

National Drug Prevention and Control Master Plan 2015-2019

A Five Year Strategy for Tackling the Illicit Drug Problem in Jamaica

Ministry of National Security

October 2014

Minister's Statement

Acknowledgment

Executive Summary

A major crisis continues to be documented in the official reports on the global drug problem that are produced annually by agencies, such as the United Nations Office on Drugs and Crime (UNODC), the International Narcotics Control Board (INCB), the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and other regional and national monitoring bodies. This crisis not only impacts on the lives of millions of people worldwide who develop drug misuse problems, but also damages families and children, neighbourhoods and communities, economies and societies.

At the local level, inefficiencies in the local justice system reduce the effectiveness of law enforcement agencies such as the Jamaica Constabulary Force (JCF). These inefficiencies also contribute to corruption within the law enforcement agencies, thereby creating opportunities for individuals to bypass the system through processes such as bribery of public officials. This has contributed to the general perceptions among the public that a high level of corruption exists within the law enforcement agencies.

Jamaica is by no means immune to these crises and concerns. One notes that the country has recognized several issues that severely impact its citizens, including the increasing use, misuse and abuse of drugs (including alcohol) among its population and the close link between the illicit drug trade and a number of crimes; namely violent crimes, property offences and the increasing incidence of drug-related violence on the island. Violent crimes have become one of the most pressing concerns for Jamaicans. It has had a negative impact on all spheres of society and has been cited as a significant factor in the low level of GDP recorded in Jamaica over the years. It has left segments of our society crippled with fear and has resulted in the reallocation of budgetary resources into crime prevention and control (Vision 2030 Jamaica: National Development Plan).

The Government of Jamaica, having recognized the seriousness of the drug problem and its social, economic and public health impact, and having taken up the responsibility of establishing measures to deal with the situation, has articulated a National Policy and programme of action geared towards drug control.

This policy further seeks to ensure that measures on both demand and supply reduction sides are instituted, and thus has mandated the development of a

National Master Plan for the period 2015-2019 as a key result area and performance measure for the Ministry of National Security. The Master Plan is based on two internationally accepted approaches (demand reduction and supply reduction). The supply reduction effort, which includes control measures, are outlined in the Strategic Plans of the Agencies that are responsible for law enforcement, interdiction and border protection, international control and international cooperation.

The demand reduction efforts are conceptualized in this Master Plan and would be further outlined in an overall National Demand Reduction Framework that incorporates a National Substance Abuse Treatment Strategy and a National Drug Prevention Strategy. The actions implemented through these two approaches must be supported through institutional strengthening, review and adoption of the necessary national and international legislative frameworks, and further supported through implementation of a national drug policy covering all aspects of the problem.

The Guiding Principle for the National Drug Policy therefore demands a comprehensive, balanced and multidisciplinary approach that requires common and shared responsibilities among all stakeholders and partners. The Policy will seek to ensure the balance between actions that bring about a decrease in the supply/availability of drugs (law enforcement and interdiction) and the demand for drugs (prevention, treatment and rehabilitation). We recognize that in addition to decreasing availability through control measures, we must also endeavour to diminish the experience of a need to misuse drugs.

These values, principles and propositions are supported by an acknowledgement that focusing on reducing drug related harm does not necessarily mean abandoning efforts to reduce the overall scale of the market. In an effort to minimize drug-related crime, illness and death, this approach advocates a policy that emphasizes public health approaches to drug control. A public health approach that embraces demand reduction initiatives should at no time be done at the expense of or seek to diminish emphasis on supply reduction initiatives. Law enforcement measures aimed at interrupting the distribution of illicit drugs should be aimed with the greatest intensity at those causing the most serious acute problems to society.

Policy Framework

The overall goal of the proposed Jamaica National Drug Policy is to reduce the overall negative effects of drugs (whether licit or illicit) on the Jamaican society. This is to be achieved through a set of national strategies aimed at supply reduction measures (controlling or limiting the supply of drugs); demand reduction measures (preventing drug use, reducing individual demand for drugs and associated harms); and harm minimization measures (effective services to manage drug-related problems which occur).

It provides the basic foundation for the development of a time specific action plan for addressing the issues related to the illicit drug trade, drug trafficking, international criminal networks and the international drugs trade, domestic drug-related criminal activities (crime and violence), modernization of the legal framework to facilitate effective law enforcement, improving the security of the border and territorial waters, and strengthening the anti-crime capabilities of the law enforcement agencies. It recognizes that there is a continuum of harm associated with drug use and drug trafficking and that no single set of strategies or approaches can address the possible range of consequential harm. As such, the policy seeks to provide a framework for both government and non-governmental agencies to work towards a common goal and a common set of national priorities.

The specific objective of the Jamaica drug policy is the effective suppression of drug abuse and drug trafficking. While efforts to reduce the demand for drugs through prevention and treatment directly advances this goal, supply reduction actions aimed at drug trafficking, such as, international and inter-regional cooperation, interdiction and domestic law enforcement measures, more significantly impacts this objective. For this reason, the national drug policy must emphasize stronger efforts to address drug trafficking.

