

## ANNEX

### 1. IDENTIFICATION

Title/Number	Safety and Security Improvement Programme CRIS No. FED/22231		
Total cost	Total: EUR 7 255 000 EU total contribution: 5 625 000 EUR 3 825 000 (10 <sup>th</sup> EDF Envelope A) plus 1 800 000 (10 <sup>th</sup> EDF Envelope B - 2008 FLEX) Government of Saint Kitts and Nevis: 1 630 000		
Aid method / Method of implementation	Project approach – partially decentralised management		
DAC-code	15210	Sector	Safety and Security Reform

### 2. RATIONALE

#### 2.1. Sector context

Saint Kitts and Nevis (St Kitts and Nevis) is a small middle-income economy with a GNI per capita income of USD 9,731 (UN, 2007) and a high human development level (UNDP, 2009). Still, the country is highly vulnerable to external shocks, and is suffering a very high level of public debt. The economy is driven by tourism, manufacturing, construction, wholesale trade, transportation and Government services. St Kitts and Nevis's economic transformation has been accompanied by the deterioration of the security situation, exacerbated by its vulnerability as a small island developing state. The upsurge in crime includes major offences such as armed robbery and assault, shooting with intent and record levels of murder. The closing of the sugar industry has increased unemployment. Most offenders are marginalised and unemployed young men, often involved in gang violence. This is accompanied by transnational organized crime. This affects almost all sectors in society, ranging from tourism, economic development, education to national security and justice.

In particular, the security system is challenged to provide strong responses to prevent and cope with this situation, in all its elements of the critical chain. The current legislation remains outdated and in certain cases alignment with international human rights - such as the death penalty - have scope for review and modernization. There is room for improvement in collaboration between the police and the judiciary in order to enhance law enforcement and allow effective outcomes of prevention, probation, arrest or sentencing initiatives. Challenges include the limited police response to crime, improper investigation of crime and handling of evidence often resulting in failed prosecutions. Greater collaboration between the various ministries could strengthen preventative and community-oriented safety initiatives.

At present, the response of the law enforcement and the safety and security agencies in St Kitts and Nevis is hampered by a lack of sufficient institutional and human resource capacity to deal with these challenges. Capacity building and staffing policies are inadequate. The management and oversight of the ministry is limited by the lack of an adequate planning, monitoring and evaluation function which could accompany the continuous modernization and reform of the sector. This should be associated with a modernization of the data management. The current level of national institutional capacity hampers full participation in regional and international initiatives. Beyond the organizational processes, the current state of the national security

infrastructure, including the police training centre, is inadequate. The buildings of the coastguard and some police stations need rehabilitation. The situation in the main prison in Basseterre suffers serious overcrowding and lack of space for prisoner rehabilitation. Interventions relating to drugs cultivation, mobile policing and natural disasters are hampered by an insufficient vehicle fleet. The safety of the citizens in Nevis is at stake with the main fire engine out of service.

The Government of St. Kitts and Nevis recognises the negative effects that a continued escalation in crime can have on the tourism industry and other development sectors. The EU and the government are tackling the root causes of insecurity and poverty under the Accompanying Measures for Sugar Protocol Countries (AMSP) in its Multiannual Indicative programme (MIP) for the period 2007-10. The MIP response strategy supports economic growth, job creation and poverty reduction by promoting fiscal sustainability, private sector development, skills development and institutional strengthening. St Kitts and Nevis has placed safety and security as a key component in its 2008-2013 National Adaptation Strategy (NAS) and as the focal sector of the 2008-2013 10<sup>th</sup> EDF National Indicative Programme (NIP). The NAS emphasizes the need for an increasing regional and international approach to safety and security issues. In line with the European Community Support for Security Sector Reform (SSR) Communication (2006) this programme focuses on human security, putting the security of citizens at the centre.

## **2.2 Lessons Learned**

As there have been no previous EU-funded programmes within this sector in St Kitts and Nevis it is difficult to draw specific sector-related lessons. The 2009 EU-St Kitts and Nevis mid-term review highlighted the good practices and lessons learned under support from Sugar and EDF funded actions. Still, as noted in various monitoring reports from other projects in St Kitts and Nevis, it is important to ensure that line ministries are proactive and responsive to ensure full and timely implementation of the project. Therefore, it is important to ensure that they receive early additional training using the Technical Cooperation Facility in order to equip them properly for project implementation. Good practices at global level indicate that the strengthening of the security system can enhance different SSR support areas such as law enforcement, capacity building and governance (cf EC SSR Communication of 2006).

