

**PLAN OF OPERATIONS  
JAMAICA**

**OCTOBER 6, 2005**

**I. EXECUTIVE SUMMARY**

|  |  |                   |
|--|--|-------------------|
| <b>Project name:</b>                               | Citizen Security and Justice – Focusing on Trafficking in Persons  |                   |
| <b>Project number:</b>                             | JA-T1014   |                   |
| <b>Project team:</b>                               | Leader: Kristyna Bishop (RE3/SO3); other members: Jorge Lamas (RE3/SO3), Jose Cuesta (RE3/SO3), Everett Allen (COF/CJA), Diego Buchara (LEG) and Alexandra Ortega (RE3/SO3).   |                   |
| <b>Beneficiary:</b>                                | Jamaica  |                   |
| <b>Executing agency:</b>                           | Ministry of National Security in collaboration with the Government of Jamaica Cabinet Office   |                   |
| <b>Target Beneficiaries:</b>                       | Line Ministries including Ministry of National Security, Ministry of Justice, Ministry of Health, Ministry of Labour and Security, including the Bureau of Women’s Affairs.  |                   |
| <b>Financing:</b>                                  | IDB (JSF):   | US\$120,000       |
|  | Local:   | <u>US\$30,000</u> |
|  | Total:   | US\$150,000       |
| <b>Objectives:</b>                                 | The main objective of this technical cooperation is to support the Government of Jamaica to expand the initial focus on domestic violence in the loan operation to include sexual exploitation and trafficking in persons. |                   |
| <b>Execution timetable:</b>                        | Execution Period:  | 9 months          |
|  | Disbursement Period:   | 12 months         |
| <b>Special contractual conditions:</b>             | None   |                   |
| <b>Exceptions to Bank policies and procedures:</b> | None   |                   |
| <b>Environmental and social review:</b>            | There are no foreseeable negative environmental or social impacts associated with the implementation of this TC.   |                   |

**Coordination with other Official Development Finance Institutions:** During the mission in August, the project team met with a group of donors who have expressed an interest in supporting the Government of Jamaica to address these issues. At the meeting, USAID and the US Embassy both indicated that they are currently considering financing a small TIP-related project which complements the activities contained in this project.

## II. BACK GROUND AND JUSTIFICATION

### A. Main Issues

- 2.1 In 2001, the International Labour Organization identified child labor and sexual exploitation as a growing problem in Jamaica and the issue has since been linked to the issue of trafficking in persons. Trafficking in persons may be defined as: a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. Women and children are particularly vulnerable and other contributing factors include chronic poverty, the attraction of a perceived higher standard of living elsewhere, weak social and economic structures, lack of employment opportunities, organized crime, violence against women, government corruption and political instability. As outlined by Dunn (2001), “poverty in Jamaica is multi-dimensional and is seen as a major factor contributing to children in prostitution. In addition, hundreds earn their living by selling goods and services (including sex) to tourists.”
- 2.2 It is well understood that sexual exploitation and its relationship to trafficking in persons, negatively affects social and economic development. As a result of its clandestine nature, children and young women or men who are exploited and/or trafficked are prevented from attending school or accessing health care, both of which have long term effects on their economic status. The increase in the spread of HIV/AIDS and other sexually transmitted diseases also deprives countries of important human and social capital and places increased burdens on social services.
- 2.3 The Government of Jamaica has placed eradication of poverty at the top of its social agenda and has prioritized the strengthening of the social sector as an imperative in the country’s development agenda in general. The Bank’s Country Paper, approved in 1998 and updated in 2003, includes both public sector modernization and social sector development as priority areas for Bank intervention. The Bank’s lending and technical assistance operations have placed a strong emphasis on poverty alleviation and improvement of social equity

through investments in education, citizen security and poverty reduction. Women in particular have been identified as a particularly vulnerable group.

- 2.4 Given the relationship between poverty alleviation and the reduction in crime and violence, the IDB and the government of Jamaica approved the Citizen Security and Justice Program (CSJP) (1344/OC-JA and ATN/SF-7572-JA) in September 2001. The main objectives of the CSJP are to enhance citizen security and justice by: (i) preventing and reducing violence; (ii) strengthening crime management capacity; and (iii) improving the delivery of judicial services. The project comprises five components: development and implementation of a national crime and violence prevention strategy; capacity building for the relevant line ministries, strengthening of the criminal justice system; community participation; and social marketing and public education.
- 2.5 This project will enhance the activities currently being carried out under the CSJP by expanding the initial focus on domestic violence to include sexual exploitation and trafficking in persons. It will make a key contribution to improving the information available on this topic and mainstreaming data gathering for policy making and service provision in the future.

