engage the Public.** Involve community members in meetings to develop the project strategy. Listen to them and tell them about the general program idea. Fully consider their concerns, suggestions and problems.
- **Address Priority Concerns and Fears.** For example, in Grants Pen the community's fear of the police stemmed from concerns over corruption and their use of force. The first steps you take must address these basic fears by ensuring safety and ongoing, routine communication between groups.
- **Set Priorities.** Host consensus-building efforts for all stakeholders to identify community priorities for reducing crime and disorder. Then bring together police and those vested in the issues to detail the nature of the problems and to discuss responses. This is the process that led to the development of the model station, which the community pushed for as much as the police.
- **Involve the Community.** Engage the community throughout the process, giving regular updates and feedback as well as integrating their input into programmatic decision making.
- **Invest in Joint Training.** When hosting joint community-police training sessions, put time and energy into recruiting community members. In Jamaica, overcoming their fear of police was the primary barrier, but once engaged their involvement was significant. If community members are difficult to involve, work with the people and resources available and focus on those who *did* come, not those who did not

come. Those community members who participate may later succeed in winning over others.

- **Be Supportive of Basic Needs.** When working in poor areas, be aware of basic needs that exist. Where appropriate and culturally sensitive, consider providing food, transportation, and more.
- 3. Be Open-Minded.** Be open-minded and demonstrate cultural sensitivity about community problems and possible solutions. Really listen to the problems and respond to the input you receive from stakeholders. What works in one community may not be transferable to another, so leave behind any preconceptions. Stakeholders will know if you value and respect their insights and will respect those who come to the project believing they do not know everything.
 - 4. Maintain Community-Police Trust.** After establishing credibility and trust with key stakeholders, devise means for building and sustaining such relationships with *and* among them. Consider how all activities can foster these relationships. For example, ongoing sessions that bring together officers and citizens to work toward a mutual understand of each other's positions and that teach (and use) the problem-solving model are important and should be at the core of what is being done. Also, encourage informal opportunities for police-citizen interactions.

PUBLIC EDUCATION

Public information and education efforts about Grants Pen detailed the community benefits of the program and increased support for community policing islandwide. The following are key recommendations for public information efforts:

- 1. Put Local Leaders Front and Center.** Call on important community advocates, especially in media efforts. When the community members open the paper and see the police commissioner or other respected leaders touring the project facilities or participating in events, they retain a

positive image that will be recalled in future project initiatives.

- 2. Give Political Leaders a Role.** Make sure that political leaders and other policy makers are on board or at least not opposed to your program. Some political leaders may wait and see if the initiative is popular with their constituents before making a substantial public commitment. Once supportive, keep them informed and involved in promoting successes.
- 3. Give the Media Accurate Information and Access.** Be sure to promote media coverage only on real accomplishments. Provide success stories with facts and the voices of the community. Respond quickly with accurate information when stories appear that are misleading, incomplete or have inaccuracies.

POLICE TRAINING

To maintain the expectations communicated through community outreach and programs, police will require ongoing training and support. Recommendations for identifying training needs and developing effective police training programs include the following:

- 1. Identify Training Needs.** In addition to on-site assessments, spend time acquiring local knowledge. Go out for ride-alongs with officers, and talk with personnel throughout the ranks and in nonsworn positions as well as in different divisions.
- 2. Gain Input on Training Approaches.** Ensure top and mid-level support for new policing strategies, techniques and training. Though leadership support is critical, mid-level personnel must also be willing to ensure the project goals will be carved out.
- 3. Do Not Assume a Standard Level of Policing Knowledge.** While being sensitive to cultural issues, start with the basics of community policing and gradually build to more sophisticated techniques that make officers more proficient at crime fighting.

- 4. Community Policing, Officer Safety and Other Topics Are Critical.** Encourage positive community-police interactions by providing the necessary skills for these interactions. Teach officers tactics for de-escalating potentially volatile situations as well as ways to safely patrol. Give officers the confidence to implement community-based policing strategies by addressing real issues in joint problem solving training sessions with community members.
- 5. Provide Ongoing Assistance.** Once officers are trained, you must oversee implementation of the newly acquired skills and offer guidance to ensure the skills are adopted and implemented properly. Do this by observing the officers in action and debriefing them afterward. Further, having the officers demonstrate new skills reinforces what they have learned and helps to embed these new skills into current practice.

