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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, exporting or growing country. Cannabis is found under cultivation in cane fields, gullies, and enclosed yards in homes. Cocaine continues to be imported using pleasure boats, cargo vessels, yachts, fishing vessels and “go fast” boats. Shipments of illicit drugs may be transferred at sea at predestined GPS coordinates for retrieval by local vessels at sea and may then be landed in Barbados on deserted beaches. The majority of cocaine is believed to be sourced from Colombia, after which it transits through Venezuela, Trinidad, and/or Guyana before entering Barbados and is then exported to Europe and/or North America. Cocaine is trafficked from Barbados via airlines, cruise ships, yachts, freight shipping containers, and travellers/couriers.

There were no reports of production, transit or consumption of methamphetamines or other designer drugs.

The United Nations Caribbean Human Development Report states that transnational organized crime is involved in drug trafficking. According to this report, Barbados is only one of two countries (Suriname being the other) out of the seven countries surveyed (Antigua, Barbados, Guyana, Jamaica, St Lucia, Suriname, and Trinidad and Tobago) where the homicide rates, including gang related killings, has not increased substantially in the past 12 years.¹

The United Nations Office on Drugs and Crime (UNODC) are planning to re-open an office in Barbados by the end of 2014.

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 chain and in the area around Antigua and Barbuda they either head to Europe or to 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 crime groups with an easy environment in which to land 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 may also be stockpiled in Trinidad. Shipments are brought by sea to deserted beaches or unmonitored ports and transferred onto vessels that make the trip up the island chain. 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 Organization of Eastern Caribbean States (OECS) is low, but remains a cause for concern. The US and Canada support the RSS vetting program to assure the integrity of law enforcement personnel throughout the seven member area of responsibility. However, US analysts believe that some drug trafficking organizations continue to elude law enforcement agencies through bribery, influence or coercion.

¹ UN Caribbean Human Development Report 2012

The countries of the Eastern Caribbean states have endured years of low or negative economic growth, which has increased unemployment and left eastern Caribbean law enforcement capacity under-resourced. These countries struggle with communication and cooperation between states. Additionally, the lack of regional or national law enforcement strategic plans creates a vulnerability to illicit drugs related corruption.²

Mini-Dublin Group (MDG) members noted that the lack of priority to law enforcement and counter-illicit trafficking accorded by some of the governments of the OECS, combined with a scarcity of legitimate employment options, can result in the dependency on marijuana production, trafficking and money laundering activities. There have also been reports of trade between Trinidad and Tobago and St Vincent dealers where cannabis is traded for weapons and cocaine.

MDG members noted the significant role the RSS continues to play in helping member states fight against drug trafficking. The RSS Air Wing, composed of two U.S. Government-donated C-26A aircraft (which have been modified to serve as intelligence, reconnaissance, and surveillance platforms), supports marijuana eradication and drug interdiction. The MDG members note that the overall effectiveness and sustainability of these programs is hampered by severe funding limitations due to the lack of payment of dues by RSS Member States. The MDG noted that the RSS is forced to operate on approximately 40-50% of the approved annual operating budget because of the non-payment of dues.

1.2. Anti-drug strategy

Barbados

A National Anti-Drug Plan (for the period of 2014-18) has been developed over the past eighteen months through the NCSA and could be in place by October 2014. The NCSA, which co-ordinates the areas of demand reduction, institutional building, programme evaluation and legislation, is underfunded and understaffed. Currently, one drug education officer is assigned for all public and private primary schools, one drug education officer is assigned for all secondary schools and two officers are assigned to work in the community with NGO's, churches and youth groups. The research department at the NCSA currently has two staff members. Barbados has implemented the Barbados Drug Information Network to improve the collection and evaluation of drug-related statistics but surveys are not conducted regularly. Canada has funded a drug observatory via the Organisation of American States (OAS) to improve on the collection of data. Progress is slow.

² US Bureau of International Narcotics and Law Enforcement Affairs 2013 International Narcotics Control Strategy Report

Prevention programmes are targeted at primary, secondary and tertiary level students. Barbados' demand reduction education in schools is based on the US Drug Abuse Resistance Education (DARE) programme. The National Council on Substance Abuse (NCSA) also sponsors a Drugs Decision program in 45 primary schools. The Government of Barbados launched a Drug Treatment Court on 11 February 2014. The main challenge is the lack of drug treatment options. Treatment for rehabilitation is available at two centres, although there is no minimum standard 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 targeting transnational criminal organizations are yet to be introduced. A limited number of chemical substances (12) from United Nations international drug control are controlled.

Antigua & Barbuda

Antigua and Barbuda has a 2010-14 National Anti-Drug Strategy in force³. The National Anti-Drug Strategy is centered on four areas and has set out strategic goals that may assist in the development of projects and programmes to improve implementation of a coordinated national approach. The priorities include increasing 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.

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.

The Office of National Drug and Money Laundering Control Policy (ONDCP) coordinate drug-related statistics in the area of supply reduction. No studies related to demand reduction have been completed since 2006.

³ Antigua and Barbuda National Anti-Drug Strategy
http://ondcp.gov.ag/files/pdf/antigua_barbuda_drug_plan_2010-2014.pdf

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 Government of Antigua and Barbuda purchased the license of eSeaClear which is an online registration and clearance system for small vessels and passengers. The system aims to improve security through better control of the movement of persons, vessels and prohibited goods. The eSeaclear database will assist to gather, analyze, exchange, share information and intelligence among agencies in the Government of Antigua and Barbuda. Specialized training to address illicit drug trafficking is provided to law enforcement and customs officials.

In 2013, Antigua and Barbuda passed a law introducing a citizenship by investment program, which allows foreigners to apply for a local passport once certain investments have been made. The justice system has also been improved by the implementation of a Code for Prosecutors and by the passage of a Proceeds of Crime (Amendment) Act 2014 which introduces civil recovery powers. This latter Act may allow for new resources to be directed into law enforcement activities.

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 the infrastructure to control and regulate their use.

Commonwealth of Dominica

The Commonwealth of Dominica does not have a national anti-drug plan⁴. The Advisory Council on the Misuse of Drugs is the national anti-drug authority. 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 centers. There are no statistics on referrals or requested treatment from the General Hospital.

The Dominica Police Force has the responsibility for the area of supply reduction. Despite the fact that law enforcement and maritime capability have improved, Dominica continues to be targeted as a major transshipment hub for drug trafficking organizations, which are increasingly targeting Guadeloupe and Martinique.

⁴ 2011 MEM Report Commonwealth of Dominica

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

Dominica is leading the Eastern Caribbean in terms of implementing criminal legislation. The GCoD has recently passed the following laws: the Criminal Law and Procedure (Amendment) Act 2013 and the Protection of Witnesses Act 2013:

1. Enforcement powers in respect of ships are very wide ranging and drafted to allow law enforcement officers to board registered and unregistered ships. This is compliant with the Vienna Convention, that a law enforcement officer, if he has reasonable grounds to suspect drug trafficking or money laundering can board the ship. Once aboard, powers are able to open containers, search, require a person to give information, take a ship into a port, take samples, take photos, seize anything found and arrest without warrant.
2. An offence for perverting the course of justice and conspiring to pervert the course of justice.
3. Witness anonymity and use of the video link facility in the courts for vulnerable witnesses.
4. Electronic recording of suspect interviews by video or audio will reduce challenge to confessions presently taken in writing and thereby reduce delay in the courts.

Dominica also passed civil forfeiture legislation including a dedicated asset forfeiture fund requiring that all seized illicit assets be used exclusively to support police, prosecutors, victim restitution, drug demand reduction, and drug abuse treatment.

Dominica has also 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*.

Grenada

Grenada's national drug strategy expired in 2008⁵. The National Council on Drug Control is the national anti-drug authority, which functions under the Ministry of Education and Human Resource Development. 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.

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.

New 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 more recently passed legislation recognizing the International Criminal Court, a Witness (Special Measures) Act 2013, a Protection of Witness Act 2014, and has launched a Code for Prosecutors. Police officers are being trained how to carry out video interviewing of vulnerable witnesses.

Grenada is re-introducing an economic citizenship programme. The Citizenship by Investment legislation no longer requires names, addresses and nationalities of applicants to be shared with the public.

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.

Grenada has amended its terrorism legislation to ensure that persons who assist any terrorist organisation or individual, directly or indirectly, will have their assets confiscated by the authorities once the Attorney General is of the belief that the assets were gain through terrorist activities.

⁵ 2011 MEM Report Grenada

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 agencies⁶. 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, MDG members noted that there is no effective control of these chemicals.

Most of the offshore activity is concentrated in Nevis, where activities include three internet gaming companies. 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. The Government says it does not have sufficient resources to effectively implement the anti-money laundering regime particularly as it pertains to the offshore financial sector.