## **2.3 Complementary Actions**

St Kitts and Nevis, in line with its National Adaptation Strategy, has begun modernization of the security and safety sector: (1) The ongoing law review to deal with increasing levels of violent crimes; (2) The exploration of alternative dispute resolutions for more minor offences; (3) The establishment of a legal aid clinic to improve access to justice; (4) The allocation of land for a new safety and security services training facility; (5) The inter-ministerial committee to focus on juvenile delinquency and youth crimes, and (6) The establishment of several youth oriented projects by the Ministries of Education, Social Development and Community Affairs and National Security.

The EU Global Instrument for Stability "Supporting the fight against organised crime on the cocaine routes" project touches the eastern Caribbean, as does the support for Implementing Agency for Crime and Security (IMPACS) under the regional 9<sup>th</sup> EDF. Currently, the identification is under way with the Caribbean Community (CARICOM) Secretariat on further

regional initiatives in the security sector under the 10<sup>th</sup> EDF Caribbean Regional Indicative Programme. The Canadian International Development Agency provided financial assistance for the training of police officers and is currently preparing a regional training-needs assessment in collaboration with the Regional Security System (RSS). The US Federal Bureau of Investigations (FBI) provides assistance in the analysis of forensic evidence. Taiwan provided vehicles and equipment and the Organization of American States (OAS) facilitated training in border and tourism security. Mexico part-financed the construction of two police stations and INTERPOL, the United Nations Office on Drugs and Crime (UNODC) and the International Organization for Migration (IOM) collaborated with St Kitts and Nevis by sharing intelligence and training. The FBI and the OAS have conducted studies into the youth 'gang' culture. Under its Caribbean Based Security Initiative (CBSI), the US Agency for International Development (USAID) is preparing Community Policing initiatives as well as youth at risk prevention initiatives to support St Kitts and Nevis to cope with the rising culture of youth violence. The Caribbean Development Bank (CDB) finances a "Child Development Project" for the construction of a Co-ed Juvenile Centre aimed at counselling and legal services and family outreach, plus the development of an in-house curriculum for the rehabilitation of juvenile offenders. At regional level, St Kitts and Nevis holds membership in a number of regional bodies, which include the Implementing Agency for Crime and Security (IMPACS), the Caribbean Financial Action Task Force (CFATF) and the Joint Regional Communications Centre (JRCC). It also benefits from security training and support from the RSS, the sub-regional security coordination body.

## **2.4 Donor coordination**

The Ministry of Sustainable Development (MSD), which hosts the National Authorising Officer's (NAO's) office, is responsible for the coordination of donor interventions in the country. By enhancing policy development and inter-ministerial collaboration, the project is expected to be strongly involved in coordination with the ongoing projects and programmes in St Kitts and Nevis. Although there is little EU Member State activity in St Kitts and Nevis, the EU Delegation is part of the donor coordination "Bridgetown Group", which gathers security officials from the US, Europe, Canada and the UN agencies to review and coordinate interventions on security in the Caribbean region. Two subgroups of the Bridgetown Group, respectively dealing with training and demand reduction initiatives, have been involved in the project preparation and have already discussed possibilities of synergies with other projects. Of special importance is the USA supported Caribbean Based Security Initiative (CBSI), which intends to allocate important amounts of funding in the security sector for the coming years. Another important future partner is Canada, which has extensively focussed on training activities in the past and is currently reviewing a Regional Security System (RSS) training strategy for the sector. Coordination with the CDB will also be continued and intensified.

## **3. DESCRIPTION**

### **3.1. Objectives**

The overall objective is to improve safety and security conditions in St Kitts and Nevis in order to ensure a stable environment for sustainable growth and investment. The purpose is to support the enhancement and modernisation of safety and security in St Kitts and Nevis by building capacity, institutional strengthening, developing human resources, and upgrading infrastructure.