### **III. PROGRAM DESCRIPTION**

#### **A. Program goal and purpose**

- 3.1 The main objective of this technical cooperation is to support the Government of Jamaica to expand the initial focus on domestic violence in the loan operation to include sexual exploitation and trafficking in persons. All activities to be financed under this technical cooperation will complement and enhance activities currently underway as part of the Citizen Security and Justice Program (CSJP) (1344/OC-JA and ATN/SF-7572-JA)

#### **B. Components**

- 3.2 To achieve the above stated objectives, the proposed TC will finance the following components:

1. **Component 1 – Comprehensive assessment of sexual exploitation and trafficking (US\$79,032)**

- 3.3 A comprehensive assessment of the scope of sexual exploitation and trafficking in persons will be undertaken in collaboration with government and civil society. All efforts will be made to synthesize existing information currently held by government, NGOs and international organizations such as the ILO and IOM. As part of the assessment, focus groups and interviews will be held with victims, club owners, recruiters, parents, teachers, health care workers and other relevant individuals in order to provide a clear picture of the scope of the issue, impacts both locally and nationally, victim motivations and orientations, and possible

future trends. The study will also include an assessment of facilities and services for victims of sexual exploitation and trafficking in persons and recommendations regarding how to mainstream the collection of relevant data in the National Victimization Survey and Study and the Integrated Management Information System (IMIS), which are being undertaken as part of the CSJP. Some resources have been included in this component to assist the Anti-Trafficking Unit of the Jamaica Constabulary Force to participate in the IMIS and other related information-gathering and reporting mechanisms.

## **2. Component 2 – Legislative and Policy Framework (US\$8,800)**

- 3.4 Develop strategies to improve the enforcement of existing trafficking-related legislation such as the Child Care and Protection Act of 2004, the Offences Against the Person Act, to promote the National Plan on Child Labour, the National Framework of Action for Children as well as the Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children supplementing the United Nations Convention Against Transnational Organized Crime. This activity will include the development of a Jamaica specific definition of trafficking in persons for use in any relevant legislation and/or future policy making and the strategies developed will be used as part of the foundational material for both components 2 and 3.

## **3. Training of Front Line Workers (US\$16,690)**

- 3.5 Adapt existing TIP training modules such as those developed by the International Organization on Migration for use in the Jamaican context. An initial training of trainers will be held with designated representatives of the police, immigration, military, judicial personnel, social workers, education and labor officials, health care professionals and key non-governmental/ community organizations. Efforts will be made to include these materials in the regular training programs of key organizations and agencies such as the Justice Training Institute and the Police Academy as well as others identified in the course of the work.

## **4. Public Information Campaign (\$13,000)**

- 3.6 Develop additional materials specific to trafficking regarding the National Strategy, Child Care and Protection Act, National Plan of Action on Child Labour and the National Framework of Action for Children. A list of key dissemination points such as newspapers, Police Bulletin and teacher publications will also be identified and resources provided to disseminate these materials.

## IV. COST AND FINANCING

### A. Summary cost table

| ACTIVITY   | COST            |                |
|--|-----------------|----------------|
|  | IDB (US\$)      | LOCAL (US\$)   |
| Component 1: Comprehensive Assessment -Study on sexual exploitation and trafficking- | 79, 032         |                |
| Component 2: Legislative and policy framework  | 8, 800          |                |
| Component 3: Training for front line workers   | 16, 690         |                |
| Component 4: Public information campaign   | 13, 000         | 10, 000        |
| Project administration   | 2, 478          | 20, 000        |
| <b>TOTAL</b>   | <b>120, 000</b> | <b>30, 000</b> |

- 4.1 The total cost of the operation is estimated to be \$150,000 of which \$120,000, will be drawn from the Japan Special Fund (JSF), and the remaining \$30,000 will be provided by the Government of Jamaica in kind.

### B. Sustainability

- 4.2 This project has been designed to complement components in the Jamaica Citizen Security and Justice Programme currently in execution. As an example, this project will support the gathering of initial data and the design of information modules to be included in the Integrated Management and Information System (IMIS). The training modules developed under Component 2 will be included in the permanent curricula of the Police Academy and the Justice Training Institute. In this way, the sustainability of many of the activities supported under this technical cooperation will be assured and absorbed into longer term and usual activities of the government of Jamaica.

## V. EXECUTING AGENCY AND MECHANISM

### A. Executing agency

- 5.1 The executing agency is the Ministry of National Security through the Project Execution Unit (PEU) of the Citizen Security and Justice Programme (JA-0105). The Project Execution Unit will have administrative responsibility for all aspects

of the project. The Cabinet Office will have technical responsibility and oversight in collaboration with the members of the Trafficking in Persons Task Force.

**B. Executing mechanism**

**1. Administration**

5.2 The Project Execution Unit of the CSJP will be responsible for: (i) maintaining adequate financial, accounting, and internal control systems that identify the use of project funds, provide documentation to verify transactions, and permit the timely preparation of financial statements and other financial reports; (ii) submitting disbursement requests to the Bank and the corresponding justification of expenditures; (iii) budgeting, payments and monitoring of all expenditures; and (iv) maintaining an adequate disbursement supporting documentation filing system. The PEU will also be responsible for selecting, hiring and supervising consultants in collaboration with the Cabinet Office. All procurement will follow the standard IDB rules and procedures.