St. Kitts and Nevis' Citizenship by Investment Program continues to earn income for the country.

St. Kitts 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 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. Kitts and Nevis passed legislation of the Interviewing of Suspects for Serious Crimes Act 2012 which allows the video and/or audio recording of interviews with suspects.

⁶ 2011 MEM report St Kitts and Nevis

St. Lucia

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. The Committee on Financial Services was established in 2001 and an integrated regulatory unit was announced in 2003, but is 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. 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 illicit 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.⁷ 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 and no centralised office for gathering and evaluating drug related data exists.

Efforts to eradicate the marijuana 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 in a major way. Although agencies exchange supply reduction data there is no evaluation of their effectiveness.

⁷ 2011 MEM Report St Vincent and the Grenadines

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 MDG 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.

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 Witness (Special Measures) Act and 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. St. Vincent has also passed the Proceeds of Crime Act 2013, which introduces civil recovery powers. This Act also amends the existing Confiscated Asset Fund to ensure that all confiscated or recovered funds be used exclusively to support police, FIU, coastguard, prosecutors, courts, victim restitution, drug demand reduction, and drug abuse treatment.

1.3. Updates to major bilateral and multilateral CN programs

Barbados and the OECS

Donor support is usually given on a regional or sub-regional basis to the OECS. Substantially reducing illicit trafficking is one of the major strategic goals of this United States Caribbean Basin Security Initiative (CBSI). Since CBSI funds began flowing in 2010, the United States has dedicated more than \$25 million to support law enforcement and counter-illicit trafficking in the eastern Caribbean. The United States support to the RSS consists of training, equipment, and a recently tendered contract for a major upgrade to the Air Wing.

The United States Department of Justice's International Criminal Investigative Training Assistance Programme (ICITAP) is a three year programme which began in May 2013 and funded under the CBSI. The goals of this program are to put together a sustainable regional training program that will function throughout the eastern Caribbean building basic best investigative practices and capacity, creating professional leadership development regimens and standing up systems of police accountability. The ICITAP program also supports the work of a full-time civilian police advisor to provide organizational support and operational mentoring for region-wide development of professional police services.

The 2014 Trade Winds exercise will be held in Antigua and Barbuda in June 2014 and the next CBSI Maritime Interdiction and Prosecution Summit (MIPS) is scheduled to take place in August 2014. The MIPS brings together maritime interdictors, land-based police investigators, prosecutors, and judges to improve regional coordination and national cooperation to assure that evidence is collected properly, investigation case packages are completely documented, and prosecutions are expeditious producing sound convictions.

The United States provides bilateral support in the form of training and equipment to OECS countries, including two Rigid Hull Inflatable Boats (RHIB) boats for each country for direct drug interventions, polygraph units, communications units, vehicles, uniforms, and other equipment. It also includes work to strengthen legal systems, work on the ground with specialized drug units, and corrections management training.

The United States also supports the work of a civilian ICITAP police advisor, who began a three-year program in May 2013, to provide organizational support and operational mentoring for regional police services. The United States has deployed modern automated fingerprint identification systems to all of the states of the eastern Caribbean, along with assistance in digitizing all paper records for inclusion in the new system, which is fully inter-operable with systems from the United States, Canada, and Europe. The United States and the United Kingdom provide Border Control Training.

The United States is developing a two-year operational mentoring program for the region's FIUs to bolster their ability to identify drug trafficking organization assets and seize them through criminal or civil enforcement actions.

The United Kingdom funded Caribbean Criminal Assets Recovery Programme (CCARP) provides direct support, through “live case” mentoring, to enhance the capability of FIUs, financial investigators, prosecutors and the judiciary/magistracy in dealing with asset recovery, cash seizures and money laundering cases. The objectives of this programme are to build their capacity to combat serious organised crime, particularly drug trafficking, by fully utilising the Proceeds of Crime and Money Laundering legislations and making financial investigation, and asset recovery, a key component of all acquisitive crime investigations. CCARP is also engaged in remedying legislative deficiencies and encouraging the introduction, and use, of civil forfeiture legislation. In April 2014 CCARP organised and funded a ‘Proceeds of Crime Practitioners Conference’ in Dominica. The conference was attended by lead financial investigators and prosecutors from 17 jurisdictions from the Eastern Caribbean and Overseas Territories.

The United Kingdom National Crime Agency are pursuing the possible appointment of a United Kingdom boarder force officer to be seconded to the Implementation Agency for Crime (IMPACS) and Security at the Joint Regional Communications Centre for one year, beginning in 2014. The United Kingdom supports the RSS through equipment and training. Support from the United Kingdom includes work to strengthen legal systems and work on the ground against serious organized crime via specialized drug units. United Kingdom military vessels patrol the region regularly. Training and ‘sensitisation’ of the magistracy and judiciary is ongoing. A Magistrates conference is taking place in April 2014 in St. Kitts and Nevis with focus on judicial ethics.

The United Kingdom, along with the United States, provides guidance and assistance with legislative amendments and is working closely to strengthen capacity in regional justice systems, particularly in the areas of prosecution structures and processes, investigation, and legislation. A Criminal Justice Advisor, who is employed jointly via United Kingdom and United States governments, has drafted the following legislation for the eastern Caribbean; Interviewing of Suspects for Serious Crime Act 2014, Protection of Witness Act 2014, and Practice Directions. A Code for Prosecutors has been implemented in Antigua and Barbuda and Grenada.

The United States also hired a financial crimes advisor to help write and pass civil asset forfeiture legislation in all jurisdictions of the eastern Caribbean. As a result, civil asset forfeiture law has been passed in Antigua and Barbuda, St. Vincent and the Grenadines, and the Commonwealth of Dominica. The advisor has also provided operational mentoring to crown counsel and FIUs as they prepare their first civil forfeiture cases.

The Caribbean Association of Prosecutors (CAP) has been established to share information, best practice and to develop Criminal Justice System. Following 10 years of discussion, a CAP constitution has now been ratified. Support has also been given to developing a quarterly newsletter, Indictment, for investigators and prosecutors of serious organized crime. Indictment shares best practice and good results – and is now available on the Eastern Caribbean Supreme Court Website at: http://www.eccourts.org/public_info.html

Canada supported the creation of the RSS Police Training Institute and joined together with the US to provide the Regional Integrated Ballistic Information Network (RIBIN) technology to Barbados to serve as a sub-regional hub for all eastern Caribbean police forces. Canada also supports the RSS air wing refurbishment and the polygraph unit in co-operation with the United States.

Canada supports the Defence Forces in the eastern Caribbean with information technology training. Canada offers peace keeping and French language training to military officers from Barbados and from Antigua and Barbuda. Canada has funded the OAS to work on drug courts and drug observatories in the region. The OAS (funded by Canada) led nine officials in Barbados Drug Court to Vancouver in March 2014 to learn more about how they function.

The Canada Fund for Local Initiatives delivered Video Links Equipment to Magistrate Courts in Antigua and Barbuda and in Grenada via the Eastern Caribbean Supreme Court. Canada is also planning to host a Proliferation Security Initiative two day seminar on Weapons of Mass Destruction in September, in conjunction with IMPACS.

The European Union (EU) supports both national and sub-regional security programmes in the eastern Caribbean. The EU allocated €5.6 million to the safety and security sector in St. Kitts and Nevis as part of its 10th EDF focus intervention. There is a cost-sharing of €1.6 million of the government. The aim of the programme is to provide support for the establishment of a policy unit within the ministry of National Security as well as review the staffing policies and procedures. The unit will assist with the development of a comprehensive training curriculum in the ministry. The European Union will also support the construction of a training centre, a mobile police station, a fire tender and critical supplies. In Barbados, the European Union has supported the delivery of high quality technical equipment for the forensic center with support of the 9th EDF (€1.4 million).

In 2014 the CARIFORUM secretariat approved a programme in the light of the 10th EDF for a budget of €12.2 million. The Crime and Security Action Programme will permit implementation of actions forming part of the CARICOM Drug Demand Reduction Strategy. The main implementing partners are the Implementation Agency for Crime and Security, the Caribbean Financial Action Task Force, the RSS, the CARICOM Secretariat and the Dominican Republic institutions Dirección Nacional de Control de Drogas and Consejo Nacional de Drogas. The purpose of the project is to strengthen the region's capacity to reduce drug demand and combat illicit drug trafficking and the related transnational criminal activity and financial crime.

RSS programming (€1.2 million for the period 2014-2017) will work towards the following outputs:

- Strengthening the capacities of law enforcement and border security personnel to address illicit trafficking in RSS Member States;
- Enhancing existing rehabilitation projects in Correctional Facilities for drug offenders and providing skills development programmes, and;
- Enhancing public awareness about key law enforcement issues including drug enforcement and human rights issues in RSS Member States.

