



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 20 June 2013

11150/13

CORDROGUE 55

NOTE

from:	Canadian Regional Chair of the Dublin Group
to:	Dublin Group
No. prev. doc.:	15791/12 CORDROGUE 75
Subject:	Regional report on the Caribbean

1. BARBADOS AND EASTERN CARIBBEAN

1.1. General Situation: Drug production and trafficking

Barbados

Barbados is primarily a transit country for illicit drugs. Cannabis is the only illicit drug produced and is primarily for domestic consumption. Based on eradication statistics, cultivation levels have remained constant. There were no reports of production, transit or consumption of methamphetamines or other synthetic drugs.

Illicit drugs are transferred at sea at predestined Global Positioning System (GPS) coordinates and then retrieved by local vessels for onward landing on deserted beaches in Barbados. Cocaine trafficked from Barbados is via airlines, cruise ships, yachts, freight shipping containers, and travellers/couriers. The majority of cocaine is sourced from Colombia, where it transits through Venezuela, Trinidad, and/or Guyana before entering Barbados via one of the Eastern Caribbean islands. It is then trafficked to Europe and North America.

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

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

The islands of the Eastern Caribbean all form part of the transit zone for the passage of cocaine from South America to Europe and North America. The drugs travel by boat or air up the island chains. Shipments are brought over by sea to deserted beaches or unmonitored ports and transferred onto vessels that make the trip up the island chains. These boats rendezvous at predestined GPS spots at sea where the transfer takes place onto the vessels that either cross the Atlantic to Europe or East to the United States. With significant areas of unprotected deserted beaches, poor border control, and weak legislation, these countries continue to provide the crime groups with a safe environment for landing drug shipments.

The Regional Security System (RSS) estimates that less than 10% of all illegal drug shipments are successfully intercepted in this region.

Mini Dublin Group members noted that a lack of priority accorded by some of the governments of the Organization of Eastern Caribbean States (OECS), combined with a scarcity of legitimate alternative income options, results in segments of some islands dependent 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.

Corruption in some OECS states remains a cause for concern. The United States, through the RSS, has established a vetting unit to help address this problem. Nevertheless, drug trafficking organizations continue to elude law enforcement agencies through corruption and coercion. Mini Dublin Group members noted the significant role the RSS continues to play in helping member states fight against drug trafficking. In addition to running the C-26 air surveillance, the RSS supports marijuana eradication. Mini Dublin Group members noted that the overall effectiveness and sustainability of these programs is hampered by funding limitations.

The Group noted that the RSS operates on a reduced annual operating budget due to financial constraints. The main donors to the RSS are Canada, France, the United Kingdom and the United States.

1.2. Anti-drug Strategy

Barbados

A National Anti-Drug Plan is being developed through the National Council on Substance Abuse (NCSA) and will be applied by October 2014. The NCSA, which co-ordinates the areas of demand reduction, supply reduction, control measures, institutional building, programme evaluation and legislation, is underfunded and understaffed.

Barbados implemented the Barbados Drug Information Network to improve the collection and evaluation of drug-related statistics but surveys are not conducted regularly.

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

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

The Government of Barbados are in support of Drug Treatment Courts with the inaugural workshop which was held in Bridgetown, on 22 April, 2013.

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

Antigua & Barbuda

Antigua and Barbuda has a multi-agency national Anti-Drug Strategy which has been in force since 2007. It is administered by the National Drug Council (which has no assigned budget) and the Ministry of National Security. Priorities include increased patrols by air, land, and sea to interdict shipments and to reduce the importation of illicit drugs while strengthening coordination in the areas of intelligence, interdiction, use of material resources, specialized communication and training of personnel, and broadening the scope of existing prevention programs and increasing the scope within schools and the community. Antigua launched the Cadet Core program in September 2012 to address the upsurge of violence in the school system and intends to expand the DARE programme to include six secondary schools. An update to the 2007 Strategy was approved April 2013. The 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. There are no government run drug treatment facilities. There are no alternate sentencing options for persons charged with possession.

Specialized training to address illicit drug trafficking is provided to law enforcement and customs officials.

The Government of Antigua and Barbuda purchased the license of eSeaClear¹. 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 national government agencies.

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

¹ eSeaClear is a Canadian-developed online registration and clearance system for small vessels and passengers.

In 2013, Antigua and Barbuda have passed law for a citizenship investment program, which allows foreigners to obtain a local passport once certain investments have been made.

The Office of National Drug and Money Laundering Control Policy coordinate drug-related statistics in the area of supply reduction. No studies related to demand reduction have been completed since 2006. Minimal drug prevention education program is undertaken in the junior and high school systems.

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 a Memorandum of Understanding (MOU) and overseen by the Joint Intelligence Group.

Commonwealth of Dominica

The Commonwealth of Dominica does not have a national anti-drug plan. The Advisory Council on the Misuse of Drugs is the national anti-drug authority. The Dominica Police Force has the responsibility for the area of supply reduction.

Weak law enforcement and maritime capability appear to be fuelling Dominica as a major transshipment hub for drug trafficking organizations.

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.

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

The Money Laundering Prevention Act criminalizes the laundering of proceeds from any indictable offence. Mini Dublin Group members continue to express concern over the Government's economic citizenship programme whereby non-residents can purchase Dominican passports with no residency obligations.

Dominica has been taking the lead with the following laws now passed in the Criminal Law and Procedure (Amendment) Act 2013 and the Protection of Witnesses Act 2013:

- Enforcement powers in respect of ships are very wide ranging and drafted in order 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;
- An offence for perverting or conspiring to pervert the course of justice;
- Witness anonymity and use of the video link facility in the courts for vulnerable witnesses;
- 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; and
- Defence disclosure of a defence will avert the defence tactic of ambushing the prosecution at trial and narrow the issues, which should reduce delays.

Grenada

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

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

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

The legal framework has been tabled now for the Drug Abuse Prevention and Control Act to prevent the misuse of a controlled drug to include those which contain ephedrine and pseudoephedrine. The 2005 Precursor Chemical Bill is still pending adoption.

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. Legislation recognizing the International Criminal Court has been passed and a Code for Prosecutors launched.

