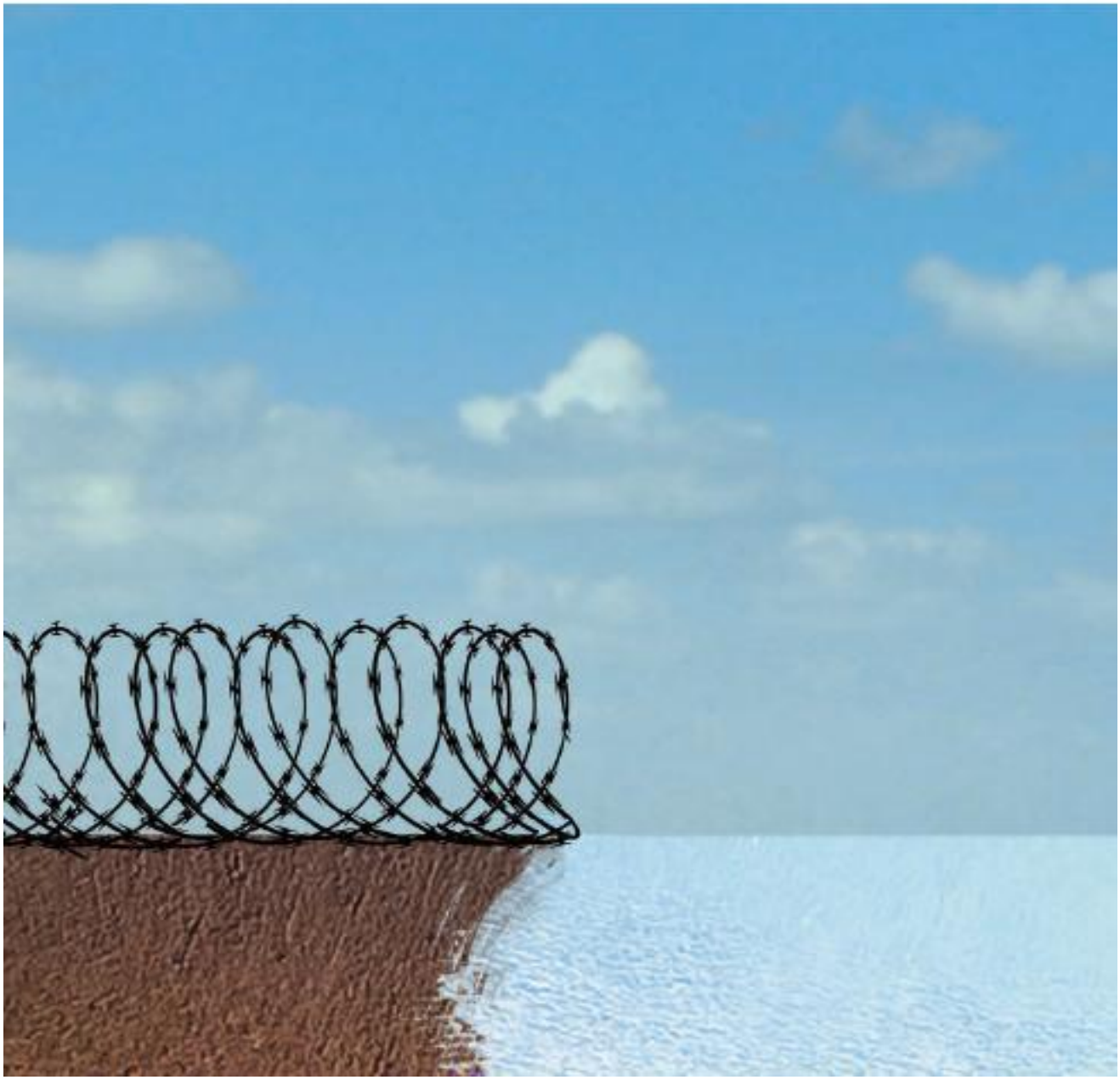
SUMMARY

Caribbean Human Development Report **2012**

Human Development and the Shift to Better Citizen Security

Empowered lives. Resilient nations.



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Resilient nations

FOREWORD

Signed by UNDP Administrator

Being cleared by the Administrator´s Office

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Signed by UNDP RBLAC DIRECTOR

Being cleared by the RBLAC Director´s Office

Contents

INTRODUCTION....9

The approach 11
The Caribbean 12
Crime and development in the Caribbean 12
The crime situation 13
Youth and street gangs 17
The apparent paradox 19
Public institutions: Police, judicial and penitentiary systems 19
The path ahead 21
Main conclusions 22
Main recommendations 23
Reducing victimization: 24
Reducing risk and building youth resilience: 24
Controlling street gangs and organized crime: 25
Transforming the police: 25
Reforming the justice system: 26
Building capacity for evidence based policy: 26

Introduction

This summary presents the main findings and recommendations of the Caribbean Human Development Report (HDR) 2012: Human Development and the Shift to Better Citizen Security, commissioned by the United Nations Development Programme (UNDP). As the first HDR on the Caribbean, it analyses the impact of insecurity and violence on human development, within the development context of Caribbean Small Island Developing States (SIDS). Most importantly, the Caribbean HDR provides evidence based recommendations on how to better address insecurity and violence across the region, but particularly in the English- and Dutch-speaking Caribbean countries.

The Caribbean is diverse, comprising several geographic groupings, including island countries and nations on the mainland. The scope of the Caribbean HDR is, however, limited to the English- and Dutch-speaking countries, two sub-regions where insecurity has become a very serious threat to human development, particularly in the former. Seven countries were selected for research, in order to represent variations in geography, population size, level of development, and the degree and character of the problem of insecurity. The selected countries are Antigua and Barbuda, Barbados, Guyana, Jamaica, Saint Lucia, Suriname, and Trinidad and Tobago.

The process of producing the Caribbean HDR involved extensive and intensive research and consultations. The research included the administration of a citizen security survey to gather primary data on a representative statistical sample of citizens of the seven countries. The data coming from the survey allowed an analysis of the region as a whole, as well as country comparisons. The consultations involved more than 450 people including experts, practitioners and a variety of institutional actors and interested parties from across the region. They were developed using the methodology of Democratic Dialogue[1] and provided the opportunity to triangulate the findings from the data generated by the survey with the experiences of the participants who were involved in the consultative process. The report also relies on secondary data from official sources and academic research.

The Caribbean HDR presents the opportunity for the people of the region to learn more about each other and to enhance collective learning and solutions. It does not attempt to explore every aspect of the security situation in the sub-region or to replicate or to improve on previous efforts, but rather, to extend them. There are unavoidable overlaps between the HDR and earlier reports dealing with the issue of crime and insecurity, but there is a deliberate attempt to minimize these. The Caribbean HDR limits the discussion of drug-trafficking and organized crime to their national traits and the violence they generate. This approach calls greater attention to the internal roots of this problem and does so without minimizing the importance of international cooperation in tackling transnational organized crime networks and drug-trafficking. Indeed, the central concern of the report is violence and the responses to this problem.

