

United Nations Development Programme



**PEER-REVIEW OF THE METHODOLOGY OF THE  
CITIZEN SECURITY PROGRAMME IN  
TRINIDAD AND TOBAGO**

*Empowered lives.  
Resilient nations.*



## UNDP Trinidad and Tobago Country Office

In 1961, UNDP established a Country Office (CO) in Trinidad and Tobago, which has been supporting the country's national development agenda for over fifty years. UNDP T&T currently has a multi-country mandate with responsibility for programme development and execution also in Aruba, Curacao, Sint Maarten and Suriname. The overarching goal is to create an enabling environment for inclusive and sustainable human development by focusing on the following thematic areas:

**Poverty and Social Policy:** Assisting in the eradication of poverty and reducing inequalities and exclusion by informing policy and programme development through a mixture of policy advice, advocacy and downstream initiatives through various poverty-related projects and initiatives.

**Energy and the Environment:** Supporting implementation and management of various programmes which help to minimize negative environmental impacts and facilitating funding to civil society organisations, through the GEF Small Grants Programme, to help communities build resilience by responding and adapting to climate change.

**Democratic Governance:** Working through and with initiatives that seek to facilitate an environment for trust-building and consensual decision-making and collaborating with Parliaments to strengthen executing functions so as to better serve the people.

**Citizen Security and Youth Development:** Building institutional capacity to tackle crime and violence; providing technical expertise to the Government and other partners in crime prevention and response; supporting criminal justice reform and advancing programmes aimed at empowering and developing young people.

## Executive Summary

The Citizen Security Programme (CSP) is a primary violence prevention programme initiated by the Ministry of National Security of Trinidad and Tobago (MNS) and financed partially by the Inter-American Development Bank (IADB). The programme methodology is based on a three pillar structure: combining community action, assistance to the Trinidad and Tobago Police Service; and institutional strengthening of the MNS. The programme was started in 2007 in 22 communities identified as high-risk in Trinidad and Tobago. The programme's methodology focuses on: addressing key identified risk factors based on the ecological approach to violence prevention; working with individuals, communities and the broader society across the country; and providing them with the tools, knowledge and support required to identify and deal with the risk factors related to violence.

The peer-review of the *Citizen Security Programme of Trinidad and Tobago* (CSP) was coordinated by the *United Nations Development Programme* (UNDP) with the objective of analysing the programme's methodology and its contribution to strengthening a community-based and community-run approach to violence prevention and the extent to which it could be expanded. The assessment of the methodology was guided by criteria of relevance, effectiveness, impact, and sustainability.

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# 1

## Introduction

### 1.1 CITIZEN SECURITY: A HUMAN CENTRED APPROACH

In the last three decades, the definition of security has undergone major changes. For a long time this concept revolved around the defence of interests of states such as sovereignty and autonomy. However, the idea that security is equivalent to national security or state security against possible external aggression, the belief that security threats are mainly military, and the view that such threats have an objective basis to identify them regardless of political considerations, have been questioned internationally. (Lipschutz, 1995). In the search for alternatives to break patterns of crime and violence, the concept of citizen security has gained attention among scholars, government and non- governmental institutions. Citizen security in this sense can be regarded as a dimension of human security, based on a fundamental understanding that governments retain the primary role for ensuring the survival, livelihood and dignity of their citizens. (IACHR, 2009). One such approach is based in the belief that balanced development reduces and prevents the emergence of crime as a major social problem. Couple this with strong crime reduction and prevention techniques, facilitates the achievement of development goals. In this construct, citizen security is conceived as the social situation in which all persons are free to enjoy their fundamental rights and in which public institutions have sufficient capacity, against a backdrop of the rule of law, to guarantee the exercise of those rights and respond efficiently when those rights are violated.

The pattern and concentration of violent crimes in the communities of the urban poor described in the Caribbean Human Development Report (2012), suggests the association of crime with exclusionary processes have long histories. The report also points to the fact that contemporary, predominantly repressive approaches to safety and security in the region, have resulted often in vicious cycles that make crime control and prevention more difficult. Nevertheless, vicious cycles of unbalanced development that generate high levels of crime and insecurity that, in turn, impede development may be transformed into a virtuous circle. The negative impact of crime on development in its various aspects is well documented in the past decade. Crime, particularly violent crime, tends to have a negative impact on vulnerable economies and erode confidence in the future development of countries; reducing the competitiveness, imposing burdensome security costs, and may negatively alter the investment climate. (HDR, 2012) In addition,



the quality of education and health care tends to suffer as scarce resources are diverted to control violence and crime.

The concept of citizen security is associated with security against the threat of crime or violence and is used to refer to the paramount security of individuals and social groups. It does not stand in opposition to the preservation of the territorial integrity of the state. Citizen security includes institutional and social actions to protect and guarantee effective liberties and the rights of people not only institutional reform, but also a focus on the reduction of social risks, that is, social crime prevention: ending marginalization and more effectively integrating excluded sections of the population. Using this approach, improved social integration of society increases the potential for greater resilience and better state-society relations, which may result in greater voluntary compliance with the law.



Trinidad and Tobago Prime Minister Kamla Persad Bissessar receives a copy of the CHDR from UNDP Administrator Helen Clarke during the launch of the CHDR in 2012

The root causes of violent crimes, especially youth crimes and delinquency, include less tangible factors that account for the alienation and sense of exclusion among this population group. Thus, a focus on social crime prevention means paying attention to the social conditions that are most associated with crime and creating greater opportunities and choices for the same populations. Promoting a common sense of belonging is integral when trying to understand how to unravel the root causes of violence and crime in the region. Without this sense of community protecting rights, and promoting common integrative identities that bridge race, colour, ethnicity, class, gender and other social divides, becomes an impossible challenge to citizen security in Latin America and the Caribbean region.

Despite sound advances in human development across the region in the past decades, several countries are beset by high rates of violent crime and troubling levels of non-criminalized forms of social violence, typically directed at the members of vulnerable groups that historically have been disfavoured. In the Caribbean, elevated rates of violent crime may be taken as evidence of problematic development paths' leaving far too many behind with rather limited choices; in contexts where the inequality of opportunity significantly restricts choices among large sections of the population. Within the region, the UNDP suggests, crime can rightly be regarded as a profoundly developmental problem. (UNDP, 2012b)

## 1.2 UNITED NATIONS DEVELOPMENT PROGRAMME'S RATIONALE

Citizen security, according to the UNDP's 1994 Human Development Report, is a subset within the broader concept of human security. Human security can be usefully assessed along seven dimensions: economic, food, health, environmental, personal, community, and political. In the Caribbean region, and Trinidad and Tobago specifically, citizen security is perceived by the UNDP as an important factor for human development. UNDP conceptualizes citizen security as the institutional and social situation in which people can fully enjoy and integrally exert their liberties and rights. This perspective on security includes institutional and social actions to protect and guarantee total and effective liberties and rights of the people through prevention, control, investigation of crimes, and the protection of vulnerable groups. Citizen insecurity, inversely, negatively impacts human development and decreases the quality of human life by reducing choices, reducing life expectancy, increasing fear and fear-related behaviours, negatively impacting the climate, reducing freedom, and impacting on a range of other factors attributed to human development.

Citizens' insecurity has been identified by UNDP as a top development challenge that poses a threat to strong democratic governance processes in Trinidad and Tobago and the wellbeing of the states and citizens of the Caribbean. The United Nations Development Programme, in association with governments, civil societies and international agencies, is leading numerous initiatives aimed at improving citizen security in Latin America and the Caribbean. A primary concern with citizen security expressed in UNDP reports across the region is the issue of public confidence in state capacity to protect citizens and ensure justice. If citizens lack confidence in the police, the judiciary and other public authorities, no amount of repression alone will restore security. The success of any law enforcement system, based on the UNDP approach to citizen security, depends on the willingness of the people to participate and contribute; for the state to enjoy the trust and commitment of the people, it must strive to eradicate exclusion, improve transparency and create opportunities that encourage a sense of belonging for all.

Therefore, UNDP has been advocating continuously for the need of countries to focus on a model of security based on the human development approach, whereby citizen security is paramount, rather than on the traditional state security model, and the protection of the state is the main objective. Indeed, the contrast between prevention on the one hand and repression and coercion on the other is ill conceived. (UNDP, 2012) Such approach relies on the belief that social inclusion helps to prevent crime and violence. Efficient and effective law enforcement is by

no means incompatible or mutually exclusive. In a truly democratic society, broad based social inclusion and swift criminal justice—or prevention and coercion—serve to reinforce and complement each other. In a region where 60% of the population is between 10 and 29 years old (CARICOM, 2009), youth programming is considered a key priority as UNDP is committed to a vision in which youth should be contributing to society as an important vector of its development. Weak participation, particularly by youth, in civic and governance processes, is considered a challenge in the region.

## 1.3 THE INTER-AMERICAN DEVELOPMENT BANK'S RATIONALE

The IDB has supported member countries' efforts to tackle crime and violence from a development perspective, pursuant to its mandate, through direct funding and providing technical assistance to countries in the region, consistently in the past twenty years. It has framed its work in citizen security through the establishment of Operational Guidelines for Program Design and Execution in the Area of Civic Coexistence and Public Safety (2009) Operational Guidelines for More Effective Justice Administration Systems (2012). The Guidelines identify the Bank's areas of support, as well as those outside its mandate, and those for which it does not have a comparative advantage as a development institution. The IDB's areas of support span the spectrum of crime and violence prevention and include institutional strengthening across the following sectors:

- Social interventions to prevent youth from progressing from low-risk to high-risk behaviour, which are proximate determinants of violent and criminal behaviour;
- Situational prevention to reduce opportunities for crime and violence that arise from environmental factors;

- The police to prevent crime and violence by detecting potential opportunities and deterring the offence from occurring;
- The judicial system and courts to prevent crime and violence by detecting, prosecuting, and sentencing offenders;
- The penitentiary system to prevent further crime and violence by forced cessation in criminal and violent activity, and by providing opportunities for rehabilitation;
- Institutional capacity building to enhance state effectiveness and efficiency to prevent crime and violence by increasing policy making capacities and promoting evidence-based policies.

The IDB's conceptual framework on citizen security supports multisectoral approaches to address crime and violence which consists of characteristics at the individual and situational level and factors at the community level. These factors include (but are not limited to): the concentration of the urban poor, residential mobility and population turnover, family disruption, housing and population density, criminal opportunity structures (such as levels of leisure activities outside the household, and gang density), and dimensions of social organization (such as informal social ties, density of acquaintanceship, supervision of street groups, and organizational density and strength). (IDB, 2012).

The IDB has also supported bottom-up approaches and concepts, such as collective efficacy, that explores the role of informal social control and being actively incorporated in citizen security efforts. This concept combines trust (social capital) with shared expectations for action and is defined as "social control enacted under conditions of social trust" (Sampson 2004). This has been in the core of crime and violence prevention strategies funded by the bank, including the Citizen Security Programme of Trinidad and Tobago, as will be described later in this report.