Grenada implemented and strengthened its legislation and regulation of its offshore sector. This resulted in the country being removed from the Financial Action Task Force (FATF) non-cooperative countries and territories list. Grenada cancelled its economic citizenship programme. The Grenada International Financial Services Authority monitors and regulates offshore financial services. The Grenada Authority for the Regulation of Financial Institutions Act provides for a single regulatory agency for non-bank financial institutions and services. 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 Financial Intelligence Unit (FIU). There have been no prosecutions to date.

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 ascertains that they were gain through terrorist activities.

St Kitts and Nevis

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

While a framework is in place to control and prevent the diversion of pharmaceutical products, there has been little evaluation of its effectiveness. In addition, although there are provisions to prevent the diversion of controlled chemical substances, Mini Dublin Group members express concern that there is no effective control of these chemicals.

The Government of St Kitts reported a 53% drop in crime in 2012 when compared to statistics from 2011. Figures for the first quarter of 2013 reveal an additional 30 % decrease in crime compared to statistics for the same period in 2012. These results are due to the work of the violent crimes specialized unit.

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. To date there have been no prosecutions. Sufficient resources are not available to effectively implement the anti-money laundering regime particularly as it pertains to the offshore financial sector.

St. Kitts has 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.

St Lucia

St Lucia has not had an anti-drug plan since 2005. The Substance Abuse Council Secretariat, which falls under the Ministry of Health, coordinates the national counter narcotics and substance abuse strategy. There are no specially earmarked funds for the work of this Secretariat.

No demand reduction studies have been completed since 2009. The Government runs a selective drug abuse prevention program.

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

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

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

St Vincent and the Grenadines

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

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 and the ‘industry’ has significantly infiltrated the economy. Although agencies exchange supply reduction data there is no evaluation of their effectiveness.

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

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

1.3. Updates to major bilateral and multilateral CN programs ¹

Barbados and the OECS

Generally development and donor support is given on a regional or sub-regional basis to the OECS.

Substantially reducing trafficking is one of the major strategic goals of this **United States'** Caribbean Basin Security Initiative (CBSI). Since 2010, the United States has dedicated about \$16 million to support law enforcement and counter- 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 US International Criminal Investigations and Training Programme is a three year programme due to begin in June 2013 that will be funded under the CBSI. The goal is to put together a sustainable regional training program that will function throughout the eastern Caribbean.

¹ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

The 2013 Trade Winds exercise will be held in St. Lucia in the latter part of May 2013 and will focus on a maritime exercise involving the Secure Seas patrol vessels donated by the US to each country in 2012. The United States provides bilateral support in the form of training and equipment to OECS countries. It also includes work to strengthen legal systems, work on the ground with specialized drug units, and corrections management training.

The United States is also beginning 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 States is in the process of deploying 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 US, Canada, and Europe. The United States and the United Kingdom provide border control training.

The United States and United Kingdom are working to strengthen capacity in regional the justice systems, particularly in the areas of prosecution structures and processes, investigation, and legislation. The United States also recently hired a financial crimes advisor to help write and pass civil asset forfeiture legislation in all jurisdictions of the Eastern Caribbean. 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 results and is available on the Eastern Caribbean Supreme Court Website at:

http://www.eccourts.org/public_info.html.

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

The **United Kingdom** provides direct support to strengthen the FIU and is conducting a mentoring program with the judiciary to support ongoing civil asset forfeiture cases. Mentoring of financial investigators and prosecutors on "live cases" is ongoing across all jurisdictions in the Eastern Caribbean.

In April 2013, the United Kingdom organized and funded a ‘Heads of FIU’ meeting in Antigua, attended by 13 jurisdictions from the Eastern Caribbean and overseas territories (Turks and Caicos, Montserrat, British Virgin Islands, Bermuda and the Cayman Islands) with participation by the United States and France.

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’ workshop was held in St Vincent on May 4, 2013 which included magistrates from St Lucia, Grenada and Antigua. The United Kingdom and the United States provides guidance and assistance with legislative amendments.

The **European Commission** supports demand and supply reduction initiatives regionally. The **European Union** supports a safety and security programme in St Kitts and Nevis, in addition to providing funding for security programmes, in collaboration with CARIFORUM/CARICOM Implementation Agency for Crime and Security (IMPACS) and AMERIPOL (involving RSS).

Canada supports the RSS Police Training Institute and the Barbados Defence Force in information technology training. Canada and the US joined together to provide the RIBIN forensic technology to Barbados to serve as a regional hub for the benefit of all Eastern Caribbean police forces. Canada offers peace keeping and French language training to military officers from Barbados and Antigua and provides information technology training. Canada also supports the air wing refurbishment and the polygraph unit in co-operation with the US. Barbados 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 data collection.

Canada has also funded, through the OAS, work on drug courts.

France is involved in regional security, particularly through the RSS. It has made equipment contributions for the Air Wing and sponsored training via France's CFIAD (interdepartmental training centre for anti-drugs) in Dominica, St. Lucia, and St. Vincent. France attended the RSS Regional Council of Ministers meeting in March 2013. France is working together with the United States to raise awareness of the San Jose Accord, an agreement to assist in the suppression of illicit maritime and air trafficking of narcotics in the Caribbean.

The **OAS**, primarily through its Inter-American Drug Abuse Control Commission (CICAD), which is supported by member states such as the United States and Canada, provides regional training programmes in the area of border control, airport security, and control of 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 Caribbean Human Development Report provides research which illustrates that drug trafficking and gang related violence are negatively effecting the develop capabilities of the region's citizens. The report provides governments with recommendations geared at upgrading the judiciary, police reform, focussing on youth at risk, and prioritizing the safety of citizens in line with the safety of the countries. The **United Nations Development Programme** runs several programmes focussed on anti-corruption programme and have recently placed a full time officer from **United Nations Office on Drugs and Crime** (UNODC) in the CARICOM Secretariat with responsibility for this region. The UNODC is planning to re-open its office in Barbados by the end of 2014.

China provided training in Barbados (e.g. training for the Barbados Defence Force and financial assistance). **Venezuela** has offered military support to Dominica and St Vincent and the Grenadines.

1.4. Mini-Dublin Group meeting

The last meeting of Dublin Group members was held in April 2013 with an update to its report in May. Four meetings were held in 2012.