1 For details on the methodology used, results of the consultations and participants, please see Caribbean HDR webpage www.regionalcentrelac-undp.org/en/hdr-caribbean

This summary presents the main findings and recommendations of the Caribbean HDR 2012. It does not include all aspects of the original document. The interested reader can find the full report at www.regionalcentrelac-undp.org/en/hdr-caribbean.

The approach

The Caribbean cannot achieve sustainable well-being and enjoy the fruits of its efforts towards progress unless its people can be secure in their daily lives. Crime and violence limit people's choices and liberties, threaten their physical integrity, disrupt their daily lives whether in their homes, in their jobs, in their communities or in their environment, and create uncertainties and costs that hinder economic development.

The search for citizen security leads towards development, not to partial strategies such as repressive-only measures that are ineffective in eradicating the causes of insecurity, affect basic liberties and thus risk eroding the legitimacy of the democratic system. In general, it will not be possible for the Caribbean nations to achieve their major goals - not human rights or democratization, not protection of their citizens against crime and violence - except in the context of sustainable human development.

The First Caribbean HDR addresses the concerns of the Caribbean people focusing on the challenge of citizen security within human development. This lens shows that the problem of insecurity does have a solution and that the solution is achievable. It shows that the real, long-term, irreversible response to crime, violence and conflict is human development.

Human development is a process of enhancing human capabilities while protecting rights and freedoms; expanding choices and opportunities so that each person can lead a life of respect and value. It puts the people at the centre of development, regards economic growth as a means not an end, and addresses intragenerational and intergenerational equity, enabling present and future generations to make the best use of their capabilities and to realise their potential.

Citizen security is a necessary dimension of human development for it eliminates threats that restrict people's options. Citizen security refers to the social situation in which all persons are free to enjoy their fundamental rights and public institutions have sufficient capacity, under the rule of law, to guarantee the exercise of these rights and to respond efficiently when they are violated. Thus, the citizen is the principal focus, and operates in partnership with credible, effective and legitimate institutions of the state.

Human development therefore allows for people to participate creatively and exercise power in the society, economy and polity, as much in Caribbean countries - which are generally characterized by small size and limited natural resources – as elsewhere in the world.

The Caribbean

Caribbean people now have a vastly wider range of choices than they had in the colonial era. There have been significant advances in human development, especially in health care and education. There has been a virtual revolution in access to education. Secondary education is near universal and there is much greater access to tertiary education. Levels of poverty have been substantially reduced while the standard of living of the majority has improved. Since the 1960s, the end of the colonial era, there has been a marked increase in life expectancy and a similarly manifest decline in infant mortality.

There have also been advances in democratic governance. With few exceptions, Caribbean countries are stable democracies with high levels of political participation. Government administrations change according to electoral rules in the majority of countries. There are declining levels of political violence, consolidation of the rule of law, and protection of the independence of the judiciary.

Despite these positive trends, several countries of the region are affected by high rates of violent crime and social violence, which typically affect the historically disfavoured and discriminated members of the society. The elevated rates of violent crime in the Caribbean may be taken as evidence of social inequalities that restrict the choices to large sections of the vulnerable population. Crime may thus rightly be regarded as being a profoundly developmental problem.

Crime and development in the Caribbean

After independence, Caribbean countries were challenged by economic, political and social factors that had their foundation in the colonial past. The legacy of very high levels of income inequality, gender inequality, high rates of unemployment, high rates of rural and urban poverty and social exclusion, has continued. Negative factors have impacted the region. Except for Guyana's agricultural and Trinidad and Tobago's extractive sectors, light industries and services, including tourism, that sustained the region, have struggled. Despite these struggles, tourism is now a major source of economic wealth and employment. The heavy dependence on this sector creates vulnerabilities due to the instability of flows and the effects of climate change, with its accompanying loss of shoreline and extreme weather conditions. Tourism is also vulnerable to the effects of high rates of violence in the region. Thus, citizen security is truly a regional issue and a regional vulnerability.

In the political sphere, social movements advocating social justice and social change became part of the mainstream influencing the development policies of governments. A growing population of young people demanding participation and access to education created pressures for social reform.

With the exception of Suriname and Guyana, which are in the medium human development category, countries of the Caribbean Community (CARICOM) show rankings

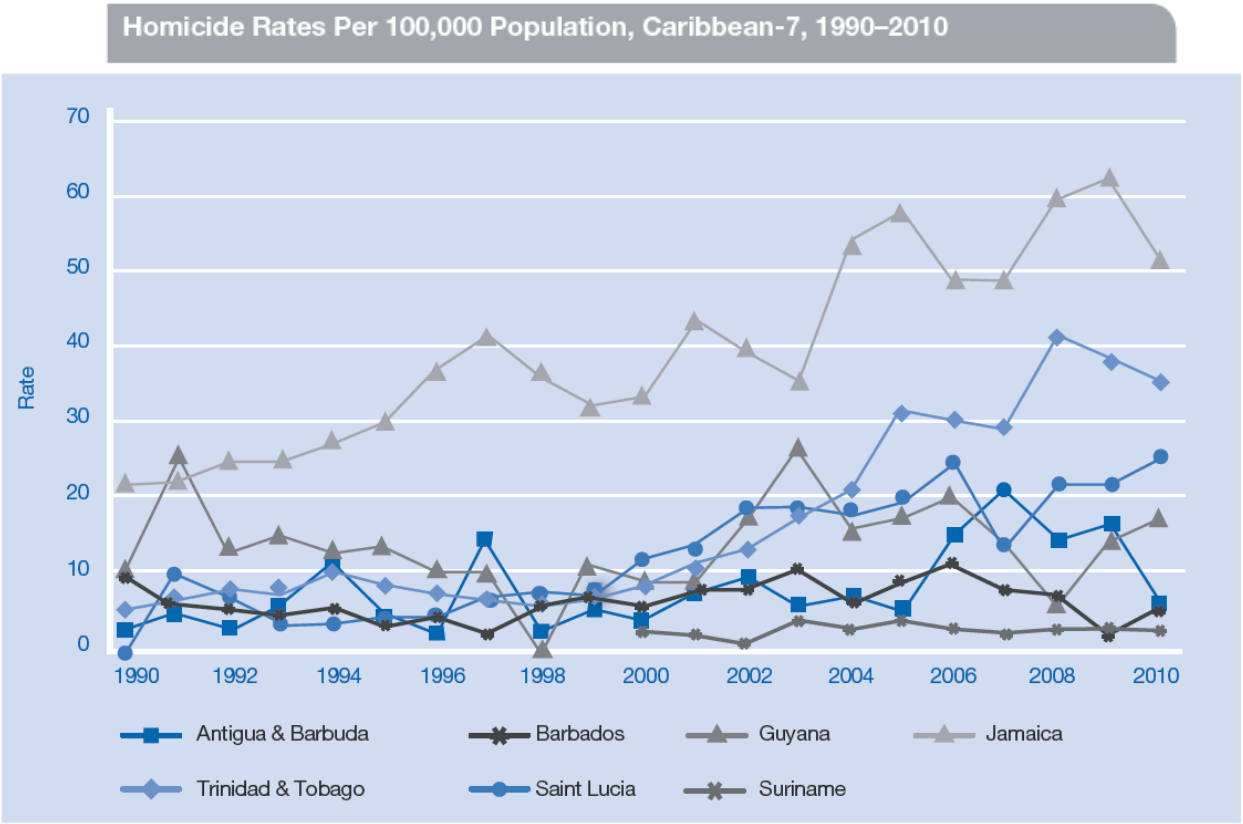
as high-level human development countries. This is according to the components of the UNDP Human Development Index (HDI), namely, indicators of levels of health, education and standard of living. Nevertheless, the advances in social standing are offset by poor economic performance, high debt burdens, and significant rates of poverty, with the poor being concentrated in rural areas. Additionally, there are disparities in the distribution of income and wealth, and persistent gender inequalities. These disparities are reflected in the loss in HDI and each of its dimensions, when adjusted by inequality and gender inequality. For example, the 2011 percentage loss in achievement across the three dimensions due to gender inequality ranged between 33 and 55 percent among the seven countries selected for research.

