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**NOTE**

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**1. BARBADOS AND EASTERN CARIBBEAN**

**1.1 General situation: drug production and trafficking**

**Barbados**

Barbados is not a major drug producing or exporting country. Cannabis cultivation (primarily for local use) over the past few years has remained constant based on eradication statistics. Cannabis is found under cultivation in cane fields, gullies, and enclosed yards in homes. Reports conducted by local authorities show that illegal drugs are now sold and consumed in every secondary school. There were no reports of production, transit or consumption of methamphetamines or other designer drugs.

Shipments of illicit drugs are transferred at sea at predestined GPS coordinates for retrieval by local vessels at sea and they are then landed in Barbados on deserted beaches. Cocaine continues to be imported using pleasure boats, cargo vessels, yachts, fishing vessels and “go fast” boats. Cocaine trafficked from Barbados is via airlines, cruise ships, yachts, freight shipping containers, and travellers/couriers. The majority of cocaine is believed to be sourced from Colombia, where it transits through Venezuela, Trinidad, and/or Guyana before entering Barbados via one of the Eastern Caribbean islands and is then exported to Europe and/or North America. United Nations reports indicate that transnational organized crime is involved in drug trafficking.

**Antigua & Barbuda, Commonwealth of Dominica, Grenada, St. Kitts & Nevis, St. Lucia, St. Vincent and the Grenadines**

The islands of the Eastern Caribbean all form part of the transit zone for the passage of cocaine from South America to Europe and North America. The drugs travel by boat or air up the island chains. In the area around Antigua, they either go to Europe or North America. The Regional Security System (RSS) estimates that less than 10% of all illegal drug shipments are successfully intercepted in this region.

With significant areas of unprotected deserted beaches, poor border control, and weak legislation, these countries continue to provide the crime groups with a safe environment for landing drug shipments. The most common methods used for trafficking of cocaine from Columbia and Venezuela are via go-fast pirogues, fishing and cargo vessels. Drugs are also stockpiled in Trinidad. Shipments are brought over by sea to deserted beaches or unmonitored ports and transferred onto vessels that make the trip up the island chains. These boats rendezvous at predestined GPS spots at sea where the transfer takes place onto the vessels that either cross the Atlantic to Europe or East to the United States.

Fishing vessels, commercial airlines, cruise ships, recreational sailing vessels and freight transporting ships, travellers/couriers are also used for drug exports to North America and Europe. Corruption of officials in some Organization of Eastern Caribbean States (OECS) states remains a cause for concern. The United States, through the Regional Security System, has established a vetting unit to help address this. However, analysts believe drug trafficking organizations continue to elude law enforcement agencies through bribery, influence or coercion.

Mini-Dublin group members noted that the lack of priority accorded by some of the governments of the OECS, combined with a scarcity of legitimate alternative income options, has led to a local dependency on marihuana production and related trafficking, money laundering, and trading cannabis for firearms and cocaine.

Mini-Dublin group members noted the significant role the RSS continues to play in helping member states fight against drug trafficking. In addition to running the C-26 air surveillance, the RSS supports marihuana eradication. Mini-Dublin group members note that the overall effectiveness and sustainability of these programs is frequently hampered by severe funding limitations. The Group noted that the RSS is forced to operate on a reduced annual operating budget due to non-payment by some Member States. The RSS is also limited in terms of where they can receive bilateral aid, due to sovereign limitations of member states. The main donors to the RSS are Canada, France, the United Kingdom and the United States.

## **1.2 Anti-drug strategy**

### **Barbados**

Barbados has been without a National Anti-Drug Plan now for three years. The National Council on Substance Abuse (NCSA) which co-ordinates the areas of demand reduction, supply reduction, control measures, institutional building, programme evaluation and legislation, is underfunded and understaffed. Barbados has implemented the Barbados Drug Information Network to improve the collection and evaluation of drug-related statistics but surveys are not conducted regularly. 2009 is the date of the most recent survey.

Prevention programmes are targeted at primary, secondary and tertiary level students and treatment for rehabilitation is available at three centres. Barbados' demand reduction education in schools is based on the US Drug Abuse Resistance Education (DARE) programme. The NCSA sponsors a Drugs Decision program in 45 primary schools and continues sponsoring prison drug and rehabilitation counselling initiatives which is administered by one officer. There are 4 rehabilitation clinics in operation. However there are no established minimum standards of care for persons with drug use problems.

Barbados financial sector operates within the context of the Money Laundering (Prevention and Control) Act (1998) and Anti-Terrorism Act (2002). Civil forfeiture and asset sharing legislation are yet to be introduced. A limited number of chemical substances (12) from United Nations international drug control are controlled.

The Police, Barbados Defence Forces and the Coast Guard collaborate well in counter narcotic operations. The Government is considering launching a Youth Service which will invite youth between the ages of 16-18 to undertake community-minded service for 2 years. This program would be aimed at reducing the youth at risk population by providing this target group with job and life based skills.

The Government of Barbados has been looking at establishing a Drug Treatment Court for several years. On March 25, 2013 the government signed an agreement with the Organization of American States (OAS) to implement a pilot Drug Treatment Court project to promote judicially supervised treatment alternatives to incarceration for drug dependent offenders.

### **Antigua & Barbuda**

Antigua and Barbuda has a multi-agency national Anti-Drug Plan which has been in force since 2007. It is administered by the National Drug Council (which has no assigned budget) and the Ministry of National Security. The priorities include increased patrols by air, land, and sea to interdict shipments and to reduce the importation of illicit drugs, while strengthening coordination in the areas of intelligence, interdiction, use of material resources, specialized communication and training of personnel, and broadening the scope of existing prevention programs and increasing the scope within schools and the community. Antigua launched the Cadet Core program in September 2012 to address the upsurge of violence in the school system and intends to expand the DARE programme to include six secondary schools.

The Office of National Drug and Money Laundering Control Policy (ONDCP) coordinate drug-related statistics in the area of supply reduction. Studies related to demand reduction are still outstanding. A minimal drug prevention education program is undertaken in the junior and high school systems.

There are no government run drug treatment facilities, although there is one private one. There are no alternate sentencing options for persons charged with possession.

The Antigua and Barbuda Police Force, the Office of National Drug and Money Laundering Control Policy, the Antigua and Barbuda Defence Force, the National Joint Coordinating Centre, Customs, Port Authority and Immigration Departments are responsible for controlling illicit drug trafficking. Their work is governed by an MOU and overseen by the Joint Intelligence Group. There is no common interagency database or mutual access to databases to gather, analyze, exchange or share information and intelligence among these agencies. Specialized training to address illicit drug trafficking is provided to law enforcement and customs officials.

Although Antigua and Barbuda has a mechanism to monitor and regulate the use and distribution of pharmaceutical products and controlled chemical substances, there are weaknesses in infrastructure to adequately control and regulate their use.

### **Commonwealth of Dominica**

The Commonwealth of Dominica does not have a national anti-drug plan. The Advisory Council on the Misuse of Drugs is the national anti-drug authority. The Dominica Police Force has the responsibility for the area of supply reduction. No studies or research to compile drug related statistics has been carried out within the past six years.

Dominica conducts a few prevention education programs but their coverage is limited. Courses and training in drug abuse prevention are offered to teachers, community leaders and local government officials. There are no licensed specialized drug treatment centres. There are no statistics on referrals or requested treatment from the General Hospital.

Dominica has now established a National Prosecution Service which allows the major players to meet together to address challenges. Prosecution processes have also been strengthened, through the implementation of a Code for Prosecutors.

The Money Laundering Prevention Act (passed in 2000, amended in 2001 and regulations in place in 2001) criminalizes the laundering of proceeds from any indictable offence. A Financial Intelligence Unit (FIU) - which receives suspicious transactions - was established in 2001. The Mini-Dublin group continues to express concern over the GCoD programme of economic citizenship, whereby non-residents can purchase Dominican passports with no residence obligations.

Weak law enforcement and maritime capability and strengthening economic ties with Venezuela appear to be fuelling Dominica as a major transshipment hub for Venezuelan drug trafficking organizations.

## **Grenada**

Grenada's national drug plan expired in 2008. The National Council on Drug Control is the national anti-drug authority, which functions under the Ministry of Education and Human Resource Development.

A comprehensive prevention education program is in place providing complete coverage to students, incarcerated individuals, primary and secondary students and some community based non-government organizations. Training and courses in drug abuse prevention, treatment and research is provided for police officers, teachers, nurses, technical, and non-university trainers.

The Ministry of Health has responsibility for the country's two licensed specialized treatment facilities which are staffed by professional personnel specializing in the treatment of drug-use related problems.

The legal framework was tabled for the Drug Abuse Prevention and Control Act to prevent the misuse of a controlled drug to include pseudo ephedrine and ephedrine. Still pending action since 2005 is a draft Precursor Chemical Bill to develop an institutional infrastructure to implement controls preventing the diversion of controlled chemical substances.

Anti-corruption laws, Integrity in Public Service Act and Prevention of Corruption Act, have been passed. All public servants must report their income and assets. Grenada has also recently passed legislation recognizing the International Criminal Court.

Grenada implemented and strengthened its legislation and regulation of its offshore sector. This resulted in the country being removed from the Financial Action Task Force (FATF) non-cooperative countries and territories list in 2003. Grenada has cancelled its economic citizenship programme. The Grenada International Financial Services Authority (GIFSA) monitors and regulates offshore financial services. The Grenada Authority for the Regulation of Financial Institutions (GARFIN) Act was enacted in May 2006, providing for a single regulatory agency for non-bank financial institutions and services, with GARFIN achieving operational status in 2007.