### **3.2. Expected results and main activities**

The expected results and main outputs from this project are:

- I. *The national security sector in St Kitts and Nevis has enhanced institutional capacity to prevent, detect and solve crimes*
  - a. The police force engages in reviewed staffing policies and procedures
  - b. The national security forces agree on a comprehensive training curriculum adapted to their job needs and competencies
  - c. A Ministry of National Security (MNS) policy unit enhances the efficiency and effectiveness of the ministry's services
  - d. Efficiency of data management and human resources improves by means of the introduction of electronic and IT equipment
- II. *The national security sector enhances the effectiveness of its operations with modern infrastructure and equipment*
  - a. A new training centre allows comprehensive training leading to improved competencies, attitudes and commitment of the national security sector personnel
  - b. A rehabilitation prison centre allows convicted prisoners to prepare their return to society and separate remand and mentally ill prisoners from the main prison
  - c. Police stations and coast guard facilities are upgraded to better protect and serve
  - d. The vehicle fleet of St Kitts and Nevis national security allows greater flexibility and mobility of interventions to prevent and deal with crime and violence
- III. *The national security sector is a driving force for safety and security collaboration*
  - a. The MNS leads an inter-ministerial committee on policy development for national security
  - b. Socially excluded youth from at least 10 communities are being kept out of risk by means of various multi-sectoral initiatives
  - c. The MNS increasingly participates in regional and international initiatives

### **3.3. Risks and assumptions**

The assumptions on which this project is based are (a) St Kitts and Nevis remains committed to improving security and to sustain a level of funding that allows for the project initiatives to continue after the project has finished. (b) St Kitts and Nevis accepts ownership of the Project through the MNS. (c) The Security and Safety Sectors are receptive to change and reforms. (d) A collaborative relationship is built between the St Kitts and Nevis communities and security and safety sectors. (e) Government ministries will adopt an inter-ministerial approach to dealing with youth issues (f) St Kitts and Nevis ensures its commitment to regional and international initiatives such as IMPACS, RSS and Interpol. (g) St Kitts and Nevis with support of other development partners continues investing in violence prevention activities. The following risks can be considered: (a) The country's economy slows making investment in security and safety issues less affordable even if it remains a high priority for the Government. (b) A major disaster or force majeure affects the security and safety services contribution to the programme. For the security sector to function properly, all elements of the chain need to be addressed: legislation, prevention, probation, arrest, prosecution, sentencing and incarceration. If part of this chain is not covered by either this project, or other means, it can have a deleterious effect on the expected results.

### **3.4. Crosscutting Issues**

The safety and security programme will have positive implications in the area of good governance as a modernized security sector should be expected to significantly improve it. Human rights – including debate on reviewing St Kitts and Nevis's position on capital punishment - will be integrated throughout the project implementation, in particular when relating to the training curriculum and collaboration in regional initiatives. The National

Adaptation Strategy sets out St Kitts and Nevis's strong commitment to gender equality in line with the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) which St Kitts and Nevis has ratified. This programme is expected to contribute to the attainment of these goals by providing national security officers with the skills to deal with domestic and other violence and to operate within an inter-ministerial approach. In line with the Convention on the Rights of the Child and the National Adaptation Strategy focus on the plight of socially disadvantaged male adolescents who are at risk due to low educational attainment and involvement with the criminal justice system. This programme will complement and reinforce those strategies. The programme is expected to be neutral in respect of sustainable environmental principles. Still, its contribution to the closing of the current police training centre will contribute to the reduced exposure of national staff and students to unhealthy working conditions. This is not only relevant for environmental reasons, but also for international labour norms.

### **3.5. Stakeholders**

The implementation of the project will affect both state and non-state actors. The key state beneficiaries include the police, fire and rescue, disaster management services, defence forces/coastal management unit and the prison services. The key non-state beneficiaries of the intervention are the general citizenry of St Kitts and Nevis as well as visitors to the country. They also include the private sector, which has an interest in seeing rising investor confidence created by an increased climate of safety and security, as well as various services, voluntary and community-based organizations involved in social service delivery, education and crime prevention. In addressing the problems of an important element in society - the youth - there will be other benefits for society as a whole. A stable youth will contribute to the quality of family life and perspectives of future generations, encouraging longer commitment to education and a better educated workforce. A reduction in youth crime and misbehaviour will have a significant impact on the quality of life, both for men and women.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Method of implementation**

Partially decentralised management through the signature of a Financing Agreement with the Government of St Kitts and Nevis.

