PROJECT PROFILE

I. BASIC DATA

Project: Citizen Security Strengthening Programme (GY-L1042)

Project Team: Stefano Tinari (ICS/CBA), Team Leader; Derise Williams

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Emilie Chapuis and Paula Louis-Grant (FMP/CGY).

Borrower: The Co-Operative Republic of Guyana

Executing Agency: Ministry of Home Affairs (MOHA)

Financial Plan: US\$15.000.000

Total: US\$15.000.000

Safeguards: Policies Triggered: N/A; Classification: "C"

II. GENERAL JUSTIFICATION AND OBJECTIVES

- 2.1 From 2007 to June 2014, the Government of Guyana (GOG) implemented the Citizen Security Programme (CSP). CSP aimed to enhance citizen security by addressing community risk factors and strengthening the Ministry of Home Affairs (MOHA) and the Guyana Police Force (GPF). At project closure, self-reported victimization rates declined from 21.3% (2006) to 16.5% (2013)¹ and outcomes on residents' anger management improved² in Regions IV and VI. The proportion of deaths with undetermined cause, a police performance outcome, dropped from 35% to 21.9%. Additionally, CSP installed institutional capacity: a basic Crime Observatory, the Safe Neighbourhood Survey (SNS)³, and two community centers. A summary of the status of CSP indicators at project end and implementation lessons is included as an appendix.⁴
- 2.2 Despite CSP's strengthening of GoG capacity to address crime and violence (C&V), C&V remain serious challenges for Guyana, requiring continued support in those areas first addressed by CSP. The national homicide rate increased from 14.9 per 100,000 in 2007 to 17 in 2012.⁵ Most analyses of crime and violence in Guyana point to driving factors such as community-level tensions among residents and the need to strengthen government capacity to investigate crimes.⁶ While a public health approach is applicable to the high-crime areas, which are socioeconomically challenged,⁷ Guyana's institutional capacity and crime-fighting capability challenges suggest an ongoing need for institutional reforms and results-

Safe Neighbourhood Survey (SNS) 2013. CSP worked in Region IV & VI similar to provinces), the most populous ones.

² This increased from 56% to 67% in Region IV and 43% to 51% in Region VI. IDB PCR p7, citing the 2013 SNS.

The 2006 and 2013 SNS was conducted only in Regions IV and VI; in 2011 it was national.

⁴ The MOHA is the umbrella Ministry under which operate the Crime Observatory, the Guyana Prison Service, and Guyana Police Force, among other agencies. The Crime Observatory is a unit managed by MOHA that works with GPF to gather crime-related data and to analyze it.

⁵ UNODC, Crime Statistics, homicide count and rate per 100,000 population, by country/territory (2000-2012).

Owen, T. & A. Grigsby, 2012. "In Transit: Gangs and criminal networks in Guyana." Small Arms Survey Working Paper. Insufficient capacity to successfully prosecute crimes are cited as contributing factors to crime and violence in Guyana.

UNDP Caribbean Human Development Report 2012.

based performance management to address policing and security management capacity, as set out in the MOHA Strategic Plan 2013-2017. Finally, the need for more complete and specific data on C&V is an ongoing challenge to effective crime prevention.

- Violence in community relations. One of the contributing causes to C&V is the social acceptance of using violence to resolve inter-personal and community disputes. In the 2013 SNS, 11% of respondents stated that they threatened to seriously harm someone and 7% had assaulted someone who was not a family member. This context has framed a gradual diminishment of participation in community and civic life, as indicated by the drop in respondents agreeing that neighbors are willing to help each other out (72% in 2006 to 64% in 2013).
- 2.4 This phenomenon is evident in schools and homes. A 2010 survey of Georgetown secondary school students found that 28% of students were in fights at school, 23% saw other students stabbed, and 59% had friends who were hurt/injured by other students. Violent relations in the home (e.g. intimate partner violence) are equally serious: 23% of registered deaths of women are due to aggression, suicide, and homicide. More than 1 in 6 women report being victims of domestic violence the highest rate in the Caribbean and there are likely far more cases, given that underreporting rates are significant. 10
- 2.5 **Insufficient police effectiveness in crime prevention and investigation**. On an index of public perception of institutional efficiency of security agencies, the GPF has the lowest rating: 44.2 on a scale of 100. The effectiveness and productivity of police officers is limited by their lack of specialized training and by lack of optimal deployment of officers to tasks that match their skillsets. The effectiveness of policing in its two basic functions preventing crimes before they happen and resolving crimes that do happen is impeded by two factors: (i) lack of police training to engage with the population and obtain its cooperation and (ii) insufficient training and specialized equipment for (a) crime data gathering, analysis, and processing (including forensics) and (b) criminal investigation, once a crime is committed.
- 2.6 **Inadequate data to guide and evaluate crime prevention policy**. As noted in the MOHA's Strategic Plan and the Final Report on the Modernization of the GPF¹³,