1.5. Prioritized identification of needs for external assistance for the area

Mini Dublin Group members continue to identify the following areas in need of external assistance:

- Training for police, defence forces, customs, immigration and security-related front line personnel in identifying traffickers, and protecting and securing evidence;
- Develop stronger communication links between national law enforcement units to share intelligence;
- Support for restructuring of police forces and their channels of accountability, to reduce political interference and to ensure adherence to human rights and professional standards;
- Support for regional policing efforts to reduce the personal risk and exposure of front line officers;
- Support for regional security infrastructure and assets, including the creation of competent regional maritime intercept capacity;
- Support for encouraging national and regional security to be a top political priority;
- Polygraphing police, defence, customs, and immigration officers who are involved in anti-drug trafficking investigations;
- Strengthening of the legal system in areas including legislation, training and mentoring to judges, prosecutors, law enforcement, magistrates and police in areas specific to proceeds of crime, asset forfeitures, witness protection, and sentencing in the areas of money laundering, and drug trafficking;
- Put in place asset sharing protocols to ensure that some of the funds obtained from successful legal proceedings are diverted back into law enforcement;
- Put in place systems that protect witnesses in serious crimes;
- Assistance in developing alternate sentencing options to drug users and addicts; and
- Assistance in creating alternate employment options for those currently involved in the illicit drug trade.

1.6. Mini-Dublin Group assessment of needs

Mini Dublin Group members continued to highlight the following threats to the region:

- (i) Threats and trends:
- The lack of response/action to donor initiatives at the regional and political level that deal with security issues;
 - Weakness of regional organizations' abilities to deal with the security issues;
 - Risk of infiltration by drug traffickers within government levels;
 - Crime and security are recognized as a major issue but insufficient funds are dedicated to address it by the OECS' governments;
 - Serious fiscal constraints requiring governments to seek financial assistance from potentially compromising, non-traditional sources;
 - Weak economic climate has fostered an increase in crime;
 - The illicit drug trade is having a strong economic impact on fragile economies, hindering foreign investment;
 - Drug trafficking and crime may rise over the next three years as a result of law enforcement efforts in Central America;
 - Increase in gang related activities and illegal firearms;
 - Increase in the number of women using illegal narcotics;
 - Weak judicial and legal framework to adequately deal with serious crime issues; and
 - Witnesses, judges, magistrates, and police officers being threatened, injured and killed in drug related cases.
- (ii) Political and Strategic initiatives that have occurred in the region to address these threats:
- RSS members have approved a "first responders" course;
 - RSS has established a polygraphing unit with US assistance;
 - St Kitts and Nevis, with funding from the European Union, will support a police training institute;
 - Barbados is establishing a Drug Court;
 - Barbados anti-corruption related legislation has been passed in the lower house;
 - St Kitts and Nevis and Antigua sought OAS assistance to assess gang infiltration;
 - Antigua has introduced, but not yet passed, anti-corruption legislation; and

- Success on proceeds of crime case in St Vincent, supported by an OECS High Court ruling on asset forfeiture, has set a valuable precedent for the region.

(iii) Recommendations

Mini Dublin Group members continued to make the following recommendations to the governments in the region:

- Sign and ratify all relevant UN Conventions, particularly the Convention against Transnational Organized Crime and its protocols, the Convention for the Suppression of the Financing of Terrorism and the UN Convention against Corruption;
- Sign and ratify the Regional Maritime Agreement to focus more on a regional versus bilateral approach;
- Provide the resources to properly regulate offshore entities;
- Put equipment, infrastructure and systems in place to reduce the risk level for witnesses and jurors in serious crimes;
- Support the recommendation by Mini Dublin Group members for regional initiatives, including witness protection, that reduce the personal risk for officers and witnesses;
- Commit the necessary resources to establish and maintain specialist law enforcement units which enable the pursuit of the high end targets;
- Establish alternate sentencing options for drug users;
- Commit to proper levels of drug education, treatment and rehabilitation and establish these centers independent of those associated with mental illness;
- Encourage greater financial support of the RSS;
- Capture data which would allow for completion of international reports related to drug trafficking;
- Commit to the proper regulation and oversight of their financial sectors;
- Address legislation to make international and inter-island extraditions more efficient;
- Pass and implement anti-corruption legislation and put into place the required mechanisms to implement and enforce legislation;
- Provide legislation that permits the crown to dispose of seized assets in a timely manner while awaiting the court decisions; and
- Pass civil forfeiture laws and appropriate the funds directly into meeting the needs for strengthening security.

2. DOMINICAN REPUBLIC

2.1. General Situation: Drug production and trafficking

The Dominican Republic remains a transit country for drug traffickers to move large amounts of cocaine from South America to North America and Europe.

The Dominican Republic's Direccion Nacional de Control de Drogas (DNCD) continues its efforts to address drug trafficking. In 2012 the following seizures were made: 9634 kilos of cocaine, 11,244 grams of crack cocaine, 38,718 grams of heroin, 765 kilos marihuana, and 457 kilos of other controlled substances. In the first few months of 2013, there have been two large seizures of cocaine totalling 2770 kilograms.

Cocaine remains the primary drug trafficked in the Dominican Republic. The price of cocaine has risen to approximately USD10,000 per kilogram. Mini Dublin Group members surmise that the price of cocaine has risen due to record seizures in 2012 and 2013.

There has been a noticeable increase in drug trafficking through ports with the use of container vessels primarily at the Port of Caucedo. Mini Dublin Group members note that there have been several initiatives to address this issue, including involvement in the Container Security Initiative (a United States initiative designed to address security of containerized cargo ships) and improved training of DNCD and port authorities. Mini Dublin Group members, including the United States and Canada, are assisting in providing capacity building and training to officials.

Corruption continues to be a problem. Mini Dublin Group members reported that on March 19, 2013 approximately thirty-five port security, law enforcement, immigration officials and crew members were arrested and 680 kilograms of cocaine seized from a private flight destined for France. DNCD investigations revealed that officials had taken bribes and were linked to a drug trafficking network linking the Dominican Republic and Europe.

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. In March 2013, President Medina announced a National Security Plan to respond to increased violence, crime and drug trafficking in the Dominican Republic. The Plan's two pillars - prevention and prosecution – includes installation of surveillance cameras to survey key urban areas, increased officers to monitor street activity, greater controls on legal weapons, greater enforcement efforts to seize illegal weapons, and the activation of 911 emergency telephone lines.