Money laundering and proceeds of crime acts have criminalised money laundering in Grenada, with a Supervisory Authority established to inspect, investigate and receive suspicious transaction reports through the FIU. There have been no prosecutions to date.

### **St Kitts and Nevis**

The National Council on Drug Abuse Prevention (NCDAP) coordinates efforts in demand reduction in St Kitts and Nevis, with remaining areas (supply reduction, control measures, institutional framework, programme evaluation and money laundering) being implemented by ministries and other agencies. The program reports total coverage in delivering prevention programs to elementary and high school students. Very little data on drug use is available. There is one licensed rehabilitation facility on the island.

A legal and institutional framework is in place to control and prevent the diversion of pharmaceutical products but with little evaluation of its effectiveness. Although there are provisions to prevent the diversion of controlled chemical substances, mini-Dublin group members noted that there is no effective control of these chemicals.

Anti-money laundering legislation is in place - including the Proceeds of Crime Act which criminalises money laundering. The St Kitts and Nevis Financial Services Commission regulates non-bank financial institutions and issues guidance on money laundering. Casinos are overseen by the St. Kitts and Nevis Gaming Board. The FIU receives reports of suspicious transaction reports which are then investigated by the police. To date there have been no prosecutions. Sufficient resources are not available to effectively implement the anti-money laundering regime particularly as it pertains to the offshore financial sector.

St. Kitts has established a National Prosecution Service which allows the major players to meet together to address challenges Prosecution processes have also been strengthened, through the adoption of a Code for Prosecutors and the installation of a video-link facility for intimidated, child and vulnerable witnesses in High Court and Family Courts, which does away with the need for face to face testimony.

## **St Lucia**

St Lucia has not had an anti-drug plan since 2005. The Substance Abuse Council Secretariat, which falls under the Ministry of Health, coordinates the national counter narcotics and substance abuse strategy. There are no specially earmarked funds for the work of this Secretariat. No demand reduction studies have been completed since 2009. The Government runs a selective drug abuse prevention program.

St. Lucia offers drug treatment and rehabilitation at an in-patient facility known as “Turning Point” run by the Ministry of Health which has 20 beds.

St. Lucia enacted a comprehensive inventory of offshore legislation in 1999 with the Committee on Financial Services established in 2001 and an integrated regulatory unit announced in 2003, but not yet fully functional. Legislation - (Proceeds of Crime Act 1993 and Money Laundering (Prevention) Act 1999) - is in place which criminalises money laundering and imposes reporting and record keeping requirements. To date there have been no prosecutions. The autonomous Financial Intelligence Authority became operational in 2003. It investigates analyses and reports suspicious financial activities. No legislation exists for civil forfeiture or sharing of seized narcotics assets. Intercept legislation and regulation was introduced in 2006. St Lucia's central position in the trafficking of narcotics makes its offshore financial services sector vulnerable to organized crime.

Prosecution processes have been strengthened through the adoption of an updated Code for Prosecutors and by the launch of the region's first Witness Charter, which outlines best practices for witness care by Police and the St. Lucia Crown Prosecution Service.

## **St Vincent and the Grenadines**

St. Vincent and the Grenadines does not have an anti-drug plan or an anti-drug authority. The most recent studies on drug use were completed in 2008. There is no formal drug treatment facility and all drug related cases are handled through the psychiatric ward of the hospital. There is a limited drug demand reduction program, including the DARE program run by the police service within the schools.

No centralised office for gathering and evaluating drug related data exists.



Prosecution processes have been strengthened, through the adoption of a Code for Prosecutors and the instalment of a video-link facility for intimidated, child and vulnerable witnesses in High Court and Family Courts, which does away with the need for face to face testimony. St. Vincent passed the Interviewing of Suspects for Serious Crimes Act 2012, which requires video recording of suspect interviews for certain offences including money laundering, drug trafficking and corruption. Police officers and prosecutors were trained on application of the Act.

Efforts to eradicate the marihuana crop are minimally successful. The Government has indicated that they may have successfully eradicated only a third of the crop production and that the “industry” has infiltrated the economy.

As a result of being a transit point for and exporter of illicit drugs, St Vincent and the Grenadines is vulnerable to money laundering and other financial crimes. The International Financial Services Authority regulates the international financial sector. Money laundering was criminalised by the Proceeds of Crime and Money Laundering (Prevention) Act of 2001. A FIU commenced operations in 2002 to supervise compliance with regulations and laws. The unit, reported by mini-Dublin group members to be one of the best functioning FIUs in the sub-region, has successfully prosecuted for money laundering and applied confiscation provisions and is recognized as the first country in the region to use asset forfeiture in a criminal prosecution.

### **1.3 Updates to major bilateral and multilateral CN programs<sup>1</sup>**

**Canada’s** Anti-Crime Capacity Building Program provides funding to the RSS Training Institute. Examples of funding initiatives include:

- the RSS completed a Supervisors training course in September and a Staff and Command Course will be completed in November 2013;
- the RSS will hold meetings with community colleges to discuss providing associate degrees to police officers graduating;
- a use of force policy has been created and a Human resources Policy under development;
- - an instructor orientation course has been completed culminating with the development of an instructors manual;

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<sup>1</sup> The following are updates to bilateral and multilateral CN programs. Dublin Group members should consult previous reports for past and ongoing programs.

- a crime scene technician course will be undertaken with Trinidad and Tobago's training academy;
- Canada and the United States are working together to provide RIBIN technology; and.
- Canada's defence forces offer training opportunities to Barbados and Antigua and Barbuda's Defence Forces. A data communications course for regional participants is scheduled for early 2014 in Barbados.

The **European Union (EU)** allocated € 5.625 million to the safety and security sector in St. Kitts and Nevis as part of its 10th European Development Fund (EDF). The aim of the programme is to provide support for the sector with policy reform as well as equipment and a new training school. The EU is reviewing a CARIFORUM proposed programme in light of the 10th EDF for a budget of €12.195 million. The Crime and Security Action Programme may facilitate the expansion of the 9th EDF security programme. In addition, the EU is:

- implementing the Instrument for Stability action "Fight against trafficking on the cocaine route". This action includes a component to "Enhance the capacity of law enforcement, judicial and prosecuting authorities in tackling transnational organised crime in Latin America region". The programme is implemented directly through Ameripol and TA. Barbados and Trinidad and Tobago have been included with capacity building. The programme is likely to be extended with an additional funding; and
- SEACOP III: The Instrument for Stability<sup>2</sup> is allocating a budget of € 3 million for the SEACOP III programme with a duration of 36 months. Building upon the results of SEACOP I and II and in order to adequately address the trans-regional dimension of illicit trafficking, the action extends SEACOP's geographical coverage to selected countries in the Eastern Caribbean and Southern Africa. Other key countries such as Brazil and Colombia would be included as partner countries. Activities under SEACOP III will include: establishing joint maritime control units and setting up small national maritime intelligence units; establishing an effective regional maritime information system compatible with the Caribbean Regional Clearance System; regional and trans-regional networking through training, regional workshops and regular intelligence co-ordination events and Continuous mentoring to ensure that the training provided is properly consolidated.

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<sup>2</sup> The Instrument for Stability (IfS) is a strategic tool designed to address a number of global security and development challenges in complement to geographic instruments. In force since 1 January 2007, it replaces several instruments in the fields of drugs, mines, uprooted people, crisis management, rehabilitation and reconstruction.

**France** is involved in regional security, particularly through the RSS, and has made equipment donations for the Air Wing. In addition, France:

- sponsored training via France's CFIAD (interdepartmental training centre for anti-drugs) in Dominica, St. Lucia, and St. Vincent;
- is working with the United States to raise awareness of the San Jose Accord, an agreement to assist in the suppression of maritime and air trafficking of narcotics in the Caribbean; and
- offered capacity building "Train the Trainer Courses" to Customs Immigration Police and RSS. Capacity building will focus on passenger profiling, false documents, boat searching, crime site analysis and cybercrime. Sessions expected to take place December 2013 and early 2014.

A team from the **United Kingdom** (U.K.) boarder force visited for six weeks to look at profiling outbound passengers. The U.K. also:

- reported momentum on civil recovery work;
- provided vulnerable witnesses training in Dominica shows officers how to take video statements rather than personal line ups;
- trained 150 officers at police stations on interviewing suspects; and
- established a working group committee from the Eastern Caribbean Supreme Court to look at sentencing guidelines.

The **United States** conducts a number of initiatives, including:

- a contract for \$11.5 million towards the Regional Security System (RSS) Air wing. The first plane has arrived in the US for upgrades. It is expected that both planes will be overhauled and operational by August 2014. The United States thanked Canada for its support;
- two training courses to regional officers. The first course was Gang Intelligence Operations training. The second course included sending twenty police and prosecutors to the US International Law Academy for a month long anti-corruption training seminar;
- special victims unit training in the OECS and Barbados;
- certified forensic accounting training in four jurisdictions;

- a three year International Criminal Investigative Training Assistance Program to support the RSS Training Institute and local police forces in the OECS. Working with the Police Forces in the Eastern Caribbean to provide leadership training opportunities to the command staff. Seeking to nominate candidates to the Federal Bureau of Investigation (FBI) National Executive Institute and FBI National Academy;
- capacity building projects with several of the Police Forces in the Eastern Caribbean.
- working with FIUs to foster assistance on cases that may benefit from civil asset forfeiture proceedings; and
- approximately \$2.5 million in 2013 for maritime operations/sustainment training for RSS Member States.