Gap Analysis of the Institutional Framework

1. **Lack of a broad government-back set of policy statements**
2. **Lack of a current comprehensive National Drug Control Master Plan**
3. **Lack of a National Policy Framework that Incorporates:**
 - a. An over-arching National Drug Policy
 - b. A Conceptual Framework for a National Supply Reduction Policy
 - c. A Conceptual Framework for a National Substance Abuse Treatment Policy
 - d. A Conceptual Framework for a National Drug Prevention Policy

- e. One functional National Coordinating Body for Drug Control (both demand reduction and supply reduction) to provide sound policy direction and monitor and direct the national efforts.
- 4. **Unlinked Services** – there are no formal linkages that incorporate low-level mental health and substance abuse service delivery except on paper for the most part.
- 5. **Poor institutional framework** for gathering, collating, analyzing, sharing (between demand and supply agencies) and dissemination of data and information needed, especially within the supply reduction framework, to make sound policy decisions.

As a matter of Policy, the National Drug Control Master Plan will immediately address the following:

- i. **Integration** – creating a unified response consistent with the principle of a balanced approach between demand and supply reduction and is in keeping with the requirements of the United Nations Conventions. This seeks to lay the foundation for a comprehensive and long-term effort (an Action Plan) that integrates all systems across all social, cultural, economic and political levels.
- ii. **Strengthening the legal framework, public policy framework and social environment** through the review and development of recommendations for possible revision to existing legislative, regulations and policies are important if the country is to keep pace with developments in the international arena and to close or tighten any gap in law enforcement, which criminal elements may identify and exploit.
- iii. **Advocate for greater involvement in drug control through the development of a comprehensive communication strategy** to send a clear, strong and consistent message that champions the national demand and supply reduction efforts. The presence of a communication strategy is essential for any drug control plan. There is always the need to inform the populace about the ills of drug abuse and drug trafficking, in particular the economic and social consequences.
- iv. **Institutional development** especially in areas of public health is important. Stabilizing treatment and prevention services as well as the promotion of treatment options in the prison system and through drug treatment courts are vital necessities. Using a public health approach,

the Master Plan will seek to address these three following issues in the short term:

- a. **Stabilize treatment services** by increasing drug dependency treatment capacity on the inland supported by a National Drug Treatment Strategy;
 - b. **Stabilize prevention services** with the development of a principal, but national, prevention agency with a national commitment to implement effective prevention programmes;
 - c. Promote strategies to **make treatment options available within the Prisons System (Criminal Justice)** and promote best practices through the continued development of the Drug Treatment Court System.
- v. **Enforcement** to disrupt markets along with interdiction is essential to limit production, consumption and outward trafficking. Again the matter of law enforcement actions supplemented by sustainable alternative development programmes is essential. The Master Plan must therefore:
- a. Promote strategies to disrupt the market—enforcement and interdiction must be supported at all levels to hold individuals accountable for their actions and protect public health and safety
 - b. Promote essential and sustainable alternative development programmes and law enforcement measures to reduce the supply of illicit plant-based drugs.
- vi. **Mandating the development** of (a) National Drug Dependency Treatment Policy; and (b) National Drug Prevention Policy.
- vii. The establishment/appointment of one body to manage, coordinate and advise on higher level drug policy issues that incorporates demand and supply reduction—a **Drug Advisory Council or National Security Council** with reporting responsibility to the Office of the Prime Minister. The establishment/appointment of one body to manage, coordinate and advise on higher drug policy issues that incorporate demand and supply reduction in the form of a Drug Advisory Council with reporting responsibility to the Office of the Prime Minister could bring about significant improvements in our drug control efforts if approved. This body would replace the Inter-Ministerial Committee which has been dormant for a protected period, a situation which poses

serious problems in responding to questions posed by international agencies in relation to Jamaica's drug control framework.

- viii. An amendment to the present legislation to mandate the **National Council on Drug Abuse** to assume overall responsibility for the implementation of the demand reduction components of the Master Plan—the National Drug Dependency Treatment Policy and the National Drug Prevention Policy.

This **National Drug Control Master Plan (Drug Control Strategy)** summarizes authoritatively the key national policies, defines implementation priorities and allocates responsibilities and resources for the national drug control efforts. It acts both as a director and as a directory of the country's policies and programmes in the fight against drug use, abuse and illicit trafficking.

The need to have a single, unified strategic response to the drug problem is well highlighted in this Master Plan with a good balance between activities that bring about a decrease in the availability of drugs (law enforcement and interdiction) and the demand for drugs (prevention, treatment and rehabilitation).

The analysis of available data demonstrating the impact of drug use and abuse on the Jamaican population and a review of comprehensive best practices served to identify strategies organized around short-term and long-term objectives in four key areas of concentrated focus- integration and coordination, policy and legislative development, supply reduction and demand reduction.

Matters relating to the effective analysis and use of intelligence and the enhancement of public education and awareness are also identified as important cross-cutting issues.

The strengthening of the drug control framework in the context of institutional development is a prerequisite to coordinating the Plan in a synergistic and cost-effective way. Such institutional mechanisms should guarantee coordination among existing initiatives to achieve functional overlap, while avoiding duplication of activities and over extension of scarce resources.

Strengthening the coordination, policy framework and delivery systems of Jamaica's legal and illegal drug control systems is a necessary step toward the

creation of conditions that will enable delivery of the aims and objectives contained in this Plan. The Government's political will and policy direction would be manifested through appropriate and timely actions in the legal, economic and organizational spheres of drug control. This will ensure ongoing technical and institutional development of the related systems and structures within the lead entities for the coordination and execution of the National Master Plan and strategies, as well as coordination of the national anti-drug systems.