The Commission controls ex-ante all the procurement procedures except in cases where programme estimates (PEs) are applied, under which the Commission applies ex ante control for procurement contracts >50,000 EUR and may apply ex-post for procurement contracts ≤ 50,000 EUR. The Commission controls ex-ante the contracting procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the beneficiary country for operating costs and contracts up to the ceilings indicated in the table below. The responsible Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the authorising officer and the accounting officer or of the equivalent functions within the delegated entity will be effective, so that decentralisation of the payments can be carried out for contracts up to the ceilings specified below:

<b>Works</b>	<b>Supplies</b>	<b>Services</b>	<b>Grants</b>
< EUR 300,000	< EUR 150,000	< EUR200,000	≤ EUR 100,000

The NAO is the coordinating partner of all EU-funded cooperation projects in St Kitts and Nevis. The implementing partner is the Ministry of National Security (MNS). A steering committee will meet twice a year to review project progress, with the EU Delegation as observer. Tendering and procurement services will be supported by the project management unit in the Ministry of Social Development, which has relevant expertise. An inter-ministerial committee, chaired by the Permanent Secretary of the MNS, will meet at least four times a year and will lead inter-ministerial collaboration on safety and security as indicated in results 3.1. and 3.2. Technical assistance will be contracted for specific tasks, and will also support the policy project implementation function of the implementing partner, based in the planning unit in the MNS. It will aim at strengthening the national expertise and capacity to continue the initiatives beyond the closure of the project.

#### **4.2. Procurement and programme estimates**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question. Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the 10<sup>th</sup> EDF. Further extensions of this participation to other natural/legal persons by the concerned authorising officer shall be subject to the conditions provided for in Article 20, Annex IV of the revised Cotonou Agreement. All Programme Estimates (PEs) must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the PEs in question (i.e. the Practical Guide to procedures for PEs).

#### **4.3. Budget and calendar**

The project operational implementation period is 48 months as from signature of Financing Agreement. The programme consists of services, the purchase of equipment, supplies, and construction, as below.

Activity	EU €'000	Govt. €'000	Total €'000	Modalities
<b>1. Institutional support and technical assistance</b>	655	140	795	Restricted tender for Technical Assistance and programme estimates for implementation support
<b>2. Youth at risk and restorative justice support facility</b>	500	100	600	Programme estimate
<b>3. Construction and rehabilitation works</b>				
<ul style="list-style-type: none"> <li>o Construction new Security training school</li> <li>o Rent for interim setting of police academy</li> <li>o Construction prison facility</li> <li>o Upgrading of national security facilities: access to police stations; repairing Coast Guard facilities centre</li> </ul>	2950	1300	4250	Service, supply and works contracts Programme estimate for rental support
<b>4. Purchase equipment:</b>				
<ul style="list-style-type: none"> <li>o Upgrading vehicle fleet</li> <li>o Surveillance monitoring equipment for police</li> <li>o ITC support and training</li> </ul>	980	90	1070	Supply and service contracts
<b>5. Participation in regional/international security initiatives</b>	200	0	200	Programme estimate
<b>6. Contingency*</b>	270	NA	270	
7. Monitoring, External Evaluation and Audit	70	N/A	70	N/A
<b>GRAND TOTAL</b>	<b>5625</b>	<b>1630</b>	<b>7255</b>	

\* The European Union's contribution to the "Contingencies" heading may be used only with prior agreement of the Commission.

#### 4.4. Performance monitoring

Overall monitoring of the programme will be assured by the NAO in St Kitts and Nevis and the Delegation of the European Union in Barbados and the Eastern Caribbean. External consultants may be recruited to support the process. All PEs must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the PEs in question. Day-to-day technical and financial monitoring of the programme will be a continuous process undertaken as part of the Beneficiary's responsibility. To this end, the Beneficiary shall establish a permanent internal technical and financial monitoring system for the project, which will be used to elaborate annual project reports. Independent consultants recruited directly by the Commission on specific terms of reference will carry out external monitoring missions when needed.

#### 4.5. Evaluation and audit

An evaluation will be conducted at the end of the programme. A provision for Audit is included in the budget of the Financing Agreement. The Chief Authorising Officer can also use this provision to organise an independent audit of expenditure. Audit and evaluation contracts as well as framework contracts are always conducted by the Commission acting for and on behalf of St Kitts and Nevis.

#### 4.6. Communication and visibility

The NAO will ensure that proper visibility for this EU intervention in St Kitts and Nevis is in accordance with existing visibility guidelines. The NAO will provide appropriate support to ensure that activities such as conferences, seminars and training are well publicised. Results will be shared by means of paper- and web-based media. Infrastructural interventions will be accompanied with durable and weather resistant materials such as a hard board reflecting the EU contribution.