The **United Nations Development Programme** (UNDP) continues to help states develop their capacity to enhance prevention efforts (e.g. social prevention, youth and youth at risk). Very good results have been reported in St. Lucia and Dominica with plans to expand in Antigua, St Kitts and Anguilla. The UNDP co-leads the UN Inter-agency group responsible for the United Nations Development Assistance Framework results under citizen security. In that capacity UNDP recruited a consultant who will engage with agencies and partners in developing a Joint Programme on the topic. Finally, the UNDP made an important investment in collecting and analysing data sources relevant to understanding and measuring citizen security in Barbados and the OECS.

#### **1.4 Mini-Dublin group meeting**

A Mini-Dublin group meeting was held in September 12, 2013.

#### **1.5 Prioritized identification of needs for external assistance for the area**

Mini-Dublin group members identified the following areas in need of external assistance:

- Training for police, defence forces, customs, immigration and security-related front line personnel in identifying traffickers, and protecting and securing evidence;
- Develop stronger communication links between regional law enforcement units to share intelligence;
- Strengthening of the legal system in areas including legislation, training and mentoring to judges, prosecutors and police in areas specific to proceeds of crime, asset forfeitures, witness protection, and sentencing in the areas of money laundering, and drug trafficking;

- Put in place asset sharing protocols to ensure that some of the funds obtained from successful legal proceedings are diverted back into law enforcement;
- Put in place systems that protect witnesses in serious crimes;
- Support for restructuring of police forces and their channels of accountability, to reduce political interference and to ensure adherence to human rights and professional standards;
- Support for regional policing efforts to reduce the personal risk and exposure of front line officers;
- Support for regional security infrastructure and assets, including the creation of competent regional maritime intercept capacity;
- Support for encouraging national and regional security to be a top political priority;
- Polygraphing police, defence, customs, and immigration officers who are involved in anti-drug trafficking investigations;
- Assistance in creating alternate employment options for those currently involved in the drug trade, with specific emphasis on St Vincent and the Grenadines; and
- Assistance in developing alternate sentencing options to drug users and addicts.

## **1.6 Mini-Dublin group assessment of needs**

Mini-Dublin group members identified the following emerging regional threats/trends as well as political initiatives taken by countries and recommendations to meet these threat/trends.

### **(i) Threats and trends:**

- The lack of response/action to donor initiatives at the regional and political level that deal with security issues;
- Risk of infiltration by drug traffickers within government levels;
- Crime and security are recognized as a major issue but insufficient funds are dedicated to it by the governments;
- Weakness of regional organizations' abilities to deal with the security issues;
- Increase in gang related activities and firearms;
- Increase in the number of women using illegal narcotics;
- Serious fiscal constraints requiring governments to seek financial assistance from potentially compromising, non-traditional sources;
- Weak economic climate has fostered an increase in crime;
- Weak judicial and legal framework to adequately deal with serious crime issues;

- Increased number of fatal police shootings against suspected criminals;
- Witnesses, judges, magistrates, and police officers being threatened, injured and killed in drug related cases; and
- The drug trade is having a strong economic impact on fragile economies.

**(ii) Political initiatives:**

- The RSS members have approved a “first responders” course;
- Barbados included anti-corruption related legislation in its promises when elected in January 2009, but has not yet decided upon how to proceed;
- Antigua has introduced anti-corruption legislation but it has not yet passed;
- St Kitts and Nevis and Antigua have sought the assistance of the OAS to assess the infiltration of gangs;
- Success on proceeds of crime case in St Vincent, supported by an OECS High Court ruling on asset forfeiture which has set a valuable precedent;
- St Kitts and Nevis will no longer be using EU EDF funds to support a police training institute; They will now use the funds to build a new police station;
- Barbados is looking at establishing a Drug Court; and
- RSS has established a polygraphing unit.

**(iii) Recommendations**

Mini-Dublin group members recommend that governments in the region:

- Commit to the proper regulation and oversight of their financial sectors;
- Sign and ratify all relevant UN Conventions, particularly the Convention against Transnational Organised Crime and its protocols, the Convention for the Suppression of the Financing of Terrorism and in due course the UN Convention against Corruption;
- Sign and ratify the Regional Maritime Agreement to focus more on a regional versus bilateral approach;
- Provide the resources to properly regulate offshore entities;
- Address legislation to make international and inter-island extraditions more efficient;
- Pass and implement anti-corruption legislation and put into place the required mechanisms to implement and enforce legislation;

- Provide legislation that permits the crown to dispose of seized assets in a timely manner while awaiting the court decisions;
- Pass civil forfeiture laws and appropriate the funds directly into meeting the needs for strengthening security;
- Support the recommendation by donor countries for a regional training academy and other regional initiatives, including witness protection, that reduce the personal risk for officers and witnesses;
- Put equipment, infrastructure and systems in place to reduce the risk level for witnesses and jurors in serious crimes;
- Commit the necessary resources to establish and maintain specialist law enforcement units which enable the pursuit of the high end targets;
- Establish alternate sentencing options for drug users;
- Commit to proper levels of drug education, treatment and rehabilitation and establish these centers independent of those associated with mental illness; and
- Pay annual dues to the Regional Security System.

## **2. DOMINICAN REPUBLIC**

### **2.1 General situation: drug production and trafficking**

The Dominican Republic remains an important transit point for drug traffickers to traffic cocaine from South America, particularly from Columbia and Venezuela, to continental United States, Puerto Rico, Canada, and Europe. For example, in the first few months of 2013, there were two large cocaine seizures of 1870 kilograms and 900 kilograms.

The nature of drug trafficking in the Dominican Republic has remained unaltered since last report. Although there have been reports of other illicit drugs, cocaine remains the primary drug trafficked in the Dominican Republic which is a function of, in part, the price a kilogram of cocaine commands (approximately USD\$10,000/kilogram). Cartels pay their Dominican facilitators with a percentage of the illicit drugs being transited through the country resulting in an increased local demand for illicit drugs and with it, many of the problems associated to drug abuse. Drug related violence throughout the Dominican Republic has been partially attributed to arms trafficking, as evidenced by the seizure of illicit weapons at Dominican ports.

Mini-Dublin group members remarked upon the low court conviction rate in the Dominican Republic. Low conviction rates could be attributed to a number of factors, including insufficient or flawed evidence, corruption of law enforcement officers and prosecutors, lack of awareness on the part of investigators of the provisions of and procedures under the recently introduced Criminal Code, mistrust between law enforcement officials and prosecutors.

#### Trafficking by sea

As noted in previous reports, the serious situation related to trafficking at Dominican seaports continues. “Go-fast” boats remain the preferred mode of transportation to traffic illicit drug through the country. It is estimated that on a weekly basis two to three of these boats arrive at the country’s shores departing from the Venezuela/Colombia Guajira Peninsula region. Depending upon the size, a boat can transport 500-1500 kilograms of cocaine in a single run. Once in the Dominican Republic, the cocaine is loaded into ship containers or leaves the country via other modes such as drug mules, planes, other go-fast boats, and ferries to Puerto Rico and other destinations.

The Government of the Dominican Republic is taking steps to address this problem, including signing an agreement with the United States for the use of Unmanned Aerial Vehicles to locate go-fast boats coming to its shores. Through the use of this technology, the Dominican drug agency, the Dirección Nacional de Control de Drogas (DNCD), hopes to protect against this type of drug smuggling. To ensure that addressing one mode of trafficking does not create displacement to another, the DNCD will continue its focus on the country’s three main container ports, those being the Port of Caucedo, the Port of Haina, and the Port of Manzanillo on the northwestern tip of Dominican Republic.

#### Trafficking by air

Although statistics for Haiti were not available, mini-Dublin group members report that traffickers use airplanes to drop shipments of cocaine in that country and then trafficked from Haiti to the Dominican Republic or other destinations. Efforts are continuing between the governments of Haiti and the Dominican Republic to develop an agreement to address this issue.

Although suspected drug flights from South America to the Dominican Republic have significantly reduced, outgoing drugs seizures at the country’s airports remain numerous.



## Corruption

Corruption of officials and law enforcement remains an obstacle in the Government's effort to address illicit drugs. Efforts to reduce corruption include implementing polygraph training and equipment.

## Money Laundering

Money laundering continues to be a serious problem in the Dominican Republic, especially in Santo Domingo, as evidenced by the continuous construction of new condominium towers and shopping malls. While drug trafficking accounts for a major source of the laundered proceeds, other illicit activities and tax evasion also contribute to this estimate. Casinos and unsupervised gaming activities represent significant money laundering risks.

### **2.2 Update on the anti-drug strategy**

The Government of the Dominican Republic continues to be committed to its efforts to stop illicit drugs. The Government has indicated that it will not consider decriminalization. In 2012 the Government increased the budget of the DNCD by twelve percent, from USD\$10.7 million to USD\$12.2 million. Mini-Dublin group members note that this budget includes the salary expenses for over 2100 employees and numerous non-operational expenses such as electricity, gasoline for police cars, leaving scarce funds for day-to-day illicit drug operations.