The European Union is planning to allocate €45.5 million on security for the 11th European Development Fund through CARIFORUM, with focus on support for crime prevention, restorative justice, improving citizen security and fighting financial crimes.

The European Union Instrument for Stability (IfS) is allocating indicative budget of € 3 million for the SEACOP III programme with a duration of 36 months. € 2.5 million will be allocated to the eastern Caribbean region (RSS countries + Trinidad and Tobago). 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 Caribbean.

France is also involved in regional security, particularly through the RSS. It has made equipment donations for the Air Wing and sponsored training via the French CiFAD (interdepartmental training centre for anti-drugs) in Barbados, Dominica, St. Lucia, and St. Vincent. France and the US are working together to raise awareness of the San Jose Accord, which is an agreement to assist in the suppression of illicit maritime and air trafficking of narcotics in the Caribbean. France is also working together with the RSS to provide seamless air coverage of the island chain. Furthermore, the French effort will be bolstered by the addition of two Beechcraft King Air 350iER aircrafts to replace their current F-406's. Ten ground based radars will be added by 2015, which will considerably increase coverage of maritime surveillance in the eastern Caribbean.

The OAS, primarily through its Inter-American Drug Abuse Control Commission (CICAD), provides various regional training programmes in border control, airport security, and precursor chemicals. With funding provided by Canada, the OAS is supporting the establishments of drug observatories to compile statistics and promoting the establishment of specialized drug courts.

The United Nations Development Programme (UNDP), through the projects "YOUTH-IN", "Engaging Caribbean Youth in Citizen Security" and "Actioning 2012 Caribbean Human Development Report on Citizens' Security" is working with countries, civil society organizations and other United Nations agencies to increase understanding about violence and crime in the sub region. Data from the 2012 Human Development Report has been used for the design of communication and training materials to foster public discussion about the topic and to involve young people in activities aimed at the prevention of violence and crime. UNDP is also supporting country efforts to develop community-based programs to address sources of violence, emphasizing on creating opportunities for the youth and creating awareness about gender-based violence.

The United States, Canada and the United Kingdom provide funding to support the bi-annual Association of Caribbean Commissioners of Police meetings.

1.4. Mini-Dublin group meeting

MDG meetings were held in June, September and November 2013 and March and April 2014. The MDG has worked well over the past couple of years to coordinate messages delivered in the various capitals by security donors. A joint focus on civil assets forfeiture (which can generate funds for local law enforcement, justice systems, and treatment centres), for example, has helped moved legislation forward in several eastern Caribbean islands. Given the sub-region's lack of local drug plans and the small size of security and justice ministries, donor coordination of activities is vital. Going forward, the MDG agreed to discuss new priorities for joint focus.

1.5 Current issues and recommendations

1.5.1 Context

Focus. Drug trafficking and crime may increase in the next couple of years in the eastern Caribbean as a result of expected counter narcotics successes in Central America, which will require heightened local responses. Countries are advised to:

- Pass and/or update national anti-drug strategies.
- Commit to reporting on progress made in implementing the strategies.
- Use the strategies to prioritize national needs for donor community, with an emphasis on activities which promote regional integration and interaction.

Regional. RSS' reliance on donor support. The MDG wishes to:

- Encourage payment of annual member dues to the RSS.

Corruption. Prolonged economic weakness enhances the risk of infiltration by drug traffickers within government levels. Yet prosecution will be difficult if international conventions are not in place, draft legislation has not been passed, and deterrent processes have not been put in place. As well, high unemployment may entice people to crime.

- Pass and implement anti-corruption legislation and put into place the required mechanisms to implement and enforce legislation.
- Sign and ratify all relevant United Nations Conventions, particularly the Convention against Transnational Organised Crime and its protocols, the Convention for the Suppression of the Financing of Terrorism and the United Nations Convention against Corruption.
- Support restructuring police promotion processes to reduce political interference and to ensure adherence to human rights and professional standards.
- Comprehensive vetting and screening, including polygraph police, defence, customs, and immigration officers involved in drug investigations.
- Assist in creating alternate employment options for those currently involved in the drug trade.

Size. The slow response/action to donor initiatives at the regional and political levels may relate to micro-state capacity issues.

- A joint (donor/recipient) definition of priorities, linked to drug plans and strategies, could set the agenda and the agreement to timelines could decrease frustration.
- Political commitment to follow-through must be accompanied by action.

Resources. Constrained national budgets have limited the monies available for governments to fight crime. Assets forfeiture legislation has been drafted with donor assistance, but has not been universally passed. Where assets forfeiture legislation has been passed, inconsistent use of international mentors and regional precedents has precluded full benefit.

- Encourage civil assets forfeiture as a means of supplementing law enforcement resources and budgets while directly attacking transnational organized crime where it hurts them most – in their wallets.
- Pass legislation that permits the crown to dispose of seized assets in a timely manner while awaiting the court decisions.

Statistics. Weak capacity to gather statistics as well as a lack of willingness to publicize them in international reports, despite resources allocated by donors for the creation of drug observatories.

- Identify, through drug plans, a timeline for capturing data and completing international reports related to drug trafficking.
- Demand results from national drug observatories. Donors need statistical and other information gathered in order to analyse the needs and demonstrate partnerships.

Coherence. National security players in each country do not seem to know what is being received from donors outside of their area of responsibility. There is poor hand-over between focal points.

- Strengthen internal systems to share information about which donor is working on what.
- Identify a structure for preserving this information.

Recognition. There is good publicity for donor initiatives as they happen, but populations are generally unaware of the magnitude of donor support, nor of what happens with the new assets after the photo-ops are over.

- Add mention in budgets and Independence Day speeches;
- Identify (and report on) metrics for ongoing success of programs.

Decriminalization. Discussion of decriminalization may focus local efforts away from interdiction.

- Ask donor countries about their experience (even at state or municipal levels).

1.5.2 Laws and institution building

Legal. Weak judicial and legal framework for dealing adequately with serious crime issues despite donor provision of draft legislation, training and mentoring for judges, prosecutors, law enforcement, magistrates and police in areas specific to proceeds of crime, and in asset forfeitures, witness protection, and sentencing in the areas of money laundering, and drug trafficking.

- Pass drafted legislation to make international and inter-island extraditions more efficient.
- Commit to the proper regulation and oversight of their financial sectors.
- Provide the resources to properly regulate offshore entities.
- Continue supporting the Eastern Caribbean Supreme Court by adopting best practises and case management systems.

Protection. Witnesses, judges, magistrates, and police officers can be threatened or injured as a result of their involvement in drug related cases.

- Resources developed by donors (e.g. witness protection charters) need fuller support.
- Equipment purchased by donors (Video ID parade technology) needs to be used.
- Put equipment, infrastructure and systems in place to reduce the risk level for witnesses and jurors in serious crimes.
- Support the recommendation by donor countries for regional initiatives, including witness protection, that reduce the personal risk for officers and witnesses.
- Put in place systems that protect witnesses in serious crimes.
- Support regional policing efforts to reduce the personal risk and exposure of front line officers.
- Commit to publishing information on how donated equipment/expertise is being used.

Backlogs. Justice is slow and law enforcement successes make the load heavier, leading to a further delay in justice. There is a lack of alternative sentencing options for youth or addicts.

- Commit to proper levels of drug education, treatment and rehabilitation and establish these centers independent of those associated with mental illness.
- Develop alternate sentencing options to drug users and addicts.
- Put in place asset sharing protocols to ensure that some of the funds obtained from successful legal proceedings are diverted back into law enforcement.

Convictions. More training is needed for police, defence forces, customs, immigration and security-related front line personnel in identifying traffickers, and protecting and securing evidence.

- The RSS members were provided with a “crime scene first responders” course in Jan 2014; a mechanism is needed to track whether it changed practises in each member state.
- A mechanism needs to be established to track the success of use of the skills transferred.
- Interrogation is not being video-taped to refute claims of forced confessions, despite donation of equipment for this purpose.
- Forensic analysis is expensive or not being used, despite donations of state of the art equipment.
- Analysis of convictions has been provided by donors to enhance consistency regionally.

Prisons. They are overcrowded, not structured for rehabilitation. Recidivism is high. Donors have supplied building materials which are not being used.

- Inventory donations made and commit to follow-through.
- Capacity building needs.

1.5.3 Supply and demand reduction

Training. Law enforcement officers are being trained and mentored for forensics, financial intelligence, sea interdictions, etc. It is to be determined how governments and donors will be able to determine the success of this training.