The current high level of violent crime is associated with these trends. In addition, the region has been impacted by violence emerging from political competition, growth in the drug trade, and more recently, gang-related violence.

The crime situation

Despite the increasing rates of violent crimes, there are variations in the structure of crime and the complexity of crime problems across different Caribbean countries. The trend of violent crimes has been increasing, as shown by the evolution of homicide rates (chart 1). Jamaica has had particularly high but recently declining per capita homicide rates and is ranked among the more violent countries worldwide. The homicide rates were relatively low and stable in the other six countries from 1990 to 2000. Since then, the homicide rate has risen substantially in Trinidad and Tobago, and fluctuated, but trended mostly upward, in Antigua and Barbuda, Guyana, and Saint Lucia. Barbados and Suriname have shown low rates across the 20-year period 1990-2010.

Chart 1



Sources: Royal Antigua and Barbuda Police Force; Royal Barbados Police Force; Guyana Police Force; Jamaica Constabulary Force, Statistics Division; Royal Saint Lucia Police Force, Crime and Problem Analysis Branch; Trinidad and Tobago Police Service.

Robberies - defined as stealing any property using force or fear of force - and burglaries/break-ins are the most fear-inducing crimes for Caribbean residents. Although relatively stable in Barbados and having declined in Jamaica and Guyana, the rates overall have increased. Trinidad and Tobago currently shows the highest rate of robberies, and while Saint Lucia shows a gradual increase, Antigua and Barbuda has shown the most dramatic increase. Suriname, which has lower rates of violent crimes than other Caribbean countries, posted an increase in the robbery rate from 107 per 100,000 people in

Crime data challenge in the Caribbean

The HDR makes extensive use of secondary data including official statistics on reported crimes although this was limited by the absence of comparable hard data on all countries.

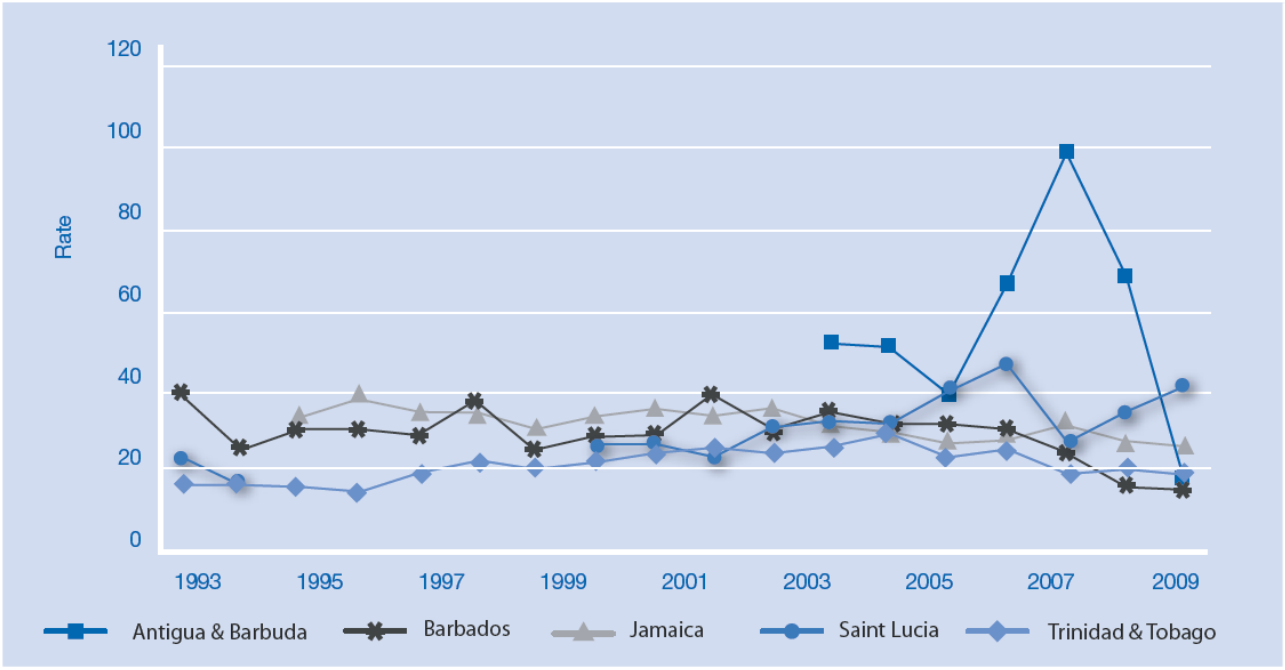
For example, there is no region-wide survey using a common methodology to document levels of violence against women. Similarly, lack of standardized data and data collection methods, and the inability to disaggregate statistics by sex and age deter accurate assessments. There are also gaps in hard data on the caseloads of the courts, the caseloads of police investigators and other indicators of the capacities and capabilities of the institutions of the criminal justice systems of the countries of the region. In many cases the data was either not uniformly available or simply did not exist in some countries. Data on school violence, an

2004 to 386 in 2006. Robbery rates in Suriname have decreased since 2006 but have remained over 300 per 100,000. The region shows a long downward trend in burglaries and break-ins.

Sexual violence, domestic violence and trafficking in persons, affect particularly women and girls. Rape is particularly devastating and life-changing in its effects. Chart 2 illustrates the prevalence of rape in five of the countries under review. United Nations statistics on countries with available and comparable data show that among Caribbean countries, each experienced a higher rape rate than the average of 102 countries in the world.