Complementing the Dominican Republic's anti-drug strategy was an announcement by President Medina in March 2013 of a National Security Plan to respond to the increase in violence, crime and drug trafficking. The Plan is based on two pillars: prevention and prosecution. Mini-Dublin group members noted that recent initiative taken by the government have instilled greater public support and confidence within the country.

### **2.3 Bilateral and multilateral counter-narcotic programs in the Dominican Republic**

Mini-Dublin members encourage the need for donors to improve coordination and information sharing so as to avoid duplication of efforts and to prevent competing demands on the local government.

Funded through **Canada's** Anti-Crime Capacity Building Program, specialized courses will be offered to the Dominican Republic's DNCD to focus on illicit drugs and organized crime investigations, evidence gathering and forensic interviewing techniques. The courses will be implemented by the Royal Canadian Mounted Police and will enhance DNCD's ability to investigate transnational organized crime activities thereby leading to increased convictions in the Dominican Republic. Since January 2013, Canada provided courses on major crime investigators techniques and forensic interviewing.

The **European Union** indicated that it would provide €100,000 as part of its 2011 fiscal year funds. Some of this money will be directed to the DNCD for training in areas such as investigative methodology, report writing, maritime vehicle search techniques, and container profiling.

**France** is leading a 3 year €200,000 project that will provide capacity building and material support to the DNCD and the Dominican National Police Anti-Narcotic Department.

**Germany** is sponsoring two Dominican Police internships for a six-month training program in Germany.

The **United Kingdom**, through the Serious Organized Crime Agency (SOCA), has sent a Liaison Officer to Santo Domingo from its office in Caracas, Venezuela. In 2011, the United Kingdom provided £50,000 to purchase equipment and train polygraph operators. Fifteen vetted candidates from various law enforcement backgrounds have started a two-month intensive polygraph course.

The **United States** is a strong supporter of capacity building programs in the Dominican Republic and supports a wide range of efforts designed to address crime and violence affecting Dominican citizens, primarily through the Caribbean Basin Security Initiative (CBSI). The United States is committed to implementing programs that will enhance the existing land and maritime law enforcement capabilities of the DNCD, as well as improve investigation capabilities and foster the respect and understanding of Human Rights by the National Police. The United States is assisting Dominican lawmakers move forward a civil forfeiture regime and is supportive of efforts to establish a "Ley Organica de la Policia Nacional" to review the functioning of the Dominican Republic National Police.

The United States provided equipment and training to increase the capabilities of various Dominican law enforcement entities. The United States also enhanced DNCD's computer training, database expansion, and systems maintenance support. The United States supports an initiative to increase port security in two of the busiest Dominican ports. The United States continues to support the Dominican Republic's efforts to establish a transparent and effective justice sector.

## **2.4 Mini- Dublin group meeting**

Mini-Dublin group members provided an update to the previous report in May 2013.

## **2.5 Mini-Dublin group assessment of needs and recommendations**

A new Government was elected on August 16, 2012 which mini-Dublin group members anticipate will result in a number of changes. Mini-Dublin group members recommend:

- Continue to encourage the Government to provide the DNCD with the necessary resources to carry out its mandate;
- Continue to encourage the Government to create a commission that would be responsible for evaluating the effectiveness of the current judicial system, provide recommendations for improvement, and improve the rate of conviction;
- Continued capacity building support by donors for the Dominican National Police and DNCD officers in the area of understanding and implementing the new Criminal Code; and
- Encourage both donor and the Government of the Dominican Republic to support the DNCD Polygraph Program.

## **3. GUYANA**

### **3.1. General situation: drug production and trafficking**

Guyana's location, limited law enforcement capacity, and weak political commitment remain contributing factors to the drug trafficking problems in the country. Illicit drugs, specifically cocaine, are trafficked through Guyana from Colombia, Venezuela and Peru, into Suriname, French Guiana, Europe, West Africa and North America. Smugglers seek new trafficking routes regularly, and the unprotected, sparsely populated interior highlands and coastal Savannah regions of Guyana make an attractive corridor for traffickers.

Traffickers use remote locations in the interior and make airstrips to facilitate the trafficking of drugs and refuelling of aircrafts. Using ‘go-fast’ boats, they also use the remote but navigable rivers in the hinterland to traffic drugs. There has some evidence of Guyanese’ traffickers involved in offshore transfers of illicit drugs in Guyana’s coastal waters.

While Guyanese authorities at the Port Georgetown and at Cheddi Jagan International Airport have had recent successes interdicting drugs, there have been no significant prosecutions to support these successes. The Guyana Police Force (GPF) reported an 80% increase in execution style murders for 2012 in comparison to 2011. The majority of these murders were related to illicit drugs and tied to transnational crime organizations. Although the figures for 2013 are currently lower than 2012 for execution-style murders, the GPF reported a five per cent increase in serious crimes for the period January-September 2013 in comparison to the same period in 2012. Guyana witnessed a crime spike in August, with many local businesses being targeting by armed robbers.

In 2012, the GPF recorded seizures of 80 kilograms cocaine, resulting in 124 persons charged. Approximately 132,000 kilograms of cannabis were either seized or destroyed and 540 persons charged. To date, data for 2013 signals an increase in cocaine trafficking. For example, in February 2013, 360 kilograms of cocaine were found concealed in a shipment of hollowed out timber logs en route to the Netherlands. This represents the largest amount of cocaine seized at one time in Guyana. Mini-Dublin group members expressed concern that the capacity of the government to interdict illicit drugs remains constrained by limited resources, inadequate training and equipment, gaps in prosecutorial and judicial processes and a lack of political will.

Guyana continues to lack a strong demand reduction strategy that addresses rehabilitation. The drug of choice in Guyana is marihuana followed by cocaine. Mini-Dublin group members noted the growing use of payment in kind in lieu of cash. There is one local body that directly addresses demand reduction: the Guyana National Council for Drug Education, Rehabilitation and Treatment that is incorporated in the Adolescent Health Unit of the Ministry of Health. Several Non-Governmental organisations such as the Salvation Army, the Phoenix Recovery Project and a new drug demand rehabilitation centre in Berbice also offer treatment and rehabilitation services. The University of Guyana initiated a demand reduction curriculum through support from the OAS Inter-American Drug Abuse Control Commission (CICAD).

### 3.2. Update on anti-drug strategy

The Government's National Drug Strategy Master Plan expired in 2010. An initial draft report of the New Drug Strategy Plan 2013-2017 has been submitted to the Inter-Agency Task Force on Narcotics and Illicit Weapons for review and is pending.

Mini-Dublin group members continue to raise concerns about the ability of Guyana's Financial Intelligence Unit (FIU) to mitigate money laundering and seize the proceeds of crime in the absence of a complementary independent investigations unit. Mini-Dublin group members expressed concern that the current approach is uncoordinated. Although the FIU's mandate is to collect financial intelligence from reporting entities, it does not possess an investigative capacity. This capacity resides within the GPF's Criminal Investigations Department which lacks expertise to conduct complex financial investigations. As a result, information collected by the FIU does not translate into investigations leading to prosecutions. The FIU is further impeded due to a lack of trained and vetted personnel in these agencies to implement the legislation. In August 2012 representatives from the Eastern Caribbean Financial Advisory Team conducted a needs assessment mission and proposed an action plan to establish a vetted capacity within the FIU to investigate serious financial crime and draft amendments to Guyana's existing legislation. While the government endorsed the establishment of a vetted capacity, the unit needs to be established. In October 2013, the Government publicly announced its intention to continue with plans for a Serious Organised Crimes Unit (SOCU) to investigate financial crimes. No specific dates were announced.

In November 2011, the Caribbean Financial Action Task Force (CFATF) brought to the attention of its Members several jurisdictions, including Guyana, with significant strategic deficiencies in their AML/CFT regime. With a view to encouraging expeditious rectification of the identified strategic deficiencies, the CFATF, in conjunction with Guyana, developed an Action Plan with identified target dates to address the strategic deficiencies that existed in its national architecture to combat money laundering and the financing of terrorism. Guyana has taken steps towards improving its AML/CFT compliance regime including strengthening its record keeping requirements and functionality of its Financial Intelligence Unit. However, the CFATF has determined that Guyana has failed to make sufficient progress in addressing its significant strategic AML/CFT deficiencies, including certain legislative reforms. CFATF encourages Guyana to urgently approve and implement legislative amendments.

If Guyana does not take specific steps by November 2013, then the CFATF could identify Guyana as not taking sufficient steps to address its AML/CFT deficiencies and therefore take steps to call upon Members to consider implementing counter measures to protect their financial systems from the on-going money laundering and terrorist financing risks emanating from Guyana, and at that time CFATF will consider referring Guyana to the Financial Action Task Force International Cooperation Review Group. Guyana has introduced an amendment Bill into Parliament to address the deficiencies. As of October 21, 2013, the bill has not been passed.

In 2012, the government announced the drafting of anti-gang legislation and the operationalization of the Integrated Crime Information System. Legislation is pending.

Mini-Dublin group members acknowledged that there is an urgent need for security sector reform in Guyana. A lack of professionalism and resources, inadequate leadership and political interference are the key elements that hinder effective reform.