2.3. Updates to major bilateral and multilateral CN programs ¹

Canada supports specialized courses for the DNCD. These courses focus on illicit drugs and organized crime investigations, evidence gathering and forensic interviewing techniques.

France has provided EUR 200,000 for programming to address illicit drugs and organized crime as well as support for demand reduction efforts through its Centre Interministériel de Formation .

Germany, through its federal police force and liaison officer in Santo Domingo, has provided EUR 100,000 in support of capacity building and technical programs for the DNCD and the Dominican National Police.

The **Netherlands** has expanded capacity initiatives for the judiciary such as for the Public Prosecution Service's money-laundering department.

2.4. Mini- Dublin Group meeting

Mini Dublin Group members provided an update to 15791/12CORDROGUE 75 in April 2013.

2.5. Mini-Dublin Group assessment of needs and recommendations

Mini-Dublin Group members continued to make the following recommendations to the government of the Dominican Republic:

- Provide the DNCD with the necessary resources to carry out its mandate; and
- 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.

¹ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

In addition, Mini-Dublin Group members urged continued capacity-building support by donors to the Dominican National Police and the DNCD in the area of implementing the new Criminal Code.

3. GUYANA

3.1. General Situation: Drug production and trafficking

Guyana's location, limited law enforcement capacity, and lack of full political commitment remain contributing factors to the growing drug trafficking problems in the country. Illicit drugs, specifically cocaine, continue to be transited through Guyana from Colombia, Venezuela and Peru, into Suriname, French Guiana, Europe, West Africa and North America. Smugglers seek new trafficking routes regularly, and the unprotected, sparsely populated interior highlands and coastal Savannah regions of Guyana make an attractive corridor for traffickers. Traffickers use remote locations in the interior and make airstrips to facilitate the trafficking of drugs and refuelling of aircrafts. Using 'go-fast' boats, they also use the remote but navigable rivers in the hinterland to traffic drugs. There has been some evidence of Guyanese traffickers involved in offshore transfers of illicit drugs in Guyana's coastal waters.

While Guyanese authorities at the Port Georgetown and at Cheddi Jagan International Airport have had recent successes interdicting drugs, there have been no significant prosecutions to support these successes. The Guyana Police Force (GPF) reported an 80% increase in execution style murders for 2012 in comparison to 2011. The majority of these murders were related to illicit drugs and tied to transnational crime organizations. The GPF reported a two per cent decline in other serious crimes for the period January-April 2013 in comparison to the same four months in 2012.

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

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

3.2. Update on anti-drug strategy

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

Mini Dublin Group members continue to raise concerns about the ability of the FIU to mitigate money laundering and seize the proceeds of crime in the absence of a complementary independent investigations unit. The current approach is uncoordinated thereby creating major hindrances. The FIU's mandate is to collect financial intelligence from reporting entities, but it does not have investigative capacity. While such authority legally resides with the GPF's Criminal Investigations Department, it lacks the expertise to conduct complex financial investigations. As a result, information collected by the FIU does not translate into investigations that could lead to prosecutions. The FIU is further impeded due to a lack of trained and vetted personnel in these agencies to implement the legislation. In August 2012 representatives from the Eastern Caribbean Financial Advisory Team conducted a needs assessment mission and proposed an action plan to establish a vetted capacity within the FIU to investigate serious financial crime and draft amendments to Guyana's existing legislation. While the government endorsed the establishment of a vetted capacity, the unit needs to be established. To encourage high-level political commitment to the issue, Mini Dublin Group members organized a financial crimes workshop in April 2013. This workshop stressed the importance of inter-agency cooperation in conducting investigations.

In November 2011, the Caribbean Financial Action Task Force (CFATF) brought to the attention of its Members several jurisdictions, including Guyana, with significant strategic deficiencies in their AML/CFT regime. With a view to encouraging expeditious rectification of the identified strategic deficiencies, the CFATF, in conjunction with Guyana, developed an Action Plan with identified target dates to address the strategic deficiencies that existed in its national architecture to combat money laundering and the financing of terrorism. Guyana has taken steps towards improving its AML/CFT compliance regime including strengthening its record keeping requirements and functionality of its Financial Intelligence Unit. However, the CFATF has determined that Guyana has failed to make sufficient progress in addressing its significant strategic AML/CFT deficiencies, including certain legislative reforms. Guyana has introduced an amendment Bill into Parliament to address the deficiencies. CFATF encourages Guyana to urgently approve and implement these legislative amendments. If Guyana does not take specific steps by November 2013, then the CFATF will identify Guyana as not taking sufficient steps to address its AML/CFT deficiencies and will take the additional steps of calling upon its Members to consider implementing counter measures to protect their financial systems from the on-going money laundering and terrorist financing risks emanating from Guyana, and at that time CFATF will consider referring Guyana to the Financial Action Task Force International Cooperation Review Group.

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

Mini Dublin Group members acknowledged that there is an urgent need for security sector reform in Guyana. A lack of professionalism and resources, inadequate leadership and political interference are the key elements that hinder effective reform. The Government's focus centres on the modernisation of the police through training - an approach that has not led to significant improvements in the last ten years. Reporting on the incident of July 2012 police killing unarmed citizens, in 2013 the Commission of Inquiry found the GPF responsible and fully exonerated Guyana's Home Affairs Minister. The report recommended the families of the victims be compensated GYD 8 million – a sum many, including Cabinet members, found insufficient. Opposition members found the Minister exoneration unjust and, to date refuses to recognize the Minister right to speak in the National Assembly, further complicating the legislative process.

3.3. Updates to major bilateral and multilateral CN programs ¹

Canada has responded to a request from Guyana's FIU for technical assistance, with a project to develop anti-money laundering guidelines, regulations and to provide training for Designated Non-financial Businesses or Professions (DNFBPs). The general objective of this project, which will span 12 – 18 months starting in 2013, is to improve Guyana's compliance with the Anti-Money Laundering and Countering the Financing of Terrorism Act 2009. In addition Canada: supported Supreme Court of Judicature in training registry staff, j judges and attorneys-at-law on the newly approved Family Court Rules. The program took place January 31-February 2, 2013; 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); 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** and the Forum of the Caribbean Group of African, Caribbean and Pacific States are in the process of finalising a crime and security programme, to be funded under the 10th European Development Fund (EDF) Regional Indicative Programme. Regionally, under the 9th EDF intervention (2008-2013), the European Union also supports drug supply and demand initiatives. Mini Dublin Group members indicated that the 10th EDF will include programs addressing drug trafficking and related crimes.