Chart 2

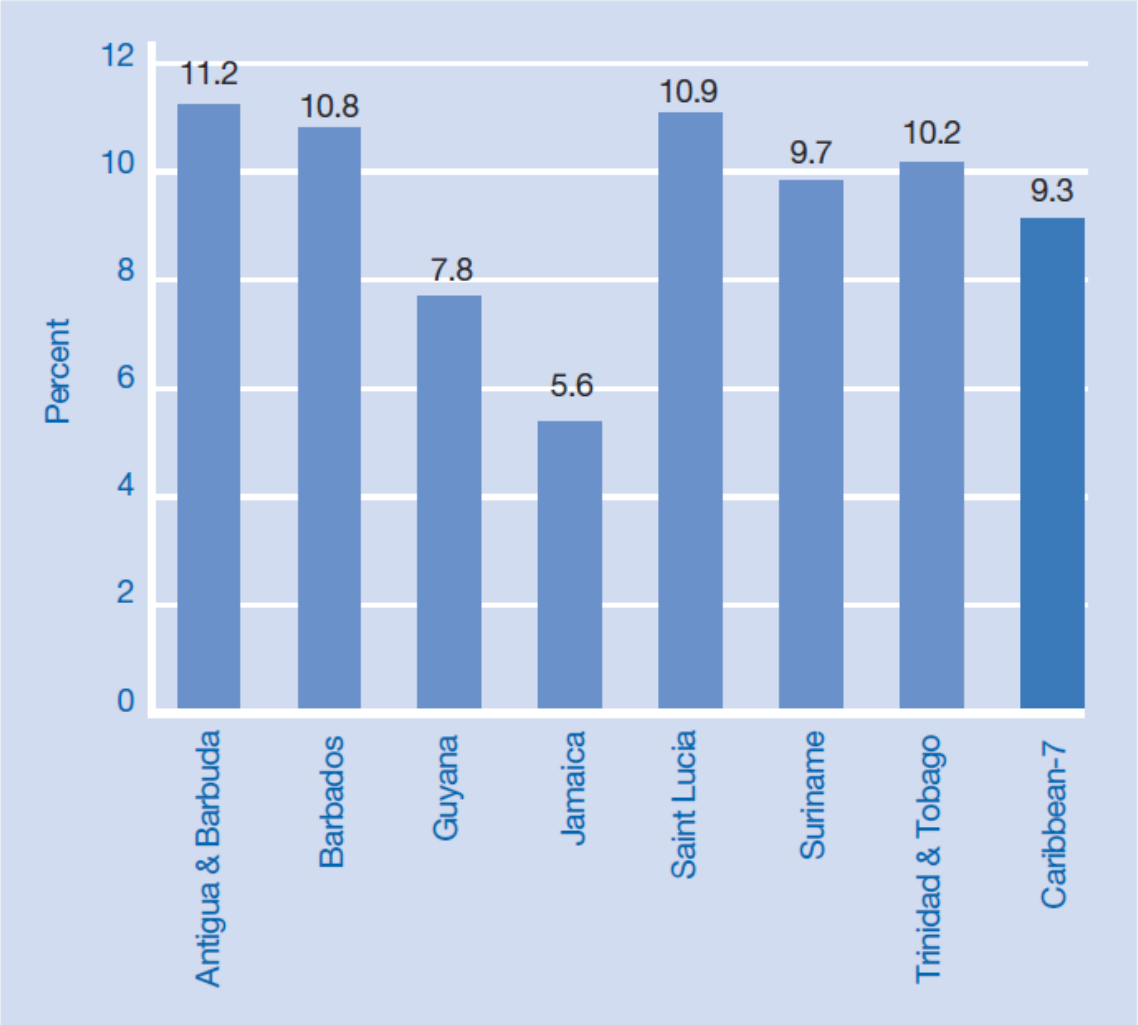
Rates of Rape Per 100,000 Population, Selected Caribbean-7 Countries, 1993–2010



Sources: Royal Antigua and Barbuda Police Force; Royal Barbados Police Force; Guyana Police Force; Jamaica Constabulary Force, Statistics Division; Royal Saint Lucia Police Force, Crime and Problem Analysis Branch; Trinidad and Tobago Police Service.

The UNDP Citizen Security Survey 2010 has allowed for measuring the extent of victimization in the region and its variation across individuals and nations (chart 3). The proportion of interviewees who reported being a victim of a crime in 2009 ranged from around 11 percent in Antigua and Barbuda, Saint Lucia and Barbados, to a low of 6 percent in Jamaica, with an average for the region of 9 percent.

Chart 3 Self-Reported Criminal Victimization, Caribbean-7, 2010

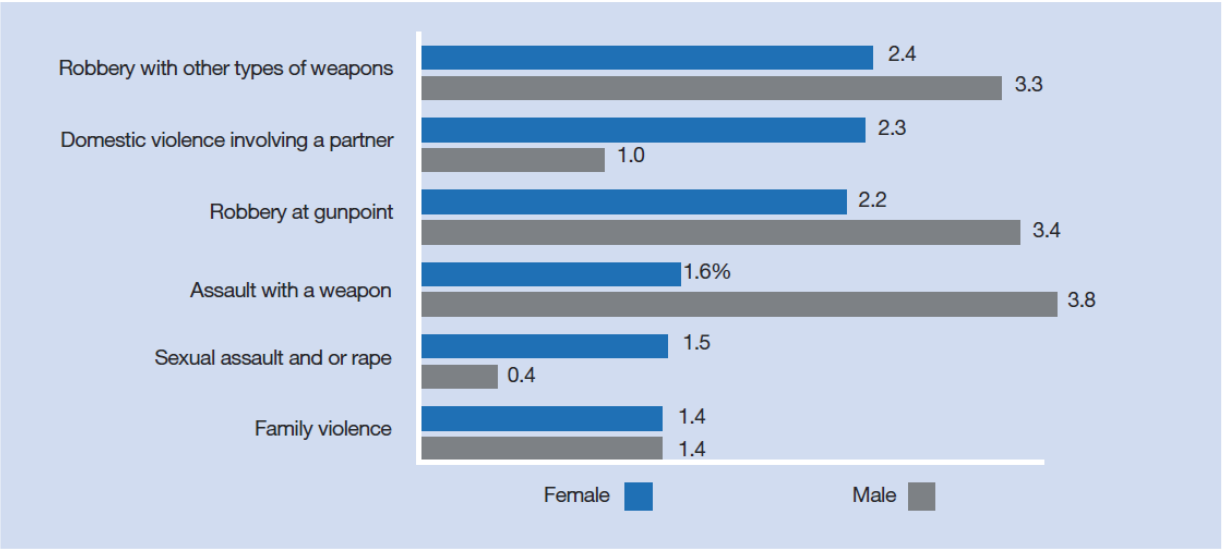


Source: UNDP Citizen Security Survey 2010.
Note: Base: all respondents (N = 11,555). Question: "In the last year, were you the victim of a crime?" The chart shows the share of respondents who answered "yes".