### **3.3. Updates to major bilateral and multilateral CN programs<sup>3</sup>**

**Canada** has responded to a request from Guyana's FIU for technical assistance, with a project to develop anti-money laundering guidelines, regulations and to provide training for Designated Non-financial Businesses or Professions (DNFBPs). The general objective of this project, which will span 12 – 18 months starting in 2013, is to improve Guyana's compliance with the Anti-Money Laundering and Countering the Financing of Terrorism Act 2009. In addition Canada: trained GPF officers on fraudulent document detection; supported Supreme Court of Judicature in training registry staff, judges and attorneys-at-law on the newly approved Family Court Rules; continued support for the Guyana Defence Force by funding the attendance of four officers at a training and capacity building program focussing on counter-terrorism and humanitarian assistance and disasters (Caribbean Junior Command and Staff College, Jamaica); and partnered with Transparency Institute of Guyana Incorporated to support a transparency and accountability project designed to raise the public's awareness of the effects of corruption.

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<sup>3</sup> The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

The **European Union** has finalised a crime and security programme valued at just over €12million to be funded under the 10th European Development Fund (EDF) Regional Indicative Programme. Once the decisional process is completed, the programme should come on stream at the beginning of next year, and will see support going to several regional institutions: CFATF, the Implementation Agency for Crime and Security (IMPACS), the Regional Security System (RSS) and the CARICOM Secretariat. It will include programs addressing drug trafficking and related crimes, including financial crime, and covering demand reduction, interdiction and prevention aspects.

The **United Kingdom** is engaged with Guyana on security related issues. The United Kingdom has allocated specific funding for drugs and crime work in Guyana and Suriname in 2012/13 and in 2013/14. Some of the funding was used to send Customs Anti Narcotic Unit officers to Jamaica for specialised training. A significant part of the allocation was used to fund the purchase of a new server and additional information equipment for the FIU.

The Caribbean Basin Security Initiative (CBSI) program<sup>4</sup> has emerged as a key driver of the **United States'** broader bilateral relationship with Guyana. Its strategic focus on strengthening workforce development, law enforcement, and anti-money laundering capabilities directly addresses priority concerns for the Government of Guyana and the United States Government. In the long-term, CBSI funding will focus on strengthening the rule of law in Guyana through institutional capacity building, judicial training, legal aid services, community policing crime prevention initiatives. CBSI funding in 2013 focuses on prison reform, justice reform, forensics, and developing vetted units. The United States is developing these programs in tandem with other initiatives already in place under CBSI and those of Canada, the EU and United Kingdom. Juvenile reform and capacity building at the New Opportunity Corp will be priorities under prison and justice reform projects. In relation to building the forensic capacity of the GPF, emphasis will be placed on the counter-narcotics operations and the establishment of a well-trained and functional multi-agency group that will also address issues of gender-based violence.

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<sup>4</sup> Projects under the CBSI include: Maritime Operations Support, Fingerprint Biometrics Program; USAID's Skills and Knowledge for Youth Employment; Law Enforcement Professionalization and Support; Borders and Ports; Strengthen Counter-narcotics Control Capabilities; Money Laundering/Financial Crimes; and eTrace Firearms Tracking Program

Since the arrival of the new Regional Representative for Central America and the Caribbean in March 2012, the **United Nations Office on Drugs and Crime (UNODC)**, in close cooperation with the CARICOM Secretariat and CARICOM IMPACS, started the preparation of a Regional Programme in Support of the CARICOM Crime and Security Strategy. Such programme has been designed to complement the work of the CARICOM Secretariat and CARICOM IMPACS in the following priority strategic areas: countering transnational organized crime and illicit trafficking, including drug trafficking and terrorism prevention; countering corruption; and preventing crime and reforming justice. In addition, the UNODC runs the Container Control Program (CCP) in Guyana. The CCP aims to minimize the exploitation of maritime containers for the illicit trafficking of drugs, and other transnational organized crime activities.

#### **3.4. Mini-Dublin group meetings**

Mini-Dublin group members provided an update to the previous report in October 2013.

#### **3.5. Prioritised identification of needs for external assistance for the area**

Mini-Dublin group members reported that local law enforcement agencies need, and ask for, external assistance at every level. Equipment, infrastructure and training are required. Donors, however, have expressed concerns about lack of capacity, lack of anti-money laundering infrastructure, lack of forensic capabilities, lack of capacity to tackle arms trafficking, lack of political commitment, the effectiveness and reliability of the security agencies, and appropriate use of lethal and intelligence-related equipment. Mini-Dublin group members noted a need to establish units that are independently vetted, to improve interagency communication and better use of existing resources, such as regional organisations like CARICOM IMPACS. Corruption continues to be a major challenge. Guyana is a party to the Inter-American Convention against Corruption, but has not fully implemented some of its provisions. Finally, mini-Dublin group members indicated the need for training the Director of Public Prosecutions' Office, the GPF and the judiciary on the implementation of the Anti-Money Laundering Act and to strengthen the FIU.



### **3.6. Mini-Dublin group assessment of needs**

Mini-Dublin group members identified the following emerging regional threats/trends.

#### **(i) Threats and trends:**

- The expansion of the mining sector has opened new and remote areas in Guyana. Airstrips have been constructed and are frequently used by traffickers to air drop illicit drugs. Several drug traffickers own large concessions of land in mining areas. These concessions are then leased to both foreign and local mining prospectors. Gold is used as a currency in remote areas to conduct transactions;
- There are 120 known airstrips in Guyana, 80 of which are operational. The unused airstrips have not been decommissioned and remain largely unmonitored. They are frequently used as drop-off and stop-over points for drug smuggling planes from Venezuela en-route to West Africa, specifically Guinea Bissau and Sierra Leone;
- The Cheddi Jagan International Airport's security needs to be strengthened. Reports of airport employees colluding with drug traffickers and, in some instances, corrupt law enforcement officials have been raised in the media. The airport received new baggage scanners in January 2013 (funded in part by the Inter-American Development Bank) to help address fraud and smuggling of drugs and weapons into Guyana;
- Guyana and the rest of the Caribbean are experiencing 'spill over' from efforts to address drug trafficking in Central America resulting in an increase in trafficking and a rise in crime; and
- One of two cases of human trafficking discovered in April 2013 involved a police officer. Politicians on all sides have made public declarations of the need to tackle trafficking in persons since this event.

#### **(ii) Political and Strategic initiatives that have occurred**

Guyana released two reports "The Drug Information Network Report 2011" and "The National Drug Report 2011" in November 2012 and March 2013 respectively. In addition, the Ministry of Home Affairs announced in the latter part of 2012 a number of reform proposals, including a strategic plan for the GPF which included the hiring of civilian professionals to oversee the GPF reform. In October 2013, the Government announced the impending creation of a Special Weapons and Tactics (SWAT) unit with the support of a US based consultancy, The Emergence Group (TEG).

The SWAT unit should be operational by August 2014. The Ministry has announced that a new forensic lab will be operational by December 2013. The Ministry also launched the “I Paid a Bribe” website and the online crime reporting mechanism, Crime Stoppers. Guyana opposition party are critical of the plan indicating that it focuses primarily on administrative and not procedural reform measures. Mini-Dublin group members note the importance of integrating these initiatives with a new drug strategy plan.

#### Guyana - Brazil

In September 2012 Brazil’s Minister of Defence met with Guyana’s President and Defence Board to discuss bilateral military engagement. The meeting resulted in an agreement to establish a Guyana/Brazil Bilateral Defence Working Group that will provide oversight and follow-up to the defence agenda between Guyana and Brazil. The two countries also agreed to promote the coordination of military operations in their respective border areas, in order to ensure more effective results and to enhance the integration and stability of the respective communities.

#### Guyana – Suriname

Cooperation between the two governments is on-going.

#### Guyana-Venezuela

Border issues between Guyana and Venezuela continue to have an impact on bilateral cooperation to address drug trafficking.

#### Guyana-Russia

In 2012, Guyana signed a cooperation agreement with Russia on drug trafficking and organized crime.

### **(iii) Recommendations**

Mini-Dublin group members should:

- Continue to encourage the Government to adopt a comprehensive security reform program to improve agencies’ strategic approach, effectiveness and ability to reduce corruption within law enforcement agencies;

- Continue to convey to the Government the threat and instability drug trafficking poses to society and economic development with possible deterrence of foreign investment;
- Convey the importance of policies and efforts to investigate and prosecute those involved in money laundering and other financial crimes that enable traffickers to profit from illicit drugs;
- Urge the Government to overcome the existing gap between financial intelligence and effective prosecutions by establishing an independent financial investigations capacity;
- Continue to communicate to the Government the challenge international agencies face in working with Guyanese officials in addressing illicit drugs due to a lack of follow-up on cases and a clear strategic approach to guide governmental efforts;
- Urge the Government to conduct a thorough review of drug arrests and track resulting convictions to assess the effectiveness of Guyana's legal framework for drug prosecutions, the effectiveness of investigations, and difficulties encountered in prosecutions and judicial procedures;
- Encourage the government to support, align and implement strategies coherent with CARICOM's Regional Crime and Security Strategy; and
- Stress the need for the government to engage with the United Nations Office on Drugs and Crime.

