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**NOTE**

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**1. BARBADOS AND EASTERN CARIBBEAN**

**1.1. General Situation: Drug production and trafficking**

**Barbados**

Barbados is not a major drug producing, exporting or growing country. Cannabis is found under cultivation in cane fields, gullies, and enclosed yards in homes. Cocaine continues to be imported using pleasure boats, cargo vessels, yachts, fishing vessels and “go fast” boats. Shipments of illicit drugs may be transferred at sea at predestined GPS coordinates for retrieval by local vessels at sea and may then be landed in Barbados on deserted beaches. The majority of cocaine is believed to be sourced from Colombia, after which it transits through Venezuela, Trinidad, and/or Guyana before entering Barbados and is then exported to Europe and/or North America. Cocaine is trafficked from Barbados via airlines, cruise ships, yachts, freight shipping containers, and travellers/couriers.

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

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

The United Nations Office on Drugs and Crime (UNODC) re- opened a regional office in Barbados in August 2015.

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

The islands of the Eastern Caribbean all form part of the transit zone for the passage of cocaine from South America to Europe and North America. The drugs travel by boat or air up the island chain and in the area around Antigua and Barbuda they either head to Europe or to North America. Despite a relatively high interdiction rate, traffickers persist given the low conviction rates and weak judicial systems.

With significant areas of unprotected deserted beaches, poor border control, and weak legislation, these countries continue to provide crime groups with an easy environment in which to land drug shipments. The most common methods used for trafficking of cocaine from South America are via go-fast pirogues, fishing and cargo vessels. Shipments are brought by sea to deserted beaches or unmonitored ports and transferred onto vessels that make the trip up the island chain. These boats rendezvous at predestined GPS spots at sea where the transfer takes place onto the vessels that either cross the Atlantic to Europe or East to the United States. Fishing vessels, commercial airlines, cruise ships, recreational sailing vessels and freight transporting ships, travellers/couriers are also used for drug exports to North America and Europe.

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<sup>1</sup> UN Caribbean Human Development Report 2012

The United Nations Office on Drugs and Crime, World Drug Report 2015, states that the frequency of use of different modes of transportation used by drug traffickers has not changed a great deal over the past decade. However, accounting for 8% of all reported cases in the past six years, maritime trafficking remains the least common mode of transportation in terms of individual seizure cases, but maritime seizures tend to be comparatively very large. The prevalence of use of cocaine remains high in Central America and the Caribbean in 2013, and the sub region continues to be reported as a transit area for cocaine trafficked to Europe.<sup>2</sup>

Corruption of officials in Organization of Eastern Caribbean States (OECS) is low, but remains a cause for concern. The US and Canada support the Regional Security System (RSS) vetting program to assure the integrity of law enforcement personnel throughout the seven member area of responsibility. However, US analysts believe that some drug trafficking organizations continue to elude law enforcement agencies through bribery, influence or coercion.

The countries of the Eastern Caribbean states have endured years of low or negative economic growth, which has increased unemployment and left eastern Caribbean law enforcement capacity under-resourced. These countries struggle with communication and cooperation between states. Additionally, the lack of regional or national law enforcement strategic plans creates a vulnerability to narcotics-related corruption.<sup>3</sup>

MDG (Mini-Dublin Group) members noted that the lack of priority to law enforcement and counter-illicit trafficking accorded by some of the governments of the OECS, combined with a scarcity of legitimate employment options, can result in the dependency on marijuana production, trafficking and money laundering activities.

MDG members noted the significant role the RSS continues to play in helping member states fight against drug trafficking. The RSS Air Wing, composed of two U.S. Government-donated C-26A aircraft, supports marijuana eradication and drug interdiction. The MDG members note that the overall effectiveness and sustainability of these programs is hampered by severe funding limitations due to the lack of payment of dues by RSS Member States.

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<sup>2</sup> UNODC World Drug Report 2015

<sup>3</sup> US Bureau of International Narcotics and Law Enforcement Affairs 2013 International Narcotics Control Strategy Report

## 1.2. Anti-drug Strategy

### Barbados

A National Anti-Drug Plan (for the period of 2015-20) has been developed over the past eighteen months through the National Council on Substance Abuse (NCSA) and could be in place by January 2016. The NCSA, which co-ordinates the areas of demand reduction, institutional building, programme evaluation and legislation, is underfunded. Currently, one drug education officer is assigned for all public and private primary schools, one drug education officer is assigned for all secondary schools and two officers are assigned to work in the community with NGO's, churches and youth groups. The research department at the NCSA currently has two staff members. Barbados has implemented the Barbados Drug Information Network to improve the collection and evaluation of drug-related statistics but surveys are not conducted regularly. Canada has funded a drug observatory and a drug prevalence survey via the Organisation of American States (OAS) to improve on the collection of data. Progress is slow.

Prevention programmes are targeted at primary, secondary and tertiary level students. Barbados' demand reduction education in schools is based on the US Drug Abuse Resistance Education (DARE) programme. The NCSA also sponsors a Drugs Decision program in 45 primary schools. The Government of Barbados launched a Drug Treatment Court on 11 February 2014. The main challenge is the lack of drug treatment options. Treatment for rehabilitation is available at two centres, although there is no minimum standard of care for persons with drug use problems.

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

## Antigua & Barbuda

Antigua and Barbuda had a 2010-14 National Anti-Drug Strategy in force<sup>4</sup>. The National Anti-Drug Strategy centered on four areas and has set out strategic goals that may assist in the development of projects and programmes to improve implementation of a coordinated national approach. The priorities include increasing patrols by air, land, and sea to interdict shipments and to reduce the importation of illicit drugs, while strengthening coordination in the areas of intelligence, interdiction, use of material resources, specialized communication and training of personnel, and broadening the scope of existing prevention programs.

The Antigua and Barbuda Police Force, the Office of National Drug and Money Laundering Control Policy, the Antigua and Barbuda Defence Force, the National Joint Coordinating Centre, Customs, Port Authority and Immigration Departments are responsible for controlling illicit drug trafficking. Their work is governed by an MOU and overseen by the Joint Intelligence Group.

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

Minimal drug prevention education program is undertaken in the junior and high school systems. There are no government run drug treatment facilities, although there is one private one. There are no alternate sentencing options for persons charged with possession.

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

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<sup>4</sup> Antigua and Barbuda National Anti-Drug Strategy  
[http://ondcp.gov.ag/files/pdf/antigua\\_barbuda\\_drug\\_plan\\_2010-2014.pdf](http://ondcp.gov.ag/files/pdf/antigua_barbuda_drug_plan_2010-2014.pdf)

In 2013, Antigua and Barbuda passed a law introducing a Citizenship by Investment program, which allows foreigners to apply for a local passport once certain investments have been made. The justice system has also been improved by the implementation of a Code for Prosecutors and by the passage of Proceeds of Crime (Amendment) Act 2014 which introduced civil recovery powers. As a result, Antigua and Barbuda successfully recorded its first case involving confiscation of money under the Proceeds of Crime Act in the High Court in November 2015.

### **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. 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.

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

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

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

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

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

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

Dominicans conducted a recent regional Drug Prosecutor's Course at the Regional Security Systems headquarters during November 2015 in Barbados.

## **Grenada**

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

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

New anti-corruption laws, Integrity in Public Service Act and Prevention of Corruption Act, have been passed. All public servants must report their income and assets. Grenada has more recently passed legislation recognizing the International Criminal Court, a Witness (Special Measures) Act 2013, a Protection of Witness Act 2014, and has launched a Code for Prosecutors. Police officers are being trained how to carry out video interviewing of vulnerable witnesses.

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

The Grenada International Financial Services Authority (GIFSA) monitors and regulates offshore financial services. The Grenada Authority for the Regulation of Financial Institutions (GARFIN) Act was enacted in May 2006, providing for a single regulatory agency for non-bank financial institutions and services, with GARFIN achieving operational status in 2007. Money laundering and proceeds of crime acts have criminalised money laundering in Grenada, with a Supervisory Authority established to inspect, investigate and receive suspicious transaction reports through the FIU (Financial Intelligence Unit).

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

### **St. Kitts and Nevis**

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



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

Most of the offshore activity is concentrated in Nevis, where activities include three internet gaming companies. Anti-money laundering legislation is in place - including the Proceeds of Crime Act which criminalises money laundering. The St. Kitts and Nevis Financial Services Commission regulates non-bank financial institutions and issues guidance on money laundering. Casinos are overseen by the St. Kitts and Nevis Gaming Board. The FIU receives reports of suspicious transaction reports which are then investigated by the police. The Government says it does not have sufficient resources to effectively implement the anti-money laundering regime particularly as it pertains to the offshore financial sector.

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

St. Kitts 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**

The Substance Abuse Council Secretariat, which falls under the Ministry of Health, coordinates the national counter narcotics and substance abuse strategy. There are no specially earmarked funds for the work of this Secretariat. No demand reduction studies have been completed since 2009. The Government runs a selective drug abuse prevention program. St. Lucia offers drug treatment and rehabilitation at an in-patient facility known as "Turning Point" run by the Ministry of Health which has 20 beds.

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

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

In October 2015, St. Lucia launched a Citizenship by Investment Program which will commence accepting applications in January 2016.

### **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 and no centralised office for gathering and evaluating drug related data exists.

Efforts to eradicate the marijuana crop are minimally successful. The Government has indicated that they may have successfully eradicated only a third of the crop production, and that the industry has infiltrated the economy in a major way. Although agencies exchange supply reduction data there is no evaluation of their effectiveness.