Gender violence is a major issue in the Caribbean. While women are less likely than men to be victims of crimes generally, their vulnerability to sexual assault and domestic violence is dramatically higher than men's, and sexual offences is a category of crime that reflects their differential risk. Some 30 percent of all females feared being sexually assaulted but only 11 percent of males had a similar fear. Among females, 12 percent feared being beaten-up by their spouse or partner while the comparative figure for males was 9 percent (chart 4). Approximately 11 percent of survey respondents of both sexes reported experience with domestic violence, with the rates ranging from a low of 6 percent in Jamaica to a high of 17 percent in Guyana. Gender based violence has been a persistent problem in the region. However, it is now better understood and can be better controlled

and prevented by interventions that abort the cycle of violence and associated patterns of conflict.

Chart 4 **Gender Differences in the Fear of Crime Victimization, by Type of Crime, Caribbean-7, 2010**



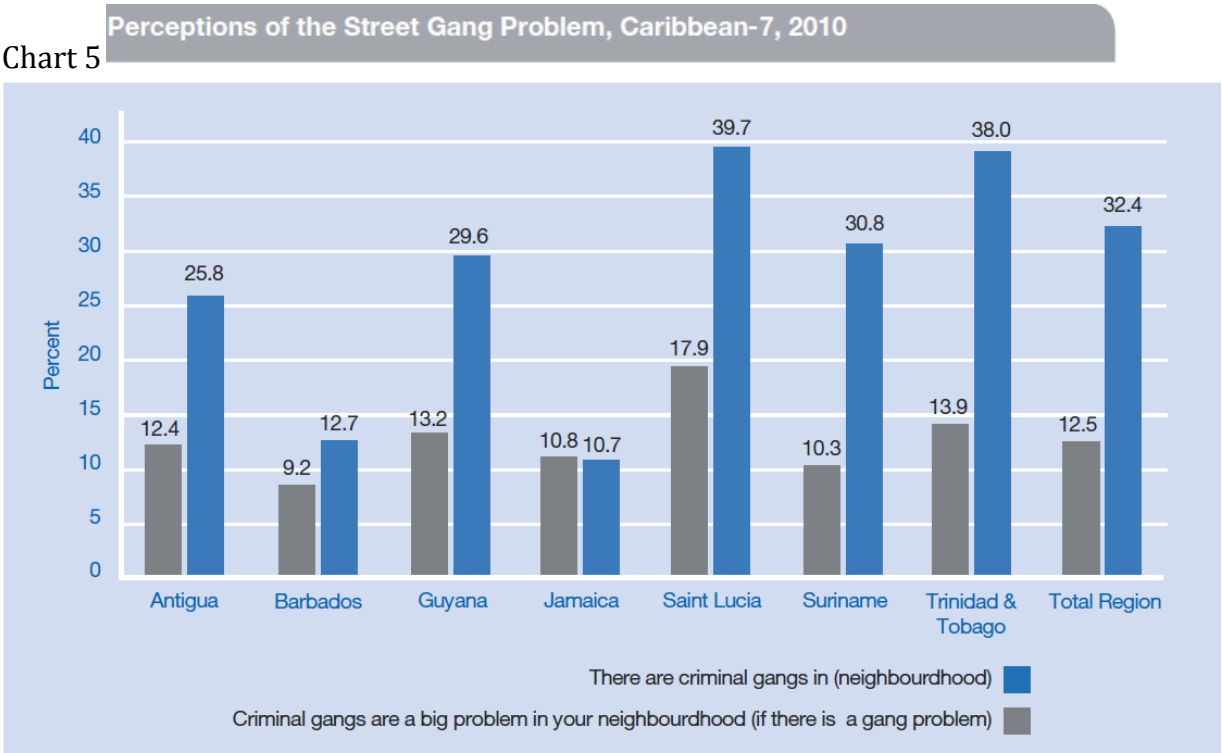
Source: UNDP Citizen Security Survey 2010.
Note: Base: all respondents (N = 11,555). Question: "Within the last 10 years, have you been a victim of any of the following crimes/behaviour?" The chart shows the share of respondents who answered that they had been victims, for each type of crime.
Differences are statistically significant at p<.01.

Youth and street gangs

Organized crime and gangs are the source of major lethal violence in the region. Youth are inherently vulnerable in the Caribbean development process. Youth violence is an important challenge, particularly in the form of street gangs, contributing to popular perceptions of increasing insecurity (chart 5). It is related to high levels of youth unemployment, poor or inadequate educational opportunities, social exclusion, exposure to and experience of violence at home, in school, in communities and the wider society, and insufficient attention to youth development and empowerment.

However, violence is not prevalent throughout the youth population of the region. Studies show that 6 percent of youth may have been gang members. In fact, most youth that come into contact with the police reflect behaviour related to the need for care and protection after abuse, neglect, abandonment or having run away from home. The majority of aggressors and victims are young men who use violence for protection against threats, or who have acted under a male-dominated tradition of violent conflict resolution, particularly by being involved in various forms of neighbourhood or community violence. At the same time, young women are victims of verbal and physical violence, particularly in interpersonal or domestic spheres.

Chart 5



Source: UNDP Citizen Security Survey 2010.
Note: Base: respondents who answered that gangs were in their neighbourhoods (N = 1700). Questions: "Is there a criminal gang (or gangs) in your neighbourhood?" "To what extent is there a criminal gang problem in your neighbourhood?" The chart shows, for the first question, the percentage of respondents who answered "Yes" and, for the second question, the percentage of respondents who answered "A big problem". *p<.05

Organized crime constitutes a different and serious problem, by exercising violence in connection with an enterprise activity, be it drug, gun, or human trafficking, and extortion. In some countries these groups are powerful and entrenched. However, the extent of their prevalence is difficult to measure. Caribbean nations lack the institutional capacity to effectively respond to the problems of street gangs and organized crime. This is evidenced by the fact that crime associated with these activities rarely leads to arrest, and even more rarely to conviction. Robust law enforcement is required for more effective control of organized crime. However, to reduce the prevalence of street gangs, social cohesion should be promoted through socially integrative policies. This approach gives people, particularly youth, a sense of being valued, and of belonging to community and country.

In recent years the security situation has been aggravated in several countries of the Caribbean, and has become very high relative to other world regions. The region has become more violent. In nations with the highest rates of violence, organized crime and gang violence present the greatest challenge. In others, gender-based violence is the main concern. The increase in crime has been accompanied by a decrease in crime clearance and conviction rates. Inequality and social exclusion are big factors, but the near immunity to arrest has also increased the incidence of violent crimes in some countries. This highlights weaknesses in the capacity of institutions to respond effectively to these problems.