<sup>1</sup> Human security articulates a core set of concerns, including safety for people from both violent and non-violent threats and safety from both state and non-state actors. It refers to "one of the means or conditions for human development, which in turn is defined as the process that opens up an individual's options which range from enjoying a long and healthy life, access to the knowledge and resources needed to achieve a decent standard of living, to enjoyment of political, economic and social freedoms. (IACHR, 2009)

# 2

## Violence and insecurity in Trinidad and Tobago

The *UNDP Caribbean Human Development Report 2012, Human Development and the Shift to Better Citizen Security*, noted that homicide rates, including gang-related killings, have increased substantially in the last 12 years across the Caribbean. Incidents have increased in the region, while they have been falling or stabilizing in other parts of the world. The Latin American and Caribbean regions are disproportionately affected by small arms violence and accounted for 42 percent of all firearm-related deaths worldwide (UNDP, 2012a). Trinidad and Tobago has seen a steady increase in firearm-related offences, which peaked in 2005 at 66 offences per 100,000 populations. Despite violence rates declining in the past three years, aggregate figures remain significantly higher than the 1990 rates. The Caribbean Human Development Report (2012) indicates Trinidad and Tobago's rising violence rates, with an increase in the homicide rate from 20 per 100,000 to 50 per 100,000 in the past 20 years. Although murder rates are exceedingly high by world standards, the report also suggests that Caribbean governments can reverse the trend, calling for regional governments to support public institutions that tackle crime and violence—including the criminal justice system—whilst boosting preventive measures.

Existing research points to a correlation between gangs, guns and illegal drugs as the primary causal factor behind the high rates of murder and other violent crimes in Trinidad and Tobago (CAPA; Townsend, 2009; Montoute, 2010; UNODC and the World Bank, 2007; Katz and Fox, 2010; Wells, Katz and Kim, 2010; Katz and Choate, 2010). Therefore, youth violence and gangs<sup>2</sup> have been a special area of concern in Trinidad and Tobago with respect to citizen security. Evidence presented by the Besson Street Gang Intelligence Criminal History Project, also suggests that the majority of gang members are young adults between the ages of 18 to 45. Data from CAPA and Katz and Choate (2010) conclude that there are approximately 95 gangs in Trinidad and Tobago and approximately 1269 gang members. The same source suggests that gang members commit violent offences at approximately three times the rate of non-gang related individuals, and tend to commit these offenses, more often with firearms.

The Trinidad and Tobago population accords critical importance to issues of citizen security. Data gathered by Seepersad and Williams (2011), in the study of Citizen Insecurity in Trinidad and Tobago, indicates that crime is one of the most serious concerns of the people of Trinidad and Tobago. Respondents were asked to indicate what is the most serious issue facing the country.

The largest proportion of respondents (37.8%) indicated that violent crime was the most pressing concern, followed by the cost of food (13.5%), unemployment (10.3%), and the cost of living (7.9%), access to health care (7%), property crime (5.5%), corruption (4.1%), housing (3.8%), insecurity (3.1%), and poverty (2.3%). Women, children and youth also represent a vulnerable population in Trinidad and Tobago. Rawlins (1998) estimates that one in four women in Trinidad and Tobago has experienced some form of domestic violence. Another study (UNDP, 2012a) suggests that from 1995 to 2004, 10.9% of homicide cases in Trinidad were classified as domestic violence.

# 3

## UNDP Peer-review of the Citizen Security Programme: Scope and Methodology

The peer-review of the *Citizen Security Programme of Trinidad and Tobago* (CSP) was coordinated by *United Nations Development Programme* (UNDP) with the objective of analysing the programme's methodology and its contribution to strengthening a community-based approach to violence prevention, and the extent to which it could be enhanced. The review aims to contribute to the development of the CSP both through:

- a. Providing feedback based on a qualitative analysis of stakeholders' perceptions of the programme's reach, effectiveness, challenges, and possibilities;
- b. Presenting the CSP team, and the Government of Trinidad and Tobago, with relevant information related to other experiences elsewhere that can possibly offer insight into how the CSP can be further advanced.

Additionally, this report aims to contribute to the knowledge generated by the programme's seven years of experience and how it can be preserved and integrated into broader efforts that are committed to promoting social cohesion, as the integral core of human, and communitarian approach to violence prevention. Such approach has been recognized in a multitude of evidence-based research findings as an effective means of stopping violence and reducing insecurity, contributing to the advancement of human development. It is important to highlight the regional relevance of the present review, given the recognition that CSP has achieved in the Caribbean Region, and its referencing as a good practice in promoting violence prevention. In this way, the peer review can potentially also be used by the UNDP and other international agencies to improve similar initiatives across the region.

The peer-review consists of:

- a. A review of the literature on crime and violence in Trinidad and Tobago in the past ten years;
- b. A review of the CSP documents, and existing reports on the programme's methodology of action and implementation;
- c. A field mission to interview the CSP's team, partners and partner communities; and
- d. A review of best practices in the region that could eventually contribute with insight to further strengthening the CSP's methodology of action.

The goals of the consultancy, as stated in the Terms of Reference, are as follows:

1. Analyse the community resilience component of the CSP strategy, in comparison with other similar projects and programmes in the region;
2. Review the findings of the CSP programme in order to develop the sustainability of the effort, including a scale-up strategy to transform CSP into the main input for a national policy of citizen security. This should include stakeholder analysis, communication strategy, interviews with a sample of beneficiaries, consultation with major stakeholder groups and impact analysis;
3. Analyse the approach and methodologies applied in the community work of the CSP;
4. Evaluate indicators of impact and performance of the CSP using CSP reports as well as other reports and documents;
5. Review and identify best practices that are relevant for the assignment;
6. Identify and approach, with the support of UNDP RSC-LAC team, potential partners for the scale-up of the project, including other governmental institutions, the private sector, as well as civil society organizations;
7. Establish links with other regional initiatives that support community engagement on security on south-south cooperation platforms, in coordination with UNDP RSC-LAC;
8. Conduct dialogues with a sample of beneficiaries and consultations with major stakeholder groups to distil the messages from the CSP to be communicated to the public.

A series of semi-structured interviews and focus group discussions with programme personnel and stakeholders, were carried out during the visit to Trinidad and Tobago. There were two key questions guiding the formulation of instruments used during the field work:

9. What difference has the project made to people's lives? and
10. How has the project contributed to the reduction of violence and to increased social cohesion in Trinidad and Tobago?

<sup>2</sup> The Anti-Gang act of Trinidad and Tobago issued in 2011 defines a gang as a combination of two or more persons, whether formally or informally organized, that, through its membership or through an agent, engages in any gang-related activity. The same act defines gang-related activity as any criminal activity, enterprise, pursuit or undertaking in relation to any of the offences listed in the First Schedule acquiesced in, or consented or agreed to, or directed, ordered, authorized, requested or ratified by any gang member, including a gang leader (Republic of Trinidad and Tobago, Act No. 10 of 2011).

Cited in the UNDP Caribbean Human Development Report 2012, Human Development and the Shift to Better Citizen Security.

<sup>3</sup> Document prepared for the UNDP's Caribbean Human Development Report on Citizen Security.

The assessment of the methodology was guided by criteria of relevance, effectiveness, impact, and sustainability:

**Relevance:** Is the project suitably designed to address the problems identified? Is it relevant to the needs of its target group and beneficiaries?

**Effectiveness:** How much did CSP deliver on the intended outputs and results? Could it achieve similar or better results with a different methodology? How could things be done better in the future?

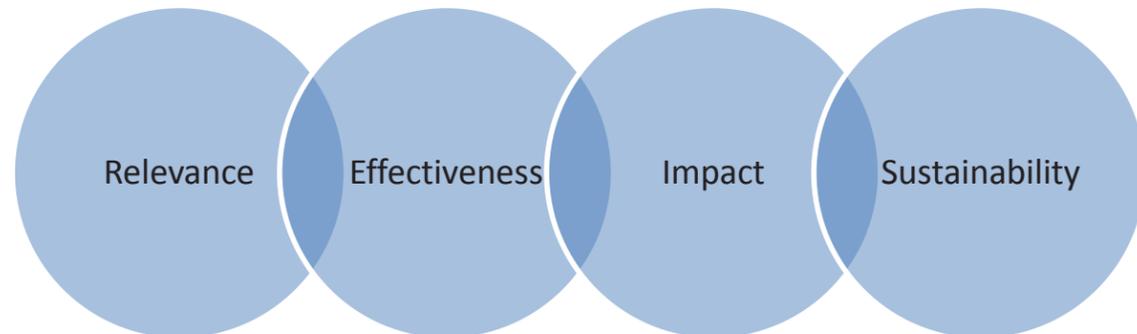
**Impact:** What contribution did the project make to the change envisioned? What were the final results of the activities and how did they fit into CSP's overall strategy for that period?

**Sustainability:** Are the project's results sustainable? Is the support and involvement of particular stakeholders required in order to achieve lasting results? If so, how and where?

Documents related to CSP's rationale, mandate and performance were reviewed in the scope of the work. This included the CSP loan agreement, progress reports and evaluations, and data on project implementation by communities. The peer review included reviewing documents related to similar initiatives in the region that could contribute to the further development of CSP.

The visit to Trinidad and Tobago took place in November 2014. During the 10-day mission, two were spent in Tobago and eight in Trinidad. The review had the support of the UNDP Regional Centre for Latin America and Caribbean, and UNDP Country Office in Trinidad and Tobago. These agencies were responsible for facilitating contacts, often liaising with stakeholders in Trinidad and Tobago. During the time spent in Tobago, in-depth interviews were carried out with 10 informants, in addition to one group discussion and one community visit. In Trinidad, twenty-six in-depth interviews were carried out, along with two group discussions and seven community visits. During the mission, in addition to the above mentioned, there were two telephone interviews, one meeting with the Inter-American Development Bank (IDB) officer responsible for overseeing CSP, meetings with UNDP both Regional Conference for Latin America and the Caribbean (RC-LAC) and Trinidad and Tobago's offices, and a meeting with the UN Country Representative for Trinidad and Tobago.

A number of documents were provided by the CSP management, its Monitoring and Evaluation Unit, as well as contacts for key programme stakeholders. The CSP management unit also facilitated community visits. Sixteen (out of twenty-one) CSP community action officers were either interviewed or participated in group discussions.



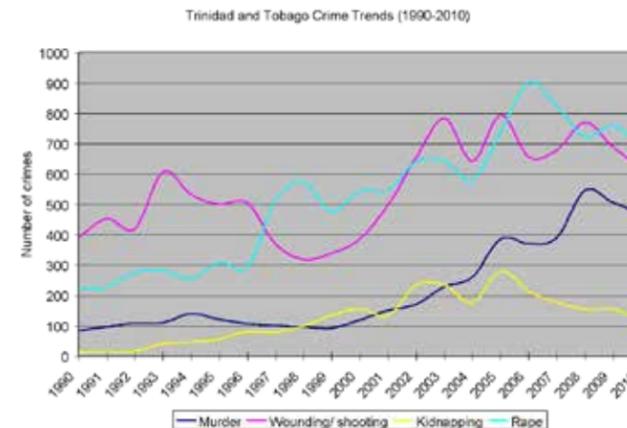
# 4 | The Citizen Security Programme (CSP)

The Citizen Security Programme is a primary violence prevention programme initiated by the Ministry of National Security of Trinidad and Tobago (MNS), financed partially by the Inter-American Development Bank (IDB). The programme was set up in a moment when crime statistics were experiencing a progressive and significant rise in the country. In 2006, there were 371 homicides, of which 26.4 percent were classified by the police as gang related; in 2008, the number of reported homicides peaked at 550, a figure that caused a profound concern among Trinidadians and Tobagonians. The 2007 Crime and Victimization Survey identified low confidence in the police, low rates of reporting, a general sense of hopelessness, high fear of crime, and limited community cohesion, as main areas of concern among the population. It was in this context that the Citizen Security Programme emerged in 2008, as an effort to reverse the increasing trend in violence and crime.

on: addressing key identified risk factors based on the ecological approach to violence prevention; working with individuals, communities and the broader society across the country; providing them with the tools, knowledge and support required to identify and deal with the risk factors related to violence. The programme has also focused on at-risk youth and has placed personnel in areas with armed gang violence. The CSP methodology is based on a three pillar structure, combining community action, assistance to the Trinidad and Tobago Police Service, and institutional strengthening of the Ministry of National Security. Community action is the central component of the programme; mobilizing not only actors at the community level, but also Non-Governmental Organizations (NGOs) from Trinidad and Tobago.