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

Prosecution processes have been strengthened, through the adoption of a *Code for Prosecutors* and the instalment of a video-link facility for intimidated, child and vulnerable witnesses in High Court and Family Courts, which does away with the need for face to face testimony. St. Vincent passed the Witness (Special Measures) Act and Interviewing of Suspects for Serious Crimes Act 2012, which requires video recording of suspect interviews for certain offences including money laundering, drug trafficking and corruption. Police officers and prosecutors were trained on application of the Act. St. Vincent has also passed the Proceeds of Crime Act 2013, which introduces civil recovery powers. This Act also amends the existing Confiscated Asset Fund to ensure that all confiscated or recovered funds be used exclusively to support police, FIU, coastguard, prosecutors, courts, victim restitution, drug demand reduction, and drug abuse treatment.

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

#### **Barbados and the OECS**

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

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

The 2016 Trade Winds exercise will be held in Grenada in June 2016. Exercise TRADEWINDS is a multinational maritime interdiction, ground security and interagency exercise led by the U.S. Southern Command (USSOUTHCOM). It focuses on countering transnational organized crime and practicing humanitarian assistance and disaster relief (HA/DR) in order to promote regional security cooperation and the next CBSI Maritime Interdiction and Prosecution Summit (MIPS) is scheduled to take place in April 2016. The MIPS brings together maritime interdictors, land-based police investigators, prosecutors, and judges to improve regional coordination and national cooperation to assure that evidence is collected properly, investigation case packages are completely documented, and prosecutions are expeditious producing sound convictions.

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

The United States has deployed modern automated fingerprint identification systems to all of the states of the eastern Caribbean, along with assistance in digitizing all paper records for inclusion in the new system, which is fully inter-operable with systems from the US, Canada, and Europe. The United States and the United Kingdom provide Border Control Training.

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

The United Kingdom funded Caribbean Criminal Assets Recovery Programme (CCARP) provides direct support, through “live case” mentoring, to enhance the capability of FIUs, financial investigators, prosecutors and the judiciary/magistracy in dealing with asset recovery, cash seizures and money laundering cases. The objectives of this programme are to build their capacity to combat serious organised crime, particularly drug trafficking, by fully utilising the Proceeds of Crime and Money Laundering legislations and making financial investigation, and asset recovery, a key component of all acquisitive crime investigations. CCARP is also engaged in remedying legislative deficiencies and encouraging the introduction, and use, of civil forfeiture legislation. In September 2015, CCARP organised and co-funded a ‘Proceeds of Crime Practitioners Workshop for financial investigators and prosecutors from 14 jurisdictions from the Eastern Caribbean and Overseas Territories. The practitioners were involved in preparing and making applications to identify, freeze and confiscate criminals assets before two sitting judges from the region, which were challenged by lawyers representing the ‘defendants’.

The United Kingdom (UK) National Crime Agency has an officer seconded to the Joint Regional Communications Centre for a period of two years, beginning in 2015. The UK supports the RSS through equipment and training. Support from the UK 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.

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

The US also hired a financial crimes advisor to help write and pass civil asset forfeiture legislation in all jurisdictions of the eastern Caribbean. As a result, civil asset forfeiture law has been passed in Antigua and Barbuda, St. Vincent and the Grenadines, and the Commonwealth of Dominica. The advisor has also provided operational mentoring to crown counsel and FIUs as they prepare their first civil forfeiture cases. As a result, Antigua and Barbuda successfully recorded its first case involving confiscation of money under the Proceeds of Crime Act in the High Court in November 2015.

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

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

Canada supports the Defence Forces in the eastern Caribbean with IT (information technology) training. Canada offers training to military officers from Barbados and from Antigua and Barbuda. Canada has funded the Organisation of American States (OAS) to work on drug courts and drug observatories in the region. Canada will also be implementing new anti-crime capacity building projects for the region starting in 2015 focused on thematic areas such as human smuggling, money smuggling and cyber-crime.

Through Canada's IMPACT Justice Project, the eastern Caribbean receives assistance in harmonizing criminal legislation. The project focuses on justice sector reform in the Caribbean and strengthening administration of justice, including strengthening legislative drafting capacity at national and regional levels; increasing the pool of drafters; developing model laws for the region; and increasing access to complementary justice measures. The project is working closely with the US/UK Criminal Justice Advisor to deliver on identified gaps in legislation.

The Canada Fund for Local Initiatives has provided Video Links Equipment to Magistrate Courts in Antigua and Barbuda and in Grenada via the Eastern Caribbean Supreme Court; has delivered training for the enhancement of civil aviation security through the Eastern Caribbean Civil Aviation Authority and has provided upgrades to police training facilities and workshop for prisoners in Dominica.

Canada is also funding a project for the regional advancement of statistics in the Caribbean which seeks to build capacity and comparability of National Statistics Offices throughout CARICOM to provide solid and credible social and economic statistics for evidence-based policy making.

The European Union's 11th EDF Regional Indicative Programme has allocated 44 million Euros for citizen security in the region (2014-2020). In Barbados, the European Union (EU) has supported the delivery of high quality technical equipment for the forensic centre with support of the 9<sup>th</sup> EDF (1.4 million euro).

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

RSS programming (1.2 million euro, 2014-2017) under the 10<sup>th</sup> EDF will work towards the following outputs:

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

The EU Instrument for Stability (IfS) is allocating indicative budget of €3 million for the SEACOP III programme with a duration of 36 months. 2.5 million EUR will be allocated to the eastern Caribbean region (RSS countries + Trinidad and Tobago). Building upon the results of SEACOP I and II and in order to adequately address the trans-regional dimension of illicit trafficking, the action extends SEACOP's geographical coverage to selected countries in the Caribbean.

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

The Organization of American States (OAS), primarily through its Inter-American Drug Abuse Control Commission (CICAD), provides various regional training programmes in border control, airport security, and precursor chemicals. With funding provided by Canada, the OAS is supporting the establishments of drug observatories to compile statistics and has established specialized drug court's as an alternative to incarceration.

In 2015 the United Nations Development Programme (UNDP) for Barbados and the Organization of eastern Caribbean States (OECS) began the implementation of the Enhancing Citizen Security in Barbados and the Eastern Caribbean project. The activities were focused on organizing multi-stakeholder dialogues in order to have a discussion around current trends at the national level, underlying risks factors and identification of possible solutions in the following areas: citizen security data and indicators, social crime prevention, coordination, capacity building and civic participation. Additionally, through this project Vanderbilt University has received a grant to support the questionnaire and sample design of the crime victimization survey that will be undertaken in the Eastern Caribbean in January 2016 in collaboration with the USAID Mission for the Eastern and Southern Caribbean. UNDP is also in the process of formulating two citizen security projects for funding; one focused on improving the national capacity to generate quality citizen security data for evidenced based programming and policy making and crime prevention project focused on youth.



Additionally, the SocialINNOV4Change project was piloted in Saint Lucia. The focus of this project is to engage youth through the design thinking methodology to develop creative and innovate solutions to address development challenges in their communities, with a focus of reducing risk factors that contribute to youth involvement in crime. Six (6) youth led organizations have received grants and will implement their projects in communities in Saint Lucia.

The United States, Canada and the United Kingdom provide funding to support the bi-annual Association of Caribbean Commissioners of Police (ACCP) meetings. The 2015 meeting will take place in December in Florida.

#### **1.4. Mini-Dublin Group meeting**

- MDG meetings were held in January, July and October 2015. The MDG has worked well over the past couple of years to coordinate messages delivered in the various capitals by security donors. A joint focus on civil assets forfeiture (which can generate funds for local law enforcement, justice systems, and treatment centres), for example, has helped move legislation forward in several eastern Caribbean islands. Given the sub-region's lack of local drug plans and the small size of security and justice ministries, donor coordination of activities is vital. Going forward, the mini-Dublin Group agreed to discuss new priorities for joint focus.
- Additionally, a Caribbean Donors' Security Group with members from Canada, US, UK, EU, Colombia and Spain, the Netherlands and France and chaired by Canada will meet periodically at the headquarters level to share information on security related projects and work towards ensuring complementarity of donor programming rather than duplication

## **1.5 Current Issues& Recommendations**

### **1.5.1 Context**

#### **Focus**

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

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

#### **Regional**

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

- Encourage payment of annual member dues to the RSS.

#### **Corruption**

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

- Pass and implement anti-corruption legislation and put into place the required mechanisms to implement and enforce legislation;
- Sign and ratify all relevant UN Conventions, particularly the Convention against Transnational Organised Crime and its protocols, the Convention for the Suppression of the Financing of Terrorism and the UN Convention against Corruption; Corruption.
- Support restructuring police promotion processes to reduce political interference and to ensure adherence to human rights and professional standards;

- Comprehensive vetting and screening, including polygraph police, defence, customs, and immigration officers involved in drug investigations;
- Assist in creating alternate employment options for those currently involved in the illicit drug trade.

## **Size**

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

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

## **Resources**

Constrained national budgets have limited the monies available for governments to fight crime. Assets forfeiture legislation has been drafted with donor assistance, but has not been universally passed.

- Encourage civil assets forfeiture as a means of supplementing law enforcement resources and budgets while directly attacking financial flows to transnational organized crime. .
- Pass legislation that permits the crown to dispose of seized assets in a timely manner while awaiting the court decisions.

## **Data collection**

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

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

## **Coherence**

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

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

## **Recognition**

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

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

## **Decriminalization**

Discussion of decriminalization may focus local efforts away from interdiction.

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

## 1.5.2 Laws and Institution Building

### Legal

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

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

### Protection

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

- Resources developed by donors (e.g. witness protection charters) need fuller support.
- Equipment purchased by donors (Video ID parade technology) needs to be used. In some jurisdictions that requires that facilitating legislation be passed.
- Put equipment, infrastructure and systems in place to reduce the risk level for witnesses and jurors in serious crimes.
- support the recommendation by donor countries for regional initiatives, including witness protection, that reduce the personal risk for officers and witnesses.
- Put in place systems that protect witnesses in serious crimes.
- Support regional policing efforts to reduce the personal risk and exposure of front line officers.

- Commit to publishing information on how equipment/expertise is being used.