- Monitor and report on interdiction and conviction rates. Track (via RSS) who has received what training.
- Adopt and implement RSS policy which links training needs to promotion (work levels).

Maritime. New patrol and interception capacities are being developed at national levels, but there needs to be a multilateral approach.

- Sign and ratify the Regional Maritime Agreement to focus more on a regional versus bilateral approach.

Customs. To determine to what extent a lack of equipment for container scanning contributes to the problem

- If needed, included in national anti-drug strategies and raise with donors.

Immigration. Passenger screening must be high speed for cruise passengers, yachts, and multi-jurisdictional document awareness.

- Recommend continued use of IMPACS JCC.

Financial intelligence units (FIU) are new.

- Commit the resources to maintain specialist law enforcement units to enable pursuit of the high end targets.

Gangs. Presence of sustained levels of gang related activities requires specialized approaches.

- Identify needs for donors.

Guns. Increase in illegal firearms; international tracking technology (RIBIN) not being used consistently within the region.

- Increase the number of plaster copies of bullet casings found at crime scenes and send the casings to RIBIN unit in Barbados for matching and database building.
- Connect the Caribbean RIBINS to each other.

Share. There is weak sharing of information across borders in real time.

- Develop stronger communication links between national law enforcement units to share intelligence.
- Use regional and international protocols which are already in place to share data.

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 Colombia and Venezuela, to continental United States, Puerto Rico, Canada, and Europe. In 2013, Dominican authorities seized approximately 10 metric tons of cocaine, 60 kg of heroin and 1.3 tons of marijuana and dismantled a drug distribution laboratory⁸. These figures, while approximations represent the second highest totals in reporting history.

⁸ DNCD official data combined with other sources

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 some 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.

MDG members remarked upon the low court conviction rate in the Dominican Republic contributing to a sense of impunity. Low conviction rates could be attributed to a number of factors, including insufficient or flawed evidence, fragmentation of the justice system, corruption of law enforcement officers and prosecutors, lack of awareness on the part of investigators of the provisions 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. Depending upon the size, a boat usually departing from the Venezuela/Colombia Guajira Peninsula region can transport 800 -1800 kilograms of cocaine in a single run. Once in the Dominican Republic, the cocaine is loaded into shipping containers or leaves the country via other modes such as drug mules, other go-fast boats, and ferries to Puerto Rico. Commercial aircraft are also utilized with drugs being secreted into cargo holds, service areas such as washrooms, trashcans and food catering equipment, as well as compartments in the fuselage.

The Dominican Republic’s National Drug Control Directorate (DNCD) and Dominican military officials cooperated with the United States and international partners in planning and conducting operations to interdict “go-fast” vessels attempting to deliver illicit narcotics to remote areas of the southern coast, as well as to interdict drugs exiting the Dominican Republic en route to the United States and other international destinations. One Dominican port, Caucedo, is certified under the Container Security Initiative (CSI), a U.S. initiative to help increase security for maritime containerized cargo shipped to the United States. However, the other 15 Dominican ports, including Rio Haina, the other major Dominican port handling container traffic destined for the United States, are not CSI certified. The DNCD is attempting to increase efforts to combat contraband at the ports.

Trafficking by air

A successful air interdiction operation by the Dominican authorities in cooperation with international partners has significantly reduced drug flights from South America to the Dominican Republic since 2011. Drug trafficking organizations continue to take advantage of the porous border between Haiti and the Dominican Republic to fly large quantities of drugs into Haiti and then transfer them overland to the Dominican Republic.

Drugs seizures at the country's airports remain however numerous. Punta Cana International Airport appears to be particularly problematic, due in part to the high volume of direct flights to North America and Europe.

As there is no MDG for Haiti, information, including statistics, are not available. MDG members in the Dominican Republic reported that traffickers use airplanes to drop shipments of cocaine in that country which are in part later trafficked to the Dominican Republic by land or otherwise. Efforts are continuing between the governments of Haiti and the Dominican Republic to develop an agreement to address this issue. An MDG in Haiti would help provide greater clarity.

Corruption

Despite Government efforts, corruption of officials and law enforcement remains an obstacle in reducing illicit drugs related criminal activities. The development of internal affairs units coupled with the implementation of polygraph testing program has shown encouraging results in 2013. During that last year, a combination of disciplinary and administrative measures resulted in approximately 8% of the DNCD work force being dismissed.

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.

Despite advances on legislative proposals related to illegal enrichment and anti-corruption by public officials yet no notable convictions have occurred.

Efforts to strengthen the infrastructure of the Financial Analysis Unit remain ongoing.

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 US\$10.7 million to US\$12.2 million. MDG 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. MDG members noted that recent initiatives taken by the government, including the deployment of military elements to the streets, have instilled greater public support and confidence within the country.

The participation of the Dominican government in the Cooperating Nations Information Exchange System and the CBSI and the Central America Integration System (SICA), enhanced relations with the United States and regional Caribbean partners.

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

MDG 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 were offered in 2013 to the Dominican Republic's DNCD to focus on illicit drugs and organized crime investigations, evidence gathering and forensic interviewing techniques. To further promote information sharing across Dominican law enforcement agencies, the interview course was offered to both the DNCD and the DNI and partnerships developed there continue to pay dividends.

In response to concerns over low conviction rates due in part to improper evidence handling and custodial documentation, Canada also received approval to fund an evidence inventory system for the Dominican Republic. These funds will be destined to the Attorney General's office.

In the framework of the regional programming under the European Development Fund, the European Union will support a € 9.9 million project on crime and security for European Union-CARIFORUM cooperation in this important area. The Dominican Republic will be coordinating one of the components of the programme (€ 1.9M), which will provide support to the Presidency Money Laundering unit, Ministry of Interior and National Police and the Drug National Council under the coordination of the DNCD.

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

Germany will provide capacity building and material support to the DNCD and the Dominican National Police.

The Netherlands supports the UNODC with the implementation of the Airport Communication Project (AIRCOP) at two main airports (Las Americas and Punta Cana) in the Dominican Republic. AIRCOP was developed jointly by the UNODC, the World Customs Organization (WCO) and the International Criminal Police Organization (INTERPOL). Working in a similar methodology to the UNODC Global Container Control Programme (CCP), AIRCOP seeks to support the establishment of secure and effective international law enforcement networks to counter the risk of illicit imports and exports via air. AIRCOP is a multi-agency (DNCD, Interpol, National Police, CESAC, Immigration service, Customs), anti-trafficking initiative which strengthens detection, interdiction and investigative capacities of participating airports in illicit drug source and transit countries.

The Netherlands is a donor country collaborating with UNODC in order to implement AIRCOP. They actively supported AIRCOP implementation by identifying two police trainers to participate in up skilling and mentoring programmes last February 2014. Over 35 persons from several agencies received a two week basic training.

The United Kingdom, through the National Crime Agency (NCA), formerly known as Serious Organized Crime Agency (SOCA), is sending a Liaison Officer to Santo Domingo from its office in Kingston, Jamaica. This individual will be permanently posted to the Dominican Republic beginning in June 2014. 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 by far the largest supporter of capacity building programs to address crime and violence affecting Dominican citizens, primarily through International Narcotics and Law Enforcement (INL) assistance under the CBSI.

The United States works actively with the Dominican Republic to plan and conduct international operations to seize illicit drugs and dismantle criminal organizations, and to extradite criminals charged with narcotics-related crimes. The largest project is the development of the call and dispatch centres for the new Santo Domingo 911 Emergency Response System, set to open in mid-2014.

The United States continues to assist the Dominican National Police and other law enforcement agencies with its transformation into a professional, civilian-oriented organization by providing training and equipment. In 2013, the Dominican Republic joined a U.S.-supported regional security plan whereby the Colombian National Police provides training and advice to police forces in other countries in the region.

The United States also enhanced DNCD's computer training, database expansion, and systems maintenance support. The Dominican Specialized Corps for Port Security, working in conjunction with U.S. authorities and private port operators, initiated efforts to improve security at several ports. The United States continues to support the Dominican Republic's efforts to establish a transparent and effective justice sector and to advance legislative priorities such as Police Reform.

2.4 Mini-Dublin group meeting

MGD members provided an update to the previous report in April 2014.

2.5 Mini-Dublin group assessment of needs and recommendations

MDG members note continued efforts and determination of Dominican Republic to combat illicit drug traffic and all its negative impact and 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
- Continue to encourage increased domestic cooperation between DNCD, DNP, military units as well as cooperation with law enforcement agencies of other countries in the region and globally.