5.3 A special project account in a commercial bank account will be established and all payments for project related activities to be financed with project funds are to be made from that special account. The PEU will also present a financial statement to the Bank within 90 days of final disbursement, duly audited by an independent auditor acceptable to the Bank. The private audit firm will be selected under the Bank's bidding procedures (Document AF-200) and the audit costs will be financed by the project.

**2. Technical**

5.4 The Cabinet Office, in collaboration with the Trafficking in Persons Task Force, will be responsible for technical review of consultant reports. The specific responsibilities of the Cabinet Office are to: (i) facilitate project implementation by providing a regular forum for review and decision-making process at an executive level from the different members of the task force; (ii) ensure consistency and harmony with related projects and activities; and (iii) review and provide comments on the reports presented by the consultants. The Cabinet Office and the Trafficking in Persons Task Force will meet as required to facilitate these activities and the overall implementation of the project.

**3. Execution Period**

5.5 The execution period will be 9 months, with 12 months allowed for disbursement. Both the Ministry of National Security and the Cabinet Office are prepared to begin implementation of this project immediately. As the letter of request outlines, the Government of Jamaica is committed to a rapid execution of this project. To assist the Government of Jamaica, the project team has developed the Terms of Reference for the consultants to be hired under this technical cooperation (attached).

## **VI. MONITORING AND EVALUATION**

### **A. Monitoring**

- 6.1 This project is intended to address immediate gaps in the information available both to the government of Jamaica and other agencies regarding sexual exploitation and trafficking in persons. As indicated above, the objective is to mainstream information gathering and dissemination into existing mechanisms such as the Integrated Management and Information System currently being developed under the CSJP. As a result, the impacts of this project will be included in the long term monitoring and evaluation activities under the CSJP.

### **B. Progress and final reports**

- 6.2 The PEU will submit a final report within 6 months of the end of execution that will synthesize the information contained in the deliverables submitted by the consultants.

## **VII. PROGRAM BENEFITS AND RISKS**

### **A. Program benefits and developmental impact**

- 7.1 This project will build on both the Bank's investment and the Government of Jamaica's efforts to prevent crime and violence by addressing important gaps in the information gathering strategy being implemented under the CSJP. Ensuring that information regarding sexual exploitation and trafficking in persons is available to the Government of Jamaica in a timely and efficient manner will allow them to better respond to this issue. Key information such as the status of existing facilities and services for victims, for example, will be extremely important for social planning and prioritizing the use of government resources in this sector.

### **B. Risks**

- 7.2 Trafficking in persons is closely linked to other forms of organized crime. In order to mitigate the risks associated with the gathering of data such as potential retaliation against victims and researchers, local researchers that are very familiar with both the context and the substance of this issue will be hired to undertake the comprehensive assessment. These researchers will be required to establish a communication strategy with the Ministry of National Security and the Government of Jamaica Cabinet Office, which will provide ample opportunity for them to discuss security concerns and develop strategies to address them.

### **VIII. ENVIRONMENTAL AND SOCIAL REVIEW**

- 8.1 There are no foreseeable environmental or negative social impacts related to the implementation of this TC.

### **IX. RESPONSIBILITY IN THE BANK**

- 9.1 Technical supervision for this project will rest with RE3/SO3. Administrative and disbursement responsibility will rest with COF/CJA. The project team leader for the technical aspects of this operation is Kristyna Bishop, Social Development Specialist, phone (202) 623-3420; fax (202) 623-3173; E-mail: [kristynab@iadb.org](mailto:kristynab@iadb.org).

### **X. RECOMMENDATION**

- 10.1 Kristyna Bishop (RE3/SO3), designated team leader for the project of reference, recommends the approval of this operation and the use of resources from the Japan Special Fund (JSF), totaling up to US\$120,000 in order to finance the corresponding project.

**XI. CERTIFICATION**


11.1 The Chief of the Japanese Special Fund certifies that sufficient resources exist in the JSF, up to the equivalent of US\$120,000 available to finance the activities described and budgeted in this Plan of Operations for JA-T1014.

  
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Mr. Goro Mitsuura, RE2/FSS  
Japanese Special Fund

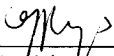
Oct 11, 2005  
Date

**XII. APPROVAL**


12.1 According to Document CC-5290, approved by the Coordination Committee on August 2, 1995 and the corresponding simplification memorandum (Simplification of Procedures and Delegation of Authority to Approve Non-Reimbursable Technical Cooperation) of September 12, 1995, this Technical Cooperation is presented for the approval of the Manager of Regional Operations Department 3.