The **United Kingdom**, through the Serious Organized Crime Agency (SOCA), is engaged with Guyana on security related issues. SOCA frequently visits and it is envisaged that the frequency of these visits may increase in 2013. The United Kingdom has allocated specific funding for drugs and crime work in Guyana and Suriname in 2012/13 and in 2013/14. Some of the funding is being used to send Customs Anti Narcotic Unit officers to Jamaica for specialised training. A significant part of the allocation was used to fund the purchase of an urgently needed new server and additional IT equipment for the FIU.

¹ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

The Caribbean Basin Security Initiative (CBSI) program¹ has emerged as a key driver of the **United States'** broader bilateral relationship with Guyana. Its strategic focus on strengthening workforce development, law enforcement, and anti-money laundering capabilities directly addresses priority concerns for the Government of Guyana and the United States Government. In the long-term, CBSI funding will focus on strengthening the rule of law in Guyana through institutional capacity building, judicial training, legal aid services, community policing crime prevention initiatives. CBSI funding in 2013 focuses on prison reform, justice reform, forensics, and developing vetted units. The United States is developing these programs in tandem with other initiatives already in place under CBSI and those of Canada, the EU and United Kingdom. Juvenile reform and capacity building at the New Opportunity Corp will be priorities under prison and justice reform projects. In relation to building the forensic capacity of the GPF, emphasis will be placed on the counter-narcotics operations and the establishment of a well-trained and functional multi-agency group that will also address issues of gender-based violence.

3.4. Mini Dublin Group meetings

Mini Dublin Group members (Canada, France, the European Union, the United Kingdom and the United States) provided an update to 15791/12CORDROGUE 75 on May 7, 2013.

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

Mini Dublin Group members reported that local law enforcement agencies need, and ask for, external assistance at every level. Equipment, infrastructure and training are required. Donors, however, have expressed concerns about lack of capacity, lack of anti-money laundering infrastructure, lack of forensic capabilities, lack of capacity to tackle arms trafficking, lack of political commitment, the effectiveness and reliability of the security agencies, and appropriate use of lethal and intelligence-related equipment. Mini Dublin Group members noted a need to establish units that are independently vetted, to improve interagency communication and better use of existing resources, such as regional organisations like CARICOM IMPACS. Corruption continues to be a major challenge.

¹ Projects under the CBSI include: Maritime Operations Support, Fingerprint Biometrics Program; USAID's Skills and Knowledge for Youth Employment; Law Enforcement Professionalization and Support; Borders and Ports; Strengthen Counter-narcotics Control Capabilities; Money Laundering/Financial Crimes; and eTrace Firearms Tracking Program

Guyana is a party to the Inter-American Convention against Corruption, but has not fully implemented some of its provisions. Finally, Mini Dublin Group members indicated the need for training the Director of Public Prosecutions' Office, the GPF and the judiciary on the implementation of the Anti-Money Laundering Act and to strengthen the FIU.

3.6. Mini Dublin Group assessment of needs

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

(i) Threats and trends:

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

(ii) Political and Strategic initiatives that have occurred

Guyana released two reports “The Drug Information Network Report 2011” and “The National Drug Report 2011” in November 2012 and March 2013 respectively. In addition, the Ministry of Home Affairs announced in the latter part of 2012 a number of reform proposals, including a strategic plan for the GPF which will include the hiring of high level civilian professionals in non-line positions to ensure a “high degree of professional, technical and efficient inputs to guarantee implementation of the plan”. Guyana opposition party are critical of the plan indicating that it focuses primarily on administrative and not procedural reform measures. Mini Dublin Group members note the importance of integrating these initiatives with a new drug strategy plan.

Bilateral arrangements to combat drug trafficking

Guyana - Brazil

The Joint Commission on Police Cooperation and Drugs between Guyana and Brazil met in May 2012 to discuss issues related to crime and security. The Commission is scheduled to meet again in June 2013.

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

Guyana – Suriname

In May 2013 a local newspaper report on drug trafficking between Suriname and Guyana. GPF refutes claims that trafficking occurs with police knowledge but does acknowledge that there is significant cross border flow of illicit drugs. Cooperation between the two governments is on-going.

Guyana-Venezuela

In May 2013, Guyana and Venezuela formalized an agreement to share information on drug trafficking and cooperating on preventing drug addiction. The agreement forms part of efforts by the Union of South American Nations to address the problem of illicit drugs. Guyana already has such an agreement with Brazil and Suriname. Also in May, Guyana will open the Hugo Chavez Centre for Rehabilitation and Reintegration. The Centre will provide refuge for some of the country's homeless population and provide training programmes to reintegrate residents into society, subsequently giving them with transportation, treatment, toiletries, clothing, and meals.

Guyana-Russia

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

The Ministry of Home Affairs recently reported that two cadet officers would be attending a training course in May 2013 in St. Petersburg.

(iii) Recommendations:

Mini Dublin Group members should:

- Continue to encourage the Government to adopt a comprehensive security reform program to improve agencies' strategic approach, effectiveness and ability to reduce corruption within law enforcement agencies;
- Continue to convey to the Government the threat and instability drug trafficking poses to society and economic development with possible deterrence of foreign investment;
- Convey the importance of policies and efforts to investigate and prosecute those involved in money laundering and other financial crimes that enable traffickers to profit from illicit drugs;
- Urge the Government to overcome the existing gap between financial intelligence and effective prosecutions by establishing an independent financial investigations capacity;
- Continue to communicate to the Government the challenge international agencies face in working with Guyanese officials in addressing illicit drugs due to a lack of follow-up on cases and a clear strategic approach to guide governmental efforts;
- Urge the Government to conduct a thorough review of drug arrests and track resulting convictions to assess the effectiveness of Guyana's legal framework for drug prosecutions, the effectiveness of investigations, and difficulties encountered in prosecutions and judicial procedures;

- Encourage the government to support CARICOM's Regional Crime and Security Strategy; and
- Stress the need for the government to engage with the United Nations Office on Drugs and Crime.