UN Human Development Report Caribbean 2012. According to the Guyana Demographic and Health Survey (2009), as 19% of men and 16% of women agree that wife beating is justifiable, but this percentage decreases steadily with wealth.

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In 2014, the IDB approved US\$1,670,996 in grant resources to support implementation of MOHA's Strategic Plan (GY-T1107)

⁹ Ministry of Health Statistical Bulletin, 2009.

The index is a composite, with values range from 0 (lowest) to 100 (highest). 2013 SNS, p 64. The other agencies are: Defense, Courts, and Prisons. In 2006, 34% and 36% of respondents in Region IV and VI did not agree that the GPF was doing a good job preventing crime. In 2011 (national), 54% did not agree with this statement.

There is a continuing need for police training in community policing, specifically in improving community relations, outreach programs, neighborhood policing and improving police-public relations. *See* GPF Strategic Plan 2011-2015. Only 17.2% of people believe that the police have respect for citizens' rights and 12.4% believe police treat them equally. *See* Caribbean Human Development Report 2012 (p.103) and Owen & Grigsby 2012 (p.18)

Capita Symonds, for the MOHA. April 2011.

effective crime prevention requires quality (in terms of detail, reliability, and consistency), comprehensive, and accessible C&V data; and the capacity to analyze and apply it. CSP established a Crime Observatory and the Integrated Crime and Violence Information System (ICIS) within MOHA to improve data quality, comprehensiveness and accessibility. Still, there are ongoing needs for training in practical policy application and data accessibility for MOHA and non-MOHA staff.

- 2.7 Dimensions of crime data that require strengthening in Guyana include: (i) comprehensiveness and integrity: police records only show a partial picture of C&V (due to relatively low reporting rates¹⁵), and alternative data collection, such as the SNS (2006, 2011, 2013), is not conducted regularly or with consistent samples; (ii) disaggregation: the publicly available crime data (police and SNS) does not disaggregate by gender, age bracket, ethnicity, socio-economic strata, neighborhood, and other factors necessary for analyzing causation between interventions and C&V-related outcomes; (iii) data on Violence Against Women (VAW): international best practice suggests that data on domestic and sexual violence should be collected separately from victimization surveys, ¹⁶ but in Guyana it is currently collected through the victimization survey (SNS); (iv) information on security institutions: though there is a reasonable amount of information about the GPF, details are scarce on other relevant agencies, notably the prison and corrections system; ¹⁷ and (v) accessibility and protection: the Crime Observatory's data and analysis are not currently available online, nor integrated with broader MOHA data systems. This limits the GOG's ability to use crime data for policy purposes, and the public's ability to understand crime policy issues.
- Objective of proposed program. The general objective is to reduce C&V in Guyana, in particular homicides, robberies, assaults, and domestic violence. The specific objectives are to: (i) reduce incidence of inter-personal violence; (ii) strengthen police capacity for crime prevention and investigation; and (iii) improve availability of quality C&V data and analysis. This program aims to build upon CSP's accomplishments. The project seeks to strengthen the citizen security sector in Guyana through consolidating CSP's achievements (C&V reduction and capacity strengthening of MOHA and the GPF) and expanding Bank support areas to other critical areas of the citizen security sector not previously supported under CSP.
- 2.9 Component I. Community crime and violence prevention (US\$4.5 million). This component will seek to address risk factors to promote, and formalize with

This is a common challenge for LAC observatories: 25% do not produce analysis; only 33% report that data is used for policy, 20% for information dissemination, 11% for decision-making, and 7% for citizen oversight (IDB study, 2013).

World Health Organization. 2001. "Putting women first: Ethical and safety recommendations for research on domestic violence against women." http://www.who.int/gender/documents/violence/who_fch_gwh_01.1/en/

For example: inmate classification systems, data on probation, recidivism, case status, sentencing, and risk assessment.

^{62%} for violent crime and 43.9% for property crime, UN HDR Caribbean, 2012.