Specific objectives stated by the programme are:

1. To reduce the levels of homicides, robberies and wounding in partner communities;
2. To increase the perception of safety in partner communities;
3. To reduce injuries related to firearms, child maltreatment, domestic violence, and youth violence; and
4. To increase collective efficacy to prevent violence in partner communities.



**Figure 1:** Trinidad and Tobago Crime Trends (1990-2010). Source: 2013 UNDP Policy brief on citizen security in Trinidad and Tobago.

The overall objective stated by the Citizen Security Programme is to contribute to the reduction of crime and violence by working in communities identified as high needs territories. The original scope of work for CSP included 22 communities. However, information provided by the CSP team during the mission explained that an approval was obtained for expansion to additional communities in East Port of Spain, and since October 2014, CSP serviced approximately 100 communities throughout Trinidad and Tobago. The programme's methodology focuses

## 4.1 PROGRAMME APPROACH AND METHODOLOGY OF ACTION 2007-2014

The CSP methodology of action focuses on community transformation through a seven step cycle for social change, as follows:

- Acknowledging the problem,
- Building a desire for change,
- Teaching necessary skills to promote change,
- Developing an optimistic environment,
- Facilitating collective thinking,
- Stimulating change through exemplary projects/actions, and
- Reinforcing previous accomplishments from projects already in motion.

<sup>4</sup> Community Action Officers (CAOs) are the main focal point of the CSP in communities, facilitating networking and information exchange at the local level, and also between the communities and the CSP senior management team. Their role is further discussed in this report.

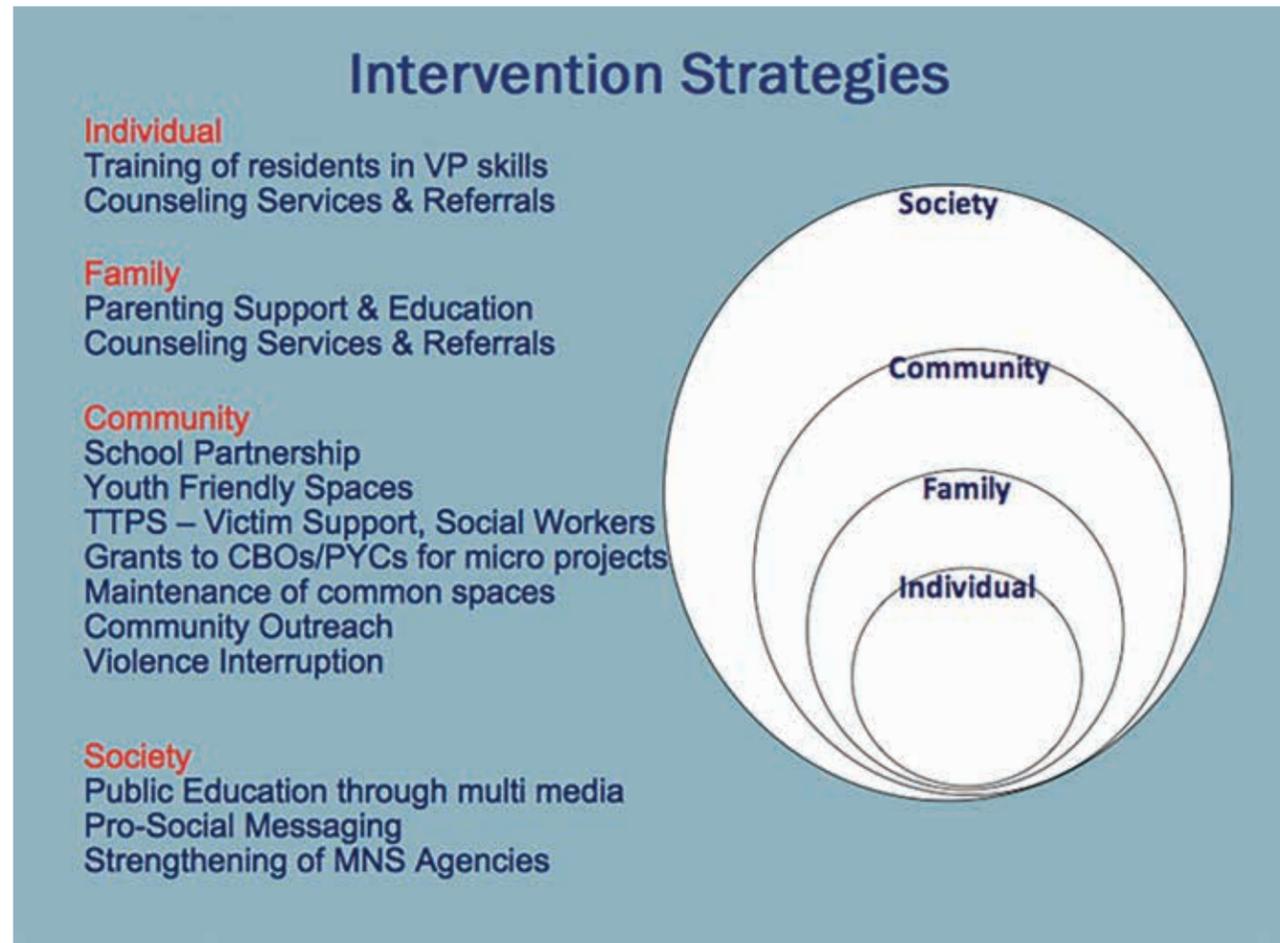


Figure 2: Intervention strategies. Source: CSP Monitoring and Evaluation Unit.

The programme's methodology relies on the promotion of collective efficacy to prevent crime and violence. The theory behind the collective efficacy approach suggests that in spite of weak ties among community members, shared values and expectations can enable trust for the community to achieve common goals. The theory was tested in Chicago and found empirical support. Additionally, a study carried out by Sampson, Raudenbush, and Earls (1997), found that the presence of collective success was associated with a 30 percent decrease in the potential for victimization. In addition, collective productivity has shown to moderate the relationship between residential instability, and disadvantage. An extension of this 1997 analysis, carried out by Maxwell, Garner, and Skogan in 2011 revealed a relationship between reduction rates of rape and homicide in the Chicago area from 1995 to 2004.

Although the contract with the IADB was signed in 2008, programme activities were being planned in 2007. During this period, an asset mapping exercise was initiated in target communities. These projects were classified

according to an ecological model for violence prevention, focusing on the individual, family, community and society risk factors spaces, and therefore focus of action. At the Individual level, activities concentrate in training residents in violence prevention skills, counselling services and referrals; At the Family level, parenting support and education, counselling services, and referrals are the main activities supported by the programme; At the Community level programme activities focus on school partnerships, the building of youth-friendly spaces, grant programmes to community-based organizations to develop micro-projects, the maintenance of common spaces in communities, and the development of community based violence interruption strategies. In addition, still at the community level, support is provided to the Trinidad and Tobago Police Service through victim support and social work. At the level of the broader Society, the promotion of public education through multimedia campaigns, the development of a violence prevention agenda and the strengthening of the Ministry of National Security Agencies have been the main focus of the Citizen Security Programme activities.



CSP NGO Capacity Building Workshop

The target communities were selected based on high levels of crime and violence. CSP's pilot programme started off by creating what is called the Community Action Council (CACs), borrowing from the methodology of other citizen security programmes in Jamaica. The CACs are comprised of residents who are willing to volunteer their time for social change and citizen security. They look at building resilience and capacity among local actors and organizations. The asset mapping exercise carried out in 2007, in collaboration with representatives from other government agencies or community-based networks, propagated objective databases for community support and services for violence prevention in communities through meetings and also public events, and ultimately led to the formation of the Community Action Councils.

Once the Community Action Councils were formed, funding for Rapid Impact Projects was established. The support for rapid impact projects had the intention to bring people together and increase knowledge sharing in the territories. Public spaces, community-safety support networks, gained traction from the Rapid Impact Projects and promoted inclusion for groups previously passive to engage with the intent to influence community life. Cooperative forms of organization were propagated by the CSP to encourage

members to act collaboratively, solving problems and identifying short to medium-term issues of concern in communities.

During this process, the CSP coordination team identified training needs among Community Action Councils. Similarly, local Community-based Organizations (CBOs) and activists started to focus on building the capacity of these actors. Initially, training sessions were developed to raise awareness of common and normally hidden types of violence. Commonly, child abuse and gender-based violence. In addition, these trainings focused on referral, support, and mediation. Community Action Officers (CAOs) were assigned to each community. They served as main liaisons between communities and the CSP senior management. In the first two and a half years the CSP programme interventions were focused on gaining trust within the community and supporting initiatives aimed at enhancing the participation of CBOs as well as residents in general.

The programme funded 329 community engagement grants between 2008 and 2013. The grants had the objective of mobilizing the community while engaging residents in pro-social and community building activities.

<sup>5</sup> The Police Youth Clubs have not been assessed in the scope of this review. An external evaluation, commissioned by the CSP in 2012 has pointed to several flaws in the PYC's implementation, suggesting a number of measures to be adopted by the programme to improve its effectiveness.

The CSP also formed a Civil Society Working Group (CSWG): a space in which Non-Government Organizations (NGOs) meet regularly to exchange ideas and information, and explore possibilities for collaboration. The NGOs that take part in the CSWG receive funding from the CSP to implement projects. To be eligible for taking part in the program, NGOs participated in a capacity assessment. Through the partnerships formed with NGOs the CSP has been able to offer a menu of solutions, including training, service delivery and other community engagement activities. Personnel training is an ongoing feature of the CSP framework, and has been made available for partner communities and CBOs more or less on a permanent basis since the project's inception. Training themes include project management, to fundraising/proposal writing, to crime prevention, mediation and awareness-raising campaigns. CSP funds a number of other interventions at the community level. The sustainability of these interventions relies on the stability of the community-based leadership, and on effective self-organization.

In addition, the programme is also implementing exemplary community pilot initiatives to target the groups currently most exposed to lethal victimization, who often are also perpetrators of violence through their engagement in armed gangs. For this particular target group, the choice of the CSP Coordination Unit was to identify local organizations and CBOs that could potentially be further supported to develop programmes, transferring skills and knowledge from experienced and successful initiatives, to local actors with previously limited access to resources. Recently, some of the CACs started to organize forming independent community organizations, understanding that they should continue to exist regardless of the continuity of the CSP. This made the CSP Coordination Unit hire a consultant who is working on a strategic development plan for Community Action Councils, as well as supports the CSP in offering financial and technical assistance to CACs that want to form new organizations.

In addition to community action, the CSP offers assistance to the Trinidad and Tobago Police Service by providing financial support to the police to develop activities that can improve their relationships with communities, building trust and healthy relationships. One example of such activities is the Police Youth Clubs (PYC). In addition to that, funding is also directed at improving data collection, analysis and monitoring – including investment in improving crime and violence reporting and statistics, which has been key in generating information that will be used for developing crime prevention strategies. Finally, the programme also funds social and psychological support for police officers.

## 4.2 MAIN FINDINGS:

### Overall context and strategy:

The analysis of the CSP reports and external evaluations suggests that the CSP has succeeded in maintaining a strong coherence regarding its activities and conceptual framework during the seven years of the programme's implementation. The recognition of local diversity, and therefore the existence of diverse needs in different communities by the CSP team, led to an intervention approach that focuses on offering different actions at the community level, according to local needs. One of the most important messages distilled by the CSP during the mission is the programme's action towards the building of a vision, and a shared agenda, around the need for a multi-sector violence prevention approach over an exclusively repressive one. The CSP component which provides support to the Trinidad and Tobago Police Service through the Crime and Problem Analysis (CAPA) is crucial for the programme both in terms of building a system to monitor violence and aligning itself with internationally accepted standards, allowing for better exchange of data at the international level, and in informing policy development. Additionally, collaboration with police plays an important role, building effective and direct channels for communication and trust between the CSP team and the police. Building this structure further supports the programme's continuity.