  
\_\_\_\_\_  
Ciro De Falco, Manager  
Regional Operations Department 3

Date: 10/14/05

Concur.   
\_\_\_\_\_  
Camille Gaskin Reyes, Deputy Manager  
Regional Operations Department 3

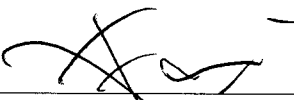
Date: Oct 14 - 2005

Concur.   
\_\_\_\_\_  
Dora Currea, Chief  
Country Office Division, RE3/OD6

Date: Oct. 12, 2005

  
Oct 11, 05

OCT 11 2005

Concur.   
\_\_\_\_\_  
Juan M. Farina, Chief  
Social Programs Division, RE3

Date: \_\_\_\_\_

**JAMAICA****CITIZEN SECURITY AND JUSTICE – FOCUS ON TRAFFICKING IN PERSONS  
(JA-T1014)****TERMS OF REFERENCE****LEGISLATIVE AND POLICY FRAMEWORK –  
STRATEGIES FOR ENFORCEMENT****I. BACKGROUND**

- 1.1 In 2001, the International Labour Organization identified child labor and sexual exploitation as a growing problem in Jamaica and the issue has since been linked to the issue of trafficking in persons. Trafficking in persons may be defined as: a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. Women and children are particularly vulnerable and other contributing factors include chronic poverty, the attraction of a perceived higher standard of living elsewhere, weak social and economic structures, lack of employment opportunities, organized crime, violence against women, government corruption and political instability. As outlined by Dunn (2001), “...poverty in Jamaica is multi-dimensional and is seen as a major factor contributing to children in prostitution. In addition, hundreds earn their living by selling goods and services (including sex) to tourists.”
- 1.2 It is well understood that sexual exploitation and its relationship to trafficking in persons negatively affects social and economic development. As a result of its clandestine nature, children and young women or men who are exploited and/or trafficked are prevented from attending school or accessing health care, both of which have long term effects on their economic futures. The increase in the spread of HIV/AIDS and other sexually transmitted diseases also deprives countries of important human and social capital and places increased burdens on social services.
- 1.3 The Government of Jamaica has placed eradication of poverty at the top of its social agenda and has prioritized the strengthening of the social sector as an imperative in the country’s development agenda in general. The Bank’s Country Paper, approved in 1998 and updated in 2003, includes both public sector modernization and social sector development as priority areas for Bank intervention. The Bank’s lending and technical assistance operations have placed a strong emphasis on poverty alleviation and improvement of social equity through investments in education, citizen security and

poverty reduction. Women in particular have been identified as a particularly vulnerable group.

- 1.4 Given the relationship between poverty alleviation and the reduction in crime and violence, the IDB and the government of Jamaica approved the Citizen Security and Justice Program (CSJP) (1344/OC-JA and ATN/SF-7572-JA) in September 2001. The main objectives of the CSJP are to enhance citizen security and justice by: (i) preventing and reducing violence; (ii) strengthening crime management capacity; and (iii) improving the delivery of judicial services. The project comprises five components: development and implementation of a national crime and violence prevention strategy; capacity building for the relevant line ministries, strengthening of the criminal justice system; community participation; and social marketing and public education.
- 1.5 This project will enhance the activities currently being carried out under the CSJP by expanding the initial focus on domestic violence to include sexual exploitation and trafficking in persons. It will make a key contribution to improving the information available on this topic and mainstreaming data gathering for policy making and service provision in the future.

## II. CONSULTANCY OBJECTIVES

- 2.1 The main objective of this consultancy is to assist the Government of Jamaica to develop strategies to improve the enforcement of existing trafficking-related legislation such as the Child Care and Protection Act of 2004, Offenses against the Person Act, to promote the National Plan on Child Labour, the National Framework of Action for Children as well as the Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children supplementing the United Nations Convention Against Transnational Organized Crime. This consultancy will also include working with the Government of Jamaica and the Trafficking in Persons Task Force to develop a Jamaica-specific definition of trafficking in persons for use in any relevant legislation and/or future policy making.

## III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1 Type of consultancy: Individual
- 3.2 Starting date and duration: To begin immediately and to be completed within 2.5 months.
- 3.3 Place of work: Jamaica
- 3.4 Qualifications: The required skills and competencies of the successful candidate(s) will include: (i) legal education; (ii) familiarity with the legislative and policy framework related to sexual exploitation and trafficking in Jamaica; (iii) some familiarity with law enforcement in Jamaica; and (v) fluency in English.

#### IV. ACTIVITIES

- 4.1 The main activities for this consultancy will include:
- i. Review relevant legislation and policies related to the issue of sexual exploitation and trafficking in persons. This review should include reports produced by the ILO (2001), PACT (2005), IOM (2005) and the US State Department (2004 & 2005) and policies such as the Youth Development policy, Free Trade Zones, Labor Policies and the National Plan of Action on Youth on Juvenile Justice as well as any others identified by the Trafficking in Persons Task Force.
  - ii. Develop and present a series of strategies that are intended to improve the enforcement of existing trafficking-related legislation such as the Child Care and Protection Act of 2004, the Offenses against the Person Act, to promote the National Plan on Child Labour, the National Framework of Action for Children as well as the Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children supplementing the United Nations Convention Against Transnational Organized Crime. These strategies should be presented to the Trafficking in Persons Task Force and comments received incorporated into the final version.
  - iii. Work with the Trafficking in Persons Task Force to develop a Jamaica-specific definition of trafficking in persons to be used in future policy making.
  - iv. Work with other consultants hired under the Citizen Security and Justice Program and this project to ensure consistency in terms of message and substance between the legal strategies for enforcement and other activities such as the training and the comprehensive assessment.