The specific crimes to be tracked at the impact level will be discussed with the GoG. The SNS 2013 provides victimization data on homicide, robbery, assault (with and without a weapon), and a range of indicators on intimate-partner violence. IPV or VAW data should be gathered through a separate survey, using categories in line with WHO best practice. (See Component 3 for details.)

¹⁹ Quality will be measured by factors such as disaggregation, consistency, and alignment with international best practices.

MOHA operations, community mobilization and social development through evidence-based interventions in target communities and improved inter-agency coordination to prevent crime and violence. Activities will include: (i) attention to at-risk youth through mentoring and socio-cognitive skills training; (ii) prevention of child maltreatment through improving parenting skills; (iii) prevention of violence in secondary schools; (iv) prevention of violence against women (VAW); (v) culturally-sensitive training in community organizing processes and engagement, including forming Community Action Committees (CAC²³); (vi) public education campaigns to foster attitudinal change; and (vii) creation of an inter-agency committee to develop and deliver community-based programs targeting C&V risk factors.

- 2.10 Component II. GPF crime prevention and investigation capacity (US\$7.5 million). This component will seek to improve the effectiveness of the police in two dimensions: (i) preventing crime at the community level and (ii) investigating crime at the national level. Activities at the community level include: (a) development of an academic program and protocols for community policing;²⁴ (b) training of police personnel in community policing, intimate partner violence and VAW prevention, and model approaches for diverse communities; and (c) community decision-making processes for police issues to improve policecommunity relations. Activities at the national level include: (d) training in criminal and forensic investigation techniques; (e) expansion of the existing equipment for the GPF forensic laboratory; (f) capacity-building on forensic nursing; (g) development of guidelines and protocols for forensic evidence collection and maintenance; and (h) upgrade of police reception areas to be more community friendly. Support for change management will be provided for both community and national level initiatives.
- 2.11 Component III. Data systems, application, and evaluation (US\$3 million). This component seeks to strengthen the production, management, and practical application of C&V data, at the national and community levels. Activities include: (i) improving quality (including disaggregation), availability, and management of police and non-police C&V data²⁵; (ii) improving data management and analysis capacity of the Crime Observatory; (iii) at least one VAW survey, in accordance with WHO standards; (iv) an inter-agency group on C&V data; (v) an inter-agency group on VAW and people trafficking; (vi) at least one victimization survey; (vii) capacity-building for collection and analysis of demographic data, including on race and ethnicity; (viii) at least one prison census, including risk assessments; (ix)

20 Community needs assessments will be conducted to tailor activities to selected community characteristics.

For example: improved IT systems, data analysis capacity, scope of data analyzed, e-links within and outside MOHA.

For example: self-regulation, anger management, and decision-making.

Including: policies on discipline, fighting and bullying, dating violence, healthy relationships, alcohol and substance abuse prevention, and adding violence prevention to curricula, and afterschool programs for high-risk youth.

²³ CAC are community groups with varying levels of organization contribute to designing and carrying out local programs.

For example: police ethics, positive leadership, human rights, and anti-discrimination.

For example: hospital data, community-generated data, social and economic data.

²⁷ For example: the conduct of national C&V surveys focused on business victimization, victimization and perception of public security, and/or public urban safety.

- evaluation of CSP three years from project closure; and (x) an evaluation of the current program. All data will be collected in accordance with international best practice and disaggregated by relevant demographic factors.
- 2.12 The program aligns with: (i) GCI-9 development goals;²⁸ (ii) the Sector Strategy on Institutions for Growth and Social Welfare (GN-2587-2); (iii) Operational Guidelines for Program Design and Execution in the Area of Civic Coexistence and Public Safety (GN-2535-1); (iv) the IDB Country Strategy with Guyana (2012-2016); and (v) GOG Poverty Reduction Strategy and Justice Sector Reform Strategy.
- 2.13 **Expected results**. At the end of the program, expected results are: (i) reduced reports of inter-personal violence; (ii) increased proportion of criminal cases with completed investigations; (iii) improved GPF crime prevention capacity; and (iv) improved accessibility of quality²⁹ C&V data.

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

3.1 The MOHA will be the executing agency (EA) for this Loan, as it is responsible for public safety and crime prevention policy, and will create an internal Project Implementing Unit as done for implementation of the CSP. The MOHA has the administrative capacity to oversee this operation. MOHA internal procedures and fiduciary capacity will be strengthened, as per recommendations from CSP.