### Approach and methodologies applied in the community work:

The CSP community approach to building collective efficacy is coherent with the local context, needs and ideal for building trust and recognition in communities affected by widespread violence. The establishment of support services for victims and the continuous investment made in building local networks committed to conflict mediation should be highlighted as an effective strategy with a high potential for sustainability and replication, since it invests in building trust and social cohesion among partners. Although the CSP has been putting in an effort to engage at-risk people/youth, those most at risk often seem to not be the ones participating in the projects. That does not mean the project's participants are not at risk or the project is not delivering, since it is developed as a primary prevention approach. The CSP is facing challenges especially in regards to its training approach in these at risk communities. Although the themes for training seem to be adequate for identified local needs, content and length of training are often insufficient to promote behavioural change in the long term. The CSP's current communication approach fails to deal with a prevailing feeling of insecurity among the population that poses a significant challenge to further building trust and advancing

human development in communities. The prevalent and increasing repression in society, reinforced by mainstream media messages, is an issue seemingly not addressed within the programme's communication strategies. The CSP seems to lack an integrated communication strategy between partner communities. Resolving this issue would allow for information exchange and knowledge sharing at the community levels.

### Sustainability and Expansion:

The programme's openness to integrate with other agendas should also be highlighted as a positive aspect of its approach. This not only opens windows of opportunity to broaden programme support, but also adds value to other programmes and potentially contributes to increased relational/social capital in these communities. With a few exceptions – notably the Community Action Councils–programme activities at the local level are not marked by continuity. The programme has been more successful in facilitating one-off events than in sustaining long-term behavioural change activities. Despite the vast amount of data collected and analysed by CSP M&E unit, there seems to be a lack of systematization of best practices and training materials such as easy-to-read pamphlets, pedagogic guides and sources, has not been but should be a priority in terms of enhancing the programme. The CSP has been negatively impacted by the significant delays experienced in securing payments to vendors, and this issue has reduced the enthusiasm and will of Community Action Council members, as well as Community Action Officers, who are the main actors responsible for mobilization at the community level. This particular problem has been especially relevant in Tobago, (as expressed by informants), and the issue needs to be addressed as a priority, if the Trinidad and Tobago government intends to expand the number of CSP partner communities.

## 4.3 THE CITIZEN SECURITY PROGRAMME: METHODOLOGY STRENGTHS

The CSP's methodology of action focusing on promoting community transformation through social change seems coherent with challenges posed by context and aligned with approaches that proved effective elsewhere. The use of the ecological model for developing programme activities, targeting simultaneously the individual, family, community and the society at large, shows clarity towards the complex nature of the multiple forms of violence present in Trinidad and Tobago's society. This can be considered one of the highlights of the programme's approach towards building resilience. One of the most important messages distilled by the CSP during the mission is the programme action towards the building of a vision, and a shared agenda, around the

need for a multi-sector violence prevention approach over an exclusively repressive one. This is so even though the demand for increased repression is prevalent in society and highly supported by mainstream media messages.

The recognition of local diversity, and therefore the existence of diverse needs in different communities by the CSP team, led to an intervention approach that focuses on offering different actions at the community level, according to local needs. Such an approach is coherent with the local context and seems to be ideal for building trust and recognition in communities affected by widespread violence.

Information provided by informants and documents reviewed, suggest consistent network building attempts at both the national and community levels by the CSP team. The vision of the programme's management team about the importance of building partnerships, and the importance of establishing partnerships and promoting exchange for the programme's sustainability in the long term, is noteworthy. The establishment of community multipurpose facilities creating spaces for developing new initiatives, partnerships, and, most importantly, for fostering an environment of trust–has been key to restoring the social fabric in communities that report to be in a deeply fragmented state before CSP activities started.

On a different scale, the programme's approach to strengthening civil society at the national level has been a valuable tool not only in providing support to further develop the country's civil society, but also for fostering partnerships and creating a shared understanding on the society's need to support violence prevention approaches among stakeholders. The partnering with two widely recognized international programmes dedicated to violence prevention (*Cure Violence* and *Fight for Peace*) is a positive sign both in terms of the team's capacity of recognizing previous successful efforts in the field, and also shows CSP's openness for continuous learning, while it develops its own model of intervention.

The analysis of CSP reports and external evaluations suggests that the programme has succeeded in maintaining a strong coherence regarding its activities and conceptual framework during the seven years of its implementation, investing in continuous learning processes to improve results. This is especially valuable given the political changes the country has faced, and consequent changes of government counterparts throughout the CSP implementation.

The CSP component which provides support to the TT Police Service through the Crime and Problem Analysis (CAPA) Unit has been crucial for the programme both in terms of building a system of monitoring violence that is in alignment with internationally accepted standards, therefore allowing more exchange at the international level,

<sup>5</sup> The Police Youth Clubs have not been assessed in the scope of this review. An external evaluation, commissioned by the CSP in 2012 has pointed to several flaws in the PYC's implementation, suggesting a number of measures to be adopted by the programme to improve its effectiveness.

as well in informing policy development. In addition, the collaboration with the police plays an important role in building effective and direct channels for communication and trust between the CSP team and the police, and building further support for the programme's continuity. The programme's openness to integrate with other agendas should also be highlighted as a positive aspect of its approach, since this not only opens windows of opportunity to broaden programme support, but also adds value to other programmes and potentially contributes to increased relational/social capital in the society.

Although there are many ways in which one can describe the programme's achievements, the soundest indicator of programme effectiveness are developments in the actual crime and violence rates in CSP partner communities since the programme was implemented. This will be further explored in the next section of this report.

The establishment of support services for victims, and the continuous investment made in building local networks committed to conflict mediation, should be highlighted as an effective strategy with high potential for sustainability and replicability, particularly so, since it invests in building trust and social cohesion among partners. Finally, the implementation of the methodology adopted to promote the programme's vision and values is only made possible due to the combination of a strong leadership and a dedicated staff. The commitment of the CSP's team to achieving programme objectives can be perceived in the multiple efforts made in recent years, to improving the understanding of context challenges and continuous investments in monitoring and evaluating the programme's progresses and challenges.



CSP funded plotters being implemented by TTPS Crime and Problem Analysis Unit

## 5 | An overview of indicators of impact and performance and the CSP approach to monitoring and evaluation

The CSP has been investing heavily in monitoring and evaluation as part of its development strategy. The programme's Monitoring and Evaluation (M&E) framework principles were based on standards and guidelines outlined in the National Evaluation Policy for the Social Sector (NEP), and emphasizes decentralization and the participation of several stakeholders in M&E activities. The declared objective of the M&E programme strategy is to promote the sharing of information, transparency and accountability at all levels, consistent with the CSP's philosophy: community empowerment and asset-based development and increasing capacity at the institutional, community and individual levels. The Programme's M&E system components includes the CSP Project Management Database, the Results Framework, the Crime Observatory/Monthly Crime Data (through the support to the police service), Contracts Management Database, Cost Benefit Analysis, a Collective Efficacy Study, Crime and Victimization Surveys, Analysis of Administrative Efficiency, and External Evaluations. External Consultants have conducted independent evaluations, surveys, peer-reviews, and analysed data produced by the CSP focusing on different components of the programme since its inception.

Data gathered in the Project Management Database and the Results Framework focus primarily on quantitative data related to projects implemented, timing related to implementation and number of participants. Nevertheless, such data is not articulated with broader information related to other community activities and services, nor provide insight on how activities developed in beneficiary communities can be compared to other communities not attended by CSP. In this regard, one has to rely on qualitative investigative approaches as to assess CSP's impact on the territories. In depth studies like the collective efficacy assessment, which used a number of evaluation tools - including case studies and a beneficiary survey -, tend to provide deeper insight for programme development and planning.

After reviewing documents provided by the UNDP TT Office, the CSP Monitoring and Evaluation Unit, and other stakeholders, it is evident that the soundest indicators of impact and performance against which the programme can be evaluated, is the significantly lower rate of violent crimes in communities in which the programme has been implemented, in relation to the totality of the country.

Data from the CSP's Achievement Report (2008-2013) indicated the following:

- Murders in CSP communities dropped by **56%** between 2008 and 2013. There was a national reduction of 26% for this same period.
- Wounding & Shooting in CSP communities dropped by **40%** between 2008 and 2013. There was a national reduction of 12% for this same period.
- Sexual Offences in CSP communities dropped by **38%** between 2008 and 2013. There was a national decrease of 14% for the same period.
- Robberies in CSP communities decreased by **11%** between 2008 and 2013. There was a national decrease of 28% for this same period.

It is important to note that such improvements may have been due to a number of variables, including the CSP interventions. That said, the CSP interventions appear to have supported the transformation within communities through the participation of residents in a range of community actions and resilience building interventions. It is important to note that CSP's evaluation system initially required the conduction of at least three crime and victimization studies to assess the programme's effectiveness. Due to procurement challenges, only the first survey (2007) was completed, making it difficult to assess objectively, changes in perceptions at the community level.

Nevertheless, Community Action Officers (CAO) often highlight a stark contrast between when they entered territories in 2007 and the current situation in relation to community organization and engagement. *Focus groups feedback and key informant comments noted that the CSP's first 22 partner communities were deeply fragmented prior to the CSP intervention.* The end of self-imposed curfews and a shift from a generalized sense of mistrust towards a context that favours dialogue in communities were pointed as the most visible changes brought by the CSP in partner communities. The programme has faced many challenges regarding engaging community partners in the past couple of years, attributed often to delays in disbursement of funds that weakened partnerships and affected trust amongst existing partners at the community level. Despite such challenges, the programme is described by community actors interviewed in the scope of this review, as having a direct and positive impact on community life.

In addition to the positive numbers shown in CSP partner communities' in relation to the decrease of violence and crime statistics, programme management has been commissioning consultants to review their methodology, with extensive qualitative research having been carried out in the past two years. Such efforts resulted in creating awareness in the CSP team of its limitations and challenges.

A training beneficiary survey carried out in the scope of the collective efficacy assessment in 2014 pointed to consistent participation of Community Action Councils (CAC) in crime and violence prevention programmes, including mediation, conflict resolution, counselling, and knowledge building around issues like child maltreatment, abuse and gender based violence. Data provided by the CSP's Monitoring and Evaluation Unit suggests existing commitment of CAC members to the programme: 63% of CAC members at the time of the survey had been active in the community council for more than three years; another 29% had been active for a period between one and three years. Although the same study points to high levels of dependency of CACs from CAOs, information backed up by CAO's during this review, pointing to a need to further

explore mechanisms of long term sustainability, of a model based on the existence of CACs. Data analysed during this research also points to differences in levels of participation and engagement in different beneficiary communities. Such differences may be explained by differences in communities' profiles and history, but also may be linked to the ability of CAOs to identify and engage local actors in communitarian activities.

Finally, the data provided by CSP's M&E Unit related to education and awareness training and community interventions (e.g. child abuse and domestic violence prevention, parenting), is not sufficient to assess the effectiveness of such interventions in terms of promoting social control. CSP evaluation reports tend to focus on implementation, but not in outcomes related to actual behavioural change.



## 6

## The Citizen Security Programme's current challenges for sustainability and expansion

Although the Citizen Security Programme's methodology seems to be both adequate for the country's context and effective in terms of achieving ambitious objectives in a complex environment, the programme also faces challenges that should be considered both for planning and enhancement efforts. Current challenges, which also can be seen as opportunities to further develop the programme, and related strategies that are intended to have an impact at preventing violence and increasing security in the country, are presented here under programmatic and operational challenges. The present section will focus on the former.