3. GUYANA

3.1. General situation: drug production and trafficking

Guyana's geographic location, limited law enforcement capacity, and corruption remain contributing factors to the drug trafficking problems in the country. Illicit drugs, specifically cocaine originating primarily in Colombia, Peru and Bolivia, are smuggled to Venezuela, Brazil or Suriname and then to Guyana where they are usually concealed in legitimate commodities and smuggled onward to 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. The current primary trafficking routes are riverine and maritime (fishing vessels, bulk cargo vessels and tug vessels). Guyanese traffickers are involved in offshore transfers of illicit drugs in Guyana's coastal waters. The current secondary trafficking route is via air (hinterland airstrips, postal services). In addition, human couriers are also used, to a lesser extent.

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 an increase in overall crime in 2013 including an 11% increase in murders. Armed robberies also contributed to violent crime, climbing 7% to 1132 cases in 2013. In November 2013, there were several shooting incidents in Georgetown including a shooting spree on a main downtown street mid-day and another at a popular bar. While there is no hard data, it is generally accepted that there has been an increase in gun-related violence in Guyana in the past year. According to a 2012 Small Arms Survey report on Guyana, the country is "awash" with "military-grade weaponry".

The four major agencies involved in anti-drug efforts are the Guyana Police Force (GPF), the Guyana Customs and Revenue Authority (GRA), the Customs Anti-Narcotics Unit (CANU), and the Guyana Defense Force (GDF). The GDF supports law enforcement agencies with boats, aircraft and personnel, but has limited capacity and lacks law enforcement authority. Guyanese authorities at Port Georgetown and at Cheddi Jagan International Airport have had recent successes interdicting drugs. Available data for 2013 signals an increase in cocaine trafficking with 833 kilograms of cocaine and 127 metric tons of cannabis seized in the first half of 2013. Through June 2013, the GPF reported seizing 418.09 kilograms (kg) of cocaine and 125.61 metric tons of cannabis, CANU reported seizing 55.39 kg of cocaine and 2.62 kg of cannabis and the GRA seized 359.8 kg of cocaine, but no cannabis. As of March 2014, CANU seized 10 kilograms of marijuana and 48 kilograms of cocaine in 2014. Guyanese authorities convicted 201 persons on drug related charges during the first six months of 2013. Arrests are primarily of those directly involved in the transportation of drugs for export from Guyana. MDG 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 corruption.

Guyana continues to lack a strong demand reduction strategy that addresses rehabilitation. The drug of choice in Guyana is marijuana. Cocaine use is small but a growing factor. There is one local Government body that directly addresses demand reduction: the Guyana National Council for Drug Education, Rehabilitation and Treatment, which 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 drug demand rehabilitation centre in Berbice also offer treatment and rehabilitation services. The University of Guyana has a demand reduction curriculum through support from the OAS CICAD.

3.2. Update on anti-drug strategy

The Government's National Drug Strategy Master Plan expired in 2010. An initial draft of the New Drug Strategy Plan 2014-2018 has been submitted to the Inter-Agency Task Force on Narcotics and Illicit Weapons for review and is under active consideration.

The Ministry of Home Affairs has released reports on counter-narcotics efforts: “The Drug Information Network Report 2011” and “The National Drug Report 2011” and “The National Drug Report 2012”. These reports largely catalogue national efforts to address drug trafficking and confirm that cocaine is the most prevalent drug for export and marijuana is the largest drug intended for local use seized. At the launch of the 2012 Report, Minister of Home Affairs, Clement Rohee, affirmed Guyana’s no-tolerance policy on all illicit drugs, including marijuana. 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 GPF reform. In 2012, Minister Rohee announced the Security Sector Strategic Plan 2013-2017 which deals with the modernisation of the Guyana Police Force.

MDG members continue to raise concerns about the ability of Guyana’s (FIU to mitigate money laundering in the absence of a complementary independent investigations unit. MDG 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 independent investigations 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. At the time of writing, this remains in development.

In November 2011, the Caribbean Financial Action Task Force (CFATF) brought to the attention of its Member States several jurisdictions, including Guyana, with significant strategic deficiencies in their anti-money laundering (AML) and counter-terrorist financing (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. Although Guyana introduced an AML/CFT amendment bill to enhance its legislation in March 2013, the bill has not been passed and would still need to be followed by effective implementation. In November 2013, CFATF identified Guyana as not taking sufficient steps to address its AML/CFT deficiencies and therefore called upon CFATF members to consider implementing counter measures to protect their financial systems from the on-going money laundering and terrorist financing risks emanating from Guyana. In February 2014, Guyana was placed on the agenda of the Financial Action Task Force International Cooperation Review Group but was not reviewed. However, Guyana was given until May 2014 to put in place the necessary legislation and investigative capacity. MDG members urge all stakeholders to ensure that this is done without further delay.

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

MDG members acknowledged that there is an urgent need for security sector reform in Guyana. A lack of professionalism and resources, insufficient inter-agency cooperation and insufficient delegation of authority are the key elements that hinder effective reform.

3.3. Updates to major bilateral and multilateral CN programs ⁹

In addition to Canada's ongoing regional security programming, Canada has worked on a number of small bilateral projects with Guyana to increase law enforcement capacity. In March 2014, the Royal Canadian Mounted Police (RCMP), provided a five day Jetway Training Course to officers from CANU and the GPF. Through the Canada Fund for Local Initiatives, Canada delivered 200 fraudulent document detection kits to the Ministry of Home Affairs for use by law enforcement, including the GPF, CANU and Immigration. This was coupled with training provided by Canadian Border Services Agency (CBSA) liaison officers in February 2014.

⁹ The following are updates to bilateral and multilateral counter-narcotics programs for 2013 until March 2014. Dublin Group members should consult previous reports for past and ongoing programs.

Through the CBSA, training was provided to GPF officers on fraudulent document detection in October 2013. Canada has also lent support to improve Guyana's compliance with the Anti-Money Laundering and Countering the Financing of Terrorism Act 2009 by assisting Guyana's FIU with the development of anti-money laundering guidelines, regulations and providing training for Designated Non-financial Businesses or Professions (DNFBPs). Canada has also supported the 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.

The European Union's CARIFORUM Crime and Security Cooperation Programme is funded to a value of €12.195m, under the 10th European Development Fund (EDF) Regional Indicative Programme. The programme supports several regional institutions: CFATF, the Implementation Agency for Crime and Security (IMPACS), the Regional Security System (RSS) and the CARICOM Secretariat. It includes programmes addressing drug trafficking and related crimes, including financial crime, and covering demand reduction, interdiction and prevention aspects. The 11th EDF, which is currently under consideration, is expected to have a significantly increased Crime and Security programme and will focus on similar areas. In addition, the European Union is preparing to fund a number of projects worldwide under the Instrument Contributing to Stability and Peace, which would include extending the coverage of its SEACOP programme to the Caribbean (strengthening cooperation in fighting maritime trafficking) where countries such as Jamaica, the Dominican Republic and Guyana may be targeted. The programme is valued at €3,000,000. Another component of this instrument will see support totalling €10,000,000 to Justice Cooperation and Criminal Investigations along the Cocaine Route in which some yet to be identified Caribbean countries may benefit. Other existing support in the LAC region is directed to AIRCOP (drug-interdiction capacities at selected international airports); AMERIPOL (strengthen cooperation of law enforcement, judicial and prosecuting authorities of LAC countries and the European Union in tackling trans-regional organised crime); PRELAC (to contribute to the fight against drug manufacturing and trafficking by assisting the LAC region in preventing the diversion of precursors from legitimate uses) and COPOLAD (Cooperation Programme between Latin America and the EU on drugs policies).

The United Kingdom and Guyana signed a far-reaching bilateral agreement on information sharing related to cocaine shipments in January 2014. The specialised unit should be up and running in April. In tandem with this, the United Kingdom continues to work with Guyana on the establishment of a specialised unit to counter money laundering through a MoU although work on this has ground to a halt in the absence of the Head of the Presidential Secretariat, Dr. Roger Luncheon.

The CBS program 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 to enhance citizen security and strengthen the rule of law, judicial training, legal aid services, community policing crime prevention initiatives. CBSI funding in 2013 focused on police professionalization and support, counter narcotics, border and maritime security, forensics, prison reform, justice reform, 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 European Union and United Kingdom. In March 2014 the U.S. government donated three Metal Shark riverine patrol vessels to the Guyana Defence Force. Built in the United States by Metal Shark Aluminium Boats, they are valued at US\$1.7 million. They are the first U.S.-built boats that will be used by the GDF Coast Guard, with the purpose of enhancing security and law enforcement capabilities along Guyana's rivers. The boats will be equipped with state of the art communications systems to ensure timely sharing of information and operational coordination. Prison reform programs will include 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, crime scene investigation, evidence chain-of-custody, and the establishment of a well-trained and functional multi-agency group that will also address issues of gender-based violence.