## **Backlogs**

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

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

## **Convictions**

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

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

## **Prisons**

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

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

### **1.5.3 Supply and Demand Reduction**

#### **Training**

Law enforcement officers are being trained and mentored for forensics, financial intelligence, sea interdictions, etc. There is a need for a mechanism to measure success.

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

#### **Maritime**

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

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

#### **Customs**

Need to determine to what extent does the lack of equipment for container scanning contribute to the problem.

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

## **Immigration**

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

- Recommend continued use of IMPACS JCC.
- Recommend use of Airport Communication Project (AIRCOP) to work with customs, immigration and the police forces. With the purpose of reinforcing what already exists in the airports in terms of operational communications.

## **Financial intelligence units (FIU) are new**

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

## **Gangs**

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

- Identify needs for donors.

## **Firearms**

Despite the increase in illegal firearms, the international tracking technology (RIBIN) not being used consistently within the region.

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

## **Information sharing**

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

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



## DOMINICAN REPUBLIC

### 2.1 General Situation: Drug production and trafficking

The Dominican Republic remains an important transit point for drug traffickers to traffic cocaine from South America, particularly from Colombia and Venezuela, to continental United States, Puerto Rico, Canada, and Europe. As of early November 2015, Dominican authorities had seized approximately 11.3 tons of cocaine (7.5 tons within the Dominican Republic and 3.8 tons within international waters) and 44 kilograms of heroin<sup>5</sup>. These statistics primarily reflect inbound cocaine seizures rather than outbound (a contributing factor maybe that customs officials focus on inbound controls for tax reasons.) Domestic consumption does not account for discrepancy in the amount of inbound seizures compared to outbound (approx. 80/20%). MDG members concluded that many outbound shipments are going undetected and agreed that statistics may not accurately represent total seizures due to the lack of information sharing and reporting discrepancies.

The nature of drug trafficking in the Dominican Republic has remained relatively unaltered since the last report. Although there have been reports of other illicit drugs, cocaine remains the primary drug trafficked in the Dominican Republic which is a function of, in part, the price a kilogram of cocaine commands (approximately USD\$10,000/kilogram). Cartels pay their Dominican facilitators with a percentage of the illicit drugs being transited through the country resulting in some local demand for illicit drugs and with it, many of the problems associated to drug abuse. Drug related violence throughout the Dominican Republic has been partially attributed to arms trafficking, as evidenced by the seizure of illicit weapons at Dominican ports. One member reported a 500% increase over the last 3 years of cocaine flow to the EU and it is estimated that up to approximately 60% of cocaine destined to France could be transiting through Hispaniola. There is a need to re-establish the MDG in Haiti to ensure complete reporting of the situation in Hispaniola.

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<sup>5</sup> Source: National Drug Control Directorate figures.

Members remarked upon the low court conviction rate in the Dominican Republic contributing to a sense of impunity. Low conviction rates could be attributed to a number of factors, including insufficient or flawed evidence, fragmentation of the justice system, corruption of law enforcement officers and prosecutors, lack of awareness on the part of investigators of the provisions and procedures, mistrust between law enforcement officials and prosecutors which often results in a lack of cohesion between public prosecution service and law enforcement. Capacity building offered by the international community has historically focused on law enforcement personnel rather than judiciary however future endeavors to bring both parties to the table have been undertaken. There is a tendency to have a large number of arrests in comparison to those charged and ultimately convicted (approximately 3-5% of those charged result in conviction).

### Trafficking by sea

As noted in previous reports, the serious situation related to trafficking at Dominican seaports continues. “Go-fast” boats remain the preferred mode of transportation to traffic illicit drug through the country given the quantities of drugs that can be transited quickly and cheaply. Depending upon the size, a boat usually departing from the Venezuela/Colombia Guajira Peninsula region can transport 800 -1800 kilograms of cocaine in a single run. Once in the Dominican Republic, the cocaine is loaded into shipping containers or leaves the country via other modes such as drug mules, other go-fast boats, and ferries to Puerto Rico. Commercial aircraft are also utilized with drugs being secreted into cargo holds, service areas such as washrooms, trashcans and food catering equipment, as well as compartments in the fuselage.

### Trafficking by air

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

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

A number of measures have been taken to combat trafficking by air and sea such as a: marine port scanner to control container traffic and DNCD will soon have upgraded aerial surveillance

capabilities to interdict incoming flights and detect maritime trafficking; body Scanners have been introduced in certain international airports. Additionally the Dominican Republic has increased measures for border controls with Haiti.

### Corruption

Despite Government efforts, corruption of officials and law enforcement remains an obstacle in reducing illicit drugs related criminal activities. Since the last report, high level DNCD officials were dismissed for ties to drug trafficking and 6 judges were recently suspended for forming a mafia to manipulate cases linked to organize crime, money laundering and drug trafficking.<sup>6</sup>

There is a general sense of impunity throughout the country which was aggravated by the case of Senator Felix Bautista. Adding to a sense of what was described by the Attorney General as “impunity” was the Supreme Court’s decision not to hear a case involving Senator Felix Bautista. Bautista was charged with corruption and diverting public funds; however successive court decisions dismissed the case leading the Attorney General to deplore the court’s lack of credibility.

### Money Laundering

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

Legislation is problematic and changes have been pending for some time but remain unresolved.

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<sup>6</sup> Source: <http://www.dominicantoday.com/dr/local/2015/11/18/57229/Prosecution-of-3-of-5-mafia-judges-starts-Nov-27>

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

The Government of the Dominican Republic continues to be committed to its efforts to stop illicit drugs. The Government has indicated that it will not consider decriminalization. In 2012 the Government increased the budget of the DNCD by twelve percent, from US\$10.7 million to US\$12.2 million. MDG members note that this budget includes the salary expenses for over 2300 employees and numerous non-operational expenses such as electricity, gasoline for police cars, leaving scarce funds for day-to-day illicit drug operations.

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

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

## **2.3 Bilateral and Multilateral Counter-Narcotic Programs in the Dominican Republic**

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

Canada provided an update on the project to improve the evidence retention and tracking system used by the Prosecutor's Office in the National District of Santo Domingo. Equipment was provided including barcode scanners and computer software to facilitate the tracking and control of evidence. Members of Interpol France travelled to the Dominican Republic to provide the equipment and training. The project was well received and should contribute to improved exhibit control. Efforts are being made to provide joint training to the DNI, DNCD, Policia National and the Ministerio Publico in attempt to foster improved relations.

The European Union, under the 'Crime and Security Cooperation Programme in the CARIFORUM' (10TH European Development Funds), is providing support for €1.43 million to the Dominican Republic. This project is coordinated by the DNCD and aims to strengthen cooperation between CARIFORUM and Latin America on the topic of Crime and Security. The expected results of this intervention are related to: institutionalizing a mechanism for structured dialogue between CARIFORUM and Latin America on Crime and Security; collaborating on joint actions; central assistance to strengthen the monitoring of money laundering networks; and strengthening Dominican Republic drug supply control initiatives. Other Dominican institutions involved in this project are the Ministry of Interior, the Ministry of Foreign Affairs, the Unit for Financial Analysis, and the National Council on Drugs.

In 2015 France concluded a 3 year €200.000 project, which provided capacity building, electronic equipment and material support to the DNCD. Around 70 training courses were organized and benefitted anti-drug agencies, military forces, and judicial officials. A Forensic Unit was created and equipped within the DNCD. A new €1 million project will be initiated in the coming months, on a larger scale (5 main countries: DR, Haiti, Jamaica, Cuba, Mexico) and with a wider range of action (exchange of information; national and regional capacity building; judicial coordination at regional level).

Germany provides capacity building and material support to the DNCD and the Dominican National Police. In 2015 Germany provided capacity building, 6 courses, that lasted 1-2 weeks each to 15-25 participants, material support (drug-wipe-tests, laptops, printers and a 4x4-vehicle) and a trainee program in Germany for 5 Dominican Police Officers of the DNCD, PN, Interpol Santo Domingo, DNI and Ministerio Publico for about 100.000 Euros. All six capacity building courses took place in Santo Domingo while two of these were multi-national with participants from Mexico, Panama, Colombia, Costa Rica, Bolivia and Haiti.

Santo Domingo will continue to be the Bundeskriminalamt (German Federal Office of Criminal Investigation) capacity building hub for the Caribbean Region. The budget for 2016 is still to be approved but will possibly be similar.

The Airport Communication Project (AIRCOP) was developed jointly by the UNODC, the World Customs Organization (WCO) and the International Criminal Police Organization (INTERPOL). Working in a similar methodology to the UNODC Global Container Control Programme (CCP), AIRCOP seeks to support the establishment of secure and effective international law enforcement networks to counter the risk of illicit imports and exports via air. AIRCOP is a multi-agency (DNCD, Interpol, National Police, CESAC, Immigration service, Customs), anti-trafficking initiative which strengthens detection, interdiction and investigative capacities of participating airports in illicit drug source and transit countries. The Netherlands is a donor country collaborating with UNODC in order to implement AIRCOP. They actively supported AIRCOP implementation by identifying two police trainers to participate in up skilling and mentoring programmes last February 2014. Over 35 persons from several agencies received a two week basic training. The Netherlands supports the UNODC with the implementation of AIRCOP at two main airports in the Dominican Republic.

In order to maximize efficiency, the project would have to modify its approach slightly, to take into account the exclusive jurisdiction of the DNCD in drug matters, as mandated by Dominican Law.

Recognizing that the project is a valuable tool in the fight against drug trafficking by air, members encourage the UNODC to allow for the flexibility required for the project in the DR.

The United Kingdom, via its National Crime Agency, is undertaking multi-year capacity building initiatives with the DNCD to increase capability and enhance investigative action against EU-bound cocaine flow.