### Building Community Resilience

Although CSP has been putting in an effort to engage at-risk young persons, those most at-risk often seem to not be the ones participating in the projects. That does not mean the project's participants are not at risk or the project is not delivering, since it is developed as a primary prevention approach. Although strategies like Youth Police Clubs seem to be important to build trust between police and the community, as mentioned earlier, it is not likely that it will be effective in attracting young people who have a history of being in conflict with the law and the police itself. In addition, most of the community spaces visited during the fieldwork seemed to be adult centred. If the programme aims to target the youth population, it needs to strengthen its approach in terms of youth protagonism, leadership and empowerment. There is the need to help build inter-generational bridges in which the youths are not seen as "beneficiaries" but as protagonists, as much as any adult participating in the projects. In that sense, the strategies commonly used to attract youth are more oriented towards control than in actually promoting autonomy. Initiatives like the partnerships with Fight for Peace and Cure Violence, currently under way, may be alternatives to access the most at-risk, given the experience of both initiatives in targeting youth involved in gangs and armed violence.

Having highlighted the success of the mediation training and support carried out by the CSP in the previous section, it is important to draw attention to possible handicaps of other training that has been led by the CSP partners. Although the themes for training seem to be adequate for identified local needs, content and length of training are often insufficient to promote behavioural change in the long term. The CSP management unit seems to be aware of this fact, and suggests this happens partially

due to constraints posed by IDB's limitations for funding longer-term training. In this respect, it would be ideal that more attention be given to curricula adequacy within the programme's training strategies. There are multiple exemplary experiences in Latin America that have been tested, evaluated and replicated, and the CSP could benefit from further exchanging with organizations with more experience in long term training delivery in violence prevention and behaviour change promotion.

Although the programme is already addressing the issue of interpersonal violence and violent parenting styles at the community level, the scale of the problem calls for a more comprehensive strategy that involves discussions at the national level to deconstruct accepted patterns of violent behaviours. The promotion of a better understanding of the difference between root causes, symptoms and consequences of violent behaviour seems to be key to fight stigma, not only at the community level but at the national level as well. The CSP management unit has shown interest and should further engage actors at the national level to address such issues. High levels of stigma experienced by communities in which the programme is implemented, and especially amongst youth from these communities, calls for the creation of spaces for interaction outside of the communities. Programmes looking at young people's development should focus on opening spaces in which they can be valued and visible for positive achievements and contribution to the society's development.



Cocorite Walk for Peace

## Communication Strategies

The apparent disconnection between violence reduction and perception of violence in Trinidad and Tobago in recent years, suggests a need to further invest in communication mechanisms to address this issue. Thereby, to increase support for violence prevention as opposed to adopting predominantly repressive approaches to violence prevention and control. The predominant discourse amongst informants highlighted the rising level of violence in the Islands, although this fact is not supported by official statistics in the past few years. The feeling of insecurity among the population poses a significant challenge to further build trust and advance human development in communities, but also weakens CSP's capacity to advocate for more investment in violence prevention; in detriment of *mano dura* approaches to crime and violence.

Mainstream media in the country, as mentioned earlier, seems to contribute to an increase in the perception of insecurity, even when violence and crime rates are in decline. The messages currently adopted in the CSP communication strategies, seem to be insufficient to address the context needs, focusing more on manifestations of violence than on its root causes. It is thus crucial that the CSP develop a more sophisticated communication strategy both at the local and national levels in order to increase the programme's support. In cases where mainstream media seem to contribute not only to the increasing perception of insecurity in the country, but also to legitimizing repressive approaches to violence, different strategies can be pursued, as building a greater capacity of understanding at the editorial and journalistic fields. Other strategies may be to support the creation of alternative sources of information-sharing through independent media and youth-led initiatives. In recent years, independent movements and collectives, mostly led by young persons, have emerged in several countries not only impacting how the mainstream media portrays social issues, but also generating alternative forms of employment and building identity in stigmatized communities. Young persons are often ignored by the mainstream media unless they are the focus of negative incidents. Some examples of successful initiatives to face similar issues elsewhere are presented in the best practices section of this document.

On the community level, communication was pointed out by informants in some of the communities visited as one of the programme's weaknesses. Stakeholders at the local level suggested that there is a need for the development of more effective communication strategies inside the communities and between different communities. Strategies that work towards building independent and collectively managed systems for information and resource sharing between both NGOs that operate at the national level, and also for CBOs, could help not only to improve access and the circulation of information, but also fostering

new exchanges and decentralised learning processes. This kind of approach also allows for the optimisation of resource use and effective management in the field and could thus help strengthen organisations by creating more sustainable and self-organised networks. Some of the initiatives presented within the good practices section of this report, illustrate different and innovative ways in which other organisations and networks have benefited from new technologies in that direction.

### Community-led initiatives' sustainability and autonomy

With a few exceptions – notably the action of the Community Action Councils among them – programme activities at the local level are not marked by continuity. The programme has been more successful in facilitating one-off events than in sustaining long-term behavioural change activities. Overall, in addition to one-off interventions (which seem to be relevant in terms of opening spaces for dialogue and engaging communities in the CSP activities), interventions should be of sufficient duration to enable development of skills and change in behaviour. In this sense, contract durations with partner organizations should reflect medium and long-term processes.

The duality of politics in the country, seem to create an environment in which governments' policies and programmes may be jeopardized, even when functional and successful for the society's development, particularly at times of alternation of different political groups in power. In that sense, it is important to build consensus among different political forces in relation to the CSP approach to violence prevention; The fact that violence, and perceptions of insecurity, are often explored in political propaganda with the objective of weakening adversaries is a challenge that should be addressed through improving the programme's communication strategy and by further pursuing partnerships with government, non-government organizations and international agencies. This is a challenge faced by multiple countries, and should be addressed through as many channels as possible given its complex nature.

# 7 | Operational challenges



Although the objective of this research was to review the CSP methodology of action, and not evaluate its implementation, issues related to delayed procurement and payment emerged persistently during the review. The programme faces serious threats in this regard, not only because the credibility of the programme is questioned, but also because its ability to deliver have been jeopardized as a result. The fact that the programme hasn't been able to spend over 50 percent of its available resources within the planned time frame for implementation, points to either lack of will or lack of capacity of the Trinidad and Tobago government to put the programme into effect. The CSP has been negatively impacted by the significant delays experienced in securing payments to vendors. This issue has dampened the enthusiasm and will of Community Action Council members as well as Community Action Officers, who are the main actors responsible for mobilization at the community level. This particular problem has been especially relevant in Tobago, as expressed by informants. The issue needs to be addressed as a priority if the Trinidad and Tobago government intends to expand the number of CSP partner communities.

Another administrative bottleneck identified during the review is related to information management. Although internal IT-based systems have been developed, in a programme with a complex range of operations, the current management of information seems to face challenges in terms of relevant information sharing and analysis. Conversations held with the CSP's coordination unit suggests the need to integrate existing internal IT-systems in order to maximize efficiency. Despite the fact that the programme has a rigorous monitoring and evaluation system in place, the monitoring and evaluation team could benefit from re-evaluating the amount and quality of data collected. Understanding that all data collected should be a valuable input for decision-making and programme implementation.

# 8

## Opportunities for partnering with other stakeholders

One of the objectives of the present review was to identify opportunities for strengthening partnerships and building new partnerships, both in terms of guaranteeing the programme's achievements and its sustainability. During the interviews and group discussions in Trinidad and Tobago, informants were asked to provide insight into what are the existing and prospective partnerships that are likely to contribute to the programme, in terms of reach, effectiveness and sustainability at the local and national levels. Overall, informants placed emphasis on the need to fortify partnerships at the national level, within the Trinidad and Tobago government, and also with Civil Society and International Organizations.

Strategic partnerships within other Trinidad and Tobago ministries should be further pursued as a form of guarantee the programme has continued sustainability. This approach lends itself to the advancement of a vision in which violence prevention approaches prevail over exclusively repressive approaches to violence; as previously noted when communication strategies were discussed in this report. The CSP coordination unit seems to be aware of this and open to initiate new partnerships even though some attempts have failed in the past. In this sense, it is important to create mechanisms of engaging senior technical staff from other Ministries to collaborate with the CSP, as well as advocating for violence prevention approaches to be adopted within other ministries' activities and programmes. These possible partnerships could also enable a better use of resources through broader information sharing and exchange. Such partnerships could also facilitate the broadening of the CSP's reach by working in collaboration with other existing public service delivery networks.

To improve the programme's relationships with other sectors within the MNS seems to be key to minimizing the impact of bureaucracy and expediting procurement processes, but also to guarantee the programme's sustainability in time. Informants brought up a recently announced decision to buy armoured vehicles for the police in Trinidad and Tobago as an example of what was being prioritised in terms of safety and security in the country. This points to an alarming repressive trend within the government, and calls for further advocacy in terms of strengthening non-violent approaches to violence reduction within the MNS.

On the international level, the Citizen Security Programme can benefit from strengthening alliances with other international or regional organizations and platforms, including other UN agencies with different range of technical expertise, as well as CARICOM. Issues related to violence against women and violence against children have been successfully targeted by public campaigns with the support of different actors and UN agencies in the region. This could potentially contribute to addressing these issues in Trinidad and Tobago. The CARICOM agency, IMPACS, and the Crime and Security Strategy (2013), identified the need "to improve citizen security by creating a safe, just and free Community. Simultaneously improving the economic viability of the region", also addressing strategic objectives at national, sub-regional and regional levels. The CSP has positive results to demonstrate and best practices to share on a sub-regional platform such as CARICOM. There, the programme could also benefit from policy advocacy and lessons learned from initiatives in other countries while using CARICOM as a key partner for an enhanced process. Taking steps will contribute to a sub-regional concept framework for violence preventions and citizen security. This process could be supported nationally and through international partners, taking the Central American Integration System (SICA) experience with the Central America Security Strategy.

It is understood that the CSP is partnering with the National Family Services, within the Ministry of Gender, Youth and Child Development, with the objective of strengthening family support services in CSP partner communities. This partnership should be pursued and supported by the Trinidad and Tobago government as a strategic priority since it potentially tackles some of the root causes of violence, and therefore can have direct effect on breaking vicious circles of violence.

# 9

## Messages distilled from partners and beneficiaries on overall context and needs

Information provided by informants during the field mission often described Trinidad and Tobago society as under a deep-rooted culture of violence. Violence was reported to be a common conflict resolution practice at the individual and institutional levels, permeating every strata of society. Previous research (documents reviewed are referenced at the end of this report) suggests violence in multiple forms has been an increasing and persistent issue for concern amongst Trinidadians and Tobagonians. The acceptance of violence, particularly non-criminalized social forms of violence, also figured in the UNDP Citizen Security Survey (2010) as a worrying trend in Trinidad and Tobago. Below, we present a list of pressing issues related to violence and security that emerged persistently in informants' discourses during mission to Trinidad and Tobago.

**Intra-family violence:** Violence against women and violence against children, especially intra-family violence, including sexual violence, were very often mentioned by informants as widespread and culturally accepted forms of violence. Such forms of violence were highlighted both during community visits and during interviews with NGO representatives and CSP personnel as a major concern for professionals addressing violence prevention in the Country. Informants highlighted incest as a common form of intra-family violence that although known, is considered taboo. Informants from NGOs and CSP community action officers suggested there is a need to increase training on non-violent forms of communication and care in communities where CSP is present.