PROGRAM DESIGN AND IMPLEMENTATION

Careful planning at the outset will help ensure program success. Recommendations for program design and implementation include the following:

- 1. Design Realistic Programs and Activities.** When developing new projects, initiatives or other activities, make sure they can reasonably be implemented. It is a good idea to sit down with local stakeholders to understand local needs and requirements and determine what programs may address those needs. Then, look at existing programs and why they do or do not work and examine previous efforts that have been tried and possible solutions or changes to those existing programs. Next, design programs and policies that integrate the old policies with community policing principles. Maintain local involvement at every point throughout the process to help make sure any resulting manual is followed.
- 2. Identify a Core Implementation Group.** Encourage central policing authorities to consistently assign or establish permanent officers to serve in the targeted community neighborhoods,

so your training and relationship-building efforts will be spent on officers who will remain in the community.

SUSTAINABILITY

Long-term programs, especially training programs, must be conducted with an eye towards sustainability. Ultimately, the community (including police) must adopt community policing and have ownership for its continuation after the program end date. Recommendations include the following:

- 1. Develop Leaders and Enable Them.** Train local trainers, mentors and facilitators, then disengage by degrees. Coach them on how to do their jobs, guide them in doing their jobs, watch them do their jobs, and then leave them to do their jobs. This kind of sustained guidance is important in building confidence and comfort with new practices.
- 2. Build Community Capacity.** Community-based organizations and agencies can contribute enormously by carrying on support programs after a project intervention has ended. Invest in developing the capacity of local groups to organize, plan, manage and undertake activities.
- 3. Build in Project Oversight.** Form an advisory board of local groups and individuals to supervise, support and provide resources for the program. This helps build ties with the community and establishes a system for program sustainability.

GENERAL RECOMMENDATIONS

The following are general recommendations that project partners found important to the overall success of the program.

- 1. Reach High.** If you ask the community to achieve the highest possible goals, they will often rise to the challenge and produce sophisticated plans and strategies.
- 2. Do Not Overlook General Infrastructure Issues.** Issues like housing, sanitation, transportation, food, access to education and other basic

needs must be considered. The success of planned community activities and programs may hinge on these resources being available.

- 3. Collaborate and Communicate.** Communicate with the representatives of other local organizations whose work supports your program efforts and collaborate whenever you can. This is beneficial to ensure you do not duplicate program efforts and that similar efforts are coordinated (and not competing). These relationships are also important to sharing best practices and lessons learned.
- 4. Engage All Those Vested in the Program Outcomes.** Keep all stakeholders, especially government and political officials, well informed to prevent misunderstandings or resistance to progress. Give them significant credit for their participation and help.
- 5. Understand and Interpret Crime Data.** Do not expect an immediate statistically significant drop in crime data. In most cases, years of underreporting crime will mean that a higher crime rate is a good indicator of success. Individuals who were

previously too scared or did not trust the police enough to come forward will now cooperate. Communicate to the public this expectation periodically to ensure they understand the data may be a positive result of community policing.

- 6. Learn from Your Mistakes.** Cover your bases, anticipate problems and experiment. You will not know what works if you do not try. Again, create the expectations and environment that will tolerate mistakes. Then learn from them to make course corrections.
- 7. Be Sensitive to Local Cultures.** Work within the parameters of the local area, using their traditional ways of doing business, rather than trying to impose your cultural biases. The overall structure of a program may be determined by conditions on the ground. Culture and social conditions will be helpful in some circumstances and hindrances in others, but should always be respected. Project personnel should be flexible and able to tailor program goals, activities and outcomes to the unique needs of the target area.

“I am glad we finally have come to a point where we see a new day dawning—where a community member says to the police, ‘Well, this person is one of the persons who is creating a problem,’ and there will be action.”

BRYAN JACAS

Grants Pen Community Member, 2005

“So, after PERF [and the USAID community policing project] we can work together to even develop our community more. To us it’s a good thing. And, seeing that it is not just a model facility with a police station—it has other facilities in it that we can benefit from. We endorse it very much. To us it’s a good thing.”