Recommendations for the 2015-2019 Period

- 1. Articulation by government of its National Drug Policy, along the guiding Principles outlined in the Political Declaration of the United Nations General Assembly Special Session (UNGASS).*
- 2. Development of (a) a comprehensive National Master Plan; (b) a National Drug Dependency Treatment Policy; and (c) a National Drug Prevention Policy. Appendix 2 (treatment principles) and Appendix 3 (prevention principles) provide the guiding principles for the development of both of these national policies.*
- 3. A significant focus on demand reduction programmes, policies and initiatives as there is presently for the supply reduction efforts (drug related law enforcement, customs and immigration initiatives, interdiction efforts, International Corporation, and dismantling the drug-crime relationship) can complement and add value to the overall desired outcome of the national drug control efforts.*
- 4. The establishment/appointment of one body to manage, coordinate and advise on higher level drug policy issues that incorporates demand and supply reduction – a Drug Advisory Council with reporting responsibility to the Office of the Prime Minister.*
- 5. A national data system for drug-related crime, criminal activities, and the host of other information that are needed to paint the “picture” of the national drug situation (supported by the existing efforts of demand reduction) needs to be institutionalized as part of the response to national drug control. The Statistical Institute of Jamaica (STATIN) should be designated to develop this national data system.*
- 6. Develop and implement an automated information management system for the control of pharmaceutical products and implement an automated information management system to facilitate the secure and efficient handling of information related to the control of the diversion of chemical substances.*

7. *The Ministry of Health needs to strengthen its auditing of pharmacies, chemical industries and outlet while ensuring that treatment centres and health laboratories are functioning at best at a minimum standard.*
8. *There is a dire need for an Alternative Development Policy approved by the Cabinet.*
9. *Jamaica needs to introduce legislation for racketeering¹.*
10. *The Food and Drugs Act & Regulation should be amended to regulate illegal activities relating to importation, distribution, storage, sale and use of ecstasy.*
11. *The Dangerous Drug Act should be amended to introduce the offence of trafficking in illegal drugs.*
12. *Legislation should be introduced for control deliveries.*
13. *Efforts should be made to speed up legislation for the Special Prosecutor General.*
14. *Efforts should be made to get a policy decision to have the Tax Department working closely with FID and the Police in order that income tax can be extracted from the drug traffickers' illicit earnings.*
15. *The Police (Narcotics Division) and the Office of the Director of Public Prosecutions should place greater emphasis on the forfeiture of conveyances by utilizing Section 24 of the Dangerous Drugs Act as well as Sections 44 and 45 of the JCF Act.*
16. *Government should pursue passage of the Port Security Bill.*
17. *Regularize the existence of the Ports Security Corps by way of legislation. The Corps should be placed at all ports and its services paid for by some form of security cess. Such a cess already exists for the major seaports and is imposed by the Port Authority of Jamaica.*
18. *Real Estate Agencies and the Registrar of Titles should report all purchases of land and houses to a designated authority.*

¹ Racketeering refers to criminal activity that is performed to benefit an organization such as a crime syndicate—activities such as extortion, money laundering, loan sharking, obstruction of justice and bribery.

- 19. Sports and Drug Abuse should be given higher priority in the drug control programme. In addition, the Board of the National Council on Drug Abuse should include a representative of the Jamaica Anti-Doping Commission.*

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'Drugs destroy lives and communities, undermine sustainable human development and generate crime. Drugs affect all sectors of society in all countries; in particular, drug abuse affects the freedom and development of young people, the world's most valuable asset. Drugs are a grave threat to the health and well-being of all mankind, the independence of States, democracy, the stability of nations, the structure of all societies, and the dignity and hope of millions of people and their families'.

Excerpt, Political Declaration of the UNGASS (1998)

'There is an absolute need to prevent and reduce violent crime and disorder in Jamaica and to eliminate organised criminal networks, which include countering the proliferation of narco-trafficking, illegal arms, kidnapping and extortion. The major concern relating to the high levels of violence in Jamaica stems from the existence of organised criminal gangs fuelled by the illegal trade in narcotics and arms. These criminal activities, which in some cases exploit existing political divides, threaten the viability of the State and have had a substantial negative impact on public safety and security'.

Excerpt, National Security Policy for Jamaica

More of today's youths are experimenting with drugs, with an increase in the use of ecstasy and heroin. That is the word from the National Council on Drug Abuse (NCDA) which says the trends has been continuing since the last survey done eight years ago. "What we are seeing over time is that the age of initiation where the young person starts to experiment with drugs is getting younger and younger"

Excerpt, The Gleaner Newspaper, February 20, 2012

Background

A major crisis continues to be documented in the official reports on the global drug problem that are produced annually by agencies such as the United Nations Office on Drugs and Crime (UNODC), the International Narcotics Control Board (INCB), the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and other regional and national monitoring bodies. This crisis not only impacts on the lives of millions of people worldwide who develop drug misuse problems, but also damages families and children, neighbourhoods and communities, economies and societies.