The apparent paradox

Despite the high rates of violent crime, the general victimization rates remain fairly low by international standards. The Caribbean region is not characterized by a generalized turn to crime or increase in all categories of crime. In some countries high rates of violent crime are accompanied by low rates of property crime and thus low rates of total crime. In others the relatively high rates of property crimes are associated with low rates of violent crimes. While the average rate of homicide for the region is high, on average, Caribbean citizens feel somewhat secure. Feelings of security are related to the national patterns of crime. Thus, the Caribbean rate of victimization compares favourably at the lower end with countries such as Japan, among the 30 nations that participated in the 2004-2005 cycle of the International Crime Victimization Survey.

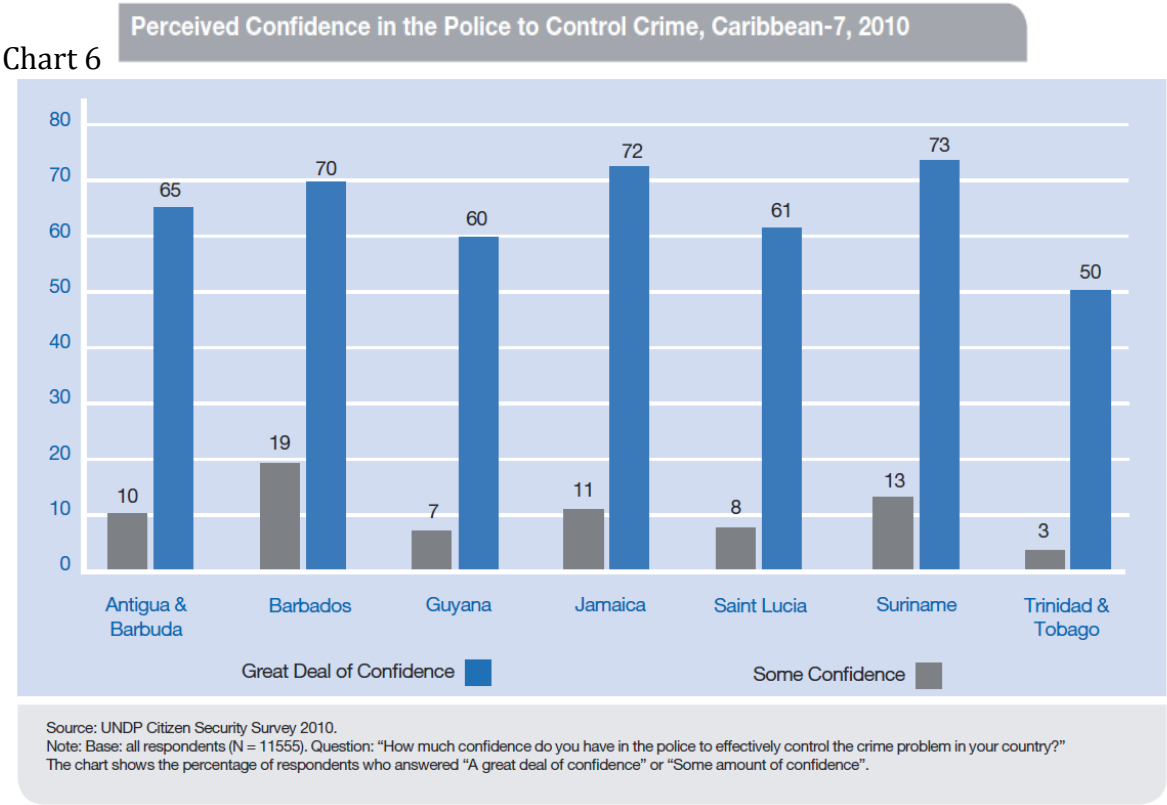
The sense of security is greatest where the level of confidence in the institutions of law enforcement and justice is high. What matters most is the confidence in the capacity of states to protect their citizens and to ensure justice.

Public institutions: Police, judicial and penitentiary systems

The human development approach to crime and violence in the Caribbean is hampered by the lack of institutional capacity of public institutions. Despite progress made in some countries, the predominant model of policing in the Caribbean still focuses on state security rather than on citizen security. The police system in the Caribbean faces several challenges to complete a transition to citizen security. These include, first, improving police capacity and capabilities to enhance performance in terms of responsiveness and effectiveness. The second challenge is promoting legitimacy, which comes from integrity and improved accountability, and eradicating corruption, which weakens public confidence. Third is reducing abuses of power and fully recognising human rights. Overcoming these problems will allow community policing and citizens' cooperation to prevent crime and control criminality.

The survey results provide some grounds for optimism. Citizens perceive their police forces as moderately legitimate and competent and show willingness to become co-producers of their own security (chart 6). Further, the citizens of each nation manifest support for governments investing more resources in the reform of the police services in order to increase their effectiveness.

Chart 6



Within Caribbean justice systems, legal codes and institutional arrangements continue to present characteristics of the colonial legacy. Arbitrary arrest and detention is prohibited by the Constitution, and the systems allow visiting of incarcerated persons by external observers. But the criminal justice system still faces challenges. Case processing delays and backlogs, low conviction rates, prison overcrowding and insufficient alternatives to prison, all strongly interconnected, impact on the capacity for fairness, effectiveness, transparency and accountability. Although systematic data are not available, conviction rates in the Caribbean appear to be alarmingly low.

The practice of pre-trial detention is widespread, and the length of time a person may be detained on suspicion of involvement in criminal activity varies. This often contributes to significant problems with case backlogs and prison overcrowding. Detainees are held sometimes for years. This practice is an affront to justice and overwhelms the capacity of prisons, while the incarcerated must contend with sub-standard conditions, overcrowding and poor sanitation. Probation is viewed as a viable alternative.

Furthermore, even in those countries where separate facilities are available, juveniles may often be detained in adult prisons due to security concerns at youth facilities. In some countries, female juveniles are especially vulnerable to being placed in adult prisons due to an absence of female youth facilities. The extent to which juveniles are isolated from adult populations within adult facilities varies as well.

Caribbean correctional systems are far from being able to balance protection of the public against the need for efficiency and fiscal prudence. The focus of getting "tough on crime" reduces the emphasis on rehabilitation and alternative sanctions, ideas around which a regional knowledge base on good practices is still to be built.

The path ahead

Caribbean citizens want safer societies. Governments have made considerable efforts to improve security. The challenge is how to respond more effectively to broaden the results for the society as a whole with respect to citizen's rights and inclusion of the most vulnerable.

The approach is crucial to making Caribbean societies safer and more just. It requires completing the shift to citizen security in the framework of human development. This means rebalancing policy so that there is a stronger focus on social crime prevention, and grounding this policy in the overall human development strategies both at the national and regional levels.