#### **4. JAMAICA**

##### **4.1. General situation: drug production and trafficking**

Jamaica remains the largest Caribbean producer and exporter of marihuana to Europe and North America. Statistics indicate that 66,832 kilograms of marihuana were seized in 2012 compared to 47,961 kilograms in 2011. Preliminary figures for 2013 (35,216 kilograms in the first nine months of the year) suggest a likely decrease from 2012. Marihuana trafficking groups in Jamaica focus on trafficking directly to Canada and the United Kingdom as well as to Haiti, the Dominican Republic, the Bahamas and the Cayman Islands for onward shipment to Europe and North America. There has also been a significant increase in marihuana shipments to Trinidad and Tobago, Suriname, Guyana, Curacao and Barbados, in some cases with cocaine coming back to Jamaica. With respect to cocaine, statistics indicate that 338 kilograms of cocaine were seized in 2012 (552 kilograms in 2011).

While cocaine seizures in Jamaica dropped in 2012, Mini-Dublin group members believe that this is more likely a reflection of Jamaica's limited capacity to intercept shipments than an indicator of reduced activity. Organized crime groups from South and Central America and local gangs continue to take advantage of public corruption in Jamaica, porous maritime border with isolated beaches and coastal villages, the country's status as a popular tourist destination, and major container transshipment point as an operational platform to move money, firearms and illicit drugs to and from Jamaica, North America, Europe, and around the Caribbean.

Drug trafficking takes place at airports (drug couriers, baggage and air freight) and at the sea ports (containers, cargo vessels, underwater canisters attached to ships' hulls, fishing vessels and go-fasts). Illicit drugs are traded for money, guns and other goods and much of the proceeds are used to foster criminal activities. The ports of Kingston and Montego Bay continue to experience serious issues involving corruption, violence, intimidation, and the circumvention of controls. The ports are used for the bulk movement of containerized shipments of marihuana and cocaine to Europe and North America. In addition, illicit drugs are often attached to the bottom of shipping vessels destined for Trinidad and Tobago, Suriname and Guyana. Organised crime groups influence personnel at the ports. The Sangster International Airport continues to be the airport of choice for traffickers and causes particular concern for law enforcement agencies due to the sheer number of flights and tourist traffic, although Norman Manley International Airport in Kingston is also targeted. Mini-Dublin group members noted that corruption at airports continues to remain a problem.

**Other Drugs:** Derivatives of cannabis (hash oil and hashish) are the major illicit drugs other than cannabis and cocaine being trafficked. Heroin and ecstasy have entered the Jamaican domestic consumption market in small amounts in the past few years.

#### **4.2. Anti-drug strategy**

The Jamaican government destroyed 710 hectares of marihuana in 2012 as part of its marihuana eradication program, compared to 707 in 2011. The total amount of marihuana grown in Jamaica is estimated at 15,000 hectares, while the total arable land in the country is approximately 120,000 hectares. The marihuana "industry" is viewed as a viable option to traditional farming or other legitimate profit oriented engagements as the profits garnered from the marihuana industry are far more significant and producers are often protected by corrupt government officials.

Marihuana farmers find creative ways to prolong the marihuana cultivation in non-traditional planting areas (e.g. remote forested areas and swamp lands which are not easily accessible for counter narcotic measures by law enforcement agencies). In addition, marihuana farmers are cultivating multiple fields at different locations (instead of one or two large plots) so as to prevent the loss of an entire yield to law enforcement eradication efforts. As marihuana farmers are not charged unless they have been observed cultivating marihuana, the concern of being arrested is reduced. Mini-Dublin group members report that Jamaican government officials are exploring discussions on whether to reform the country's marihuana laws.

The Proceeds of Crime Act (POCA), adopted in 2007, has been increasingly successful but is still not being used to its fullest potential. The POCA incorporated the existing provisions of its predecessor legislation and permits the civil forfeiture of assets related to criminal activity. The Act has expanded the confiscation powers of the Government of Jamaica and permits, in addition to pre-conviction forfeiture of assets, a post-conviction forfeiture of benefits assessed to have been received by the convicted party within the six years preceding the conviction. POCA criminalizes money laundering related to narcotics offences, fraud, firearms trafficking, human trafficking, terrorist financing, and corruption and applies to all property or assets associated with an individual convicted or suspected of involvement with a crime. This includes legitimate businesses used to launder drug money or support terrorist activity. The Jamaican government formed the Major Organized Crime and Anti-Corruption (MOCA) Task Force in 2012 to go after assets of criminal facilitators and to pursue lottery scammers. In addition to POCA, pre-existing legislation that allows the government to go after proceeds of crime has been severely underutilized. Effective enforcement of POCA has been hindered by lack of capacity in the Office of the Director of Public Prosecutions, in the Financial Investigation Division, and in the courts' capacity to process such cases on a timely basis (as is the case for most matters brought before the courts). Increased technical assistance (including support to strengthen asset recovery systems, institutional infrastructure, legal frameworks and operational capacity including international support for MOCA) and other attention from Mini-Dublin group donors has led to a more robust application of POCA, with further assistance coming on line in 2014. A substantial amount of money from drug trafficking to Europe is laundered through Jamaica. Money is also routed through Jamaica on its way to Colombia and financial institutions in other South and Central American countries. A related concern is the physical movement of large quantities of cash payments destined for Latin American producers of illicit drugs. In addition there are concerns that remittance flows and 'cambios', particularly in Montego Bay, are being used as a cover for money laundering.

Corruption and chronic economic fragility remain the primary obstacles to countering drug trafficking and other related criminal activity. Jamaica continues to be challenged by very high rates of violent crime that are closely related to trafficking activities by organized crime groups and related turf conflicts. Organized crime groups still exert significant influence in many communities and are able to influence government officials. The government has voiced support for breaking this link between politics and organised crime as one of its key priorities, yet the adoption of campaign finance reform legislation and a law to establish a single Anti-Corruption Agency with independent prosecutorial powers -- both considered key to achieving that goal -- have yet to be adopted. Mini-Dublin group members note a lack of political will to take strong and decisive action on this issue.

Public and police confidence in the judicial system is low, and key witnesses including police officers are reluctant to testify in criminal cases for fear of reprisals. In addition to the need for overall capacity building in the justice sector, there is also a need for new legislation or special measures to protect the anonymity of police officers and witnesses testifying in certain criminal cases.

Approximately five per cent of the Jamaica Constabulary Force (JCF) has been dismissed in recent years following investigations by the Anti-Corruption Branch (ACB), which has been and continues to be strongly supported by mini-Dublin group donors. In 2012, the ACB expanded geographically with the installation of a branch office in Montego Bay, and plans to expand operationally with the creation of a Central Vetting Unit before the end of 2013 that would provide vetting for police recruits and holders of key security positions in all of government. The ACB's performance is being closely observed with the hope that the unit's successful track record will continue and will begin to include elimination of higher-level officers known to be engaged in corruption.

Jamaica has the Caribbean's highest reported murder rate, although 2012 represented an eight-year low for the country with 1087 reported murders, down from 1133 in 2011. While the murder rate in the first half of 2013 decreased in comparison with the first six months of 2012, significant increases in homicides in July, August and September could point to a possible overall increase by year end 2013.

The Independent Commission of Investigations (INDECOM) is empowered to investigate deaths occurring as a result of police actions -- a serious problem in Jamaica. INDECOM reported 174 deaths in the first nine months of 2013 as a result of police action, compared to 219 deaths in 2012 and 210 deaths in 2011. Mini-Dublin group members expressed that the lower statistic could be viewed as a positive development but note that the number of prosecutions is low. Mini-Dublin group members remarked that while INDECOM has experienced some growing pains members, the organization appears to be moving in the right direction.

#### **4.3. Updates to major bilateral and multilateral CN programs**

Mini-Dublin group members continue to work closely with the Jamaican Government on counter-narcotics interventions. There is good co-operation, but note that greater and sustained political will is required to drive forward changes that would facilitate the investigation, prosecution and conviction of individuals engaged in organized crime, illicit trafficking and corruption while also facilitating the forfeiture of criminally-acquired assets.

#### **4.4. Mini-Dublin group meeting**

Mini-Dublin group members met on October 9, 2013.

#### **4.5. Mini-Dublin group assessment of needs**

Mini-Dublin group members identified the following emerging regional threats/trends as well as political initiatives taken by countries and recommendations to meet these threat/trends:

- Counter-narcotics responses should be developed as regional and/or sub-regional interventions, as it is widely accepted that traffickers operate flexible networks choosing the path of least resistance through the Caribbean, and continued collaboration through the Caribbean Basin Security Initiative, the Caribbean Criminal Assets Recovery Programme, and the UNODC Container Control Programme should be encouraged;
- Continued capacity-building to tighten border security at the ports and the international airports and targeted activities against organised crime elements operating at these transit points;
- Continued support to tackle corruption at all levels of the public sector with a particular focus on the JCF;

- Ensure adequate financial and political support to ensure functioning of INDECOM, MOCA, and the single Anti-Corruption Agency once established;
- Enforce legislation in place to disrupt and dismantle criminal organizations, inhibit/seize proceeds of drug related criminal activity, including increased use of POCA;
- Continued enforcement of anti-money laundering legislation to oblige intermediaries to report on suspicious transactions, and more effective use of the intelligence gathered on money-laundering through Jamaica, especially with respect to high-end targets;
- Initiatives that seek to reverse the institutionalisation of political tribalism and dismantle political garrisons;
- Continue to press for the passing of campaign finance reform legislation to weaken the links between political parties and organized crime, and to prevent illicit funds from financing political campaigns;
- Increased capacity-building to improve Jamaica's ability to investigate, prosecute and try financial crime effectively;
- Improve the efficiency of the criminal justice system to provide more timely prosecution of criminal cases, in particular high-profile cases involving organized crime, financial crime, corruption, POCA actions, and narcotics and firearms trafficking;
- Continued support to help create a more professional police force that is better connected to the communities through training in human rights, community based policing, management, leadership, and the application of non-lethal force; and
- Continued support to INDECOM and other oversight agencies as necessary.