The proliferation of international criminal networks and the international drug trade are two other global concerns. These issues have threatened the security and safety of both the developing and developed world, with profound impact on Jamaica. Trafficking in persons has become a major international issue that has affected our nation—a US report on Jamaica cites cases of male and females being coerced into sexual exploitation and sometimes forced labour as the major infractions committed in this context.

At the local level, inefficiencies in the local justice system reduce the effectiveness of law enforcement agencies such as the Jamaica Constabulary Force (JCF). These inefficiencies also contribute to corruption within the law enforcement agencies, thereby creating opportunities for individuals to bypass the system through processes such as bribery of public officials. This has contributed to the general perceptions among the public that a high level of corruption exists within the law enforcement agencies.

Jamaica is by no means immune to these crises and concerns. One notes that the country has recognized several issues that severely impact its citizens, including the increasing use, misuse and abuse of drugs (including alcohol) among its population and the close link between the illicit drug trade and a number of crimes; namely violent crimes, property offences and the increasing incidence of

drug-related violence on the island. Violent crimes have become one of the most pressing concerns for Jamaicans. It has had a negative impact on all spheres of society and has been cited as a significant factor in the low level of GDP recorded in Jamaica over the years. It has left segments of our society crippled with fear and has resulted in the reallocation of budgetary resources into crime prevention and control (Vision 2030 Jamaica: National Development Plan).

The transnational drugs trade is a factor that has been associated with the proliferation of gangs and the illegal movement of guns across borders. The drugs-for-gun trade between Haiti and Jamaica, in particular, has been cited as a major component of the operations of local and international gangs and the movement of guns into our island. Some law enforcement officials suggest that stemming the movement of drugs between countries such as the USA and UK has resulted in the increased competition among local gangs over turf to compensate for income lost.

Cost of the Drug Problem

Against the background of the global crisis and its far-reaching impact, the primary objective of the current United Nations drug strategy adopted in 1998 was to reduce (and, ideally, eliminate) the availability of illicit drugs, thereby cutting drug-related harm. But the stark reality is that the global market has continued to expand year on year. The UNODC 2005 *World Drug Report* concludes that 'this multi-billion dollar trade impacts almost every level of human security from individual health, to safety and social welfare', adding that 'its consequences are especially devastating for countries with limited resources available to fight against it' (UNODC 2005).

The UNODC 2010 *World Drug Report* under the caption - ***Shifting the problem to the developing world – demonstrates newer and greater concerns***. Most worrisome are recent developments in developing countries. Market forces have already shaped the asymmetric dimensions of the drug economy; the world's biggest consumers of the poison (the rich countries) have imposed upon the poor (the main locations of supply and trafficking) the greatest damage (increased drug use, abuse, violence and criminal activities including violence). Nevertheless, poor countries have other priorities, and fewer resources. They are not in a position to absorb the consequences of increased drug use. As a result, there is now the risk of a public health disaster in developing countries that would enslave masses of humanity to the misery of drug dependence.

The costs of drug misuse, the drugs trade and aspects of the 'war on drugs' itself are well-known. They include drug related deaths, blood borne diseases, prostitution, mental health problems, social costs, guns, gangs, crime (property, violence, drug-related crimes) and public nuisances, barriers to development, environmental problems, political corruption, human rights abuses and international terrorism.

The harms associated with illegal drug use are therefore neither marginal nor superficial - they are at the heart of some of the most difficult challenges facing governments and, in some cases, threaten the very stability of legitimate governance. Effective policies and programmes that minimize these harms are therefore urgently required. The World Drug Report encourages placing drug policy at the intersection of health, security, development and justice.

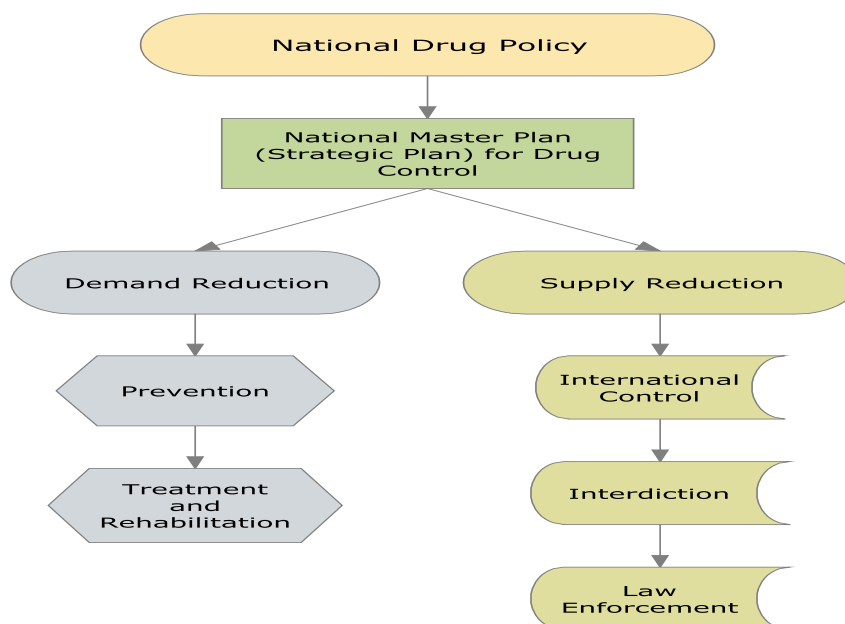
Conceptual Framework for National Drug Control

National Drug Control policies must reflect a balanced approach aimed at reducing the harms done to individuals, societies, and families by the use of all drugs of dependence. Drug use, abuse and illicit trafficking are worldwide

phenomena, which indiscriminately affect the individual, the family and all segments of the community. Sufficient evidence exist that points to the fact that Jamaica is witnessing as unprecedented an upsurge in the prevalence of illicit drug use, (marijuana, cocaine and lately, heroin) and drug-related criminal activities, such as, violence and illicit trafficking, as most other Caribbean and Latin American countries.