#### V. REPORTS

- 5.1 Payments will be linked to submission of deliverables as follows:
- a. Contract Signature: The consultant will receive a payment of 30% for mobilization upon signing the contract.
  - b. Approval of draft Report: The consultant will receive a payment of 30% upon approval of the draft Report by the Bank. The draft Report will be submitted within 3 weeks of contract signature and will include initial recommendations and an outline of the strategies with narrative detail. A maximum of 4 weeks will be allowed for comments to be received from the Government of Jamaica and other members of the Trafficking in Persons Task Force. These comments will be incorporated by the consultant into the Final Report.
  - c. Presentation of Final Report: The consultant will receive a payment of 40% upon submission and approval of the Final Report. The Final Report will include a comprehensive proposal for how to improve the enforcement of the existing

legislative and policy framework and the final proposal for the Jamaica-specific definition of trafficking in persons. The document will be edited and proof-read prior to submission and be in the format agreed. The Final Report will be circulated to the Government of Jamaica and other members of the Trafficking in Persons Task Force for their review and comments, if any, will be provided to the consultant within 14 days. These comments will be incorporated by the consultant into the final version.

## **VI. COORDINATION**

- 6.1 The work of the consultant will be coordinated by the Project Execution Unit of the Citizen Security and Justice Program. As outlined in the Plan of Operations, the Project Execution Unit will be responsible for administering the contract and the Cabinet Office and the Trafficking in Persons Task Force will have technical responsibility.

**JAMAICA****CITIZEN SECURITY AND JUSTICE – FOCUS ON TRAFFICKING IN PERSONS  
(JA-T1014)****TERMS OF REFERENCE****ASSESSMENT OF THE SCOPE OF SEXUAL EXPLOITATION  
AND TRAFFICKING IN PERSONS****I. BACKGROUND**

- 1.1 In 2001, the International Labour Organization identified child labor and sexual exploitation as a growing problem in Jamaica and the issue has since been linked to the issue of trafficking in persons. Trafficking in persons may be defined as: a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. Women and children are particularly vulnerable and other contributing factors include chronic poverty, the attraction of a perceived higher standard of living elsewhere, weak social and economic structures, lack of employment opportunities, organized crime, violence against women, government corruption and political instability. As outlined by Dunn (2001), “...poverty in Jamaica is multi-dimensional and is seen as a major factor contributing to children in prostitution. In addition, hundreds earn their living by selling goods and services (including sex) to tourists.”
- 1.2 It is well understood that sexual exploitation and its relationship to trafficking in persons negatively affects social and economic development. As a result of its clandestine nature, children and young women or men who are exploited and/or trafficked are prevented from attending school or accessing health care, both of which have long term effects on their economic futures. The increase in the spread of HIV/AIDS and other sexually transmitted diseases also deprives countries of important human and social capital and places increased burdens on social services.
- 1.3 The Government of Jamaica has placed eradication of poverty at the top of its social agenda and has prioritized the strengthening of the social sector as an imperative in the country’s development agenda in general. The Bank’s Country Paper, approved in 1998 and updated in 2003, includes both public sector modernization and social sector development as priority areas for Bank intervention. The Bank’s lending and technical assistance operations have placed a strong emphasis on poverty alleviation and improvement of social equity through investments in education, citizen security and

poverty reduction. Women in particular have been identified as a particularly vulnerable group.

- 1.4 Given the relationship between poverty alleviation and the reduction in crime and violence, the IDB and the government of Jamaica approved the Citizen Security and Justice Program (CSJP) (1344/OC-JA and ATN/SF-7572-JA) in September 2001. The main objectives of the CSJP are to enhance citizen security and justice by: (i) preventing and reducing violence; (ii) strengthening crime management capacity; and (iii) improving the delivery of judicial services. The project comprises five components: development and implementation of a national crime and violence prevention strategy; capacity building for the relevant line ministries, strengthening of the criminal justice system; community participation; and social marketing and public education.
- 1.5 This project will enhance the activities currently being carried out under the CSJP by expanding the initial focus on domestic violence to include sexual exploitation and trafficking in persons. It will make a key contribution to improving the information available on this topic and mainstreaming data gathering for policy making and service provision in the future.

## II. CONSULTANCY OBJECTIVES

- 2.1 The main objective of this consultancy is to provide a comprehensive assessment of the scope of sexual exploitation and trafficking in persons and recommendations for how to mainstream data gathering. The final report produced under this consultancy will be used by the Government of Jamaica to formulate policy that will aid in the prevention of crime and violence.

## III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1 Type of consultancy: Individual or Team
- 3.2 Starting date and duration: To begin immediately and to be completed within 6.5 months.
- 3.3 Place of work: Jamaica – including Kingston, Montego Bay and Negril.
- 3.4 Qualifications: The required skills and competencies of the successful candidate(s) will include: (i) experience with the issue of sexual exploitation and trafficking in Jamaica and the Caribbean; (ii) familiarity with the legislative and policy framework related to sexual exploitation and trafficking in Jamaica; (iii) strong background in participatory survey methods and data analysis; (iv) experience with focus groups and interview methodologies; and (v) fluency in English.