The United States supports a wide range of efforts designed to address crime and violence affecting Dominican citizens, primarily through the Caribbean Basin Security Initiative (CBSI). With CBSI funds, the United States government implements programs designed to enhance existing Dominican law enforcement capabilities by improving technical and professional abilities to conduct investigations, to enable effective prosecution, and to coordinate and participate in counter narcotics efforts with the United States and neighboring countries' law enforcement agencies. The United States is also working with Dominican officials to develop an effective anti-money laundering agency. The U.S. law enforcement community has strong relationships with its Dominican counterparts.

The United States provided equipment and training to increase the capabilities of Dominican law enforcement entities, including support for the DNCD drug-detection canine units, and other specialized DNCD investigative and reactive units. The United States also enhanced DNCD's computer training, database expansion, and systems maintenance support. In October 2014, a new canine facility opened that will allow the GODR to train regional partners. The academy was built using CBSI funds from the Department of Defense and Department of State Bureau of International Narcotics and Law Enforcement Affairs. The United States continued efforts to strengthen maritime capabilities through training in maritime law enforcement, search and rescue, port security, crisis management, and professional development for the Dominican Navy's officer and enlisted corps. In addition, the U.S. Southern Command provided tactical training, equipment, and other assistance to both the DNCD and Dominican military involved in illicit trafficking interdiction.

The United States continues to assist the DNP with its transformation into a professional, civilian-oriented organization by providing training at the entry and officer levels. Colombian National Police officers will conduct 20 training courses for Dominican National Police officers under the Colombia Action Plan in 2015. Twenty courses were also approved for 2016 under this program. This trilateral initiative will provide training to 600 DNP officers per year at all levels. In addition, the Dominican government is revising its Police Organic Law to bring about significant institutional changes to the DNP. The Dominican Republic continues to work towards passing legislative proposals related to illegal enrichment and anti-corruption by public officials. Efforts to strengthen the infrastructure of the Financial Analysis Unit remain ongoing.

The United States continues to support the Dominican Republic's efforts to establish a transparent and effective justice sector. U.S. assistance promotes justice sector reforms by strengthening Dominican government capacity to manage and prosecute complex money laundering, fraud, public corruption, and illicit trafficking cases, as well as to establish internal controls to prevent corruption. The United States works with the Offices of the Attorney General, Prosecutorial Training School, Judiciary, Public Ministry, Public Defense, Supreme Court of Justice, and Constitutional Tribunal. As part of CBSI, U.S. assistance also strengthens Dominican civil society coalitions for citizen security and criminal justice reform, and provides technical assistance for the development and passage of a new organic law on police reform. CBSI funding has also been used for crime prevention programs that help at-risk youth pursue education, vocational training, and employment.

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

Members present provided an update to the previous report in November 2015.

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

Members suggested the following:

- Collective efforts on behalf of group member in support of the passing of meaningful legislation regarding Money Laundering such as Asset Forfeiture;
- Encourage flexibility in the implementation of existing UNODC programs (AIRCOP and Global Container Control Program) to better integrate within the current Dominican mandates;
- Continue to encourage increased domestic cooperation between DNCD, DNP, military units as well as cooperation with law enforcement agencies of other countries in the region and globally; and
- Continued capacity building support by donors for the Dominican National Police and DNCD in the execution of their mandate. Increased cooperation by partners to avoid duplication and maximize available resources.

## **3. GUYANA**

### **3.1. General Situation: Drug production and trafficking**

Guyana's geographic location, limited law enforcement capacity, and corruption remain contributing factors to the drug trafficking problems in the country. Illicit drugs, specifically cocaine originating primarily in Colombia, Peru and Bolivia, are smuggled to Venezuela, Brazil or Suriname and then to Guyana where they are usually concealed in legitimate commodities and smuggled onward to Europe, West Africa and North America. Smugglers seek new trafficking routes regularly, and the unprotected, sparsely populated interior highlands and coastal Savannah regions of Guyana make an attractive corridor for traffickers. The current primary trafficking routes are riverine and maritime (fishing vessels, bulk cargo vessels, tug vessels and self-propelled semi-submersible vessels). Guyanese traffickers are involved in offshore transfers of illicit drugs in Guyana's coastal waters. The current secondary trafficking route is via air (hinterland airstrips, postal services). In addition, human couriers are also used but to a lesser extent.



The Guyana Police Force (GPF) reported a 10% increase in murders for January – September 2015 compared to the same period in 2014. There has been an increase in gun-related violence in Guyana in recent years. According to the last Small Arms Survey report on Guyana in 2012, the country is “awash” with “military-grade weaponry”. Indeed, firearms are not lacking in Guyana: with guns-for-drugs trade and the lack of oversight of licensing firearms holders, even petty criminals are toting guns. To address this, the Minister of Public Security established a one month amnesty for persons to turn in their unlicensed firearms and ammunition without facing prosecutions to representatives from faith-based organisations at selected police stations in September 2015.

The five major agencies involved in anti-drug efforts are the Guyana Police Force (GPF), the Guyana Customs and Revenue Authority (GRA), the Customs Anti-Narcotics Unit (CANU), the Serious Organised Crimes Unit (SOCU) and the Guyana Defence Force (GDF). The GDF supports law enforcement agencies with boats, aircraft and personnel, but has limited capacity and lacks law enforcement authority. Through June 2015, the GPF reported seizing 134.2 kilograms of cocaine and 253,140 kilograms of cannabis, CANU reported seizing 568.3 kilograms of cocaine but no seizure of cannabis. In 2012, with U.S. and Canadian funding through the Caribbean Basin Security Initiative (CBSI), the UN Office on Drugs and Crime’s (UNODC) Container Control Program (CCP) established a multi-agency CCP Port Control Unit at the John Fernandes Wharf, one of Guyana’s most active ports. In January 2015 the CCP Unit made its first successful seizure of more than 192 kilograms of cocaine; a second seizure of 178 kilograms of cocaine followed on March 30. Guyanese authorities convicted 15 persons on drug related charges during the first six months of 2014. Arrests are primarily of those directly involved in the transportation of drugs for export from Guyana. There have been no recent arrests or convictions of so-called ‘kingpins’. The capacity of the Government to interdict illicit drugs remains constrained by limited resources, inadequate training and equipment, gaps in prosecutorial and judicial processes and corruption.

Guyana continues to lack a strong demand reduction strategy that addresses rehabilitation. The drug of choice in Guyana is marijuana. Cocaine use is small but a growing factor. There is one local Government body that directly addresses demand reduction: the Guyana National Council for Drug Education, Rehabilitation and Treatment, which is incorporated in the Adolescent Health Unit of the Ministry of Health. Several Non- Governmental Organisations such as the Salvation Army, the Phoenix Recovery Project and a drug demand rehabilitation centre in Berbice also offer treatment and rehabilitation services. The University of Guyana has a demand reduction curriculum through support from the OAS Inter-American Drug Abuse Control Commission (CICAD).

### 3.2. Update on anti-drug strategy

The Government launched a new Drug Strategy Plan (2014-2018) in January 2015. The previous Strategy had expired in 2010 and had reportedly been weakly implemented. The majority of the Strategy addresses demand reduction, treatment and prevention and a smaller portion recommends increased analysis and intelligence gathering on the drug trade through Guyana. In 2012, the Government announced the Security Sector Strategic Plan 2013-2017, which deals with the modernisation of the Guyana Police Force, and has had some degree of progress in its implementation.

Although Guyana's Financial Intelligence Unit (FIU) is mandated to collect financial intelligence from reporting entities, it does not possess an investigative capacity. Its ability to undertake the actions it is mandated to is also open to question. As a result, information collected by the FIU does not translate into investigations leading to prosecutions. A Special Organized Crime Unit (SOCU) was established in June 2014 to investigate suspected money laundering crimes and prosecute persons suspected of terrorism and financial offenses. While the unit has launched a number of investigations into financial crimes, none have yet yielded prosecutions under the anti-money laundering legislation.

In May 2014, the Caribbean Financial Action Task Force (CFATF) identified Guyana as a money laundering and terrorist financing risk to the international financial system after it failed to amend its anti-money laundering laws, and Guyana was under targeted review by the Financial Action Task Force. However, in June 2015 the Government of Guyana passed an amended anti-money laundering act in parliament and is now compliant with FATF legislative standards. In its October 2015 meeting, FATF kept Guyana under review in order to monitor its implementation efforts.

Guyana is a party to the Inter-American Convention against Corruption, but has not fully implemented its provisions, such as the seizure of property obtained through corruption.

Several pieces of security sector related legislation are pending, including the anti-gang legislation which was drafted in 2012. MDG members acknowledged that there is an urgent need for security sector reform (SSR) in Guyana. A lack of professionalism and resources, insufficient inter-agency cooperation and insufficient delegation of authority are the key elements that hinder effective reform. It was noted that President Granger has asked the UK to reinstate the SSR programme that was cancelled in 2009. The UK was considering this request.

### 3.3. Updates to major bilateral and multilateral CN programs

For the past 2 years, Canada has been increasing cooperation with Guyana on security sector capacity building through close cooperation with local institutions. Most notably, Canada has recently launched a bilateral project to strengthen Guyana's criminal justice system. This two year project being implemented by the Justice Education Society (JES) of British Columbia and tackles crime scene management, evidence gathering and courtroom business procedures as well as provides training for police prosecutors and magistrates. Canada contributes to regional security activities throughout the Caribbean through its Anti-Crime Capacity Building Program (ACCBP) which focuses on police professionalization and justice reform, combating illicit drugs, anti-corruption projects and anti-money laundering efforts. Most recently, through the ACCBP, Canada is funding a two year regional project combat the trafficking of persons (TIP) in the Caribbean and a two year project to tackle cybercrime in the Caribbean and Central America. Both projects will be implemented by Interpol. Canada has previously lent support to improve Guyana's compliance with the Anti-Money Laundering and Countering the Financing of Terrorism Act 2009 by assisting Guyana's FIU with the development of anti-money laundering guidelines, regulations and providing training for Designated Non-financial Businesses or Professions (DNFBPs). Guyana also benefits from two Canadian regional justice sector programs aimed at improving legislation and treaty making capacity, access to legal services, and improving court administration.