IV. SAFEGUARDS AND FIDUCIARY SCREENING

4.1 **Safeguards and fiduciary screening.** There are no environmental or social risks linked to this operation. Its classification is "C", as per the Environment and Safeguard Compliance Policy (OP-703).

V. OTHER ISSUES

5.1 **Identified risks.** The first risk relates to the procurement, financial, and asset management. As per recommendations from other IDB projects in Guyana, the programme will ensure appropriate fiduciary procedures and mechanisms are adopted, including ex-ante Bank procurement review. The second risk relates to working with the police or prisons. The programme will emphasize civilian oversight and internal affairs within the police and will form strategic partnerships with expert organizations to guide work with prisons. Recommendations from CSP's assessment and by OVE on citizen security programs will also be integrated.

VI. RESOURCES AND TIMETABLE

6.1 The POD's presentation to the Quality Risk Review is scheduled for September 2, 2014; the Draft Loan Proposal approval by OPC for November 3, 2014; and consideration by the IDB Board of Directors on December 10, 2014. Transactional resources required for program preparation are estimated at US\$101,400. Personnel requirement will be 1.123 FTE.

⁰ This is in accordance with the *Operational Guidelines* cited in para. 2.12 (GN-2535-1).

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These are: reducing poverty and the murder rate, lending to small and vulnerable countries, and benefitting cities.

These are defined as age-, sex-, and ethnicity disaggregated data, and collected with consistent parameters and frequency.

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SAFEGUARD POLICY FILTER REPORT

PROJECT DETAILS	
IDB Sector	REFORM / MODERNIZATION OF THE STATE-MODERNIZATION & ADMINIST OFJUSTICE
Type of Operation	Investment Loan
Additional Operation Details	
Investment Checklist	Institutional Development Investment
Team Leader	Tinari, Stefano (STEFANOT@iadb.org)
Project Title	Citizen Security Strengthening and Consolidation
Project Number	GY-L1042
Safeguard Screening Assessor(s)	Tinari, Stefano (STEFANOT@iadb.org)
Assessment Date	2014-04-30

SAFEGUARD POLICY		
Type of Operation	Loan Operation	
Safeguard Policy Items Identified (Yes)	Does this project offer opportunities for indigenous peoples through its project components?	(B.01) Indigenous People Policy- OP- 765
	Type of operation for which disaster risk is most likely to be low .	(B.01) Disaster Risk Management Policy- OP- 704
	The Bank will make available to the public the relevant Project documents.	(B.01) Access to Information Policy– OP- 102
	Does this project offer opportunities to promote gender equality or women's empowerment through its project components?	(B.01) Gender Equality Policy- OP-761
	The operation is in compliance with environmental, specific women's rights, gender, and indigenous laws and regulations of the country where the operation is being implemented (including national obligations established under ratified Multilateral Environmental Agreements).	(B.02)
	The operation (including associated facilities) is screened and classified according to their potential environmental impacts.	(B.03)
	Consultations with affected parties will be performed equitably and inclusively with the views of all stakeholders taken into account, including in particular: (a) equal participation of women and men, (b) socio-culturally appropriate participation of indigenous peoples and (c) mechanisms for equitable participation by vulnerable	(B.06)

SAFEGUARD POLICY FILTER REPORT

GY-L1042: Citizen Security Strengthening and Consolidation



	groups.	Annex I - GY-L1042 Page 2 of 4
	The Bank will monitor the executing agency/borrower's compliance with all safeguard requirements stipulated in the loan agreement and project operating or credit regulations.	(B.07)
	The operation is a repeat or second phase loan.	(B.14)
	Suitable safeguard provisions for procurement of goods and services in Bank financed projects may be incorporated into project-specific loan agreements, operating regulations and bidding documents, as appropriate, to ensure environmentally responsible procurement.	(B.17)
Potential Safeguard Policy Items(?)	No potential issues identified	
Recommended Action:	Operation has triggered 1 or more Policy Directives; please refer to Directive(s). Complete Project Classification Tool. Submit Safeguar Report, PP (or equivalent) and Safeguard Screening Form to ESR.	
Additional Comments:		

ASSESSOR DETAILS	
Name of person who completed screening:	Tinari, Stefano (STEFANOT@iadb.org)
Title:	
Date:	2014-04-30