4. JAMAICA

4.1. General situation: Drug production and trafficking

Jamaica remains the largest Caribbean producer and exporter of marihuana to Europe and North America. Statistics indicate that 66,832 kilograms of marihuana were seized in 2012 compared to 47,961 kilograms in 2011, a 40 per cent increase. Marihuana trafficking groups in Jamaica focus on trafficking directly to Canada and the United Kingdom as well as to Europe and North America via Haiti, the Dominican Republic, the Bahamas and the Cayman Islands. There has also been a significant increase in marihuana shipments to Trinidad and Tobago, Suriname, Guyana, Curacao and Barbados, in some cases with cocaine coming back to Jamaica. With respect to cocaine, statistics indicate that 338 kilograms of cocaine were seized in 2012 (552 kilograms in 2011). While cocaine seizures in Jamaica dropped in 2012, Mini Dublin Group members believe that this is more likely a reflection of Jamaica's limited capacity to intercept shipments than an indicator of reduced activity. Organized crime groups from South and Central America and local groups continue to take advantage of the country's relatively lax and corrupt law enforcement, porous maritime border (drug traffickers use small marinas but also the Kingston Container Terminal and the Kingston Wharves), status as a popular tourist destination, and container transshipment point as an operational platform to move money, firearms and illicit drugs to 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, canisters, 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 have experienced 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. Organized 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 high volume of flights and tourist traffic. Mini Dublin Group members noted that corruption at airports continues to remain a problem.

Other Drugs: Hashish and hash oil are the major illicit drugs other than cannabis and cocaine trafficked. There is evidence that small amounts of heroin and ecstasy have entered the country for domestic consumption.

4.2. Anti-drug strategy

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

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 pursue assets of criminal facilitators and to pursue lottery scammers.

Effective enforcement of POCA has been hindered by lack of capacity in the Office of the Director of Public Prosecutions, in the Financial Investigative Division, and in the courts' capacity to process such cases on a timely basis. Increased technical assistance and other attention from Mini Dublin Group donors have led to a more robust application of POCA, with more assistance coming on line in 2013.

A substantial amount of money from drug trafficking to Europe is laundered through Jamaica. Money is also laundered through Jamaica on its way to Colombia and financial institutions in other South and Central American countries. A related concern is the physical movement of large quantities of cash payments destined for Latin American producers of illicit drugs. In addition there are concerns that remittance flows and 'cambios', particularly in Montego Bay, are being used as a cover for money laundering.

Corruption and chronic economic fragility remain the primary obstacles to countering drug trafficking and other related crimes. Jamaica continues to be challenged by very high rates of violent crime that are closely related to trafficking activities by organized crime groups and subsequent 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 organized 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 failed to advance. 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.

Approximately five per cent of the Jamaica Constabulary Force (JCF) has been dismissed in recent years following investigations by the Anti-Corruption Branch, which has been and continues to be strongly supported by Mini Dublin Group donors. In 2012, the Branch expanded geographically with the installation of a branch office in Montego Bay, and in 2013 there are plans to have it 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. Mini Dublin Group members noted that the Anti-Corruption Branch's performance will be closely observed with the hope that the unit's successful track record will continue and will begin to include elimination of higher-level officers known to be engaged in corruption.

Jamaica has the Caribbean's highest reported murder rate, although 2012 represented an eight-year low for the country with 1087 reported murders, down from 1133 in 2011.

The Independent Commissioner 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 219 killed in 2012 as a result of police action, compared with 210 in 2011, and a significant increase in the first quarter of 2013 -- is a positive development, although the number of prosecutions is low. INDECOM resulted from a reorganization of the previous offices charged with receiving police complaints and investigating police malfeasance. Mini Dublin Group members provide support, including technical assistance and equipment. While the organization has experienced some growing pains, the Group is confident the organization is moving in the right direction. Mini Dublin Group 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 programs¹

Mini Dublin Group members continue to work closely with the Government of Jamaica on counter-narcotics interventions. While there is good co-operation, Mini Dublin Group members noted 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, trafficking and corruption while also facilitating the forfeiture of criminally-acquired assets.

4.4. Mini Dublin Group meeting

Mini Dublin Group members met on April 23, 2013. Attendees included Canada, the United States, the United Kingdom, the European Union, Spain, Belgium, France and Japan. Germany was consulted on the final report.

¹ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

4.5. Mini Dublin Group assessment of needs

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

- The government should ensure that counter-narcotics responses 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. This should include continued collaboration through the Caribbean Basin Security Initiative, the Caribbean Criminal Assets Recovery Programme, and the UNODC/World Customs Organization Container Control Programme should be encouraged;
- Continued capacity-building to tighten border security at the ports and the international airports and targeted activities against organized 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 support to INDECOM and other oversight agencies as necessary;
- 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 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;
- 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; and
- Continued support to help create a more professional police force.

5. TRINIDAD AND TOBAGO

5.1. General situation in country

As is the case with many Caribbean islands, Trinidad and Tobago continues to face ongoing challenges with the transshipment¹ of illicit drugs bound for North America and Europe (often through West Africa). With increased regional and international interdiction efforts addressing trafficking in Central America, the Caribbean may be re-emerging as a transshipment region for traffickers. In April 2013, a US State Department official predicted that the Caribbean is likely to see a surge in drug-trafficking activity by 2015 as counter narcotic operations in Central America take hold. Mini Dublin Group members noted that Trinidad and Tobago has the potential to serve as a staging ground for traffickers as a result of several factors, including the availability of cheap diesel fuel facilities for servicing of marine vessels and a lack of prosecution for money laundering thereby facilitating drug trafficking in international waters beyond territorial jurisdiction. Trafficking in diesel fuel has been identified as a peripheral activity of crime groups in Trinidad and Tobago.

Changing Leadership in the National Security Architecture

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

¹ Mini Dublin Group members noted that in the context of this report, there is a difference between trafficking and transshipment.

Trafficking

Trinidad and Tobago's porous border, in particular in the south and its proximity to South America, is problematic as limited security resources are available. 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.

Law enforcement entities in Trinidad and Tobago seized 146.3 kilograms of cocaine and 2.26 metric tons of marihuana in 2012 and made five major seizures at seaports during the year. National seizures and interdictions, however, were down for the year in comparison to 2011, while trends in importation, production, and usage are estimated to have remained static. While the root cause for the decrease in seizures is unknown, it may be attributable to cyclical variations in trafficking methods which commonly result in seizure reductions for a period of time.