In response to this growing threat, most Governments have initiated a battery of measures to combat the problem—demand and supply reduction initiatives as well as legislative changes. The Conceptual Framework Chart indicated below shows the various elements of the *best practice approach* to National Drug Control as indicated by the Commission on Narcotic Drugs (CND). The **Conceptual Framework** outlines the thematic relationships of national drug control efforts that should ultimately be used to define the roles, responsibilities and key functions as they apply to policy and operational implementation.

Conceptual Framework for National Drug Control



The overall national drug control efforts are articulated in the chart above and serve to describe the conceptual framework for a comprehensive strategy to address the drug problem. The Government of Jamaica having recognized the seriousness of the drug problem and its social, economic and public health impact, and having taken up the responsibility of establishing measures to deal with the situation, has articulated a National Policy and programme of action geared towards drug control.

This policy further seeks to ensure that measures on both demand and supply reduction sides are instituted, and thus has mandated the development of a National Master Plan for the period 2015-2019 as a key result area and performance measure for the Ministry of National Security. The Master Plan is based on two internationally accepted approaches (demand reduction and supply reduction). The supply reduction effort, which includes control measures, are outlined in the Strategic Plans of the Agencies that are responsible for law enforcement, interdiction and border protection, international control and international cooperation.

The demand reduction efforts are conceptualized in this Master Plan and would be further outlined in an overall National Demand Reduction Framework that incorporates a National Substance Abuse Treatment Strategy and a National Drug Prevention Strategy. The actions implemented through these two approaches must be supported through institutional strengthening, review and adoption of the necessary national and international legislative frameworks, and further supported through implementation of a national drug policy covering all aspects of the problem.

National Drug Policy Orientation

The essence of the Policy comprises the following values, guiding principles and core propositions:

Comprehensive and Integrated Strategies -The National Drug Policy recognizes the multi-dimensional context of substance use and the need for comprehensive and integrated strategies that address demand reduction, supply reduction, national and international control measures as well as the needs of individuals in a holistic fashion.

Public Health Approach - The National Drug Policy is committed to the principle that aims to reduce drug-related harm through the implementation of a public health approach. The Principle of the Public Health Approach in general, focuses on health promotion, prevention of disease or injury, and reducing disability and premature mortality. It also incorporates individual and societal health protection measures through protecting and promoting physical environments and supported social policy frameworks that maximize health and minimize individual and community harms.

National Concerns - The National Drug Policy addresses the most immediate concerns to the citizens in the context of the principal harms of drug use and abuse—serious crimes/violent crimes, public nuisances, drug-related violence, physical and mental health problems, prostitution, social and societal costs and community degradation.

Partnerships - The National Drug Policy advocates a ‘whole-of-government’ approach to addressing the national drug problem and is committed to working in partnership with like-minded organisations in government and in the non-government community (NGO) and business sectors to realize its goals.

Evidence-based Approaches – Scientific evidence must underpin the development of the National Drug Policy. In this context the development, review and re-development of the Policy must be guided by evidence collection and evaluation, which is open to public scrutiny, informs periodic situational analysis of the current drug problem, and provides objective policy reviews.

Rights - The National Drug Policy must respect human rights (in the context of the United Nations Universal Declaration on Human Rights), local judicial norms and our divergent cultural attitudes to alcohol and drug use.

As a first step of a comprehensive approach to confront the intertwined challenges of drug trafficking and drug dependency, it is crucial that the Policy emphasize the root cause of the problem—availability, consumption and trafficking of illicit drugs. By progressively dismantling drug trafficking rings, our actions not only help reduce the demand for drugs but they also affect the profitability of the transnational criminal organizations that threaten the economies, the security, and the democratic governance of our country.

The Guiding Principle for the National Drug Policy therefore demands a comprehensive, balanced and multidisciplinary approach that requires common and shared responsibilities among all stakeholders and partners. The Policy will seek to ensure the balance between actions that bring about a decrease in the supply/availability of drugs (law enforcement and interdiction) and the demand for drugs (prevention, treatment and rehabilitation). We recognize that in addition to decreasing availability through control measures, we must also endeavour to diminish the experience of a need to misuse drugs.

These values, principles and propositions are supported by an acknowledgement that focusing on reducing drug related harm does not necessarily mean

abandoning efforts to reduce the overall scale of the market. In an effort to minimize drug-related crime, illness and death, this approach advocates a policy that emphasizes public health approaches to drug control. A public health approach that embraces demand reduction initiatives should at no time be done at the expense of or seek to diminish emphasis on supply reduction initiatives. Law enforcement measures aimed at interrupting the distribution of illicit drugs should be aimed with the greatest intensity at those causing the most serious acute problems to society.