**Armed gangs:** Increasing armed violence, often related to drug dealing, was pointed out by several informants as a main concern when it comes to violence and security in Trinidad and Tobago. Even though the issue was touched upon in most interviews, participants chose not to divulge further on the topic. It is important to highlight that the islands of Trinidad and Tobago are strategically positioned between South and North America, often serving as a port for the international drug trade. Katz, Choate, and Fox (2010) have examined in a self-report study, a sample of 2,292 youths attending schools in urban areas throughout Trinidad and Tobago in which 12.5 percent of the participants reported to have been in gangs, suggesting that gang membership may be a significant problem in the country.

**Youth involvement in violence:** Although positive views of young people were expressed during the interviews, there was a predominant idea that youths are more prone to be involved in violence and joining gangs. Informants' discourses in this regard were too often permeated by stigma, portraying young people as "lazy" and/or "troublesome". Young people's attitudes towards partying, independence and the recreational use of illegal substances were often depicted as a threat to the safety and security of Trinidad and Tobago. In contrast, findings of the UNDP Citizen Security Survey 2010 highlight that while young people are involved in serious crimes. Most of the activities youth residents exhibit, even in violation of the law or stepping on social norms, are not serious or violent. The survey states there is sufficient evidence to suggest that violent behaviour is not prevalent or endemic among the youth population of the region. In fact, most youths who come into contact with the police and the justice system, are not involved in violent crimes but have run away from home or are associated with behaviour indicating a desperate need for care and protection, following abuse, neglect, or abandonment. The Citizen Security Programme's Community Action Officers and Community Action Council's personnel who were interviewed expressed a different view that was more sensible to the needs and potential of the young population.

While the problem of youth violence warrants urgent attention, exaggeration of the problem, particularly through anecdotes reported in the media, may serve to stereotype youth, particularly young males. Stereotyping contributes to the adoption of heavy-handed and rights-violating security responses that foster youth exclusion and unnecessary institutionalization through the criminal justice system. A stigmatized view of youth in itself should be taken into careful consideration, since it potentially increases the risk of exclusion of already vulnerable parts of the population. This kind of perception was identified across different socio-economic backgrounds during the research.

**Substance use:** The issue of drug consumption in Trinidad and Tobago, which has emerged during the review, is surrounded by multiple prejudices. Drug use was rarely portrayed as a health concern, but predominantly as a safety and security issue. The situation is complex due to the great racial and religious diversity in Trinidad and Tobago's multicultural society. Research lead by Reid, Malow and Rosenberg (2012) suggest, that while Trinidad and Tobago is not known for widespread cultivation

and exportation of marijuana, the drug is grown locally. Tolerance of its use by society is facilitated by the commonly held belief that marijuana is harmless and potentially helpful particularly as a medicinal aid. The drug has also gained social acceptance amongst some because of its association with the Rastafarian subculture. In spite of its illegal status, existing research suggests that prevalence of marijuana use among adolescents and adults in Trinidad and Tobago is significant. Drug use was often mentioned during interviews to describe youngsters' behaviour in a derogatory way, suggesting further stigmatization of young people based on illicit substance use.

**Education:** Lack of education was often pointed out by informants as a root cause of violence and violent behaviour in Trinidad and Tobago. Formal education was depicted as largely available, but also inefficient in dealing with the needs of people in vulnerable communities. Although there are schools in most communities visited, there are also high levels of functional illiteracy, and reports of mistreatment (emotional abuse) of children and adolescents in schools. These were commonly mentioned during the interviews, and pointed as being responsible for often pushing the most in-need to drop out of the system. The lack of access to information related to positive parenting styles and alternative forms of conflict resolution also emerged during the interviews as part of an educational need, and an issue that could be further addressed in the school system.

**Employment:** The issue of employment availability and unemployment came up in controversial ways during the mission. At times, informants stated there is availability of work, although it does not compensate as well, or as fast, as joining a drug gang for instance. If at times informants attributed the issue of youth joining gangs as related to cultural influences, access to parties, drugs and power, at other times, informants suggested there is not enough access to work, or that the work available does not match the qualifications of young people from vulnerable populations. The Caribbean Human Development Report (UNDP, 2012) points to unemployment as one of the main concerns of youth in the region.

**Social cohesion:** Low social cohesion within communities was often mentioned during the interviews as a challenge for engaging communities in violence prevention, especially in Trinidad. Reports of high levels of distrust in institutions, often mentioning corruption at high levels of government and the systematic disruption of projects due to intra-governmental competition, was often present in informants' discourses. These issues were recurrently pointed at, notably in vulnerable communities, as being in the roots of low levels of participation in government-led initiatives. Community organisers interviewed seem concerned with what they describe as a resistance to participation in government projects, unless people can see immediate reward.

Although participation-conditioned-to-reward was at times described as a 'cultural trait,' lack of trust in governmental institutions seems to be a reasonable explanation for challenges in engaging communities in government-led programmes both at the national and community levels. The views predominantly expressed during interviews in this regard are supported by existing research. In the UNDP Citizen Security Survey (2010), reported perceptions of corruption in Trinidad and Tobago were extremely high: 58.7% of respondents stated to believe judges are corrupt, 69.8% believe the justice system is corrupt, 61.6% believe powerful criminals go free, and 70.2% believe politically connected criminals go free. It is important to highlight that loss of social cohesion in communities significantly affects the ability of citizens to live productive lives, and often have a negative impact on participation and inclusion in community activities.

**Perceptions of insecurity and the role of the media:** The perception of growing insecurity was highlighted by most informants during the mission, even when statistics show decreases in crime rates. The media seems to play an important role in this issue, often reserving headlines for violent crime and tragedy. The way in which vulnerable communities are portrayed by the media is often contaminated by prejudice, leading to the enforcement of all sorts of stigmas towards the population of low-income communities. The existence of stigma was mentioned by most informants at the community level, and the sole fact of living in a community considered to be high risk was described as a challenge for finding or securing a job. Data from the Citizen Security Survey (2010), conducted in the scope of the Caribbean Human Development Report 2012, suggests the sense of security in Trinidad and Tobago was one of the lowest among the Caribbean countries.

## 10 | Concluding remarks and recommendations



CSP Micro business development training, in partnership with Youth Business TT

The Citizen Security Programme was conceptualized as a community-based crime and violence prevention initiative aimed at building social cohesion. Their concept also visualized communities' having the capacity to develop programmes and projects to prevent and, by extension, to reduce crime and violence in the medium to long term. Over the life of the programme, a significant range of interventions have been implemented in 22 partner communities in Trinidad and Tobago. Data analysed suggests that there has been significant reductions in serious crimes in the CSP partner communities, when compared with the national average. Although a definitive conclusion on the contribution of CSP interventions to crime prevention and reduction in its partner communities is challenging, this does not preclude a tangible one. If one considers the level of distrust fear and deep fragmentation that characterized CSP partner communities in reports

prior to the programme's intervention, it is likely that the existence of the CSP has contributed to enhancing community morale and resident motivation, to make a difference in their communities. The formation of CACs and the availability of funds at the community level seem to have effectively brought CBOs, NGOs and other stakeholders together with the aim of transforming their communities, and this is a significant achievement towards the building of social cohesion.

In terms of **Relevance**, overall programme design seems adequate to address the problems identified as risk factors for target groups and beneficiaries. CSP project design reflects a clear appreciation of programme types that are likely to be effective in building community cohesion, in both individual and community capacities for crime prevention. The rationale for the focus on 'community-

<sup>7</sup> The 2007 Global School-based Health Survey showed the prevalence of lifetime drug use (reported use of marijuana or cocaine one or more times during the life of the survey respondents) was 13.6%, cited in the report Health In The Americas 2012, by the Pan American Health Association.

building', particularly in the deeply fragmented CSP partner communities, was a clearly understandable and critical component to the programme's intervention strategy. The programme is in keeping with the citizen security practices advocated by agencies such as the IDB and UNDP. Evidence suggests that the CSP funded training interventions have built capacity of Community Action Council members and others in the community and enhanced the skills, knowledge and awareness of members regarding child abuse, domestic violence, counselling, conflict resolution and mediation. Nevertheless, long term training seems to be necessary to ensure sustainable behaviour change towards violence in its multiple aspects.

In terms of *Effectiveness*, CSP seems to have delivered most of its proposed outputs. Several CSP interventions have been central to the mobilization of the 22 partner communities and facilitated residents' participation in activities that did not come together for any activities prior to the CSP programme. Informants during the review claimed residents were now more likely to venture out of their homes and participate in community life prior to the programme's existence. In addition, the CSP has been credited by community residents with building the morale and self-esteem of residents, given the significant stigma attached to each of the CSP partner communities. Nevertheless, challenges in disbursement of funds and constant changes in government interlocutors (even within the Ministry of National Security) may have hindered programme outcomes. Although addressing the situation of young 'at risk' males has been deemed a priority by the CACs and the CSP, interventions specifically targeting this group have been limited to date. It is important to highlight the commitment of CSP Coordination Unit in advancing in this regard. This is especially so, through partnerships with recognized programmes like Fight for Peace and Cure Violence, both experiences which the programme can benefit from, given its achievements in similar contexts.

The Community Action Councils have been generally effective in facilitating cooperation and collaboration among groups and individuals in each of the partner communities; although the programme could benefit from increasing participation and exchange across partner communities. Despite the vast amount of data collected and analysed by the CSP M&E unit, there seems to be a lack of systematization of best practices and training materials such as easy-to-read pamphlets, pedagogic guides and sources. In this sense, building a database of content materials and sources that is easily accessible to partners both from NGOs and communities should be a priority for programme management at this point.

In terms of *Impact*, the Citizen Security Programme's achievements report, covering the period from April 2008 to June 2014 suggests that over 26,000 residents across CSP partner communities have participated in over

325 community engagements. In the majority of cases, community engagements focused on sports, cultural activities, vacation camps and are likely to have encouraged the participation of residents who were reluctant to engage in any community based activities prior to the CSP. Nevertheless, community participation continues to pose challenges in many communities and it is not clear whether the level of community participation will progress to the level of engagement required for community transformation, if the programme is discontinued in 2016. The evidence collected in previous evaluations, referenced at the end of this report, and supported by informants in the scope of the present review, suggests that the CSP interventions have sown seeds for enhanced social cohesion and participation, in addition to raising awareness that may lead to changes in attitude and behaviour for individuals, families and communities. However, improved knowledge and awareness do not automatically translate into behavioural change, and continuous investment in this regard is required.

In terms of *Sustainability*, in order to achieve lasting results, there is a need to increase support and participation of key state institutions. Interviewees' feedback indicates that the CSP staff has made significant efforts to engage partner agencies and institutions in community interventions, but has suffered with persistent personnel changes, that often lead to discontinuation of agreed partnerships after long periods of negotiation. Promoting networking and cooperation among CBOs, NGOs and private and public sector agencies in communities, as well as strengthening partnerships with international agencies is key to guarantee the sustainability of programme achievements to date. Recently, some of the CACs started to organize to form independent community organizations, understanding that they should continue to exist regardless of the continuity of the CSP. It is recommended that CSP's Coordination Unit provides further support for the development of sustainability plans for Community Action Councils and CBOs.

Additionally, it is strongly recommended that CSP pursue strategies that seek to:

- a. Transform gender relations and prevent violence at the interpersonal level;
- b. Strengthen communitarian approaches for violence prevention, targeting vulnerable young populations that focus on youth protagonism;
- c. Invest in mass communication and awareness raising campaigns to both deconstruct myths related to violence and crime causality, and to support prevention in detriment of exclusively repressive approaches to address crime and violence;

- d. To promote transformative and health-based approaches to drug consumption; and
- e. To strengthen community-led initiatives' sustainability and autonomy.

The following session includes initiatives that have been implemented elsewhere, and can possibly contribute in strengthening CSP's methodology, effectiveness and efficacy in the medium and long terms.