The European Union's CARIFORUM Crime and Security Cooperation Programme is funded to a value of €12.195m, under the 10th European Development Fund (EDF) Regional Indicative Programme. The programme supports several regional institutions: CFATF, the Implementation Agency for Crime and Security (IMPACS), the Regional Security System (RSS) and the CARICOM Secretariat. It includes programmes addressing drug trafficking and related crimes, including financial crime, and covering demand reduction, interdiction and prevention aspects. The 11<sup>th</sup> EDF, which is currently being finalised, shall have a significantly increased Crime and Security allocation of €45.5m and will focus on similar areas. In addition, the EU is preparing to fund a number of projects worldwide under the Instrument Contributing to Stability and Peace, which would include extending the coverage of its SEACOP programme to the Caribbean (strengthening cooperation in fighting maritime trafficking) where countries such as Jamaica, the Dominican Republic and Guyana may be targeted.

The programme is valued at €3,000,000. Another component of this instrument will see support totalling €10,000,000 to Justice Cooperation and Criminal Investigations along the Cocaine Route in which some yet to be identified Caribbean countries may benefit. Other existing support in the Latin America and the Caribbean region is directed to AIRCOP (drug-interdiction capacities at selected international airports); AMERIPOL (strengthen cooperation of law enforcement, judicial and prosecuting authorities of Latin America and the Caribbean countries and the EU in tackling trans-regional organised crime); PRELAC (to contribute to the fight against drug manufacturing and trafficking by assisting the Latin America and the Caribbean region in preventing the diversion of precursors from legitimate uses) and COPOLAD (Cooperation Programme between Latin America and the EU on drugs policies).

The United Kingdom and Guyana signed a far-reaching bilateral agreement on information sharing related to drug shipments in January 2014. The UK continues to focus much of its assistance on SOCU and CANU, providing training and equipment as needed. The UK Caribbean Criminal Assets Recovery Programme (CCARP) has also provided advice on AML/CFT legislation. The UK has also provided training to specialist officers concerning Advanced Narcotics Investigation and Intelligence. In addition (and as mentioned above) the UK is considering how to respond to the President's request for assistance on SSR.

The Caribbean Basin Security Initiative (CBSI) program has emerged as a key driver of the United States' broader bilateral relationship with Guyana. Its strategic focus on law enforcement professionalization, counternarcotics, rule of law, and anti-money laundering capabilities directly addresses priority concerns for the Governments of Guyana and the United States. CBSI funding will focus on strengthening the rule of law in Guyana through institutional capacity building to enhance citizen security. CBSI funding in 2015 has focused on police professionalization and support, developing vetted counter narcotics units, training of the Serious Organized Crime Unit, border and maritime security, and working with at-risk youth. The United States is developing these programs in tandem with other initiatives already in place under CBSI and those of Canada, the EU, United Kingdom, and international organizations such as the Inter-American Development Bank. In October 2014, the GPF began a long-term partnership with the United States, which will include classroom instruction and mentoring programs. Assistance to date has focused on development of entry-on-duty and in-service coursework for police; professional ethics; strengthening the Office of Professional Responsibility; and training on best practices in investigations of special victims crimes.

In partnership with the British government, the United States has funded training in investigative techniques for the newly established Serious Organized Crime Unit. In March 2014, the U.S. government donated three Metal Shark riverine patrol vessels to the Guyana Defence Force. The boats have significantly enhanced riverine security and law enforcement capabilities, and training in operation, maintenance, and riverine interdiction techniques is ongoing. The United States Coast Guard provided additional training and mentoring to the Maritime Administration Department (MARAD) in 2015 in order to improve port security. In partnership with the Ministry of Education and the Ministry of Social Protection, USAID continued to provide work and life skills training to at-risk youth and to implement alternative sentencing for non-violent, juvenile offenders. In 2016, the United States plans to expand engagement to include support for the Guyana Forensic Science Laboratory, airport security, and the justice sector. In July 2015, a Drug Enforcement Administration (DEA) office staffed with temporary duty personnel opened in Guyana. Permanent staffing for the office is expected in January 2016.

Since the arrival of the new Regional Representative for Central America and the Caribbean in March 2012, the United Nations Office on Drugs and Crime (UNODC), in close cooperation with the CARICOM Secretariat and CARICOM IMPACS, started the preparation of a Regional Programme in Support of the CARICOM Crime and Security Strategy. This programme has been designed to complement the work of the CARICOM Secretariat and IMPACS in the following priority strategic areas: countering transnational organized crime and illicit trafficking, including drug trafficking and terrorism prevention; countering corruption; and preventing crime and reforming justice. In addition, the UNODC runs the Container Control Program (CCP) in Guyana. The CCP aims to minimize the exploitation of maritime containers for the illicit trafficking of drugs, and other transnational organized crime activities. Guyana is a State party to the UN Convention against Corruption and must go through a peer review regarding its implementation of the Convention. In 2015, for the first time, Guyana attended the Conference of the States Parties to the United Nations Convention against Corruption (UNCAC).

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

The most recent Mini-Dublin group meeting was held on November 12, 2015.

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

Mini-Dublin group members reported the need for:

- Law enforcement training in professional standards and human rights and the appropriate use of equipment;
- Greater border, including maritime and riverine, security;
- Stronger law enforcement presence in hinterland regions;
- Strengthening anti-narcotics efforts at Cheddi Jagan and Ogle International airports;
- Greater document security, including breeder documents;
- Forensics capacity building;
- Addressing at risk youth;
- Enabling the investigation and prosecution of money laundering;
- Prosecutorial development;
- Enhanced cooperation with international law enforcement agencies and mechanisms, including Interpol;
- The implementation of the outstanding provisions of the Inter American Convention Against Corruption; and
- The implementation of UNCAC.

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

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

(i) **Threats and trends:**

- Guyana's vast, navigable river network, which offers easy connections in comparatively remote areas to Venezuela, Brazil, and Suriname, has been actively exploited by narcotics traffickers. Trafficking networks use small riverine crafts to move drug shipments – principally cocaine – from Venezuela to Guyana and between Guyana and Suriname. Such drug shipments appear to be stored in remote locations in Guyana's under-policed interior until required for export, at which time navigable rivers are again used to move drugs to the coast or major cities for export;

- There has been a noticeable growth in the type and frequency of maritime vessels (e.g. container ships, fishing vessels, etc.) being used to transport cocaine between Guyana and other Caribbean countries – principally Jamaica and Trinidad and Tobago. Drug trafficking networks in Jamaica and Guyana have established an effective maritime barter system for narcotics. Guyanese drug traffickers export cocaine by sea to Jamaican counterparts in exchange for payment in maritime shipments of Jamaican marijuana to Guyana;
- On August 14, 2014 a self-propelled semi-submersible (SPSS) vessel was found in the Waini River near Guyana’s northwest border with Venezuela, marking a first for the country as well as confirming the use of sophisticated equipment and the direct exportation of cocaine in the drug trade route through Guyana. The vessel was docked in a swamp near a deserted campsite. While the SPSS was made “from scratch” locally, all materials, as with the builders, were sourced outside of Guyana. It appears that the builders were Colombian and that the persons intended to travel with the sub are also Colombian;
- Beyond its navigable river system, there are 120 known airstrips in Guyana, 80 of which are operational. Many of these air strips (both operational and non-operational) are insufficiently monitored and have been used as a supplementary method for the movement of cocaine from Venezuela to Guyana. On arrival at remote airstrips, cocaine is generally off-loaded and shipped by riverine craft to storage locations in Guyana’s interior prior to its onward export;
- There is a noticeable growth in marijuana production; and
- Reports of Cheddi Jagan International Airport (CJIA) employees colluding with drug traffickers and, in some instances, corrupt law enforcement officials have been raised in the media. The airport received baggage scanners in January 2013 (funded in part by the Inter-American Development Bank) to help address fraud and smuggling of drugs and weapons into Guyana.

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

After 23 years, Guyana changed governments in May 2015. Creating a safe nation and ridding the country of violent crime was a major platform upon which the winning political party campaigned and public security is high on the agenda of the new administration. Among the larger institutional changes after the new administration assumed power was the establishment of a Ministry of Public Security (to replace the Ministry of Home Affairs).

The modernisation of the GPF continues to be a high priority of the Government. A significant portion of the 2015 budget has been proposed for the security sector as of August 2015. In August 2015, the Minister of Public Security, Khemraj Ramjattan, announced a one month amnesty in September for persons to turn in their unlicensed firearms and ammunition to the police without facing prosecutions. This amnesty was extended for a further two weeks. A total of 186 unlicensed firearms were handed over during the amnesty period. In 2014, Parliament passed the Firearms (Amendment) Bill and the Evidence (Amendment) Bill which were subsequently assented to by the President. The firearms legislation seeks to make the possession of arms and ammunition a serious criminal offence with increased fines and imprisonment. It also seeks to regulate the inflow of illegal firearms into Guyana. The Evidence Bill allows for an expanded range of documents and reports, including fingerprint and ballistics reports, to be admitted as evidence in court. The AML/CFT Amendment Bill was passed by Parliament in June 2015 and assented to in July 2015. However, there have been no prosecutions under this legislation. Implementation of this legislation will be key.

Mini Dublin members noted an increase in political will to tackle drug trafficking and to address crime more generally.

#### Guyana – CARICOM

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

#### Guyana - Brazil

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

#### Guyana – Suriname

While there are no formal agreements or MoU's between Guyana and Suriname on police cooperation or drug trafficking issues, there is some cooperation in the field of intelligence, especially in the border area.