#### IV. ACTIVITIES

##### 4.1 The main activities for this consultancy will include:

- i. Research and gather information regarding the scope and scale of sexual exploitation and trafficking in persons in Jamaica. This will include both social and economic aspects and will focus on children and women.
- ii. Review existing sexual exploitation and trafficking in persons reports such as those completed by the ILO (2001), PACT (2005), IOM (2005) and the US State Department (2004 & 2005). The information and recommendations contained in these reports should be synthesized and included in the final report.
- iii. Review relevant government policies such as Youth Development, Free Trade zones, labor policies and the National Plan on Juvenile Justice as well as any others identified by the Anti-Trafficking Task Force. The consultants will be required to carry out a quantitative and qualitative assessment of sexual exploitation and trafficking in persons using primary and secondary data collection methodologies. This information and any recommendations contained in these documents should be synthesized and included in the final report.
- iv. Hold a minimum of five focus groups and fifty individual interviews with victims, club owners, parents, teachers, health care workers and other relevant individuals. If at all possible, some interviews should be held with victims that have been transported to other countries and recruiters active in this activity. A standardized questionnaire such as that used by PACT in the USAID-funded Negril Trafficking in Persons should be used with special attention paid to the issues of security, safety and confidentiality.
- v. Complete an assessment of the facilities and services currently available for victims of sexual exploitation and trafficking in persons such as those provided by the Child Development Agency, MNS – Victim Support Unit, Women Inc, Ministry of Health STD Clinics as well as any informal services provided by extended families and/or local governments. Analysis should also be provided regarding alternatives available for victims and any follow up care including mental health and counseling.
- vi. Develop questions related to sexual exploitation and trafficking that will be included in the Victimization Survey and Study and assist the CSJP consultants with analyzing the data gathered as part of the Survey.
- vii. Work with CSJP consultants responsible for the development of the Integrated Management Information System (IMIS) and the Anti-Trafficking Unit of the Jamaica Constabulary Force to develop a sexual exploitation and trafficking module for the IMIS. This activity will also include identifying key entry points for data gathering such as the Child Registry maintained by the Child Development Agency and records maintained by the Ministry of Foreign Affairs including immigration, Ministry of Health including STD Clinics, Ministry of

Labor and Ministry of Tourism. The consultant will be required to ensure that the proposed module is consistent with the software selected for the IMIS.

## V. REPORTS

- 5.1 Payments will be linked to submission of deliverables as follows:
- a. Contract Signature: The consultant will receive a payment of 20% for mobilization upon signing the contract.
  - b. Approval of draft Report: The consultant will receive a payment of 50% upon approval of the draft Report by the Bank. The draft Report will be submitted within 3 months of contract signature and will include initial data gathered, recommendations for questions to be included in the Victimization Survey that is being undertaken as part of the CSJP and a methodology/workplan for the final report. A maximum of 4 weeks will be allowed for comments to be received from the Government of Jamaica and other members of the Anti-Trafficking Task Force. These comments will be incorporated by the consultant into the Final Report.
  - c. Presentation of Final Report: The consultant will receive a payment of 30% upon submission and approval of the Final Report. The Final Report will include the information and analysis emerging from the activities outlined in paragraph 4.1 with a strong focus on proactive recommendations. The document should be edited and proof-read prior to submission and be in the format agreed. The Final Report will be circulated to the Government of Jamaica and other members of the Anti-Trafficking Task Force for their review and comments, if any, will be provided to the consultant within 14 days. These comments will be incorporated by the consultant into the final version.

## VI. COORDINATION

- 6.1 The work of the consultant will be coordinated by the Project Execution Unit of the Citizen Security and Justice Program. As outlined in the Plan of Operations, the Project Execution Unit will be responsible for administering the contract and the Office of the Cabinet and the Anti-trafficking Task Force will have technical responsibility.

## JAMAICA

### CITIZEN SECURITY AND JUSTICE – FOCUS ON TRAFFICKING IN PERSONS (JA-T1014)

#### TERMS OF REFERENCE

#### TRAINING FOR FRONT LINE WORKERS

##### I. BACKGROUND

- 1.1 In 2001, the International Labour Organization identified child labor and sexual exploitation as a growing problem in Jamaica and the issue has since been linked to the issue of trafficking in persons. Trafficking in persons may be defined as: a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. Women and children are particularly vulnerable and other contributing factors include chronic poverty, the attraction of a perceived higher standard of living elsewhere, weak social and economic structures, lack of employment opportunities, organized crime, violence against women, government corruption and political instability. As outlined by Dunn (2001), “...poverty in Jamaica is multi-dimensional and is seen as a major factor contributing to children in prostitution. In addition, hundreds earn their living by selling goods and services (including sex) to tourists.”
- 1.2 It is well understood that sexual exploitation and its relationship to trafficking in persons negatively affects social and economic development. As a result of its clandestine nature, children and young women or men who are exploited and/or trafficked are prevented from attending school or accessing health care, both of which have long term effects on their economic futures. The increase in the spread of HIV/AIDS and other sexually transmitted diseases also deprives countries of important human and social capital and places increased burdens on social services.
- 1.3 The Government of Jamaica has placed eradication of poverty at the top of its social agenda and has prioritized the strengthening of the social sector as an imperative in the country’s development agenda in general. The Bank’s Country Paper, approved in 1998 and updated in 2003, includes both public sector modernization and social sector development as priority areas for Bank intervention. The Bank’s lending and technical assistance operations have placed