## **5. TRINIDAD AND TOBAGO**

### **5.1. General situation in country**

As is the case with many Caribbean islands, Trinidad and Tobago continues to face ongoing challenges with the transshipment of illicit drugs bound for North America and Europe (often through West Africa). With increased regional and international interdiction efforts addressing trafficking in Central America, the Caribbean may be re-emerging as a transshipment region for traffickers. In April 2013, the United States cautioned that the Caribbean region could witness an increase in drug-trafficking by 2015 as a result of counter narcotic efforts in Central America.



Mini-Dublin group members noted that Trinidad and Tobago has the potential to serve as a staging ground for traffickers as a result of several factors, including the availability of cheap diesel fuel facilities for servicing of marine vessels and a lack of prosecution for money laundering thereby facilitating drug trafficking in international waters beyond territorial jurisdiction. Trafficking in diesel fuel has been identified as a peripheral activity of crime groups in Trinidad and Tobago. Gang activity, and related turf-war violence, continues to be problematic.

### **Changing Leadership in the National Security Architecture**

Trinidad and Tobago's national security architecture underwent significant changes in leadership. In April 2013, after only nine months as Minister of National Security, Austin "Jack" Warner resigned from his post amid allegations of corruption and malfeasance during his role as President of the Confederation of North, Central American and Caribbean Association Football. Stephen Williams received a six month extension of his temporary appointment as the Acting Commissioner of Police which will bring his time in the job to a full year. Trinidad and Tobago Police Service efforts are concentrated on reducing the country's high homicide rate with the Acting Commissioner of Police promising a 50 percent reduction in serious crimes over the next three years.

### **Trafficking**

Trinidad and Tobago's porous borders and proximity to South America is problematic. It is possible that trafficking in Trinidad and Tobago combined with powerful money laundering schemes that operate in the Caribbean from Port of Spain contribute indirectly to the high levels of violence and crime in other parts of the country most notably in impoverished communities.

Mini-Dublin group members have reported no evidence of semi and fully- submersible vessels operating in the Eastern Caribbean. The Group notes that Trinidad and Tobago is likely used as a transshipment area for trafficking illicit drugs to North America and Europe. There is also evidence to suggest that firearms may be trafficked in and through Trinidad and Tobago from Brazil and Venezuela via Suriname and Guyana. There has even been a recent arrest pertaining to the trafficking of persons, reports of which are on the rise, according to a recent International Organization for Migration report on Human Trafficking. Registered victims are primarily female from the Dominican Republic, Venezuela and Guyana.

## **Drug Abuse Awareness, Demand Reduction and Treatment**

The Government of Trinidad and Tobago has taken considerable efforts to address demand reduction, with a number of programs aimed at public education and awareness. However, up-to-date statistics on national drug abuse is not available. Trinidad and Tobago's National Drug Council reports that marihuana remains the drug of choice followed by cocaine and, most recently, heroin and synthetic drugs. The country's National Alcohol and Drug Abuse Prevention Programme plans to implement a primary and secondary school study. The Government of Trinidad and Tobago and non-governmental organizations provide approximately thirty drug treatment programs across the country. In-patient, out-patient and prison-based modalities are available. However, treatment plans are not standard. The government is working to strengthen programs with the assistance of the OAS Inter-American Drug Abuse Control Commission. Other drug prevention efforts include training for educators, anti-smuggling campaigns, and special outreach events.

### **Production**

Illicit drug production is limited to marihuana.

#### **5.2. Anti-Drug Strategy**

The government has been pursuing a policy of enhancing its maritime assets in order to improve surveillance and interdiction of drug trafficking to its shores. Six fast patrol craft and fourteen fast interceptor craft have been acquired. The procurement of three off-shore patrol vessels that the previous administration had planned was cancelled and a tender was issued to acquire slightly different vessels. To date, no such acquisitions have been made.

### **Money Laundering**

Trinidad and Tobago has taken steps towards improving its anti-money laundering and combating the financing of terrorism (AML/CFT) regime, including by enacting regulations for the establishment of a FIU and amendments to the Anti-Terrorism Act regarding freezing of terrorist assets. At the October 17-19, 2012 meeting of the international Financial Action Task Force (FATF) held in Paris, FATF members welcomed the Government's significant progress in improving its AML/CFT regime, noting that the country has established the legal and regulatory framework to meet its commitments identified in February 2010.

Trinidad and Tobago is therefore no longer subject to FATF's monitoring process under its on-going global AML/CFT compliance process. Trinidad and Tobago has stated its commitment to working with CFATF, the Caribbean branch of FATF, as it continues to address the full range of AML/CFT issues. While these recent actions demonstrate progress, mini-Dublin group members noted that, to date, the Government of Trinidad and Tobago has only prosecuted one case of financial crime. In September 2012, the Government convened a special sitting of Parliament, to repeal Section 34 of the Administration of Justice (Indictable Offences) Act after concerns that it contained language that could be used as a loophole for dismissal of fraud and money laundering charges. The FIU, Financial Investigations Bureau and the Director of Public Prosecutions are ardent in taking training and prosecutions forward. In March 2013, the FIU annual report indicated that \$638,844,310 TTD in alleged fraudulent transactions had reportedly passed through the country's financial system in 2012. However, despite the high incidence of questionable banking activities indicative of laundering reported to Trinidad and Tobago's FIU, only one person was arrested and charged for engaging in fraudulent behaviour in 2012.

### **Coastal Surveillance**

A radar surveillance network was implemented through the National Coastal Radar Surveillance Centre along with a network of radar towers that covers all of Trinidad and Tobago's territorial waters. This network has been expanded to include other nearby islands including Grenada, St. Vincent and the Grenadines and St. Lucia. Mini-Dublin group members noted that there are public concerns over the efficiency of this system to interdict illicit drugs. The government announced its intention to install container scanners at the country's main maritime ports of entry in order to help stem the flow of illegal guns, drugs, and other contraband coming into the country.

The Government signed Maritime and Airspace Cooperation Agreements with several CARICOM countries to enable signatories to patrol and interdict traffickers within each other's territorial waters. The government plans to establish and implement in stages twelve Coast Guard stations as part of a new strategy.

Heads of Government approved CARICOM Crime and Security Strategy, which is to be coordinated by CARICOM IMPACS. The strategy seek to increase emphasis on illegal guns, review the regions position on drug policies and endorse asset forfeiture of those involved in crime. Some of the recommendations made in Trinidad and Tobago’s review of its security infrastructure have been implemented, including efforts to streamline and better coordinate intelligence gathering. It is reported that a National Security Operations Centre was established as part this review process but not yet fully staffed.

### **Assessment of the government's political will to conduct a comprehensive and resolute anti-drugs policy**

Mini-Dublin group members noted that the Government of Trinidad and Tobago has demonstrated its commitment through the passage of several pieces of legislation, including forensic-based legislation and other areas related to the fight against crime and violence.

### **5.3. Updates to major bilateral and multilateral CN programs<sup>5</sup>**

The **Australian** Federal Police (AFP), through its Latin America Regional Liaison Office - Bogota, continues to engage law enforcement partners in the region to combat international narcotics trafficking. This includes sharing of intelligence, undertaking joint investigations and where appropriate, identifying opportunities for capacity building initiatives to assist in enhancing law enforcement capability. The AFP continues to provide opportunities for suitable law enforcement personnel to attend training programs in Australia, including courses such as the "Management of Serious Crime", the "Police Management Development Program" and the "Police Executive Leadership Program". The AFP has previously conducted training programs within the region, including a Financial Investigations training package. The AFP Liaison Office - Bogota continues to seek opportunities to deliver relevant and needed training packages in the region to assist partner law enforcement agencies.

**Canada** has been actively involved in programming in the area of rule of law. Canada is supportive of the “Jetway” training courses in Trinidad and Tobago. The course focuses on interdicting the transport of contraband from airports, ports/cruise ships, local bus terminals and train stations.

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<sup>5</sup> The following are updates to bilateral and multilateral counter-narcotics programs. Dublin group members should consult previous reports for past and ongoing programs.

With respect to addressing the abuse of illicit drugs, Canada funded, through the OAS CICAD, a Drug Treatment Court workshop. Trinidad and Tobago launched its first Drug Court to deal with addicts who are victims of drugs.

Canada, through the Canada Commercial Corporation, and Trinidad and Tobago signed a MOU in the area of development and implementation of projects in the field of defence, security and related infrastructure in April 2013. The MOU will further assistance to the Government of Trinidad and Tobago to address some of its internal security issues.

Canada continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a UK Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain.

The **European Union** supports Trinidad and Tobago through its regional crime and security agenda. A project is being finalised with CARIFORUM to strengthen the region's institutional response and capacity to address drug trafficking and other criminal activity, including financial crime, in the region. Specifically, the European Union would address, among other activities, the enhancement of the capacity of Caribbean Law Enforcement across several critical domains. Trinidad and Tobago also participates in the implementation of the Instrument for Stability action "Fight against trafficking on the cocaine route". This action includes a component to "Enhance the capacity of law enforcement, judicial and prosecuting authorities in tackling transnational organised crime".