## Guyana-Venezuela

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

## Guyana-Russia

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

### (iii) **Recommendations:**

Mini-Dublin group members should:

- Continue to encourage the Government to pursue further professionalization of law enforcement agencies;
- Continue to discuss with the Government and other stakeholders the threat and instability drug trafficking poses to society and sustainable economic development;
- Convey to the Government and other stakeholders the importance of using financial intelligence to investigate and prosecute those involved in money laundering and other financial crimes that enable criminals to profit from the trafficking of illicit drugs;
- Encourage the Government to implement the newly adopted National Drug Strategy;
- Implement the outstanding provisions of the Inter American Convention Against Corruption and the United Nations Convention against Corruption;
- Urge the Government to adopt and implement the recommendations of the Financial Action Task Force (FATF);
- Urge the Government to conduct a thorough analysis of drug arrests and track resulting convictions to assess the effectiveness of Guyana's legal framework for drug prosecutions, the effectiveness of investigations, and difficulties encountered in prosecutions and judicial procedures;
- Encourage the Government to continue to support, align and implement strategies coherent with CARICOM's Regional Crime and Security Strategy;
- Convey the importance of the delegation of authority to empower law enforcement officers to effectively deal with cases; and
- Encourage the Government to promote better synergies among law enforcement agencies.

## 4. JAMAICA

### 4.1. General situation: Drug production and trafficking

Jamaica remains the largest Caribbean producer and exporter of marijuana to Europe and North America. Statistics indicate that 39,500 kilograms of marijuana were seized in 2014 compared to 30,900 kilograms in 2013. Statistics from January – October (20,257 kilograms) indicate that seizures are expected to stay in this range for 2015. Traffickers in Jamaica focus on trafficking to Canada and the United Kingdom as well as to Haiti, the Dominican Republic, the Bahamas and the Cayman Islands for onward shipment to Europe and North America. There has also been a significant increase in marijuana 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 384 kilograms of cocaine were seized in 2014, which shows a return to 2012 levels after the massive increase in 2013 of 1230 kilograms. Organized crime groups from South and Central America and local groups continue to take advantage corruption, porous maritime border with isolated beaches and coastal villages, its status as a popular tourist destination, and major container transshipment point as an operational platform to move money, firearms and illicit drugs to and from Jamaica, North America, Europe, and around the Caribbean.

Drug trafficking takes place at airports (drug couriers, baggage and air freight) and at the sea ports (containers, cargo vessels, underwater canisters attached to ships' hulls, fishing vessels and go-fasts). Illicit drugs are traded for money, guns and other goods and much of the proceeds are used to foster criminal activities. The ports of Kingston and Montego Bay continue to experience serious issues involving corruption, violence, intimidation, and the circumvention of controls. The ports are used for the bulk movement of containerized shipments of marijuana and cocaine to Europe and North America. In addition, illicit drugs are often attached to the bottom of shipping vessels destined for Trinidad and Tobago, Suriname and Guyana. Organised crime groups heavily influence personnel at the ports.

The Sangster International Airport in Montego Bay and the Norman Manley International Airport in Kingston continue to be of concern for law enforcement agencies due to the number of flights and tourist traffic. Corruption at airports continues to be a problem. Although most tourist traffic transits through Sangster International statistics show that the majority of arrests are made at Norman Manley International which could indicate greater levels of conspiracy at the Montego Bay airport. The United Kingdom's initiative in tackling couriers and narcotics concealed within freight on UK flights is led by AIRBRIDGE, a team of dedicated officers who work alongside Jamaica Constabulary Force (JCF) officers at both international airports in targeting such offences.

**Other Drugs:** Derivatives of cannabis (hash oil and hashish) are the major illicit drugs other than cannabis and cocaine being trafficked. Hash oil seizures have dropped while those for hashish have increased averaging 21 kilograms in the last 2 years. Heroin and ecstasy entered the Jamaican domestic consumption market in small amounts in the past few years but have not increased over time .

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

The Jamaican government destroyed 588 hectares of marijuana in 2014 and have already destroyed 477 hectares to October 2015. These are compared to 711 hectares that were destroyed in 2012. The total amount of marijuana grown in Jamaica is estimated at 15,000 hectares, while the total arable land in the country is approximately 120,000 hectares. The marijuana "industry" is viewed as a viable option to traditional farming or other legitimate profit oriented engagements as the profits garnered from the marijuana industry are far more significant and producers are protected by corrupt government officials. Marijuana farmers find creative ways to prolong the marijuana cultivation in non-traditional planting areas. Farmers locate in remote forested areas and swamp lands which are not easily accessible for counter narcotic measures by law enforcement agencies. In addition, marijuana 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. Marijuana farmers are not charged unless they have been observed cultivating their crops; therefore farmers/growers do not worry about being arrested.

Jamaica passed legislation that effectively decriminalizes possession of small amounts (less than 2 ounces) of marijuana as well as the use of marijuana for medicinal or spiritual reasons. The bill came into effect on April 15, 2015. At the same time the fines in the Dangerous Drugs Act have also been significantly increased for export, cultivation, possession (over 2 ounces), selling and trafficking of illegal drugs. In July 2015, the Minister of Justice signed the Criminal Records (Rehabilitation of Offenders) (Automatic Expungement of Convictions) Order 2015 to enshrine in law the administrative procedure which has been established for the removal of past convictions (for smoking ganja, possession of ganja where the sentence imposed was a fine not exceeding J\$1,000, and possession of pipes or other utensils used in connection with smoking of ganja). The government is looking to create the policy framework to promote a pharmaceutical industry in Jamaica that would use marijuana (cultivated in the country) for legal drug research and pharmaceutical production.

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 Major Organised Crime and Anti-Corruption Agency (MOCA) was formed in August 2014 and has the mandate to pursue investigations of public and private entities as well as facilitators of crime and corruption (lawyers, bankers, etc.). However, Jamaica continues to lack the conspiracy legislation that would likely be necessary to implicate the “king-pins” of transnational crime in the country. In addition to POCA, pre-existing legislation that allows the government to go after proceeds of crime has been severely underutilized.

Effective enforcement of POCA has been hindered by lack of capacity in the Office of the Director of Public Prosecutions, in the Financial Investigation Division, and in the courts' capacity to process such cases on a timely basis. Increased technical assistance (including support to strengthen asset recovery systems, institutional infrastructure, legal frameworks and operational capacity including international support for MOCA) and other attention from MDG donors has led to a more robust application of POCA, with further assistance coming on line in 2014. The UK's Crown Prosecution Service is sending a Criminal Justice Adviser to Jamaica to support and guide in this specialty area surrounding asset confiscation.

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

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

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

Jamaica had the world's 4<sup>th</sup> highest reported murder rate in 2014 with 1005 homicides and this figure is expected to rise in 2015 given latest trends. The creation of the Independent Commission of Investigations (INDECOM) which is empowered to investigate deaths occurring as a result of police actions continues to be a positive development. To October 2015 INDECOM is reporting 81 security-force related fatalities which is in line with 2014 numbers and maintains the decrease from 2013 when fatalities were recorded at 176. INDECOM is using social media to both solicit the public's input into complaints and to report on arrests and convictions under their mandate.

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

MDG members continue to work closely with the Jamaican Government on counter-narcotics interventions. There is good co-operation and MDG members are encouraged by ongoing initiatives across the Ministries responsible for this issue. The current Minister of National Security, Minister of Finance and Chief of Police are all very motivated and seem to be focused on achieving a common goal to reverse the rising trend in criminal activities.

#### **4.4. Mini Dublin Group meeting**

MDG members were consulted in producing this report.

#### **4.5. Mini Dublin Group assessment of needs**

MDG members identified the following emerging regional threats/trends as well as initiatives taken by members and recommendations to meet these threat/trends:

- Encourage regional and/or sub-regional interventions related to all counter-narcotics activities, as it is widely accepted that traffickers operate flexible networks choosing the path of least resistance through the Caribbean, and collaboration through programs such as the Caribbean Basin Security Initiative, the Caribbean Criminal Assets Recovery Programme, and the UNODC Container Control Programme should be continued;
- Improve understanding of links in the region between narcotic flows and other organized crime activities including trafficking of persons and arms;
- Continue capacity-building to tighten border security at the ports and the international airports and targeted activities against organised crime elements operating at these transit points;

- Continue 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;
- Encourage the enforcement of legislation in place to disrupt and dismantle criminal organizations, inhibit/seize proceeds of drug related criminal activity, including increased use of POCA;
- Continue 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;
- Support initiatives that seek to reverse the institutionalisation of political tribalism and dismantle political garrisons, particularly given upcoming election period;
- Encourage implementation of campaign finance reform legislation currently being considered by parliament to weaken the links between political parties and organized crime, and to prevent illicit funds from financing political campaigns;
- Continue capacity-building to improve Jamaica's ability to investigate, prosecute and try financial crime effectively;
- Improve the efficiency of the criminal justice system to provide more timely prosecution of criminal cases, in particular high-profile cases involving organized crime, financial crime, corruption, POCA actions, and narcotics and firearms trafficking;
- Continue support to help create a more professional police force that is better connected to the communities through training in human rights, community based policing, management, leadership, and the application of non-lethal force; and
- Continue support to INDECOM and other oversight agencies as necessary.

## 5. TRINIDAD AND TOBAGO

### 5.1. General situation: Drug production and trafficking

Trinidad and Tobago elected a new government in September 2015, replacing the People's Partnership with the People's National Movement, led by Prime Minister Keith Rowley. Rowley's government has made security its number one priority, raising the budget for the Ministry of National Security from TTD6.6 billion to TTD10.8 billion for fiscal 2016 and committing an additional TTD 1 million to the Police Service. Whether new security funding and architecture will make a significant impact on crime in general and drug offences in particular remains to be seen. The United States International Narcotics Control Strategy Report (2015) indicates some improvement in the (now former) government's efforts to address drug crime in 2014 but not enough progress to make a clear difference:

“Though overall drug seizures for the year decreased from 2013 and challenges persist, the Government of Trinidad and Tobago is improving its ability to investigate and prosecute complex counter-narcotics cases that target networks. Rehabilitation capacity is insufficient and under-resourced to meet local demand for treatment. Corruption and gaps in legislative and organizational implementation are challenges to the country's efforts to curb the trafficking and use of illegal narcotics.”