COMMENTS	
No Comments	



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SAFEGUARD SCREENING FORM

PROJECT DETAILS	
IDB Sector	REFORM / MODERNIZATION OF THE STATE-MODERNIZATION & ADMINIST OFJUSTICE
Type of Operation	Investment Loan
Additional Operation Details	
Country	GUYANA
Project Status	
Investment Checklist	Institutional Development Investment
Team Leader	Tinari, Stefano (STEFANOT@iadb.org)
Project Title	Citizen Security Strengthening and Consolidation
Project Number	GY-L1042
Safeguard Screening Assessor(s)	Tinari, Stefano (STEFANOT@iadb.org)
Assessment Date	2014-04-30

PROJECT CLASSIFIC	ATION SUMMARY	
Project Category:	Override Rating:	Override Justification:
		Comments:
Conditions/ Recommendations	 Some Category "C" of (Policy Directive B.3). What requirements to address safety etc.). The Project Team mu Strategy (the requirements) 	perations may require specific safeguard or monitoring requirements here relevant, these operations will establish safeguard, or monitoring environmental and other risks (social, disaster, cultural, health and est send the PP (or equivalent) containing the Environmental and Social hts for an ESS are described in the Environment Policy Guideline: the Safeguard Policy Filter and Safeguard Screening Form Reports.

SUMMARY OF IMPACT	TS/RISKS AND POTENTIAL SOLUTIONS
Identified Impacts/Risks	Potential Solutions

DISASTER RISK	SUMMARY
Disaster Risk Category	y : Low
Disaster/ Recommendations	No specific disaster risk management measures are required.

SAFEGUARD SCREENING FORM

GY-L1042: Citizen Security Strengthening and Consolidation



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ASSESSOR DETAILS	
Name of person who completed screening:	Tinari, Stefano (STEFANOT@iadb.org)
Title:	
Date:	2014-04-30

COMMENTS	
No Comments	

ENVIRONMENTAL AND SOCIAL STRATEGY

- 1.1 **General objective.** The general objective is to reduce C&V in Guyana, in particular homicides, robberies, assaults, and domestic violence.
- 1.2 **Specific objectives.** The specific objectives are to: (i) reduce incidence of interpersonal violence; (ii) strengthen police capacity for crime prevention and investigation; and (iii) improve availability of quality ¹ C&V data and analysis.
- 1.3 According to the results of the IDB "Safeguards Policy Filter Report", and the safeguard and Environmental Policies (OP-703), this operation is classified as "C" category, given the low impact on environmental and social issues.
- 1.4 Consideration will be given during project preparation to compliance to the policies triggered during the screening, in particular:
 - a. Indigenous People Policy OP-765
 - b. Disaster risk Management Policy OP-704
 - c. That the operation is in compliance with environmental, specific women's rights, gender, and indigenous laws and regulations of the country where the operation is being implemented (including national obligations established under ratified Multilateral Environmental Agreements.
 - d. That consultations with affected parties will be performed equitably and inclusively with the views of all stakeholders taken into account, including in particular: (i) equal participation of women and men; (ii) socio-culturally appropriate participation of indigenous peoples; and (iii) mechanisms for equitable participation by vulnerable groups.

¹ Quality will be measured by factors such as disaggregation, consistency, and alignment with international best practices.

INDEX FOR COMPLETED AND PROPOSED SECTOR WORK

Theme	Description	Status	Reference
Citizen Security	1. UNDP Caribbean Human Development Report.	Nov. 2012	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786984
	2. Drugs and Crime as Problems without Passports in the Caribbean.	Oct. 2011	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786992
	3. The Impact of Organized Crime on	June 2013	
	Governance in Developing Countries A Desk Study of Guyana June 2013.		http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786995
	4. Gangs and Criminal Networks in Guyana.	Feb. 2012	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786998
	5. 2013 Safe Neighborhood Survey Final Report.	2013	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787001
	6. Strategic Plan. Guyana Ministry of Home Affairs	2012-2017	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787330
	7. IDB'S Response to Key Challenges in Citizen Security, 1998-2012	2012	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787020
	8. CARICOM Crime and Security Strategy 2013 – Securing the Region.	2013	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787278
	9. Documento de Marco Sectorial de Seguridad Ciudadana y Justicia	2014	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787004
	10. Guyana Justice Sector Reform Strategy.	2006-2010	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786927
	11. UNODOC International Statistics on Crime and Justice.	2010	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38786921
	12. Citizen Security in Latin America and the Caribbean. IDB comparative	May 2013	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38787308
	advantages.		

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