**France** has put in place a series of initiatives with an emphasis on training, including a training program aimed at improving drug detection in maritime shipping containers.

**Germany's** Federal Police is considering a self-protection seminar for Trinidad and Tobago police officers.

**Netherlands'** Police Agency has liaison officers located in Suriname and Curacao (servicing Trinidad and Tobago). Together with international partners, like the Maritime Analysis and Operations Centre – Narcotics, the Dutch National Crime Squad, Maritime Police, Dutch Royal Navy and the Coastguard for the Kingdom of the Netherlands in the Caribbean an initiative to target yachts carrying cocaine through the Caribbean to Europe was established in March 2012.

**Spain** continues to participate in the CBSI dialogue and provides input on its ongoing security programmes with all Spanish speaking Caribbean countries in the fields of counter- terrorism, drug trafficking, extraditions, piracy and finance- related crimes.

The **United Kingdom** currently provides support to Trinidad and Tobago's Law enforcement agencies through its Serious Organized Crime Agency (SOCA). SOCA will be subsumed into the UK's new National Crime Agency (NCA) in October 2013. The NCA will continue its efforts to reduce international crime impacting Trinidad and Tobago through its resident liaison officer based in Port of Spain. The United Kingdom is working closely with Trinidad and Tobago and its near neighbours to address the trafficking of drugs through the Caribbean by air and sea. Assistance in intelligence collection techniques and operational activity has resulted in notable successes particularly in respect to maritime seizures under Project Latitude. In addition SOCA/NCA and the United Kingdom's Border Force Agency are mentoring local airport law enforcement officials in passenger profiling techniques to identify drug mules using Trinidad and Tobago as a transit country for trafficking cocaine to Europe.

The United Kingdom continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a UK Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain. Working in close partnership with the Trinidad and Tobago judiciary, police, ministries and regulatory bodies, the CJA continues to make progress on identifying ways to speed up methods of investigation into criminal matters and streamlining the judicial process. An inter-ministerial action group comprising Ministers and members of the judiciary has been established (the Judiciary and Justice Sector Committee (JJSC) and is working towards accelerating criminal justice reform. A Code for Prosecutors was launched in June 2012. The CJA has worked directly with the Judiciary drafting Criminal Procedure Rules (CPR's) to support the processes involved in the abolition of preliminary inquiries which were signed by the Chief Justice in June 2013. Further CPR's for Magistrates Courts and High Court cases are currently being drafted.

**United States**, through the CBSI, focuses on reducing trafficking, increasing public safety and security, and promoting social justice. In Trinidad and Tobago, CBSI programming is aimed at increasing citizen security in the areas of juvenile justice, youth development, counter-narcotics capacity building, military and law enforcement professionalization, drug demand reduction, and financial crimes investigations.

The Regional Security Office of the Diplomatic Security Service provides antiterrorism assistance, and these programs have a counter-narcotics impact. Furthermore, the U.S. Embassy's Military Liaison group continues to provide training and assistance to the Trinidad and Tobago Defence Force, whose Coast Guard play a major role in interdiction efforts. A new regional firearms advisor from the U.S. Department of Justice Bureau of Alcohol, Tobacco, Firearms, and Explosives based out of U.S. Embassy Port of Spain will track and trace firearm trends in Trinidad and Tobago and the southern Caribbean, in addition to providing training and assistance to local law enforcement counterparts. A second firearms advisor with responsibility for the north Caribbean will be based in Kingston. This program combined with the U.S. funded UNLiREC Armory Management program will address illicit trafficking of firearms tied to the narcotics trade in Trinidad and Tobago.

The U.S. Customs and Border Patrol Advisor and the Immigration and Customs Enforcement Attaché are working with Trinidad and Tobago's Customs and Excise Division and Immigration to address security at ports of entry and arrest the movement of illicit materials across borders. The U.S. Drug Enforcement Agency also works closely with local counterparts in law enforcement, military, and judiciary on specific counter-narcotics operations to include interagency and international cooperation, and operational training on evidence gathering to disrupt criminal/narcotics networks.

The **United Nations** Development Programme (UNDP) is involved in counter narcotic issues and citizen's security from the perspective of human development and the impact thereon of escalating crime and violence.

The **United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLiREC)** provides technical expertise and assistance, as well as specialized training and equipment, to the Ministry of National Security for its destruction of seized, obsolete and unserviceable firearms and a large quantity of expired ammunition as well as explosives.

The **International Organization for Migration** has expanded its activities in Trinidad and Tobago with an office within the Ministry of National Security.

#### **5.4. Mini-Dublin group meeting**

Mini-Dublin group members met on May 2, 2013. An update to this report was provided in October 2013.

#### **5.5. Prioritised identification of needs for external assistance**

The Government of Trinidad and Tobago has identified areas of priority under its national security mandate. Mini-Dublin group members are supportive of the security priorities identified and encourage their full implementation as well as finalisation of the National Security Strategy. Mini-Dublin Group members noted that more could be done on addressing illicit drugs.

Training remains an immediate need, as well as that of enforcing and/or implementing existing legislation. Better use of resources that already exist and an improvement of inter-agency communication to fight crime should also be prioritised. Resources are needed to look at the root cause of crime and political will is necessary to effectively fight against it. Mini-Dublin group members noted that there could be more emphasis on social services to at-risk populations. The Group encourages the Government of Trinidad and Tobago to implement programmes targeting these vulnerable groups in addition to working in cooperation with mini-Dublin group members that implement programmes in this area. The International Development Bank's Citizen Security Programme is one such example of this type of programming.

There is also a need for continued bilateral and multilateral assistance in the form of capacity building initiatives at an operational level, in an aim to increase the effectiveness of counter-narcotic operations. This includes capacity-building with respect to law enforcement, military and coast guard training for assets recovery, criminal justice system capacity-building and reform, capacity-building related to the financial intelligence units and money-laundering, and capacity-building related to the management of precursor chemicals and pharmaceuticals.

#### **5.6. Mini-Dublin group assessment of needs**

Mini-Dublin group members identified the following emerging regional trends as well as political initiatives taken by countries and recommendations to meet these trends.



**(i) Emerging threats/trends:**

- Trinidad and Tobago is likely a transshipment country for illicit drugs and firearms. This may coincide with the development of crime and gang culture as well as increasing impact of urban warfare and gun-related violence within Trinidad and Tobago. However, some interlocutors have commented on the inverse correlation between the level of violence and drug trafficking as it appears the less trafficking there is, the more violence becomes a problem as groups fight for scarce resources;
- Lack of border controls remain an important issue as traffickers exploit vulnerabilities in the Caribbean region; and
- Increased reporting of money laundering activities.

**(ii) Political initiatives:**

- Trinidad and Tobago participates in intelligence sharing through the Regional Intelligence Fusion Centre. The continuing reorganisation of the national security architecture at both the regional and national level may present obstacles to the intelligence sharing efforts;
- While Trinidad and Tobago has one of the largest defence forces in the Caribbean and a significant police force, the challenges in addressing crime remain; and
- The Government continues to employ joint army-police patrols and is seeking police powers for the army. The Bill is still being considered in the Senate.

**iii) Recommendations:**

Mini-Dublin group members continued to make the following recommendations:

- Encourage the Government to collect and disseminate more reliable statistics on drug trafficking and related crimes;
- Encourage the Government to finalise and make public its Comprehensive National Security Policy and Strategy so that activities identified for support by Mini-Dublin group members can coincide with the Government's priorities;
- Encourage the Government to pursue regional approaches to challenges faced, including strengthening institutional arrangements and implementation mechanisms of these regional agencies;
- Support the CARICOM Crime and Security Strategy 2013;
- Assist national skills development in the area of the management of precursor chemicals and pharmaceuticals;

- Facilitate maritime border security capacity building via inter-agency cooperation with the Coast Guard, the Customs Service and the Immigration Service;
- Encourage the Government to pro-active share data regarding drug seizures both at ports and also within the country;
- Encourage the Government to fully utilize the FIU to investigate money-laundering activities related to drug trafficking. Mini-Dublin group members noted that there is limited progress in addressing money laundering although government has indicated its full support of the process. Mini-Dublin group members should continue to encourage the Government to adhere to the EGMONT Group by the FIU in Trinidad and Tobago;
- Support Government efforts to deal with the social causes of drugs-related crime;
- Continue to support capacity building initiatives at an operational level in order to increase the effectiveness of counter narcotics operations;
- Carefully monitor and follow-up on these initiatives to ensure that training offered is being used effectively;
- Continue to share information with each other on a regular basis on respective counter narcotics programs in order to avoid duplication of efforts;
- Share information with the Ministry of National Security in order to ensure that programs meet Trinidad and Tobago's needs effectively;
- Encourage the Government to explore the UNODC/World Customs Organization Container Control Programme;
- Encourage the Government to address the lengthy and costly recruitment process for high level law enforcement personnel, most notably the Police Commissioner;
- Encourage the Government to improve human resource capacity in the areas of law enforcement and the military, to be efficiently used in combatting transnational organized crime. This should take into consideration recruitment, development, training, retention and succession planning policies. Accountability and transparency should be foremost in the management of human capital. Members should consider providing advice/assistance in this regard; and
- Continue engagement in criminal justice system reform –working to speed up the judicial system by implementing or reforming requisite legislation.