MDG members share this view. Trinidad and Tobago has dropped for three consecutive years on the Transparency International Corruption Perceptions Index, in 2014 standing at 85th of 175 countries surveyed. Insufficient efforts to fight corruption hamper the Trinidad and Tobago government's ability to combat illicit trafficking, and reduce the effectiveness of training and capacity building. The proceeds from trafficking have a corrosive impact on government, other institutions, and society in general. Trafficking in diesel fuel has been identified as a peripheral activity of crime groups in Trinidad and Tobago. Gang activity, and related turf-war violence, continues to be a serious problem.



## **Changing National Security Architecture**

Trinidad and Tobago's national security architecture continues to undergo frequent changes. The People's National Movement Manifesto which was adopted as Government policy proposes the establishment of a Joint Border Protection Agency and rebuilding of the coast guard, as part of its National Security Sector Strategy. A full national security review is currently underway and some moves have already been made, such as transferring the National Operations Centre and prisons back under the control of the Ministry of National Security. MDG members await the results of the review and demonstrations of the new government's willingness to implement recommendations, including reform of statistics gathering (which the new administration has already spoken to). The methodology and reliability of government crime statistics have made it a challenge to assess real trends in domestic crime. MDG members point out that Trinidad and Tobago is one of a very few countries where the police maintain and publish national crime statistics.

## **Trafficking**

The Caribbean region has witnessed increased trafficking as a result of the strong anti-narcotics efforts in Central America and Mexico. Trinidad and Tobago's porous borders and proximity to South America increase its attractiveness to traffickers. It is possible that trafficking in Trinidad and Tobago combined with powerful money laundering schemes that operate in the Caribbean from Port of Spain contribute indirectly to the high levels of violence and crime in other parts of the country, most notably in impoverished communities.

Trinidad and Tobago is increasingly used as a transshipment area for trafficking illicit drugs to North America and Europe. There is also evidence to suggest that firearms may be trafficked in and through Trinidad and Tobago from Brazil and Venezuela via Suriname and Guyana. Reports of human trafficking are on the rise, according to a 2014 International Organization for Migration report on Human Trafficking. Registered victims are primarily from the Dominican Republic, Venezuela, Colombia and Guyana.

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

The Government of Trinidad and Tobago has made considerable efforts to address demand reduction, with a number of programs aimed at public education and awareness. However, up-to-date statistics on national drug abuse is not available. Trinidad and Tobago's National Drug Council reports that marijuana remains the drug of choice followed by cocaine (on the increase) and, most recently, heroin and synthetic drugs. 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 and most recently launched training for treatment providers who work with the youth. Other drug prevention efforts include training for educators, anti-smuggling campaigns, and special outreach events.

A Juvenile Drug Treatment Court (DTC) was to be launched in April 2014 to treat young, non-violent drug offenders, but has still not begun. The Judiciary aims to have this court in each of the 13 magisterial districts.

### **Production**

There is no evidence that illicit drug production extends further than marijuana.

### **5.2. Anti-Drug Action**

The National Drug Policy and Operational Plan for Drug Control in Trinidad and Tobago 2014-2018 were launched earlier this year. The focal areas of the policy include institutional strengthening, research, demand and supply reduction control measures and monitoring and evaluation.

Successive governments have recognized the need to enhance Trinidad and Tobago's maritime assets to improve surveillance and interdiction of drug trafficking to its shores. The government considered purchasing a range of short- to long-range vessels to intercept traffickers and bought 12 Damen coast guard vessels to assist with drug interdictions, but only have three in its possession to date. MDG members note that corruption remains problematic and serves to hamper the government's efforts.

## Money Laundering

Trinidad and Tobago was the first Caribbean country to be assessed in the FATF 4<sup>th</sup> round Mutual Evaluation in January 2015. Emphasis was placed on how well the country implemented the FATF revised 40 recommendations; the effectiveness of components of AML/CFT areas such as laws, prevention and detection, measures of financial intelligence, investigation and prosecutions; as well as domestic and international cooperation. In preparation for the evaluation, T&T, with the assistance of the World Bank, commenced a National Risk Assessment of its money laundering and financing of terrorism threats and vulnerabilities.

The Trinidad and Tobago FIU Annual Report 2014 indicated that it received 617 suspicious activity/transactions, at a value of TT\$698 million. It was reported that the cases analyzed clearly show an increasing complexity in money laundering methods. A number of emerging trends identified in the report include: networks are involved in organised crime, identity fraud and identity theft; repatriation of funds by non-nationals residing in Trinidad and Tobago; intra island money transfers.

Amendments were also made to the AML/CFT law which set the stage for more effective implementation of AML/CFT lessons in accordance with international requirements. These included: redefining the offence of money laundering to make it easier to prove; widening the pool of criminal activity for which assets can be confiscated and cash seized; creation and management of a seized assets fund; and increasing penalties for financing of terrorism.

However, while some of the most recent actions demonstrate progress, MDG members noted that, to date, only four persons are being prosecuted for financial crimes, despite the fact that over 300 reports were submitted to the Financial Investigative Bureau (FIB) since 2013. While stakeholders have identified money laundering as one of the main challenges and are ardent in taking training and prosecutions forward, both the Office of the Director of Public Prosecution and Financial Investigations Bureau (police investigative unit on financial crimes) remain under resourced and questions may arise as to whether financial crimes is given priority for prosecution. Since the enactment of the Proceeds of Crime Act 2002, there is never been a conviction under this legislation in T&T. The FIU is proposing a change in legislation and policy requirements to expand its scope of works to include investigative powers.

## **Maritime and Port Surveillance**

A radar surveillance network is in place, along with a network of radar towers that covers all of Trinidad and Tobago's territorial waters. This network has been expanded to include other nearby islands including Grenada, St. Vincent and the Grenadines and St. Lucia. MDG members noted that there are public concerns over the efficiency of this system to interdict illicit drugs. Previous governments announced their intention to install container scanners at the country's main maritime ports of entry to help stem the flow of illegal guns, drugs, and other contraband coming into the country.

Government plans to establish and implement in stages twelve Coast Guard stations as part of a new strategy have not yet produced results. The government, over a four year acquisition agreement, plans to purchase a total of 12 Damen Coast Guard vessels and have three in its possession. Currently there are 25 Coast Guard vessels inactive at the Chaguaramas Coast Guard Base and in need of repair. This has limited the number of border patrols that the Coast Guard can undertake.

The Trinidad and Tobago Coast Guard acquired a new flagship vessel, the 'TTS Nelson II,' designed by the Marine Design and Research Institute of China and constructed by the China Shipbuilding Company, to safeguard offshore energy infrastructure, fisheries, and environmental interests. The USD \$40 million, 80m vessel, with a range of 5000 nautical miles, is currently the largest patrol vessel in the Caribbean and is deemed to enhance the country's ability to meet regional security obligations and responsibilities.

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

MDG group members noted that the Government of Trinidad and Tobago has improved the legislative framework through the passage of several pieces of legislation, including forensic-based legislation and other areas related to the fight against crime and violence. As noted earlier, further reforms will likely be introduced upon the conclusion of the new government's national security review.

### 5.3. Updates to major bilateral and multilateral CN programs

The Australian Federal Police (AFP) and the Department of Immigration and Border Protection Australian Border Force (ABF) work closely with relevant Industry bodies and international agencies to deepen our understanding of risks associated with cruise ship-based trade in drugs and target transnational criminal networks leveraging international law enforcement capabilities.

Small craft with illicit drug loads continue to be an issue either emanating from this region or transiting through the region to pick up a load on the Pacific side. Small craft are off-loading their shipments to small island nations close to Australia where there is less law enforcement scrutiny. Other means are then used to transport the drugs to Australia including fishing vessels, research vessels and light aircraft again difficult to identify and detect. Under the auspice of Project Cringle – an initiative investigating the maritime trafficking of cocaine to Australia via yachts - the AFP and ABF have partnered with relevant international agencies to combat this trafficking method.

The Caribbean region is a high level risk area where organised crime groups linked to Australia are operating and committing crimes, such as cocaine transshipment through the Caribbean region by various cartels which have the established infrastructure to undertake this activity. The AFP and other Australian government organisations are seeking to increase their presence in the region specifically through cooperation and exchange of intelligence.

Canada has been actively involved in programming in the area of rule of law. Canada continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a United Kingdom Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain. This funding has been extended to September 2017, and the new CJA arrived in April 2015. Following the success of the first three years of the project (2011-14), this funding has been extended from April 2015 to March 2018, with the new CJA now in post for some six months.

In February 2015, Canada, through its federal police (the RCMP) and Financial Transactions and Reports Analysis Centre (FINTRAC) held a three day anti-money laundering (AML) and combating the financing of terrorism (CFT) workshop at the Trinidad and Tobago Financial Intelligence Unit (FIU). Various personnel attended the workshop and were from the FIU, Public Prosecutions Office, Financial Investigations Branch, Criminal Gang Intelligence Unit and others. The focus was to review with all participants the analysis of financial intelligence, investigative processes and the policies and procedures of both Canadian and Trinidad and Tobago's jurisdictions. Best practices, tools and processes to enhance domestic and international cooperation in combatting money laundering and terrorist financing were recommended as well as direct mentoring on challenges that these agencies are facing in actual cases.

The European Union continues to support Trinidad and Tobago through its regional crime and security agenda. CARIFORUM member states and regional security agencies are supported to deal with the region's institutional response and capacity to address drug trafficking and other criminal activity, including financial crime. In June 2015, approval was given for the allocation of €4 million for projects related to crime and security, as part of the Regional Programme, until 2020. The allocation is expected to support areas such as crime prevention, risk reduction, enhancement of restorative justice, enhancement of citizen and border security and compliance with international norms on financial crimes, terrorism financing and corruption.