Since the arrival of the new Regional Representative for Central America and the Caribbean in March 2012, the 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. This programme has been designed to complement the work of the CARICOM Secretariat and 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. Since its inception in October 2012 the CCP program has not succeeded in intercepting any narcotics shipments, despite having received training and mentoring support from the UNODC. There is a perception that this is perhaps largely as a result of Guyana Government procedures that allow the informing of shippers prior to container being taken into custody by the GRA for searching. The UNODC has recently decided to appoint an additional Customs training officer, based in Panama, to lend more support to Guyana in the next four months. Guyana is a State party to the UN Convention against Corruption and must go through a peer review regarding its implementation of the Convention. Guyana is over one year late in the review process and has shown limited responsiveness to UNODC's offers of assistance to proceed with the review. UNODC has offered support through a mission of its regional anti-corruption advisor based in Panama.

3.4. Mini-Dublin group meetings

The most recent MDG meeting was held on March 28, 2014 at the High Commission of Canada, chaired by Canada. Attending were representatives from the British High Commission, the German Honorary Consulate, the Delegation of the European Union and the Embassy of the United States.

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

MDG members reported the need for:

- Law enforcement training in professional standards and human rights and the appropriate use of equipment;
- Greater border, including maritime and riverine, security;
- Stronger law enforcement presence in hinterland regions;

- Strengthening the Cheddi Jagan International Airport’s anti-narcotics efforts;
- Greater document security, including breeder documents;
- CANU given official status as a law enforcement agency;
- Forensics capacity building;
- Addressing at risk youth;
- Enabling the investigation and prosecution of money laundering;
- Prosecutorial development;
- Enhanced cooperation with international law enforcement agencies and mechanisms, including Interpol; and
- The implementation of the outstanding provisions of the Inter American Convention against Corruption.
- The implementation of the United Nations Convention against Corruption (UNCAC).

3.6. Mini-Dublin group assessment of needs

MDG members identified the following emerging regional threats/trends.

i) Threats and trends

- Guyana’s vast, navigable river network, which offers easy connections in comparatively remote areas to Venezuela, Brazil, and Suriname, has been actively exploited by narcotics traffickers. Trafficking networks use small riverine crafts to move drug shipments – principally cocaine – from Venezuela to Guyana and between Guyana and Suriname. Such drug shipments appear to be stored in remote locations in Guyana’s under-policed interior until required for export, at which time navigable rivers are again used to move drugs to the coast or major cities for export;
- Beyond its navigable river system, there are 120 known airstrips in Guyana, 80 of which are operational. Many of these air strips (both operational and non-operational) are insufficiently monitored and have been used as a supplementary method for the movement of cocaine from Venezuela to Guyana. On arrival at remote airstrips, cocaine is generally off-loaded and shipped by riverine craft to storage locations in Guyana’s interior prior to its onward export;

- There has been a noticeable growth in the type and frequency of maritime vessels (e.g. container ships, fishing vessels, etc.) being used to transport cocaine between Guyana and other Caribbean countries – principally Jamaica and Trinidad and Tobago. Drug trafficking networks in Jamaica and Guyana have established an effective maritime barter system for narcotics. Guyanese drug traffickers export cocaine by sea to Jamaican counterparts in exchange for payment in maritime shipments of Jamaican marijuana to Guyana;
- There is a noticeable growth in marijuana production; and
- Reports of Cheddi Jagan International Airport (CJIA) employees colluding with drug traffickers and, in some instances, corrupt law enforcement officials have been raised in the media. The airport received 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.

ii) Political and strategic initiatives that have occurred

The modernisation of the GPF continues to be a high priority of the Government. A significant portion of the 2014 budget has been proposed for the security sector as of March 2014. 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 and the Government places much importance on the SWAT unit. The Ministry of Home Affairs announced that a new forensic lab will be operational by the close of 2013, however the lab is not yet established and the Ministry aims to have the lab operational by June 2014. The Ministry also launched the “I Paid a Bribe” website and the online crime reporting mechanism, Crime Stoppers. On 16 January, 2014, Parliament passed the Firearms (Amendment) Bill and the Evidence (Amendment) Bill. The firearms legislation seeks to make the possession of arms and ammunition a serious criminal offence with increased fines and imprisonment. It also seeks to regulate the inflow of illegal firearms into Guyana. The Evidence Bill allows for an expanded range of documents and reports to be admitted as evidence in court. However, both legislations cannot be enforced since they await Presidential assent. In 2013, the Ministry of Home Affairs established 10 multi-agency centres, called “Houses of Justice” in two regions to address the social needs of citizens at a community level. These Houses of Justice include the GPF, the General Register Office (GRO), the National Insurance Scheme, Guyana Power and Light Inc., the Ministry of Labour, Human Services and Social Security and the Community Policing Secretariat. MDG members note the importance of integrating these initiatives with a new drug strategy plan.

Guyana – CARICOM

Good cooperation with CARICOM IMPACS and ongoing regional law enforcement dialogue and engagements.

Guyana - Brazil

Cooperation on drug trafficking issues takes place in the framework of the 1988 Agreement on the Prevention, Control, Supervision and Repression of the Improper Use and Illicit Traffic of Narcotic Drugs and Psychotropic Substances between the Federative Republic of Brazil and the Cooperative Republic of Guyana. Furthermore, on April 2002, a Memorandum of Understanding was signed for the Establishment of Cooperation between the Brazilian Federal Police and the Guyana Police Force. Regular Meetings of the Brazil-Guyana Joint Committee on Police Cooperation and Drugs take place, with the third having been held in May 2013. Since 2011 a permanent Liaison Officer from the Brazilian Federal Police has been attached to the Embassy of Brazil in Guyana.

Guyana – Suriname

Discussions between police commissioners from both countries on joint patrols on the Corentyne River by the Guyana Police force and the Korps Politie Surinam took place in September 2013. While there are no formal agreements or MoU's between Guyana and Suriname on police cooperation or drug trafficking issues, there is some cooperation in the field of intelligence, especially in the border area.

Guyana-Venezuela

Land and maritime border issues between Guyana and Venezuela continue to have an impact on bilateral cooperation to address drug trafficking. The majority of cocaine trafficked through Guyana comes from Venezuela.

Guyana-Russia

In 2012, Guyana signed a cooperation agreement with Russia on drug trafficking and organized crime. Training and discussions under the bilateral agreement are ongoing.

iii) Recommendations

MDG members should:

- Continue to encourage the Government to pursue further professionalization of law enforcement agencies;
- Continue to discuss with the Government and other stakeholders the threat and instability drug trafficking poses to society and sustainable economic development;
- Convey to the Government and other stakeholders the importance of establishing a framework to use financial intelligence to investigate and prosecute those involved in money laundering and other financial crimes that enable criminals to profit from the trafficking of illicit drugs;
- Encourage the Government to establish the Serious Organised Crime Unit; the National Drug Strategy Plan 2014-2018; and to implement the outstanding provisions of the Inter American Convention Against Corruption;
- Urge the Government to adopt and implement the recommendations of the Caribbean Financial Action Task Force;
- Urge the Government to conduct a thorough analysis 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;
- Urge the Government to amend the legislation to list CANU as a law enforcement agency;
- Encourage the Government to continue to support, align and implement strategies coherent with CARICOM's Regional Crime and Security Strategy; and
- Convey the importance of the delegation of authority to empower law enforcement officers to effectively deal with cases.

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 30,900 kilograms of marihuana were seized in 2013 compared to 66,832 kilograms in 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 1230 kilograms of cocaine were seized in 2013, up significantly from 338 kilograms in 2012. Organized crime groups from South and Central America and local groups continue to take advantage of the country's government and police corruption, porous maritime border with isolated beaches and coastal villages, Jamaica'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 heavily 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. MDG 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 247 hectares of marihuana in 2013 as part of its marihuana eradication program, compared to 711 in 2012. 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. Farmers locate in 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. Marihuana farmers are not charged unless they have been observed cultivating their crops; therefore farmers/growers do not worry about being arrested. In line with a growing regional trend toward legalization or decriminalization of marihuana, Jamaican policy makers have begun discussions on reforming the country's marihuana laws and have signalled interest in decriminalizing possession of small amounts

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 MDG 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 narcotics 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. The political party in power received strong majorities in both parliamentary and local elections, but has yet to demonstrate sufficient 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 percent of the Jamaica Constabulary Force (JCF) has been dismissed between 2009 and 2013 as a result of efforts by the JCF Anti-Corruption Strategy, which has been and continues to be strongly supported by MDG donors. In 2012, the Anti-Corruption Branch expanded geographically with the installation of a branch office in Montego Bay, and the ACB plans to expand operationally with the creation of a Central Vetting Unit 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 had the Caribbean's second highest reported murder rate (behind the much smaller St. Kitt's and Nevis) in 2013 with 1197 homicides, up 9% from 1099 in 2012 which represented an eight-year low.