Similarly, illicit drug prosecutions, convictions, and extraditions continued to remain low relative to the scale of drug trafficking in Trinidad and Tobago. While 4,027 people were arrested for possession and another 468 for trafficking, only 58 small scale traffickers were convicted during the year.

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

Drug Abuse Awareness, Demand Reduction and Treatment

The Government of Trinidad and Tobago has taken considerable efforts to address demand reduction, with a number of programs aimed at public education and awareness. However, up-to-date statistics on national drug abuse is not available. Trinidad and Tobago's National Drug Council reports that marihuana remains the drug of choice followed by cocaine and, most recently, heroin and synthetic drugs. The country's National Alcohol and Drug Abuse Prevention Programme plans to implement a primary and secondary school study.

The Government of Trinidad and Tobago and non-governmental organizations provide approximately thirty drug treatment programs across the country. In-patient, out-patient and prison-based modalities are available. However, treatment plans are not standard. The government is working to strengthen programs with the assistance of the OAS CICAD. Other drug prevention efforts include training for educators, anti-smuggling campaigns, and special event outreach. Approximately three outreach programs are conducted per week.

Production

Illicit drug production is limited to marihuana. Over the past two years, there have been a considerable number of local marihuana grow-ops that have been dismantled. Mini Dublin Group members noted recent reports that local law enforcement eradicated 830, 374 mature marijuana trees in sixty major operations over seven hectares in 2012. While these eradication efforts are welcome, they indicate that Trinidad and Tobago is not just a drug transit country.

5.2. Anti-Drug Strategy

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

Money Laundering

Trinidad and Tobago has taken steps towards improving its anti-money laundering and combating the financing of terrorism (AML/CFT) regime, including by enacting regulations for the establishment of a FIU and amendments to the Anti-Terrorism Act regarding freezing of terrorist assets. At the October 17-19, 2012 meeting of the international Financial Action Task Force (FATF) held in Paris, FATF members welcomed the Government's significant progress in improving its AML/CFT regime, noting that the country has established the legal and regulatory framework to meet its commitments identified in February 2010. Trinidad and Tobago is therefore no longer subject to FATF's monitoring process under its on-going global AML/CFT compliance process. Trinidad and Tobago has stated its commitment to working with CFATF, the Caribbean branch of FATF, as it continues to address the full range of AML/CFT issues. While these recent actions demonstrate progress, Mini Dublin Group members noted that the Government of Trinidad and Tobago has not yet prosecuted a financial crime. In September 2012, the Government convened a special sitting of Parliament, to repeal Section 34 of the Administration of Justice (Indictable Offences) Act after concerns that it contained language that could be used as a loophole for dismissal of fraud and money laundering charges. The FIU, Financial Investigations Bureau and the Director of Public Prosecutions are ardent in taking training and prosecutions forward. In March 2013, the FIU annual report indicated that \$638,844,310 TTD in alleged "dirty money" transactions had reportedly passed through the country's financial system in 2012. However, despite the high incidence of questionable banking activities indicative of laundering reported to Trinidad and Tobago's FIU, only one person was arrested and charged for engaging in fraudulent behaviour in 2012.

Coastal Surveillance

A radar surveillance network was implemented through the National Coastal Radar Surveillance Centre along with a network of radar towers that covers all of Trinidad and Tobago's territorial waters. This network has been expanded to include other nearby islands including Grenada, St. Vincent and the Grenadines and St. Lucia. Mini Dublin Group members noted that there are public concerns over the efficiency of this system to interdict illicit drugs. The government announced its intention to install container scanners at the country's main maritime ports of entry in order to help stem the flow of illegal guns, drugs, and other contraband coming into the country. To date, these scanners are still not installed or purchased.

The Government signed a Maritime and Airspace Cooperation Agreements with several CARICOM countries to enable signatories to patrol and interdict traffickers within each other's territorial waters. The government plans to establish and implement in stages twelve Coast Guard stations as part of a new strategy. In October of 2012, the former Minister of National Security announced that Government is to undertake a complete overhaul of the country's border security infrastructure, in a situation where 119 of the 148 ports around Trinidad and Tobago remain totally unguarded. The move will include, among other initiatives, the establishment of eight Coastal Guard bases. To date, no such activities have begun.

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

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

The 2012 budget allocation to the Ministry of National Security is the largest ever awarded to the security portfolio, amounting to \$5.1 billion TTD. While there may be varying views on the degree of political will to address illicit drugs, Mini Dublin Group members noted that the Government of Trinidad and Tobago has demonstrated its commitment through the passage of several pieces of legislation, including forensic-based legislation and other areas related to the fight against crime and violence. Mini Dublin Group members also noted that a significant challenge is the limited scope and lack of enforcement of these legal mechanisms.

5.3. Updates to major bilateral and multilateral CN programs¹

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, through the Royal Canadian Mounted Police (RCMP) and in conjunction with the OAS CICAD is conducting "Jetway" training courses in Trinidad and Tobago. The course focuses on interdicting the transport of contraband from airports, ports/cruise ships, local bus terminals and train stations. The program uses a common sense policing approach to detect travelling criminals.

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

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

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

¹ The following are updates to bilateral and multilateral counter-narcotics programs. Dublin Group members should consult previous reports for past and ongoing programs.

France has put in place a series of initiatives for 2012 with an emphasis on training, including a training program aimed at improving drug detection in maritime shipping containers and an international seminar “Cocaine routes towards Europe and West Africa” (with a representative from Trinidad & Tobago in attendance). A new training session on crime scene investigation is planned for May 2013 in Martinique. The Centre Interministériel de Formation Anti-drogue will provide training members of the Trinidad and Tobago Police Service.

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

Netherlands’ Police Agency has liaison officers located in Suriname and Curacao (servicing Trinidad and Tobago). Together with international partners, like the Maritime Analysis and Operations Centre – Narcotics, the Dutch National Crime Squad, Maritime Police, Dutch Royal Navy and the Coastguard for the Kingdom of the Netherlands in the Caribbean an initiative to target yachts carrying cocaine through the Caribbean to Europe was established in March 2012. Since 2009 there has been operational cooperation including intelligence sharing, training and interchange of staff members.