ALICIA WHITE

Grants Pen Community Member and Local Office Staff Member, 2005

Conclusion

USAID efforts support long-term and equitable economic growth and advance U.S. foreign policy by funding programs in select countries across the world that also support economic growth, agriculture, trade, global health and democracy, conflict prevention and humanitarian assistance efforts (About USAID 2005a). In Jamaica, USAID's principal goal is to foster economic growth and prosperity. Community policing and crime prevention efforts are critical components of USAID's economic strategy because businesses seek safe environments in which to invest, operate and grow. The Grants Pen program demonstrates that community policing can have a great impact on economically and socially challenged communities in need and is perhaps an essential "ingredient" for their economic development by helping create safer communities. Harnessing crime may even be *the* factor that will determine the economic vitality of some communities.

Further, this project has shown that community policing is not a set of programs, but is a philosophical approach to police and community interaction. More is required than just training police and community members on how it works. There are several elements that must be present for the successful implementation of a community policing program.

First, there must be a critical mass of program "champions" who believe in and are dedicated to the effort (regardless of barriers) and have the ability to win over the community and other leaders to the idea. In Grants Pen, these champions were political, religious, business, government (including police) and

community leaders who agreed that safety and violence reduction were important and community policing was the vehicle by which gains in these areas could be achieved. The efforts of this core group of champions were essential to obtaining buy-in from all stakeholders and ultimately program success.

Second, the willingness of the community and the police to reach out to each other is critical. While there were serious issues of mistrust between the police and the community, both groups were willing to move past these issues in the interest of making the community a safer place.

Finally, while funding for many of the trust- and relationship-building activities needs to be a priority, the amount of funding available is not always a determinant of success. What determines success is the value and importance the community and various stakeholders (including police leaders and others) place on the project. All groups need to be willing to collaborate on tough problems and make necessary changes in how they operate to create an environment where both community members and police officers feel safe interacting and agree to work together toward the common goal of reducing crime to improve their quality of life.

For any community undertaking such efforts, the ongoing commitment to collaborations that reduce crime and improve quality of life, and the working relationships developed during the project, are what ultimately will lead to sustainable change and positive growth.

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ABOUT THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) (Excerpted and summarized from the USAID website)

Promoting Democracy and Good Governance

USAID, an independent federal government agency, supports long-term and equitable economic growth and advances U.S. foreign policy objectives by supporting economic growth, agriculture and trade; global health; and democracy, conflict prevention and humanitarian assistance. As the primary channel for U.S. foreign assistance in the developing world, USAID has taken a leading role in promoting and consolidating democracy worldwide.

With headquarters in Washington, D.C., USAID's strength is its field offices around the world. USAID works in close partnership with private voluntary organizations, indigenous organizations, universities, American businesses, international agencies, other governments, and other U.S. government agencies. USAID has working relationships with more than 3,500 American companies and more than 300 U.S.-based private voluntary organizations (USAID 2005a).

USAID focuses its efforts to promote democracy and good governance on four distinct, but related, goals: 1) strengthening the rule of law and respect for human rights; 2) promoting more genuine and competitive elections and political processes; 3) increased development of a politically active civil society; and 4) more transparent and accountable governance. Progress in all four areas is necessary to achieve sustainable democracy (USAID 2005c).

The Development Challenge

Jamaica suffers from myriad economic, social and political issues. In 2004, its slow economic growth and rising inflation rates complicated Jamaica's efforts to make headway in reducing its massive debt burden. While the government continues to

work hard to manage its fiscal situation and generate the revenues to reliably pay its debt, some argue that Jamaica's fiscal challenges will only be resolved over an extended period during which it will be difficult to make desirable (perhaps necessary) social and infrastructural investments. The difficulty in increasing its social and infrastructural investments contributes to Jamaica's struggle to reduce crime and violence and to measurably improve good governance and the rule of law. Thus, the state is challenged to fulfill its most basic role—that of ensuring citizen security. Jamaica's violent crime and reputation for corruption deter investment and increase the cost of doing business. Efforts to improve good governance and reduce corruption are not only critical to social and political stability, but also figure prominently in Jamaica's ability to achieve economic competitiveness and sustained growth.