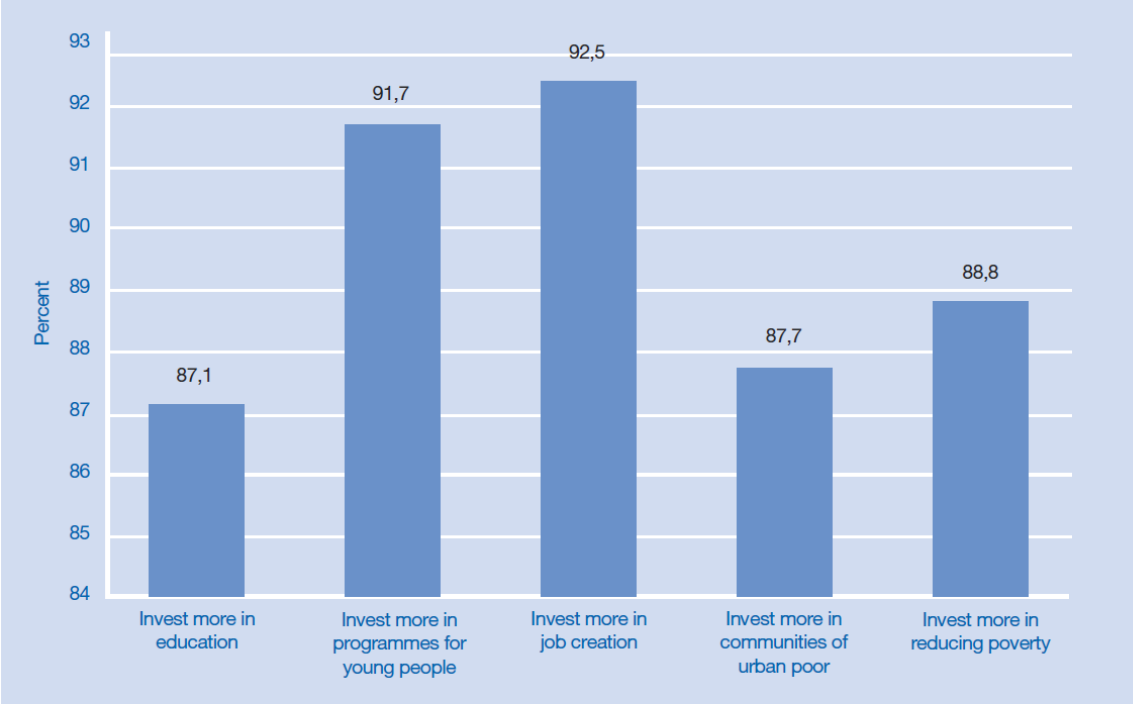
An important aspect of policy that is citizen security oriented, is the reform of implementing institutions concerned with crime control and law enforcement to make them more fair, efficient, transparent and accountable. This is a necessary, but not sufficient condition. Human development also encompasses policies of economic growth and productivity, social development, enhancement of democratic governance and respect for the rule of law, as well as sustainable environmental development. Unemployment and underemployment, constraints to political participation, marginality, and unequal distribution of wealth and income, are directly and indirectly linked to problems of security. Thus, citizen security policies need participation of the various actors: central ministries like finance, labour and education; local governments; the private sector; civil society organizations, like non-governmental and community organizations, and the media. Within the region, CARICOM has had strong influence on crime policy, the fight for drug control, and the promotion of a shift towards prevention programmes. International actors, both bilateral and multilateral agencies that have accompanied the process and provided financial and technical support, also have a role to play.

A citizen security approach emphasizes prevention, and protection of potential victims, rather than action once a crime has been committed. An optimal response includes prevention strategies that address the root causes of crime and violence as well as crime reduction initiatives. Therefore, the way that crime policy is formulated and executed is at the core of its effectiveness.

The assessment of public attitude towards crime and violence indicates that despite expressions of support for punishment, citizens overwhelmingly favour social crime prevention strategies (chart 7). The perceptions of the citizenry and the media influence the criminal justice policy. Citizens are willing to join in the quest for a safe society when

they are aware that the state pursues a policy towards security complying with the rule of law and protecting their rights.

Chart 7: Support for Social Intervention



Source: Citizen Security Survey 2010
Base: All respondents (N=11,555)
Question: "This next section asks your opinions on issues related to crime. Do you strongly agree, agree, are unsure, disagree or strongly disagree with each of the following statements: In order to reduce the crime rate the government should invest more in education/ In order to reduce the crime rate the government should invest more in programmes for young people/ In order to reduce the crime rate the government should invest more in job creation/ In order to reduce crime, the government should invest more in the communities of the urban poor/ In order to reduce crime the government should invest more in reducing poverty."
Respondents who answered Stronly agree + Agree.

The efforts by governments and experiences already underway in the Caribbean show a new and positive direction that fosters the transition to citizen security in the context of the democratic system and constitutional form of government. The states' respect for civil and political liberties creates favourable circumstances. So, too, do the participation of civic organizations, more engaged publics, and the media, which contributes to creating more awareness on pressing issues, promoting debate and demanding accountability in public actions.

Main conclusions

- **Levels of insecurity remain high in the region and have a negative impact on human development**. For Caribbean people crime, violence and insecurity are

important social problems since they limit individuals' choices and liberties; represent threats to their physical integrity and patrimony and disrupt their daily lives. Insecurity is partly rooted in a lack of confidence in the institutions of the state, in the police and in the justice system.

- **There is a demand for change** that calls for greater attention to crime as a social problem and for the recognition that security cannot reliably rest on the capabilities and performances of law enforcement.

- **There is official recognition of the need for comprehensive reform of the police and justice services in several countries**. There are promising Caribbean efforts in this direction, but these have neither been evaluated nor properly documented.

- **A shift to citizen security is necessary** and there is a willingness of the people to participate with the state in activities designed to promote change. Impediments to change include insufficient capacity of the state, a weak system of accountability and low governance.

- The shift would require **the formulation of a new strategy, an effective programme design as well as institutional strengthening and a re-allocation of public resources that recognize the new priorities**. Future efforts should focus on juvenile justice reform, responses to domestic violence, new mechanisms for the participation of citizens in governance, a response to corruption, and strong advocacy for citizen security policy.

The Caribbean HDR is intended to shift discussion about security in the region and lead to actions consistent with this new orientation. According to this report, the trajectory of violence in the region can be interrupted by a more vigorous transition to citizen security.

Main recommendations

The following are the main recommendations of the Caribbean HDR. These are grounded in the analysis of the data that was collected as a part of the research process, which shows that human development, human rights and citizen security are interdependent. The recommendations are products of the accumulated experience of several experts and practitioners across the region, and suggestions from several consultations with hundreds of high level institutional actors in the state sector, NGOs, and others.