Pledges and Commitment for the National Drug Prevention and Control Master Plan

The Government of Jamaica and the drug control stakeholders, in regards to the actions proposed in the National Master Plan:

- 1. SUPPORTS a shift of emphasis in the National Drug Control Policy towards a model that advocates a comprehensive, balanced and multidisciplinary approach that incorporates demand reduction, supply reduction, institutional strengthening, and international cooperation;*
- 2. Support accountability through ongoing programme performance monitoring to ensure that long-term strategic goals and objectives are achieved;*
- 3. SUPPORTS efforts to educate the public – especially school-aged persons – regarding drug use, addiction and alternatives to drug use;*
- 4. SUPPORTS drug education efforts, especially for school-aged persons, that encourage decision-making based on accurate information, self-knowledge and scientific data. These efforts should include, but not be limited to, abstinence from all substances;*
- 5. ENCOURAGES continued efforts in health education which would inform children, adolescents and adults of the dangers involved in alcohol use, including its effects on decision-making and judgment;*
- 6. STRONGLY SUPPORTS efforts to educate the public regarding drinking and driving, and that such efforts should include but not be limited to educational*

advertisements and enforcement of regulations under any new regulations related to health warning when alcohol advertisement are displayed;

- 7. BELIEVES that drug abuse are not primarily criminal problems, but are health problems with socioeconomic and legal implications, and as such, should be dealt with in the context of a recognition that the drug problem is a public health problem;*
- 8. RECOGNIZES that addiction is a chronic relapsing disorder that cannot be addressed in an acute care health system treatment framework;*
- 9. URGES that comprehensive services along a continuum of care model that includes community-based drug treatment be available to meet the needs of those who seek treatment for drug dependence;*
- 10. RECOGNIZES that drug use occurs within all segments of the population, regardless of race, economic status, culture, ethnicity, gender, or nationality, and therefore STRONGLY ENCOURAGES that strategies and programmes take these diversities into consideration at all levels of programme implementation;*
- 11. SUPPORTS appropriate measures to control excessive alcohol use and other forms of drug abuse; including but not limited to: prevention and treatment models; and accessible and accurate drug and alcohol education programmes;*

With regards to the actions proposed in the National Master Plan:

- 12. The Government of Jamaica is COMMITTED to the full participation in all national, regional, sub-regional and international efforts aimed at drug control, recognizing the transnational and international nature of the drug problem and acknowledging that Jamaica cannot control the situation on its own.*

Participation in national, regional, sub-regional and international efforts aimed at drug control will depend largely, on the availability of funds.

- 13. The Government of Jamaica, RECOGNIZING the impact of illicit drug trafficking; BEING aware of the link between illicit drug trafficking and organized crime; BEING also aware of the close link to the illicit arms trade; and BEING aware of the wealth derived from illicit drug trafficking activity and its obligation to removing such proceeds of crime; is COMMITTED to the dismantling of criminal organizations and their support networks.*

The Government of Jamaica is fully committed to removing the proceeds out of crime and this is demonstrated in the enactment of the Proceeds of

Crime Act, 2007 and the enhanced efforts to enforce this law. Its commitment to the dismantling of criminal gangs is demonstrated in the efforts of the Police to eradicate gangs, which is backed by the recently tabled Criminal Justice (Suppression of Criminal Gangs and Organized Criminal Groups) Act, 2013.

14. *The Government of Jamaica is COMMITTED to ensuring that appropriate measures are adopted for the suppression, interdiction and enforcement against illicit drug trafficking.*

The existence of numerous pieces of anti-drug legislation, as well as the numerous law enforcement units targeting the drug trade, suggest that the Government is committed to ensuring that appropriate measures exist to interdict and enforce the suppression of the illicit drug trade. It is the enforcement actions that must be enhanced.

15. *The Government of Jamaica recognizing the importance of reducing illicit cultivation is COMMITTED to promoting integral sustainable alternative development programmes and law enforcement measures to reduce the supply of illicit plant-based drugs.*

The Government of Jamaica does not have adequate funds to implement sustainable crop substitution/alternate development Projects. One successful attempt at such a programme took place through an European Economic Community (EEC) funded pilot project initiated in South West St. Ann between 1989 and 1992. Efforts to obtain support for a project entitled “Alternate Systems for an Illegal Crop” that has been developed by the Ministry of Agriculture/Rural Agricultural Development Authority (RADA) and Ministry of National Security have failed despite approaches to the USAID, UNODC and the CICAD.

16. *The Government of Jamaica is COMMITTED to the adoption of a national value system that seeks restorative justice for the victims of substance abuse, especially juvenile victims, and seeks to establish specialized services for adolescent substance abusers.*

A national value system that seeks restorative justice for victims of substance abuse, especially juveniles while seeking to establish specialized services for adolescent substance abusers would be extremely beneficial to Jamaica. Such a system should be preceded by a comprehensive national

values and attitudes programme that is supplemented by programmes involving parenting skills, life skills and the value of life.

17. *The Government of Jamaica is COMMITTED to adopting accountable strategies and actions that seek to bring about a culture of respect for the law (culture of lawfulness) in order to combat the crime and violence resulting from the drug problem.*

Respect for the Rule of Law is important in the developmental process of any state. A culture of lawfulness will definitely bring about attitudinal changes as well as a less violent and more peaceful society. The importance of a national values and attitudes programme cannot be overemphasized.