## Recommendations

Recommendations presented below are based on pressing issues identified during the review in terms of guaranteeing the sustainability of the CSP's work, and successful practices may be further improved in the future. Best practices presented at the end of the document illustrate some of the ways in which similar challenges were faced elsewhere, and intend to be complementary to recommendations presented here. The CSP can benefit from investing in a comprehensive strategy to deconstruct stigmatized views of youth and promote youth protagonism, leadership and empowerment in community initiatives; the building of intergenerational bridges, where youth are not seen as beneficiaries but as protagonists. Adults participating in projects seem to be key to secure youth involvement in the programme activities and projects.

The CSP can benefit from further exchange with organizations that have more experience in long-term training for violence prevention and behaviour change promotion, especially on issues related to intra-family and gender-based violence. By investing in a comprehensive strategy that involves discussions at the national level to deconstruct accepted patterns of violent behaviours, and the promotion of a better understanding of the differences between root causes, symptoms and consequences of violence, the CSP can promote wider support of preventive approaches to crime and violence in Trinidad and Tobago. Such strategy should be developed both at the community and national levels.

It is crucial that CSP develops a more sophisticated communication strategy, both at the local and national levels, in order to increase the programme's support. The mainstream media seem to contribute not only to increasing the perception of insecurity in the country, but also to legitimizing repressive/*mano dura* approaches to violence. Different strategies can be pursued both to build capacity and understanding at the editorial and journalistic levels, and also to create alternative sources of information sharing through independent media and youth-led initiatives. To build independent and collectively managed systems for information and resource-sharing, both between NGOs that operate at the national level, and also for CBOs, could both optimise resource use and management in the field, as well as strengthen organisations by creating more sustainable and self-organised networks.

Strategic partnerships within Trinidad and Tobago ministries should be further pursued as a way to guarantee the programme's sustainability and the advancement of a vision in which violence prevention approaches prevail over exclusively repressive approaches to violence, as previously noted when communication strategies were discussed in this report.

To improve the programme's relationships with other sectors within the MNS seems to be key to minimizing the impact of bureaucracy and expediting procurement processes. On the international level, the Citizen Security Programme can benefit from strengthening alliances with other international or regional organizations and platforms, including other UN agencies with different ranges of technical expertise, and CARICOM. Working with other regional strategies with international political support can be an effective tool to increase internal political support for the programme.

# 11 | Brief on Best Practices identified

This section presents projects and programmes identified in different countries in the Americas that have been showing significant results in past years and/or presenting promising innovative approaches to violence prevention. Selected practices or organizations were also selected based on their experience in their fields of action and in relation to the main challenges currently posed to the CSP; as identified during this review, and the belief of its potential for contributing to the development of new or complementary strategies to address current challenges faced by the CSP.

Experiences presented below are presented under five categories:

- I. Transforming gender relations and preventing violence at the interpersonal level;
- II. Communitarian approaches for violence prevention targeting vulnerable young populations;
- III. Mass communication and awareness raising;
- IV. Transformative and health-based approaches to drug consumption; and
- V. Strengthening community-led initiatives' sustainability and autonomy.

Some of the initiatives presented here are active in more than one of these categories.

- VI. Transforming gender relations and preventing violence at the interpersonal level

## Promundo and Partners experience:

Founded in Rio de Janeiro, Brazil in 1997, Promundo works internationally to engage men and boys to promote gender equality and end violence against women. It has independently registered organizations in Brazil, the United States and Portugal, which collaborate to achieve their shared mission. Promundo's approach focuses on the transformation of social norms which produce and sustain gender inequality in spaces where the gender socialization of children, youth and adults takes place. The organization has developed, tested and adapted a range of pedagogical materials and advocacy campaigns for working with men and boys, women and girls, and parents. Promundo is working with youth to question and transform harmful

gender norms, support women's empowerment, and promote respect for sexual diversity. Programs H, M and D have been used by partners in over 22 countries around the world in collaboration with a multitude of local and international organizations, creating and implementing strategies to engage teachers and health sector workers; to reach children and youth for gender equality, sexuality, reproductive health and rights, and violence prevention, including enhancing the online Gender Equality Schools Portal in Brazil, and supporting the development of similar processes in other countries.

Promundo and Partners' experience and pedagogical materials have been adapted into multiple contexts and **CSP could benefit** from existing materials developed by Promundo and Partners to address issues related to interpersonal, gender based and intra-family violence, as well as awareness raising campaigns developed and implemented in similar contexts to Trinidad and Tobago. Materials are all available free of cost, and the institution has a long tradition of exchanging experiences and providing training to institutions interested in adopting the philosophy.

## Among the tools that can be specifically useful to the CSP are:

*Engaging Men and Boys in Gender Equality and Health:* a toolkit developed with Men Engage Alliance, with support from UNFPA, that addresses strategies and lessons learnt for engaging men and boys in diverse themes such as sexual, reproductive, maternal, new-born and child health, fatherhood, HIV and AIDS, and gender-based violence; and

*Ending Corporal and Humiliating Punishments:* a methodology focusing on parenting and the cognitive importance of long-term, continued work in violence against children. It includes a manual designed to inform and empower fathers, mothers and caregivers of children aiming at promoting reflection on the use of physical and humiliating punishment against children.

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• **More information can be retrieved at:** <http://promundoglobal.org/>

## Woman and Child Stations Nicaragua:

This Nicaraguan initiative became an international reference in providing support to survivors of domestic and sexual violence, adopting a strategy that highlights three basic elements:

1. Environmental change;
2. Access to justice, and
3. Empowering victims and survivors.

Created in 1993, it now has 38 centres across the country, combining efforts from the National Police, the Nicaraguan Woman's Institute and the Women against Violence Network, but also works with an amplified network of civic entities, women's organizations and voluntary individuals. Over the years, the Station has helped raise social awareness about domestic and sexual violence, facilitated the reporting of crime and the integral-multidimensional treatment of the problem. Providing psychological support to the victims, this model of the Station is the most important public policy in the region to fight violence against women within the justice sector and has an important component that relies on the civil society, the police and the international donors. The project has been similarly implemented in different countries like Brazil, Ecuador and Peru.

• **Contact:** Refer to UNDP

- IV. Communitarian approaches for violence prevention targeting youth at risk

## Cure Violence:

The Cure Violence model was developed in Chicago, United States, to address violence at the community level. The project uses three components inspired by a model to reverse epidemic disease outbreaks: interrupting transmission of the disease; reducing the risk of those at highest risk; and changing community norms. Formed in 1999, it began to expand in Chicago and elsewhere in Illinois during the 2000s. At its peak it was active in about 25 programme sites. Cease Fire, as the project was initially named, focused on changing the behaviour of a small number of carefully selected members of the community, those with a high chance of either "being shot or being a shooter" in the immediate future. Violence interrupters worked on the street, mediating conflicts between gangs and intervening to stem the cycle of retaliatory violence that threatens to break out following a shooting. Outreach workers counselled young clients and connected them to a range of services. A large survey of clients found that they were high-risk according to many indicators. Once in the programme, they saw their outreach workers frequently, and many were active participants in Cease Fire activities. In interviews, beneficiaries reported getting a great deal of assistance with the problems they brought

to the programme. These included needing a job, getting back into school or a GED programme, and wanting to disengage from a gang.

An examination of the impact of Cease Fire on shootings and killings found that violence was down by one measure or another in most of the areas that were examined in detail. Crime mapping found decreases in the size and intensity of shooting hot spots due to the programme in more than half of the sites. There were significant shifts in gang homicide patterns in most of these areas due to the programme, including declines in gang involvement in homicide and retaliatory killings.

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• **More information at:** <http://cureviolence.org/>

## Fight for Peace:

The project was founded in Rio de Janeiro, Brazil, to target at-risk youth, including those involved in and affected by crime and violence, and those not in school or employment. It uses sport as an entry point and also helps participants obtain access to the formal labour market and develop leadership skills. Its education classes and sports training events are free, but participants must also attend citizenship classes, and all of its activities are used to reinforce the same philosophy summarized below, as the five pillars model. The project provides educational and support services, and a series of personal development classes to promote alternatives to violence, gang membership and drug-trafficking, or to help people leave gangs. A spin-off sports wear clothing company has also developed alongside the project. Fight for Peace innovation revolves around using non-traditional methods such as boxing and martial arts, to engage young people where traditional methods aren't working. It has also developed an integrated programme that is tailored to support the individual with options and supportive influences to deal with a multi-causal problem. This process is supported by both on-the-ground practice and widespread ethnographic research/theory. Fight for Peace integrates a series of actions to respond to a number of problems young people may have. When it cannot offer a service, young people are referred to other programmes via a network of local actors. The approach into a codified holistic and integrated programme provides young people with the options and supportive influences they need to respond to the drivers and external influences identified as causal to youth involvement in crime, gangs and gun violence.

### The Five Pillars model:

- I. Boxing and martial arts (provides role models, attracts young people and channels youth aggression, transforming it by building self-confidence, self-control, discipline, identity building, responsibility, and respect for rules);
- II. Formal and extra-curricular education (focuses on increasing numeracy and literacy skills, information technology, and alternative source of training for 16- to 29-year-olds who have dropped out of the education system, in addition to life-skills classes);
- III. Employability (focuses on increasing access to the formal work market through job skills training, partnerships with companies for internships/employment, careers advice service);
- IV. Youth support services (providing one-to-one mentoring support, profiling, case-working, targeted agency referrals, home visits, community outreach and support; and
- V. Youth leadership (accredited youth leadership course, establishing a youth council that participates in all levels of programme plan, development and implementation).

- **Contact:** Luke Dowdney, Director – [luke@fightforpeace.org](mailto:luke@fightforpeace.org)
- **More information at:** <http://www.fightforpeace.net/>

### Engaging Caribbean Youth:

Through this project, UNDP is engaged in fostering youth and women in Governance and Citizen Security through entrepreneurial training, communication and a sensitization campaign on crime prevention and gender at a sub-regional level - Barbados and the OECS. Since its beginning in 2012, the project has worked to respond to the need for youth-friendly communication products and an enabling environment for inclusive governance and citizen security policy and programme implementation at national and sub-regional levels.

- **Contact and further information:** refer to UNDP

### Other Youth Violence Prevention Projects:

Other government programmes and initiatives funded and/or implemented by international cooperation agencies and local nongovernmental organizations (NGOs) include:

- The Youth and Community Transformation Project in Belize City's Southside communities, that include an apprenticeship programme and a conditional cash transfer programme targeting youth at risk;

- The CARICOM Anti-Gang pilot project (launched in 2011); Youth for the Future (YFF), a capacity-building programme for youth services organizations;
- Southside Poverty Alleviation Project;
- The Gwen Lizzarraga School of Continuing Education;
- The Belize Red Cross (restorative justice);
- Belize Crime Stoppers and UNITE Belize (for at-risk youth), XChange (Jamaica);
- Grupo Ceiba (Guatemala).

### I. Mass Communication and Awareness Raising

#### ANDI (News Agency for Children's Rights):

This organization was created in Brazil in the 1990s as a non-for-profit and non-partisan organization engaged in integrating innovative initiatives in the area of media for development. The institutional strategies are based on promoting and strengthening a professional and ethical dialogue between news organizations, communications/journalism schools (as well as other higher education disciplines), government and entities involved in the field of sustainable development and Human Rights. ANDI began devoting special attention to two interrelated realities: children and adolescents from underprivileged backgrounds victimized by various forms of social disruption, and the news media, a sector largely disconnected from the realities of children and adolescents and hampered in its efforts to build an investigative news culture through which boys and girls could be effectively incorporated in the public agenda, as subjects of rights.