- a strong emphasis on poverty alleviation and improvement of social equity through investments in education, citizen security and poverty reduction. Women in particular have been identified as a particularly vulnerable group.
- 1.4 Given the relationship between poverty alleviation and the reduction in crime and violence, the IDB and the government of Jamaica approved the Citizen Security and Justice Program (CSJP) (1344/OC-JA and ATN/SF-7572-JA) in September 2001. The main objectives of the CSJP are to enhance citizen security and justice by: (i) preventing and reducing violence; (ii) strengthening crime management capacity; and (iii) improving the delivery of judicial services. The project comprises five components: development and implementation of a national crime and violence prevention strategy; capacity building for the relevant line ministries, strengthening of the criminal justice system; community participation; and social marketing and public education.
  - 1.5 This project will enhance the activities currently being carried out under the CSJP by expanding the initial focus on domestic violence to include sexual exploitation and trafficking in persons. It will make a key contribution to improving the information available on this topic and mainstreaming data gathering for policy making and service provision in the future.

## II. CONSULTANCY OBJECTIVES

- 2.1 The main objective of this consultancy is to assist the Government of Jamaica to adapt existing TIP training modules such as those developed by the International Organization on Migration for use in the Jamaican context. This consultancy will also facilitate an initial training of trainers that will be offered to designated representatives of the police, immigration, military, judicial personnel, social workers, education and labor officials, health care professionals and key non-governmental/ community organizations.

## III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1 Type of consultancy: Individual
- 3.2 Starting date and duration: To begin immediately and to be completed within 4 months.
- 3.3 Place of work: Jamaica
- 3.4 Qualifications: The required skills and competencies of the successful candidate(s) will include: (i) strong background in train-the-trainer methodologies; (ii) experience developing training materials for cross-sectoral groups; (iii) familiarity with the legislative and policy framework related to sexual exploitation and trafficking in Jamaica; (iii) familiarity with law enforcement in Jamaica; and (iv) fluency in English.

#### IV. ACTIVITIES

##### 4.1 The main activities for this consultancy will include:

- i. Review existing trafficking in persons materials produced by the International Organization for Migration and other international organizations and agencies. Relevant materials may also include training materials related to domestic violence and violence against women. This review should also include the general trafficking in persons in Jamaica reports produced by the ILO (2001), PACT (2005), IOM (2005) and the US State Department (2004 & 2005).
- ii. Adapt existing materials for use in Jamaica. All efforts should be made to ensure that these materials are consistent with the information available regarding trafficking in persons in Jamaica and with the materials produced by the Government of Jamaica as part of the sexual exploitation and trafficking public information campaign.
- iii. Organize and facilitate train-the-trainer sessions for no less than 50 persons representing the following sectors: Jamaica Constabulary Force, Jamaica Defense Force, immigration, judicial personnel, social workers, education, labor, tourism, health care professionals and key non-governmental/ community organizations. The report on the training sessions should include a list of participants, agenda, outcomes of the training and a copy of the training materials produced.
- iv. Identify key dissemination points and a plan of action for future training. As an example, the materials should be adopted by the Justice Training Institute and the Police Academy as part of their permanent curricula.
- v. Work with the consultants hired by the Government of Jamaica to implement the anti-trafficking public information campaign to ensure consistency in terms of message and substance between the training materials and the materials produced for the public information campaign.
- vi. Produce final report on all activities including the training sessions.

#### V. REPORTS

##### 5.1 Payments will be linked to submission of deliverables as follows:

- a. Contract Signature: The consultant will receive a payment of 20% for mobilization upon signing the contract.
- b. Approval of draft training materials: The consultant will receive a payment of 30% upon approval of the draft Report by the Bank. The draft Report will be submitted

within 3 weeks of contract signature and will include initial recommendations and an outline of the strategies with narrative detail. A maximum of 4 weeks will be allowed for comments to be received from the Government of Jamaica and other members of the Anti-Trafficking Task Force. These comments will be incorporated by the consultant into the Final Report.

- c. Approval of report on training workshops: The consultant will receive a payment of 20% upon submission and approval of the report on the training workshops. The report on the training sessions should include a list of participants, agenda, outcomes of the training, and a copy of the training materials produced. The report will be circulated to the Government of Jamaica and other members of the Anti-Trafficking Task Force for their review and comments, if any, will be provided to the consultant within 14 days. These comments will be incorporated by the consultant into the final version.
- d. Presentation of Final Report: The consultant will receive a payment of 30% upon submission and approval of the Final Report. The report will include all activities including a summary of the outcomes of the training sessions. The document will be edited and proof-read prior to submission and be in the format agreed. The Final Report will be circulated to the Government of Jamaica and other members of the Anti-Trafficking Task Force for their review and comments, if any, will be provided to the consultant within 14 days. These comments will be incorporated by the consultant into the final version.