Reducing victimization:

1. In the short term there is a need to **reduce access to illegal firearms and to better manage the access to legal ones.**

2. **Protection of those at risk is necessary**. Measures must be taken to prevent child sexual abuse, provide better protection for indigenous people and sexual minorities, and establish gender-based violence units in the police services.

3. In the longer term, there is a need to **take social crime prevention more seriously**. This implies an assessment of existing programmes including job-training and job-creation; greater support for families in high violence areas; training of social workers to provide the services needed to support families; and increasing the budgetary allocation to social crime prevention programmes.

4. Another related priority is **the promotion of awareness of and respect for human rights.** This is best done in partnership with the Ministries of Justice, the media and advocacy groups. Governments are expected to lead on these recommendations and to include them in their plans and programmes.

Reducing risk and building youth resilience:

5. In the short-term there is a need for the development of programmes for promoting **pro-social behaviour among the youth**. Measures should include gender differentiated after-school programmes; the establishment of youth friendly spaces; the promotion of voluntary community service; introduction of programmes that support family stability and prevent the shifting of children between multiple guardians, which is a significant contributor to the development of aggressive and anti-social behaviour.

6. Institutionalization of youth in conflict should be a last resort. **Restorative justice** should encourage and promote alternative means for provision of care and protection. Legislative changes should take place concerning the treatment of 'wandering' and 'running away' offenses. Children and youth who are in jail should have access to health services including evaluation of their mental health status.

7. In the long-term, a **regional platform for monitoring youth development** and for the collection and analysis of data is required to develop evidence-based programming.

8. At the regional level, CARICOM should be encouraged to advocate, facilitate and provide technical support for the adoption of these recommendations by national governments.

Controlling street gangs and organized crime:

9. In the short-term the establishment of a surveillance system of street gangs and organized crime at the regional level is necessary. **Research** should be done on the causes, scope and nature of the phenomenon and assessment of the trends in the region.

10. **Training of Caribbean police services** confronted with street gangs and organized crime should be improved and their accountability promoted in a way that maintains the citizen's human rights.

11. Programmes that would **assist gang members to successfully exit gangs** are important. Those interested in leaving the organizations should be supported and protected by relevant programmes.

12. In the long-term, there is a need to implement a **balanced response to street gangs and organized crime**, using primary prevention programmes for those who are at risk, and intervention, and as a final resort, suppression programmes, for those involved in violence.

13. These recommendations ought to be considered by the governments of the region. The research aspects may be best implemented in partnership with the regional university and the various national universities.

Transforming the police:

14. In order to facilitate the transition from the state security model to the citizen-oriented model of policing, **dramatic changes should occur in the police services**. Foremost is the need for change at the top, with the adoption of an "executive style" in which the community is viewed as a major resource and considered as a valuable and necessary partner in decreasing violence. Changes should also address the rank and file whose job satisfaction is key to their embracing organizational reforms. The systems require more **participatory management**.

15. To take advantage of the public's willingness to cooperate with the citizens, **police should strengthen the quality of their service** to enhance trust and confidence among citizenry. In the short-term, they must establish properly resourced and trained gender-based violence units. They should also strengthen partnerships with other state agencies and with non governmental organizations(NGOs) as is required by the reform process.

16. **In the long-term, more robust systems of police accountability** are required, both internal and external to the institution. Prevention and investigation of

corruption should be priorities. External investigative units to address force violations by the police should be established. An alert press and organized human rights groups focused on police misconduct are needed.

17. The Association of Caribbean Commissioners of Police (ACCP) should be encouraged to advocate for some of these proposals. However, implementation would have to be the responsibility of national governments via their ministries of national security or home affairs.

Reforming the justice system:

18. In the short term, there is a strong necessity to **minimize delays and backlogs** that are bedeviling the criminal justice systems in the region. It requires a **better witness management system**, appropriate preparation of the cases by justice practitioners, and resolute action against corruption practices by court administrative personnel and lawyers. A regional witness protection system would help.

19. In the long-term, **sentencing policies should be reviewed and revised** in order to promote alternative punishments and minimize the use of incarceration for all but the most serious offenders. Strategies for alternative sanctions should be implemented for juveniles, first time offenders, older, and non-violent offenders. The proportion of pre-trial detainees should be reduced.

20. Measures are needed to **improve the confidence in the criminal justice system**. A new system of **oversight** for the courts and prosecutors, with greater inclusion of representatives of civil society should be adopted, and a more open information system instituted. The **cost to court users should be reduced** and mediated settlements encouraged.

21. Several governments of the region already have justice reform projects and programmes. These recommendations are best integrated with these programmes. They will however need to be championed at the national and regional levels. Human rights groups, the media and organizations of citizens may play important roles in making these proposals a reality.

Building capacity for evidence based policy:

22. The shift in policy requires a **greater emphasis on social crime prevention**, institutional transformation, respect for human rights and the rule of law, youth empowerment and gender equality.

23. **Research is important** in championing the effectiveness of different strategies for decreasing crime based on the collection and analysis of data. In the short-term, a regional observatory on crime should be created to be in charge of crime mapping, monitoring and evaluation of promising practices. This would strengthen the capabilities of regional and national institutions to measure crime, and allow for study of the capacity of governments to prevent and alleviate the threats to citizen security. There is a need to fill the data gaps regarding gender-based violence and crimes against vulnerable populations. CARICOM, the ministries of national security, the ministries of justice and the universities should partner to make these recommendations a reality.

24. **Increased budgetary support is necessary**. **New priorities** must mean shifts in allocation of public resources.

25. **Participation is a key principle of citizen security and is a condition for the effective implementation of the transformations that are required.** Implementation of many of these recommendations requires active youth organizations, and the involvement of women's, victims' and human rights groups. It requires immediate and sustained action and commitment by officials in the state system of the region and in regional institutions such as CARICOM. Everyone has a part to play in ensuring citizen security: government, police, social institutions and citizens.

26. On the whole, what is proposed does not go beyond the inventiveness and innovativeness of the Caribbean people. However it requires greater and more sustained advocacy on the part of civil society groups, and greater commitment to citizen involvement by the governments of the region.


Caribbean Human Development Report 2012
Human Development and the Shift to Better Citizen Security
Violent crime is a major challenge to human development in the Caribbean. Produced after a thorough consultation and based on a telltale survey of 12,000 citizens from seven countries, this Report reviews the current state of crime in the English-and Dutch-speaking Caribbean, as well as the policies and programmes developed at both national and regional levels to address crime. The report offers a set of recommendations to reduce and prevent violent crime while advancing human development. It advocates for a balanced mix of policies that includes social programmes to induce youth away from crime, preventive measures to abort the cycle of violence and stop gender violence, and a shift from a state security approach to one focusing on citizen security and participation. Achieving this will require reforms to make law enforcement fair, accountable and more respectful of human rights. A key message of the report is that everyone can be an agent of citizen security: government, police, social institutions and citizens – everyone has a part to play.
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