On the social front, Jamaica's youth also face myriad risks, such as early sexual initiation, sexual and physical abuse, HIV/AIDS, dropping out of school, unemployment, substance abuse and drug dealing, and violence. Jamaica's poor-performing, under-funded education system is not reliably producing young people with adequate skills to make Jamaica competitive in the global marketplace. Additionally, political turbulence may arise in the near future as several changes in key political leadership occur. Yet, in contrast to the bleak picture painted above, there are several positive signs for Jamaica. Tourism has continued to grow, and remittances from Jamaicans living abroad are estimated at over \$1.5 billion in 2004.

U.S. national interests in Jamaica are derived from its geographic proximity to the United States: homeland security concerns and the threat from transnational crime and drugs; the benefits of a

democratically stable and prosperous partner in the region, close to the U.S. border; and the dangers to the United States of an HIV/AIDS pandemic in Jamaica. Bilateral relations with Jamaica are generally good, with collaboration motivated by common national interests and shared values. Jamaica has the potential to strengthen its democracy and its market economy in support of U.S. national interests (USAID 2005b).

Democracy and Governance in Jamaica

USAID's program in Jamaica is designed to achieve transformational change that accelerates long-term equitable growth in the context of a more competitive

world. The assistance seeks to support efforts to enable the private sector to be the engine for Jamaica's sustainable economic growth. Integral to this result is the importance of USAID efforts to achieve a more healthy populace; to improve the education system and its contribution to creating a better trained workforce; to improve good governance and the rule of law, including significant reductions in crime and violence; and to ensure that disaster risk-reduction and mitigation approaches are reflected in economic planning and implementation (USAID 2005b).

To learn more about USAID, visit www.usaid.gov.

ABOUT THE POLICE EXECUTIVE RESEARCH FORUM (PERF)

PERF is a professional organization of progressive chief executives of city, county and state law enforcement agencies, who collectively serve more than 50 percent of the nation's population. Membership includes police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors and other law enforcement professionals. Established in 1976 as a nonprofit organization, PERF is unique in its commitment to the application of research in policing and the importance of higher education for police executives. In addition to a commitment to police innovation and professionalism, PERF members must hold a four-year college degree.

PERF continues to conduct some of the most innovative police and criminal justice research and provides a wide variety of management and technical assistance programs to police agencies throughout the world. PERF's groundbreaking work on community and problem-oriented policing, racial profiling and crime-reduction strategies has earned it a prominent position in the police community. PERF is one of the founding agencies of the Community Policing Consortium and the Commission on Accreditation for Law Enforcement Agencies (CALEA). PERF continues to work toward increased professionalism and excellence in the field through its publications and training programs. PERF sponsors and conducts the Senior Management Institute for Police (SMIP). This program provides comprehensive professional management and executive development training to police chiefs and law enforcement executives. Convened annually in Boston, SMIP instructors include professors from leading universities, including Harvard University's Kennedy School of Government.

Internationally, PERF's work also enjoys a reputation for high standards of policing research and hands-on service to police leaders, their forces and

their communities. In addition to the program in Jamaica, PERF has assisted in recruiting and selecting American police officers for United Nations service; cosponsored a series of workshops on using police in overseas peacekeeping missions; provided police training assessments in Cyprus, Jordan, Kenya, Poland and Turkey; assisted in developing a civilian police system in Panama; trained Polish, Czech, Slovakian and Hungarian law enforcement officials on policing in a free society; provided technical assistance to the U.N. International Police Task Force in Bosnia; evaluated the Ukrainian police for the U.S. Department of Justice; and is working with Palestinian and Israeli police leaders in a joint executive development program.

PERF has also developed and published some of the leading literature in the law enforcement field. Recently, PERF released a publication on contemporary use of force issues entitled *Chief Concerns: Exploring the Challenges of Police Use of Force*. In addition, it has also recently released a series of white papers on terrorism in the local law enforcement context, *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement*, which examined such issues as local-federal partnerships, working with diverse communities, bioterrorism and intelligence sharing. Other recent publications include *Managing a Multijurisdictional Case: Identifying Lessons Learned from the Sniper Investigation* and *Community Policing: The Past, Present and Future*. Other PERF titles include an authoritative work on racial profiling and many publications on community policing, problem solving, new technologies and countless other topics that police executives face today.

To learn more about PERF, visit www.policeforum.org.



USAID/Jamaica-Caribbean Regional Program

2 Haining Road

Kingston 5, Jamaica

Tel: (876) 926-3645

Fax: (876) 929-9944

www.usaid.gov/jm