Specifically, approval was given recently to commence projects aimed at strengthening the Advanced Passenger Information System (APIS) and establishing the Advance Cargo Information Systems (ACIS). Trinidad and Tobago will also participate in the third phase of the SEACOP Cooperation Project. Activities will include reinforcing seaport control and intelligence capacities by setting up units in seaports or sensitive coastal areas ; improving or setting up maritime information and control systems and enhancing the operational delivery and cooperation at national, regional and trans- regional levels.

France is present in the Region with its Office Central pour la Répression du Trafic Illicite des Stupéfiants (OCTRIS) regional unit based in Martinique, in charge of the coordination in the fight against the drug trafficker organizations and with military and customs anti-narcotic patrolling vessels based in our French Departments of Martinique, Guadeloupe and Guiana. Trinidad and Tobago is specifically covered by an interior security Attaché, based in Caracas and assisted by two liaison officers, who are in charge of developing bilateral cooperation with the Trinidadian law enforcement agencies. Workshops and trainings for members of the law enforcement units have been organized by the French inter-ministerial anti-narcotic center (CIFAD), with focus on drug precursors and money laundering. A police officer from Trinidad and Tobago has participated in an international scholarship program organised by the German Federal Criminal Police Office from June 2014 until April 2015.

The Netherlands' National Police has liaison officers located in several countries in the Hemisphere. In the Caribbean region, the liaison posts in Suriname (servicing Trinidad and Tobago) and Curacao are of particular importance. Together with international partners, like the Joint Interagency Task Force–South (JIATF-S), the Maritime Analysis and Operations Centre - Narcotics in Lisbon, the Dutch National Crime Squad, Maritime Police, Dutch Royal Navy and the Coastguard for the Kingdom of the Netherlands in the Caribbean, an initiative to target yachts carrying cocaine through the Caribbean to Europe was established in 2012. This initiative is still active and leading to more successes, like seizures of narcotics and arrests of those involved in it. The Netherlands' National Police in strong cooperation with Dutch Customs Service is also focusing on the development and strengthening of regional ports, with the aim of combatting narcotic drug smuggling, but also human trafficking (upstream combatting).

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

The United Kingdom currently provides support to Trinidad and Tobago's Law enforcement agencies through its National Crime Agency (NCA), which was formed from the previous Serious Organised Crime Agency in October 2013. The NCA continues its efforts to reduce international crime impacting Trinidad and Tobago through its resident liaison officer based in Port of Spain. The United Kingdom is working closely with Trinidad and Tobago and its near neighbours to address the trafficking of drugs through the Caribbean by air and sea. Assistance in intelligence collection techniques and operational activity has resulted in notable successes, particularly in respect to maritime seizures under Project Latitude. In addition, NCA and the United Kingdom's Visa & Immigration service are mentoring local airport law enforcement officials in passenger profiling techniques to identify human couriers using Trinidad and Tobago as a transit country for trafficking cocaine to Europe.

The United Kingdom continues to promote reform of the criminal justice system in Trinidad and Tobago, through a Government of Canada funded placement of a United Kingdom's Crown Prosecution Service Criminal Justice Adviser (CJA) in Port of Spain. Working in close partnership with the Trinidad and Tobago judiciary, police, ministries and regulatory bodies, the CJA continues to make progress on identifying ways to speed up methods of investigation into criminal matters and streamlining the prosecution and judicial process. An inter-ministerial action group comprising Ministers and members of the judiciary has been established and is working towards accelerating criminal justice reform.

During the first phase of the project, (2011-14) a number of initiatives were worked on, including a Code for Prosecutors, which was launched in 2012. The second phase began in April 2015 when a new CJA arrived in Trinidad, for a three year posting. The focus has been on improving investigative and prosecutorial techniques, improving cross-agency communication and efficiency. The CJA has also worked directly with the Judiciary drafting Criminal Procedure Rules (CrimPRs) for Magistrates Courts and the High Court. The CJA works closely with the FIU, the Financial Investigation Bureau and Director of Public Prosecution's office on corruption, financial crime, money-laundering and asset recovery cases.



A Code for Prosecutors was launched in 2012. The CJA has worked directly with the Judiciary drafting Criminal Procedure Rules (CPRs) for Magistrates Courts and the High Court. The CJA also works closely with the FIU and Financial Investigation Bureau and Director of Public Prosecution's office on money laundering cases, and has advised the FIU and the AG on amendments to legislation to encourage more prosecutions for money laundering. This bill has also now been passed.

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

The United States Department of State's Bureau of International Narcotics and Law Enforcement provide funding on a yearly basis to support these goals through the implementation of programs with regional and bilateral impact. Principal efforts in the bilateral program managed by U.S. Embassy Port of Spain have focused on building the capacity of Trinidad and Tobago law enforcement to detect, deter, and investigate crimes affecting the local and international community. The U.S. Drug Enforcement Administration (DEA) and the Federal Bureau of Investigations (FBI) offices provide training and mentorship in law enforcement and drug interdictions. In addition, the United States provides support to address interdiction of firearms. The United States Customs and Border Patrol Advisor is 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 DEA 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.

A U.S. Forensics Advisor, who arrived in Trinidad in November 2014, is serving as a forensics subject matter expert/consultant to the Trinidad and Tobago Ministry of Justice and its sub-agency, the Forensic Science Centre. The Advisor provides guidance in the areas of standard operating procedures, forensic laboratory quality control mechanisms, and chain of custody, proficiency testing preparation, record keeping, documentation preparation, and mentoring/guiding laboratory staff to achieve international accreditation for the laboratory.

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. A UNDP supported precursor chemical project with the Ministry of National Security project has been going on for two years and is progressing well focusing on the legal framework and improved monitoring processes in the country. UNDP, with the United States Agency for International Development based out of Barbados, under the Caribbean Basin Security Initiative, will be supporting the reform of the Trinidad and Tobago Criminal Justice System through its three-year T&T Juvenile Court Project, which is being implemented in partnership with the Judiciary. This project will build the capacity among juvenile justice stakeholders such as the TTPS, Children's Authority, Judiciary, Social Services and Civil Society Organisation, establish Juvenile Courts and Youth Courts and support legislative reform.

UNDP is also collaborating with the Ministry of National Security and the Trinidad and Tobago Police Service to implement a pilot project on Community Policing using the model of a Local Crime Prevention Board. This project will be implemented over a two-year period and seeks to establish a Crime Observatory and Local Crime Response Plan; training for TTPS Officers and other stakeholders, establish a Responsive Fund and a Board of Local Stakeholders who will oversee the implementation of the crime response plan and the wider project activities.

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

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

MDG members met on November 3, 2015 to update the previous report.

## 5.5. Prioritized identification of needs for external assistance

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

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

## 5.6. Mini-Dublin group assessment of needs

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

### (i) **Main Threats/Trends:**

- Reopening of old Caribbean trafficking routes has increased trans-shipment of illicit drugs and firearms through this region, due in particular to more effective interdiction in Central America and Mexico;
- Lack of border controls remain an important issue as traffickers exploit vulnerabilities in the Caribbean region;
- Continuing reporting of money laundering activities, but insufficient follow-up;
- Continuing reports of corruption; and
- The use of cruise ships to transport large quantities of illicit drugs from this region.

(ii) **Political initiatives:**

- Trinidad and Tobago participates in intelligence sharing through the Regional Intelligence Fusion Centre. The continuing reorganization of the national security architecture at both the regional and national level may present obstacles to the intelligence sharing efforts; and
- While Trinidad and Tobago has one of the largest defence forces in the Caribbean and a significant police force, the challenges in addressing crime remain.

iii) **Recommendations:**

MDG members make the following recommendations:

- Continue engagement in criminal justice reform – working to speed up the judicial system and improve the detection and conviction rates by enforcing or reviewing requisite legislation;
- Review and implement reform of the criminal justice system;
- Encourage the Government to collect and disseminate more reliable statistics on drug trafficking and related crimes;
- Encourage the Government to finalize and make public its Comprehensive National Security Policy and Strategy so that activities identified for support by MDG members can coincide with the Government's priorities;
- Encourage the Government to strengthen border controls;
- Encourage the Government to pursue regional approaches to challenges faced, including strengthening institutional arrangements and implementation mechanisms of these regional agencies;
- Continue to support the CARICOM Crime and Security Strategy 2013;
- Assist national skills development in the area of the management of precursor chemicals and pharmaceuticals;
- Encourage the Government to improve maritime border security by fighting corruption via inter-agency cooperation with the Coast Guard, the Customs Service and the Immigration Service;
- Encourage the Government to pro-actively share data regarding drug seizures both at ports and also within the country;

- Encourage the Government to fully upgrade the capacity of the FIB to investigate money-laundering activities related to drug trafficking. Mini-Dublin group members noted that there is limited progress in prosecuting money laundering although government has indicated its full support of the process;
- Encourage the Government to implement robust enforcement of anti-corruption measures across all institutions;
- Support Government efforts to deal with the social causes of drug-related crime;
- Continue to support capacity building initiatives at an operational level to increase the effectiveness of counter-narcotics operations;
- Carefully monitor and follow up on these initiatives to ensure that training offered is being used effectively;
- Continue to share information with each other on a regular basis on respective counter - narcotics programs to avoid duplication of efforts;
- Share information with the Ministry of National Security to ensure that programs meet Trinidad and Tobago's needs effectively;
- Enhance the law enforcement capacity of Customs and Excise;
- Encourage the Government to address the lengthy and costly recruitment process for high level law enforcement personnel, most notably the Police Commissioner;
- Encourage the Government to improve human resource capacity in the areas of law enforcement and the military, to be efficiently used in combatting transnational organized crime. This should take into consideration recruitment, development, training, retention and succession planning policies. Accountability and transparency should be foremost in the management of human capital. Members should consider providing advice/assistance in this regard; and improve the detection and conviction rates; and
- Encourages the Government to shift responsibility for crime statistics gathering and reporting from the police service to an independent body.