18. *The Government of Jamaica is COMMITTED to adopting accountable strategies under the National Plan of Action for Child Justice to ensure child protection in the face of growing public concerns about the exposure of children to abnormal drug use and abuse situations.*

A National Plan of Action for Child Justice to ensure child protection from drug use and abuse would have to be developed jointly by the Ministry of Health/Child Development Agency/National Council on Drug Abuse.

19. *The Government of Jamaica is COMMITTED to ensuring that opportunities for training to improve competencies are available to persons in or entering the field of mental health and substance abuse as part of a national capacity building effort for drug control.*

Training to improve competencies for persons in or entering the field of mental health and substance abuses are part of a national capacity building effort for drug control is a matter that falls squarely within the arena of the Ministry of Health and would require a policy decision by that Ministry.

20. *The Government of Jamaica is COMMITTED to developing an advocacy strategy for drug control at the national, regional, sub-regional and international level to support better coordination of efforts at national drug control.*

An advocacy strategy for drug control at national, regional, sub-regional and international levels to support better coordination efforts at national drug control is an excellent proposal. However, without the appropriate funding, it is difficult to see this proposal achieving the desired level.

21. *The Government of Jamaica is COMMITTED to ensuring that adequate human and financial resources are available to ALL agencies involved in drug control. (Both Demand Reduction and Supply Control)*

It is extremely difficult for Governments of developing states with limited financial resources to commit human and financial resources to all agencies involved in drug control. At a later date, the forfeited proceeds of crime may facilitate the provision of some of these resources.

22. *The Government of Jamaica is COMMITTED to achieving results by establishing programme performance targets and monitoring their progress.*

Establishing program performance targets and monitoring their progress is essential. What is achieved here will be dictated by the availability of adequate funds.

At best, consideration must be given to the availability of financial resources to make these commitments realistic. In addition, a number of these pledges and commitments fall within the purview of other government agencies—the Ministries of Health, Education, National Security, and sub-agencies such as, the Child Development Agency (CDA), the National Council on Drug Abuse (NCDA), the Police, Customs and the Military.

Policy Framework

The overall goal of the proposed Jamaica National Drug Policy is to reduce the overall negative effects of drugs (whether licit or illicit) on the Jamaican society. This is to be achieved through a set of national strategies aimed at supply reduction measures (controlling or limiting the supply of drugs); demand reduction measures (preventing drug use, reducing individual demand for drugs and associated harms); and harm minimization measures (effective services to manage drug-related problems which occur).

It provides the basic foundation for the development of a time specific action plan for addressing the issues related to the illicit drug trade, drug trafficking, international criminal networks and the international drugs trade, domestic drug-related criminal activities (crime and violence), modernization of the legal framework to facilitate effective law enforcement, improving the security of the border and territorial waters, and strengthening the anti-crime capabilities of the law enforcement agencies. It recognizes that there is a continuum of harm associated with drug use and drug trafficking and that no single set of strategies or approaches can address the possible range of consequential harm. As such, the policy seeks to provide a framework for both government and non-governmental agencies to work towards a common goal and a common set of national priorities.

The specific objective of the Jamaica drug policy is the effective suppression of drug abuse and drug trafficking. While efforts to reduce the demand for drugs through prevention and treatment directly advances this goal, supply reduction actions aimed at drug trafficking, such as, international and inter-regional cooperation, interdiction and domestic law enforcement measures more significantly impacts this objective. For this reason, the national drug policy must emphasize stronger efforts to address drug trafficking.

Because drug use, drug trafficking, transnational drugs trade, and drug-related crime and violence are the most serious of criminal activities facing Jamaica today, they must be addressed at the highest levels of government. Therefore, the Office of the Prime Minister, advised by the Ministry of National Security, should be responsible for this country's drug policy. The mandate of a responsible agency (Drug Advisory Council or the National Security Council) should be interpreted, and expanded as necessary, to require careful coordination of efforts to reduce both drug demand and drug supply to achieve this ultimate goal.

Membership in such a Council must include the Ministry of Health since substance abuse and its effects, the control of licit drugs and the control of

precursor chemicals fall under that Ministry. Other agencies such as the Ministry of Education, the Ministry of Youth and Culture, the Ministry of Local Government, the Ministry with responsibility for Community Development, the National Council on Drug Abuse, the Police and the Military should also be considered for membership.

The responsible agency should be accountable for and seek to evaluate all programmes undertaken pursuant to the national drug strategy in terms of their contribution to this goal. In recognition of the scope of the problem of international drug trafficking and the extended national effort needed to combat it, there should be the formulation of a long-term national offensive against drug trafficking and the resulting criminal behaviours. This should be supported by long-term funding proposals. Such efforts should include greater collaboration between civil society as well as community (grassroots) level agencies, the private sector and the Government in implementing and financing the strategies.

The rigorous pursuit of a national drug policy, as proposed in this document, will not undermine any existing organized crime policy. Indeed, the goals of the two policies may substantially overlap and therefore both can and must be implemented simultaneously and aggressively.