ANDI rose to become a key mediator between the news media and social groups dedicated to advocating for the rights of the youngest age groups. From its inception, ANDI took on the commitment and challenge to contribute to a journalistic culture centred on bringing rights abuses to light and highlighting the wide range of initiatives undertaken – by countless civil society organizations and the various levels of government – to combat exclusion, with particular focus given to promoting respect, welfare, and opportunities for children and adolescents. ANDI sought critical and independent, yet socially responsible journalism, capable of forging spaces for debate and discussion between a diversity of voices, with a view to mobilizing citizens to discern their reality, and contribute towards a stronger and fairer society.

Strategies were adopted to mobilize journalists to bring new perspectives on children and adolescents, contribute to enhanced training for news professionals, and provide media outlets with regular analyses of their editorial tendencies, efforts which helped transform Brazilian journalism into one of the world's most recognized for its considerable dedication to the field of children's issues.

The dialogue with news outlets and the development of training opportunities for journalists and information sources have been applied to issues affecting human rights and sustainable development in general. Efforts have also been made to promote an increasingly systematic dialogue with universities and communications/journalism schools – key institutions for the education and training of future communications professionals. In 2003, the ANDI Latin America Network was created, which currently operates in 12 countries in the region.

**CSP can benefit** by exchanging with ANDI member organizations and experience, in developing a national strategy to address the role of media in promoting a citizen security, human rights based approach to violence prevention in Trinidad and Tobago. This could both strengthen CSP partner community initiatives, and also build public understanding around the need to invest in prevention in detriment to predominantly repressive approaches to address crime and violence.

- **Contact:** Antonio Augusto Silva, Director – [a.augusto@andi.com.br](mailto:a.augusto@andi.com.br)

- **More information at:** <http://www.andi.org.br/portal-andi/pagina-ingles/strategies>

### I. The UNDP Academic Programme on Journalism, Media and Citizen Security:

The Academic Programme was developed by the UNDP Regional Centre for Latin America and the Caribbean in order to foster comprehensive journalism and the discussion about the role of the media in the transformation of contexts of violence into safe spaces; to promote journalism that develops in-depth information by analysing the causes of violence and crime, while avoiding trivialization and stereotypes. Also, the course aimed at contributing to critical reflection on the causes and consequences of violence and public policies implemented, providing journalism-oriented analytical tools. The pilot programme took place in Panama (2012) and was implemented by UNDP, the National Board of Journalists and the National University of Panama. Media monitoring later proved a drastic change in the way the newspapers headlines portrayed violent crimes on the daily covers. The UNDP also counts with an on-line platform, the Virtual School, which can be used by the Caribbean countries as a tool to replicate academic programmes and trainings, using a distance-based method, with highly experienced professionals and tested methodologies.

- **Contact and further information:** refer to UNDP

### Plaza Pública:

This project, created in Guatemala, was inspired by the German philosopher Jürgen Habermas' idea of the public sphere, a space outside the State's control where citizens could exchange views and knowledge. Plaza Pública (Public Square) is an online, non-profit newspaper investigating and covering issues that traditional media have ignored over the years. Although Plaza Pública is partly funded by the University Rafael Landívar, a private university, they have editorial independence to investigate and report on any topic considered 'taboo' by the mainstream media. Since its launch, the digital newspaper has specialized in covering issues such as human rights, political corruption, agrarian issues, drug trafficking, migration, displaced people, and others. During 2012, the online platform received 749, 447 unique visitors. A key activity of Plaza Pública's work is data-driven journalism, also known as investigative data journalism, which analyses and filters the data sets of public and private institutions to tell a story. Plaza Pública is also part of the international movement *Hack-Hackers*, a synergy between journalists (hacks) and technologists (hackers). Plaza Pública is one among many examples of independent media community led activism projects that emerged in the region in the past decade.

**CSP could benefit** by learning from experiences like *Plaza Pública's* and promote similar programs in partner communities both as ways of building alternatives of content production and dissemination of positive messages from communities, but also as a way to mobilize young people and promote youth protagonism and participation in community life.

- **Contact information:** [plaza@plazapublica.com.gt](mailto:plaza@plazapublica.com.gt),
- **More information at:** <http://www.plazapublica.com.gt/>

### II. Transformative and health-based approaches to drug consumption

#### Global Commission on drug policy:

To shift a focus on drug consumption from a public safety to a public health approach has proven challenging worldwide. The Global Commission on Drug Policy is a think tank that has been gathering information and producing evidence on the advantages of adopting a health based approach to drug consumption. The purpose of the Global Commission on Drug Policy is to bring to the international level an informed, science-based discussion about humane and effective ways to reduce the harm caused by drugs, to people and societies. Drugs are a complex and controversial issue and the commission has invested heavily in building knowledge and sharing relevant information to fight prejudice and

practices that do more harm than protect people when it comes to drug use. Convinced that the association between the drug trade, violence and corruption was a threat to democracy in Latin America, the Commission reviewed the current 'war on drugs' policies and opened a public debate about an issue that tends to be surrounded by fear and misinformation. Change is imminent in Brazil. In the United States, legislatures have passed legislations that privilege harm reduction policies over repression for substance use. Recently, Uruguay was the first country in Latin America to legalize the use of marijuana even for recreational purposes. The Global Commission has been a major player in funding studies and advocating for a health-based approach to substance use in the Americas.

**The CSP could benefit** by opening a dialogue with the commission to explore possibilities to engage actors like legislators, policymakers, scientists and health professionals, educators, law enforcement officers, parents and the young – in a constructive debate about viable alternatives, both at the national and international level.

- **Contact:** Ilona Szabo, Secretary – [ilona@igarape.org.br](mailto:ilona@igarape.org.br); Tony Newman, Communications officer – [news@meltwaterpress.com](mailto:news@meltwaterpress.com).
- **More information at** <http://www.globalcommissionondrugs.org/>

### III. Strengthening community-led initiatives' sustainability and autonomy

#### Cultura Viva:

The programme *Arte, Cultura e Cidadania - Cultura Viva* is an initiative of the Brazilian Ministry of Culture created in 2005 to guarantee access to cultural rights and cultural democracy through the promotion of arts and culture networks in vulnerable communities. The programme's approach perceives culture as a crucial aspect of a nation that relates to practically all the important sectors of a country's development: economic, sustainability, the consolidation of democracy, social agendas, and education among others. This perception pursued culture as "a good business," that is focused on culture in its anthropological sense, key to the development of the arts, expressions of identity. Also knowledge, memory, values, cultural-economy, technological and aesthetic development, fashion, architecture and design are defined as essential for building social relations and reinforcing social cohesion. Through public policies these innovators helped redefine Ministry of Culture's mission. Through the programme, culture became a reference point for social and economic development and policies were created outside of the Ministry offices in participatory ways through public consultations, generating significant empowerment and virtuous cycles of shared learning among communities. The

Cultura Viva programme recognized and directly supported a large range of cultural initiatives, helping to activate and strengthen cultural groups in the urban outskirts of cities, rural areas, favelas, social movements, quilombola communities (descendants of runaway slaves living in isolated rural communities in Brazil) and indigenous communities. Audio-visual and cinema policies were implemented in coordination with Cultura Viva efforts. The Cultura Viva programme also played an important role in terms of advancing digital culture, making links with young digital collectives, supporting networks that produce and promote culture on the internet, and contributing to the digitization of cultural and artistic production in order to make them accessible to all. CSP has already invested in arts and culture among its funded strategies. The programme has been replicated in other countries such as Argentina, Peru and Bolivia.

**CSP could benefit** from Cultura Viva programme not only by learning how its strategy has consistently strengthened low income, often excluded and high risk communities, but also on how to scale up strategies based on culture as a tool for social change.

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#### Minka:

Is a network of people and collectives interested in promoting, learning and articulating experiences about the collaborative economy. It was initiated by Cultura de Red in association with organizational members of the Alliance Juntxs and Hivos Foundation (Netherlands). 6 MINKA promotes access to collaborative tools and solutions from around the world, finding the resources for projects through an online catalogue (financing, volunteering, know-hows and knowledge, equipment and infrastructure, contacts, and support for diverse topics among others), promotes collaborative economy, fostering the exchange of experiences with groups from around the world: through an open map in which it is possible to know who they are, and where the protagonists are of the collaborative economy. Minka Banco de las redes (Minka Bank of the Network) is also a space for testing new models based on collaboration/non-competition, shared wealth, network culture, transparency, non-accumulation, open code/use it, copy it, improve it, and live-in collaboration.

Member organizations/collectives include: Cultura Senda (Argentina-Venezuela), Redada (Venezuela), Fora do Eixo (Brasil), Fundación Imagen/NADA/mARTadero (Bolivia), La Usina Cultura (Argentina), Laboratorio Cultura Viva – Universidade Federal do Rio de Janeiro (Brasil), Plataforma

Puente Cultura Viva Comunitaria (Latinamerica), Rede Ação Griô (Brasil), Rede de Povos de Terreiro (Brasil), Red Nacional de Puntos de Cultura (Brasil) y Culturaperu.org (Perú).

**CSP could benefit** by learning from MINKA's experience, and maybe partnering with it, to bring innovative alternatives for maximizing scarce local resources in communities. Experiences based in solidarity economy and cooperative work have been successful in leveraging local initiatives in the region and guaranteeing sustainability to local groups operating on limited resources, which seems to be the case of most community led projects identified during the review.

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- **More information at** <http://minka.me/>

#### NYC Prepared:

This is a strategy to leverage advancements in free/libre/open-source (FLO) software to offer non-profit and community organizations software tools that had only been accessible to the world's best funded organizations. The goal of the project is to increase the capacity of civic organizations in New York City to share information so they can more effectively coordinate their activities and collaborate with each other. The project began as a response to 2012's super storm Sandy, and grew out of the needs of the Occupy Sandy grassroots response network which needed specialized software to track facility information and manage request queues. During the transition from "response" to "recovery", the non-profits and civic groups involved in the recovery formed coalitions called Long Term Recovery Groups (LTRGs). NYC:Prepared also built a directory system all the groups could share to track their membership organizations, committees, staff and facilities, and could also aggregate and organize the news and events items coming from the various network websites. A core insight of the project is that non-profits and community groups that don't have the ability to quickly and easily manage information on their own websites. Those are unlikely to use web applications to manage and share information about their operations with their peer organizations, presenting opportunities for significant resource sharing between grassroots groups, established local non-profits, government agencies, and international NGOs.

Software developed used creative commons (copy left) schema and taxonomies to enable other groups to more easily exchange data with the system. NYC: Prepared system includes a Website Builder tool with features such as news and events publishing, email newsletter delivery, social media integration, form-building, and data management; a Resource Management System, a platform that functions as a community "intranet" to coordinate preparedness, response and recovery through functions like directories, request queues (donations and volunteers), GIS and data visualization, logistics (shipping, inventory and asset management) and news/events sharing and a Data Repository which contains a collection of over 100 data sets crucial to improving community resilience. By making this data accessible in one location, non-profits can easily find and share data- and collaboratively develop a "data commons" for their peer community. Finally, the system also includes a Services Directory developed as a response to the challenge of creating a directory of services without signing agreements and paying fees that makes it easier for the general public to find out about the services they're eligible to receive and increases services accessibility while reducing significantly the time for identifying resources and opportunities.

**CSP could benefit** from *NYCPrepared* experience by introducing a comprehensive information sharing system that can help organizations to contribute meaningful information and data to centralized coordination and collaboration platforms, which in turn, can help existing networks to explore paths for longer term sustainability even in the absence of CSP funding.

- **Contact:** Devin Balkind, Operations coordinator – [devin@sarapis.org](mailto:devin@sarapis.org).
- **More information at:** <http://nycprepared.org/>

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