Spain continues to participate in the CBSI dialogue and provides input on its ongoing security programmes with all Spanish speaking Caribbean countries in the fields of counter- terrorism, drug trafficking, extraditions, piracy and finance- related crimes. Spain was also present at the “Summit on Maritime Security in the Caribbean/CABSEC 13” which took place March 2013 in Curaçao.

The **United Kingdom** provides support to the Trinidad and Tobago authorities through SOCA on reducing international crime, including drug trafficking. The United Kingdom is working closely with Trinidad and Tobago and its near neighbours to address the trafficking of drugs through the Caribbean by yacht and continues to engage with various jurisdictions to improve regional cooperation on counter narcotics intelligence operations. Through regular deployments to Piarco and Crown Point Airports, the United Kingdom Border Agency continues to work in close partnership with Trinidad and Tobago authorities to catch drug traffickers using this country as a gateway to smuggle cocaine to Europe.

The United Kingdom continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a UK Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain. Working in close partnership with the Trinidad and Tobago judiciary, police, ministries and regulatory bodies, the Criminal Justice Adviser continues to make progress on identifying ways to speed up methods of investigation into criminal matters and streamlining the judicial process. An inter-ministerial action group comprising Ministers and members of the judiciary has been established (the Judiciary and Justice Sector Committee (JJSC) and is working towards accelerating criminal justice reform. Work is in hand to abolish preliminary inquiries which historically have caused major blockages in the processing of cases to trial. A Code for Prosecutors was launched in June 2012. The CJA has worked directly with the Judiciary drafting Criminal Procedure Rules to support the processes involved in the abolition of PIs which are now available for consultation. A Guidebook: “Guide to Prosecuting Serious Organized Crime” has also been produced for police and prosecutors. There has been movement towards the recording of interviews with suspects and electronic identification parades with pilots planned for both schemes, and papers drafted for consideration in moving towards legislation. The CJA is advising closely with both on these initiatives and on the introduction of a Youth Justice Policy.

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.

As part of US security sector engagement a number of U.S. Government entities provide ongoing assistance and collaboration with the Government of Trinidad and Tobago.

The Regional Security Office of the Diplomatic Security Service provides antiterrorism assistance, and these programs have a counter-narcotics impact. Furthermore, the U.S. Embassy’s Military Liaison group continues to provide training and assistance to the Trinidad and Tobago Defence Force, whose Coast Guard play a major role in interdiction efforts.

A new regional firearms advisor from the U.S. Department of Justice Bureau of Alcohol, Tobacco, Firearms, and Explosives based out of U.S. Embassy Port of Spain will track and trace firearm trends in Trinidad and Tobago and the southern Caribbean, in addition to providing training and assistance to local law enforcement counterparts. A second firearms advisor with responsibility for the north Caribbean will be based in Kingston. This program combined with the U.S. funded UNLiREC Armory Management program will address illicit trafficking of firearms tied to the narcotics trade in Trinidad and Tobago.

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

The **European Union** supports Trinidad and Tobago through its regional crime and security agenda. Based on recent evaluations of past projects, it was revealed that the region's efforts are hampered by inadequate capacity and institutional response to address drug trafficking and the related criminal and security threats. A project is being finalised with CARIFORUM to strengthen the region's institutional response and capacity to address drug trafficking and other criminal activity, including financial crime, in the region. Specifically, the European Union would address, among other activities, the enhancement of the capacity of Caribbean Law Enforcement across several critical domains.

Colombia plans to provide training to Trinidad and Tobago's coast guard in maritime interdiction and to share its experiences in addressing drug trafficking and organized crime.

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

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

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

5.4. Mini Dublin Group meeting

Mini Dublin Group members met on May 2, 2013. In attendance were representatives from Canada, the European Union, France, Germany, Spain, the United Kingdom, the United Nations, the United States and the International Development Bank.

5.5. Prioritised identification of needs for external assistance

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

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

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

5.6. Mini Dublin Group assessment of needs

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

(i) Emerging Threats/Trends:

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

(ii) Political initiatives:

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

iii) Recommendations:

Mini Dublin Group members continued to make the following recommendations:

- Encourage the Government to collect and disseminate more reliable statistics on drug trafficking and related crimes;
- Encourage the Government to finalise and make public its Comprehensive National Security Policy and Strategy so that activities identified for support by Mini Dublin Group members can coincide with the Government's priorities;
- Encourage the Government to pursue regional approaches to challenges faced, including strengthening institutional arrangements and implementation mechanisms of these regional agencies;
- Support the CARICOM Crime and Security Strategy 2013;
- Assist national skills development in the area of the management of precursor chemicals and pharmaceuticals;
- Facilitate maritime border security capacity building via inter-agency cooperation with the Coast Guard, the Customs Service and the Immigration Service;
- Encourage the Government to pro-active share data regarding drug seizures both at ports and also within the country;
- Encourage the Government to fully utilize the FIU to investigate money-laundering activities related to drug trafficking. Mini Dublin Group members noted that there is limited progress in addressing money laundering although government has indicated its full support of the process. Mini Dublin Group members should continue to encourage the Government to adhere to the EGMONT Group by the FIU in Trinidad and Tobago;
- Support Government efforts to deal with the social causes of drugs-related crime;
- Continue to support capacity building initiatives at an operational level in order to increase the effectiveness of counter narcotics operations;
- Carefully monitor and follow-up on these initiatives to ensure that training offered is being used effectively;
- Continue to share information with each other on a regular basis on respective counter narcotics programs in order to avoid duplication of efforts;
- Share information with the Ministry of National Security in order to ensure that programs meet Trinidad and Tobago's needs effectively;
- Encourage the Government to explore the UNODC/World Customs Organization Container Control Programme;
- Encourage the Government to address the lengthy and costly recruitment process for high

level law enforcement personnel, most notably the Police Commissioner;

- Encourage the Government to improve human resource capacity in the areas of law enforcement and the military, to be efficiently used in combatting transnational organized crime. This should take into consideration recruitment, development, training, retention and succession planning policies. Accountability and transparency should be foremost in the management of human capital. Members should consider providing advice/assistance in this regard; and
 - Continue engagement in criminal justice system reform –working to speed up the judicial system by implementing or reforming requisite legislation.
-