The Independent Commission of Investigations (INDECOM) which is empowered to, among other things, investigate deaths occurring as a result of police actions -- a serious problem in Jamaica with INDECOM reporting 258 killed in 2013 as a result of police action, compared with 219 killed in 2012 -- is a positive development, as is the March 2014 arrest and charge of four police officers with murder. INDECOM has also identified nine previously unsolved homicides that they believe may have been police killings.

INDECOM resulted from a reorganization of the previous offices charged with receiving police complaints and investigating police malfeasance. MDG members provide support, including technical assistance and equipment, and while the organization has experienced some growing pains members are confident the organization is moving in the right direction. INDECOM would benefit from continued support from MDG members. MDG members continue to express concern at the high rate of deaths occurring as the result of police actions.

4.3. Updates to major bilateral and multilateral CN programs

MDG 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

MDG members, including the United States, the United Kingdom, the European Union, Spain, Belgium, France, Germany and Japan, were consulted on this report in April 2014.

4.5. Mini-Dublin group assessment of needs

MDG 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;
- Continued support to INDECOM and other oversight agencies as necessary.

5. TRINIDAD AND TOBAGO

5.1. General situation in country

The United States International Narcotics Control Strategy Report (2014) indicates corruption, lack of sustainability of government funded programs, as well as gaps in legislative and organizational implementation, continue to be challenges facing Trinidad and Tobago in its efforts to curb the trafficking and use of illegal narcotics. MDG members share this view. Trinidad and Tobago has dropped for three consecutive years on the Transparency International Corruption Perceptions Index. Insufficient efforts to fight corruption hamper the Trinidad and Tobago government's ability to combat illicit trafficking, and reduce the effectiveness of training and capacity building. The proceeds from trafficking have a corrosive impact on government, other institutions, and society in general. 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 a serious problem.

Changing national security architecture

Trinidad and Tobago's national security architecture undergoes frequent changes and is characterized by a highly fluctuating leadership, reflective of issues similar to the political structure of Trinidad and Tobago, which is subject to constant change. Since the appointment of the fourth Minister of National Security in September 2013, and the third six-month extension to the Acting Commissioner of Police, Stephen Williams, the authorities have reported a decrease in serious crimes, though not in homicides or sexual offences. As of March 2014, a National Operations Centre has been established, replacing previous bodies. Its mandate includes: to receive, collate and rigorously refine information from State intelligence agencies, regional and international partners and other sources to produce actionable and forensically sound operational intelligence for the law enforcement bodies and the military with respect to transitional and national security threats; and provide a facility for a total government response to national security threats and the system which includes state of the art GiS, GPS and situational awareness software and surveillance suites.

Trinidad and Tobago Police Service efforts are concentrated on reducing the country's high homicide rate, with the government having mandated a 50 percent reduction in serious crimes in the 2013-2015 period. However, the conviction rate and the crime resolution rate are still both very low.

Trafficking

The Caribbean region has witnessed increased trafficking due to strong anti-narcotics efforts in Central America and Mexico. Trinidad and Tobago's porous borders and proximity to South America increase its attractiveness to traffickers. 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.

Trinidad and Tobago is increasingly 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. Reports of human trafficking are on the rise, according to a recent International Organization for Migration report on Human Trafficking. Registered victims are primarily from the Dominican Republic, Venezuela, Colombia and Guyana.

In 2013, when Trinidad and Tobago's Act to Prevent Trafficking in Persons entered into force, twelve victims of trafficking have been identified (it is not known how many cases are being investigated). Of these, eight women were presumably trafficked for sexual exploitation, one woman trafficked for domestic servitude and three people trafficked for forced labour.

Drug abuse awareness, demand reduction and treatment

The Government of Trinidad and Tobago has made 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 marijuana remains the drug of choice followed by cocaine and, most recently, heroin and synthetic drugs. The country's National Alcohol and Drug Abuse Prevention Program 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 CICAD. Other drug prevention efforts include training for educators, anti-smuggling campaigns, and special outreach events.

A Juvenile Drug Treatment Court (DTC) will be launched in April 2014 to treat young, non-violent drug offenders. The Judiciary aims to have this court in each of the 13 magisterial districts with the hope that by 2015, at least five magisterial districts would have their own.

The DTC pilot project was launched at the San Fernando Magistrates' Court in September 2012, with the aim of supervising cases of drug-dependent offenders who agree to accept treatment for their substance abuse with the permission of the Director of Public Prosecutions with an emphasis on addressing the underlying causes of criminal behaviour.

Production

Illicit drug production is limited to marijuana.

5.2. Anti-drug action

MDG members are not aware of the existence of a consistent Trinidad and Tobago government anti-drug strategy, nor of any follow-up to the national drug strategy that expired in 2012. At the same time, successive governments have recognized the need to enhance Trinidad and Tobago's maritime assets to improve surveillance and interdiction of drug trafficking to its shores. The government is considering purchasing a range of short- to long-range vessels to intercept traffickers. To date, no such acquisitions have been made.

Despite attempts by the government to tackle limited maritime capability, intelligence gathered by various international agencies clearly show a high level of corruption within the Trinidad and Tobago Coast Guard. This is also widely recognized by local law enforcement. It is felt that as long as this corruption problem remains, the borders will continue to be porous even if the government attempts to acquire additional vessels.

In a positive change from last year, national seizures, interdictions, and eradications increased in 2013 from 2012. Law enforcement entities in Trinidad and Tobago seized 110.6 kilograms (kg) of cocaine and 3.7 metric tons of marijuana from January to September 2013. They also destroyed 328,600 mature marijuana trees during the period. The root cause for the increase in activity by law enforcement is unknown. Higher seizure rates could indicate increased efforts by and a greater ability of law enforcement officers to detect trafficking. It may also indicate an increase in the volume of product being trafficked through Trinidad and Tobago, which would be consistent with speculation regarding the impact of counter-narcotics efforts in Central America and Mexico.

Money laundering

The Government has made considerable progress with respect to measures undertaken by the country to comply with the Caribbean Financial Action Task Force recommendations made in the third round Mutual Evaluation Report (MER). However, this exercise must be completed so as to prevent adverse effects that the abuse of businesses and financial institutions for the purpose of money laundering and financing of terrorism would have on the social and economic health of the country. Specific challenges faced by Trinidad and Tobago include the lack of legislation for regulation of the Credit Union Sector; the need to increase the capacity of supervisory powers of the FIU; and the lack of money laundering prosecutions. In addition, there is a perception that the country lacks the proper investigative, monitoring and evaluation systems into white collar crime. In March 2014, the Trinidad and Tobago's Attorney-General announced his intent to table legislation that would allow for suits against money launderers without the need for there to be another crime drawing charges first.

The Trinidad and Tobago FIU Annual Report 2013 indicated a 115% increase in the number of suspicious transactions over the previous year. The FIU indicated that 1.1 billion TTD in suspicious transactions had reportedly passed through the country's financial system that year. However, despite the high incidence of questionable financial activities indicative of laundering reported to Trinidad and Tobago's FIU, only one person has been arrested and charged for engaging in fraudulent behaviour so far. There have been 1,115 suspicious transaction reports, to the value of \$1.12 billion, made to the FIU over the past three years. The Financial Investigations Bureau (police investigative unit on financial crimes) has limited capacity, so improvement is seen as unlikely.

Trinidad and Tobago is the first country scheduled to be evaluated under the fourth Round of Evaluation in January 2015. In preparation, the country has conducted meetings with the World Bank to discuss the National Risk Assessment Process and formed an interdisciplinary committee to manage the process

FIU-TT was welcomed as a member of the Egmont Group, the internationally recognised Anti-Money Laundering forum of Financial Intelligence Units, on July 3, 2013. This development will greatly enhance information exchange between Trinidad and Tobago and other countries in anti-money laundering, financing of terrorism, and related investigations.

While these recent actions demonstrate progress, MDG members noted that, to date, no one has been prosecuted or convicted of financial crime. The FIU, Financial Investigations Bureau and the Director of Public Prosecutions are, however, ardent in taking training and prosecutions forward.

Maritime and port surveillance

A radar surveillance network is in place, 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. MDG members noted that there are public concerns over the efficiency of this system to interdict illicit drugs. For years, various governments have announce their intention to install container scanners at the country's main maritime ports of entry to help stem the flow of illegal guns, drugs, and other contraband coming into the country. It is reported that four portable scanners are being delivered by the United States.

The Government has signed Maritime and Airspace Cooperation Agreements with several CARICOM countries to enable signatories to patrol and interdict traffickers within each other's territorial waters. However, government plans to establish and implement in stages twelve Coast Guard stations as part of a new strategy have not yet produced results.