## VI. COORDINATION

- 6.1 The work of the consultant will be coordinated by the Project Execution Unit of the Citizen Security and Justice Program. As outlined in the Plan of Operations, the Project Execution Unit will be responsible for administering the contract and the Cabinet Office and the Trafficking in Persons Task Force will have responsibility for technical review of deliverables.

**CSJP-Focus on Trafficking in Persons**  
**(TC-S/N)**  
**Budget by activity and type of expenditure, by source of financing**  
**(US\$ equivalent)**

| ACTIVITY /<br>TYPE OF EXPENDITURE                                | Unit        | Unit<br>cost | No. of<br>units | Total<br>cost  | SOURCES        |               |
|--|-------------|--------------|-----------------|----------------|----------------|---------------|
|  |             |              |                 |                | JPO            | GOJ           |
| <b>COMPONENT 1: Study on Sexual Exploitation and Trafficking</b> |             |              |                 | <b>79.032</b>  | <b>79.032</b>  | <b>0</b>      |
| <b>FEES</b>  |             |              |                 | <b>64.000</b>  | <b>64.000</b>  | <b>0</b>      |
| Consultants-National Experts                                     | Person/days | 400,0        | 160             | 64.000         | 64.000         |               |
| <b>SUPPORT ANTI-TRAFFICKING UNIT-JCF</b>                         |             |              |                 | <b>10.500</b>  | <b>10.500</b>  | <b>0</b>      |
| Computer Hardware  | Server      | 1,0          | 3000            | 3.000          | 3.000          |               |
| Computer Hardware  | Stations    | 3,0          | 1500            | 4.500          | 4.500          |               |
| Computer Software  | Licenses    | 3,0          | 1000            | 3.000          | 3.000          |               |
| <b>TRAVEL AND PER DIEM</b>                                       |             |              |                 | <b>4.532</b>   | <b>4.532</b>   | <b>0</b>      |
| Per diem   | Person/day  | 224,0        | 18              | 4.032          | 4.032          |               |
| Travel   |             | 50,0         | 10              | 500            | 500            |               |
| <b>COMPONENT 2: Legislative and policy Framework</b>             |             |              |                 | <b>8.800</b>   | <b>8.800</b>   | <b>0</b>      |
| <b>FEES</b>  |             |              |                 | <b>8.800</b>   | <b>8.800</b>   | <b>0</b>      |
| Consultant-National Expert                                       | Person/day  | 400,0        | 22              | 8.800          | 8.800          |               |
| <b>COMPONENT 3: Training for Frontline workers</b>               |             |              |                 | <b>16.690</b>  | <b>16.690</b>  | <b>0</b>      |
| <b>FEES</b>  |             |              |                 | <b>11.200</b>  | <b>11.200</b>  | <b>0</b>      |
| Consultants  | Person/day  | 400,0        | 28              | 11.200         | 11.200         |               |
| <b>MATERIALS</b>   |             |              |                 | <b>1.000</b>   | <b>1.000</b>   | <b>0</b>      |
| Materials and publications                                       |             |              |                 | 1.000          | 1.000          |               |
| <b>TRAVEL AND PER DIEM</b>                                       |             |              |                 | <b>4.490</b>   | <b>4.490</b>   | <b>0</b>      |
| Per diem-National Staff  | Person/day  | 10,0         | 224             | 2.240          | 2.240          | 0             |
| Travel-National staff  | Travel i/v  | 45,0         | 50              | 2.250          | 2.250          | 0             |
| <b>COMPONENT 4: Public Information</b>                           |             |              |                 | <b>13.000</b>  | <b>13.000</b>  | <b>10.000</b> |
| <b>MATERIALS</b>   |             |              |                 | <b>6.000</b>   | <b>6.000</b>   | <b>5.000</b>  |
| Materials and publications                                       |             |              |                 | 6.000          | 6.000          | 5.000         |
| <b>DISSEMINATION</b>   |             |              |                 | <b>7.000</b>   | <b>7.000</b>   | <b>5.000</b>  |
| Events and dissemination   | Event       |              |                 | 7.000          | 7.000          | 5.000         |
| <b>COMPONENT 5: Administration</b>                               |             |              |                 | <b>1.500</b>   | <b>1.500</b>   | <b>15.000</b> |
| <b>COORDINATOR</b>   |             |              |                 | <b>0</b>       | <b>0</b>       | <b>15.000</b> |
| <b>AUDIT</b>   |             |              |                 | <b>1.500</b>   | <b>1.500</b>   | <b>0</b>      |
| <b>CONTINGENCIES</b>   |             |              |                 | <b>978</b>     | <b>978</b>     | <b>5.000</b>  |
| <b>TOTAL</b>   |             |              |                 | <b>120.000</b> | <b>120.000</b> | <b>30.000</b> |