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

MDG 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.

Some of the proposals made in Trinidad and Tobago's review of its security, including efforts to streamline and better coordinate intelligence gathering, are also put forward in the approved CARICOM Crime and Security Strategy, which is to be coordinated by CARICOM IMPACS. The strategy seeks to increase emphasis on illegal guns, review the region's position on drug policy and endorse asset forfeiture of those involved in crime. Heads of Government approved a CARICOM Crime and Security Strategy, which is to be coordinated by CARICOM IMPACS. The strategy seeks to increase emphasis on illegal guns, review the region's 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.

5.3. Updates to major bilateral and multilateral CN programs¹⁰

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 continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a United Kingdom Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain. This funding has been extended to September 2014, and the current goal is to continue funding after that deadline.

In terms of 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 also has a Memorandum of Understanding with Trinidad on

¹⁰ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin group members should consult previous reports for past and ongoing programs.

Corrections Services. The Royal Canadian Mounted Police Port of Spain Liaison Office was created in 2009; currently this office is responsible for sixteen (16) countries in the region (Caribbean & South America). The vast majority of the investigations are related to drugs and organized crime (65%), financial crimes (25%) and other criminal code offences (10%): sexual assault, homicides etc. Canada funded a drafting workshop (including two Canadian security experts), to help the Government develop a national security policy and strategy, which the government is verbally committed to implementing. In addition, Canada recently sponsored an Interpol intelligence workshop in Trinidad, and Canada continues to participate in the Caribbean Basin Security Initiative dialogue.

Over the past year, Canada has strengthened its defence links with Trinidad and Tobago through the establishment of a Canadian Defence Attaché, the signing of a memorandum of understanding that reinforces Trinidad and Tobago's longstanding membership in the Canadian Military Training and Cooperation Program (MCTP) and establishes the roles and responsibilities of both countries with regard to training standards, program delivery, objectives and criteria. Under the MCTP, Trinidad and Tobago has been offered and accepted highly prized professional development and training opportunities. Senior level dialogue has also revealed potential areas of collaboration that both countries are considering in an effort to grow regional defence capacity and closer operational cooperation.

The European Union supports Trinidad and Tobago through its regional crime and security agenda. Approvals are still being finalized to support CARIFORUM member states and security agencies 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's Police and Customs Agencies have liaison officers located in Caracas (Venezuela) servicing Trinidad and Tobago and working in close collaboration with the CIFAD (Interdepartmental Training Centre for the Fight against Drugs) based in Fort-de-France, Martinique. The CIFAD is an operator of the Interdepartmental Mission for the Fight against Drugs and Drug Addiction (MILDT) tasked with training and cooperation. Every year, the CIFAD organizes around 70 anti-drug and addictive-behavior prevention initiatives for the French Departments of the Americas and the governments of Caribbean and Latin American States, particularly those located along the cocaine route to France and Europe. Its objective is to reinforce skills and international cooperation in the fight against drugs by facilitating expertise swapping.

This year, two training sessions will be given to Trinidad and Tobago Law enforcement agencies: Selecting and searching recreational vessels with the partnership of Trinidad and Tobago, CICAD and Grenada; and discreet surveillance, tracking & questioning techniques.

Germany's Federal Criminal Police Office is considering inviting an agent of the Transnational Organized Crime Unit (TOCU) for training to Germany in the first half of 2015.

The Netherlands' National Police has liaison officers located in Surinam and Curaçao (servicing Trinidad and Tobago). Together with international partners, like the Maritime Analysis and Operations Centre - Narcotics in Lisbon, 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. The effective cooperation with national and international partners in Port of Spain has led to a couple of successful investigations and maritime seizures in Trinidad and Tobago, the Netherlands and Curaçao."

Spain continues to participate in the CBSI dialogue as an observer, and provides input on its ongoing security programs with all Spanish-speaking Caribbean countries in the fields of counter-terrorism, drug trafficking, extraditions, piracy and finance-related crimes. In the framework of the CARICOM-Spain Joint Fund, Spain is also financing the implementation of projects triggered to enhance citizen security in the region of CARICOM, by improving business opportunities to reduce youth violence.

The United Kingdom currently provides support to Trinidad and Tobago's Law enforcement agencies through its National Crime Agency (NCA), which was formed from the previous Serious Organised Crime Agency (SOCA) in October 2013. The NCA continues 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, 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 United Kingdom's 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 and is working towards accelerating criminal justice reform. A Code for Prosecutors was launched in 2012. The CJA has worked directly with the Judiciary drafting Criminal Procedure Rules (CPRs) for Magistrates Courts and the High Court. Current work includes setting up interview suites for the digital recording of interviews with suspects by the police in specific units; advising on an amended Bill to abolish Preliminary Inquiries; a new youth justice policy; and an amended Act to deal with plea bargaining. The CJA also works closely with the FIU and Financial Investigation Bureau and Director of Public Prosecution's office on money laundering cases, and has advised the FIU on amendments to legislation to encourage more prosecutions for money laundering.

The 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 United States Department of State's Bureau of International Narcotics and Law Enforcement provides funding on a yearly basis to support these goals through the implementation of programs with regional and bilateral impact. Principle efforts in the bilateral program managed by U.S. Embassy Port of Spain have focused on building the capacity of Trinidad and Tobago law enforcement to detect, deter, and investigate crimes affecting the local and international community.

The Regional Security Office of the Diplomatic Security Service provides antiterrorism assistance, and these programs have a counter-narcotics impact. Furthermore, the United States embassy's Military Liaison group continues to provide training and assistance to the Trinidad and Tobago Defence Force, whose Coast Guard plays 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 United States 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 United States 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 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 the 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

MDG members met on March 21, 2014 and agreed to the contents of this report.

5.5. Prioritized identification of needs for external assistance

The Government of Trinidad and Tobago has identified areas of priority under its national security mandate. MDG members are supportive of the security priorities identified and encourage their full implementation as well as finalization of the National Security Strategy. MDG members noted that more could be done on addressing illicit drugs and raising the crime detection rate.

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 prioritized. Resources are needed to look at the root cause of crime and political will is necessary to effectively fight against it. MDG 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 programs targeting these vulnerable groups in addition to working in cooperation with MDG members that implement programs in this area. The International Development Bank's Citizen Security Program is one such example of this type of programming.

MDG members also see a critical need for increased institutional effectiveness and reform, and for increased local ownership, accountability, mentorship and sustained application. There is also a need for further judicial reform and the expedition of prosecution. In addition, continued bilateral and multilateral assistance in the form of capacity building initiatives at an operational level are required. This includes capacity-building with respect to law enforcement, military and coast guard training for assets recovery and respect for human rights, 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

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

i) Main threats/trends

- Reopening of old Caribbean trafficking routes has increased trans-shipment of illicit drugs and firearms through this region, , due in particular to more effective interdiction in Central America;
- Lack of border controls remain an important issue as traffickers exploit vulnerabilities in the Caribbean region; and
- Increased reporting of money laundering activities, but insufficient follow-up; and
- Increasing reports of corruption

ii) Political initiatives

- Trinidad and Tobago participates in intelligence sharing through the Regional Intelligence Fusion Centre. The continuing reorganization 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.

iii) Recommendations

MDG members make the following recommendations:

- Continue engagement in criminal justice reform – working to speed up the judicial system and improve the detection and conviction rates by enforcing or reviewing requisite legislation;
- Review and implement reform of the criminal justice system;
- Encourage the Government to collect and disseminate more reliable statistics on drug trafficking and related crimes;
- Encourage the Government to finalize and make public its Comprehensive National Security Policy and Strategy so that activities identified for support by MDG members can coincide with the Government’s priorities;
- Encourage the Government to strengthen border controls;
- Encourage the Government to pursue regional approaches to challenges faced, including strengthening institutional arrangements and implementation mechanisms of these regional agencies;
- Continue to support the CARICOM Crime and Security Strategy 2013;

- Assist national skills development in the area of the management of precursor chemicals and pharmaceuticals;
- Encourage the Government to improve maritime border security by fighting corruption 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 prosecuting money laundering although government has indicated its full support of the process;
- Encourage the Government to implement robust enforcement of anti-corruption measures across all institutions;
- Support Government efforts to deal with the social causes of drug-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 to avoid duplication of efforts;
- Share information with the Ministry of National Security to ensure that programs meet Trinidad and Tobago's needs effectively;
- Enhance the law enforcement capacity of Customs and Excise;
- Encourage the Government to address the lengthy and costly recruitment process for high level law enforcement personnel, most notably the Police Commissioner; and
- 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 improve the detection and conviction rates.