The cost of the country's anti-drug efforts can be subsidized to a great extent by the seizure and forfeiture of drug traffickers' assets. That portion of the government's asset forfeiture fund derived from drug cases can be devoted exclusively to anti-drug programmes. Such a funding mechanism can be made permanent through law. In the annual appropriations process (budget), these funds could be allocated to participating agencies according to evaluative reviews and performance standards. Efforts should also be directed at securing funding for programmes through the National Health Fund.

As a matter of Policy, the National Drug Control Master Plan will immediately address the following:

- ix. **Integration** – creating a unified response consistent with the principle of a balanced approach between demand and supply reduction and is in keeping with the requirements of the United Nations Conventions. This seeks to lay the foundation for a comprehensive and long-term effort (an Action Plan) that integrates all systems across all social, cultural, economic and political levels.
- x. **Strengthening the legal framework, public policy framework and social environment** through the review and development of recommendations for possible revision to existing legislative, regulations and policies are important if the country is to keep pace with developments in the international arena and to close or tighten any gap in law enforcement, which criminal elements may identify and exploit.
- xi. **Advocate for greater involvement in drug control through the development of a comprehensive communication strategy** to send a clear, strong and consistent message that champions the national demand and supply reduction efforts. The presence of a communication strategy is essential for any drug control plan. There is always the need to inform the populace about the ills of drug abuse and drug trafficking, in particular the economic and social consequences.
- xii. **Institutional development** especially in areas of public health is important. Stabilizing treatment and prevention services, as well as the promotion of treatment options in the prison system and through drug treatment courts are vital necessities. Using a public health approach,

the Master Plan will seek to address these three following issues in the short term:

- a. **Stabilize treatment services** by increasing drug dependency treatment capacity on the inland supported by a National Drug Treatment Strategy;
- b. **Stabilize prevention services** with the development of a principal, but national, prevention agency with a national commitment to implement effective prevention programmes;
- c. Promote strategies to **make treatment options available within the Prisons System (Criminal Justice)** and promote best practices through the continued development of the Drug Treatment Court System.

xiii. **Enforcement** to disrupt markets along with interdiction is essential to limit production, consumption and outward trafficking. Again the matter of law enforcement actions supplemented by sustainable alternative development programmes is essential. The Master Plan must therefore:

- a. **Promote strategies to disrupt the market—enforcement and interdiction** must be supported at all levels to hold individuals accountable for their actions and protect public health and safety
- b. Promote essential and sustainable alternative development programmes and law enforcement measures to reduce the supply of illicit plant-based drugs.

xiv. **Mandating the development** of (a) National Drug Dependency Treatment Policy; and (b) National Drug Prevention Policy.

- xv. The establishment/appointment of one body to manage, coordinate and advise on higher level drug policy issues that incorporates demand and supply reduction—a **Drug Advisory Council or National Security Council** with reporting responsibility to the Office of the Prime Minister could bring about significant improvements in our drug control efforts if approved. This body would replace the Inter-Ministerial Committee which has been dormant for a protracted period, a situation which poses serious problems in responding to questions posed by international agencies in relation to Jamaica’s drug control framework.
- xvi. An amendment to the present legislation to mandate the **National Council on Drug Abuse** to assume overall responsibility for the implementation of the demand reduction components of the Master Plan—the National Drug Dependency Treatment Policy and the National Drug Prevention Policy.

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- Adopts an internationally accepted balanced and integrated approach to solving the drug problem – an approach balanced between demand and supply reduction
- Advocates a Public Health approach as opposed to a mainly punitive approach to demand reduction- the public health approach places emphasis on demand reduction through treatment as opposed to just a punitive approach to supply and demand for substance abuse or it emphasizes that therapy should be used in addition to punishment
- Offers the opportunity for civil society and the government to work in a collaborative way in the best interest of our entire community.
- Reflects the political will of government to adopt policies, strategies, objectives and programmes to fight the drug problem
- Provides the framework for legislation and public policy development and better decision-making based on credible evidence gathered through research
- Provides opportunities for cross-ministry initiatives and sharing of responsibilities so that the entire community can be positively impacted through the strategies outlined in the Plan
- Assist in articulating the strategic focus for the next five years to ensure that stakeholder agencies can align their activities and outcomes with those of the Master Plan
- It brings a greater commitment for the reduction of drug availability by articulating increased measures at enforcement and interdiction against illicit drug use and drug trafficking
- Reflects Government commitment to the development of healthy drug-free communities in Jamaica

What does the new Master Plan offer?

Drug Control – Past and Present

Past drug control policies relied on an "enforcement" or "penal" model, emphasizing interdiction, arrest, prosecution and incarceration of both distributors and users of controlled substances as its primary "weapons" in what has often been characterized as a "war on drugs".

Notwithstanding the vast public resources expended on the enforcement of penal statutes against users and distributors of controlled substances, contemporary drug policy appears to have failed, even on its own terms, in a number of notable respects. These include:

- minimal reduction in the consumption of controlled substances;
- failure to reduce violent crime;
- failure to markedly reduce drug importation, distribution and street-level drug sales;
- failure to reduce the widespread availability of drugs to potential users;
- failure to deter individuals from becoming involved in the drug trade;
- failure to impact upon the huge profits and financial opportunity available to individual "entrepreneurs" through engaging in the illicit drug trade;
- the expenditure of great amounts of increasingly limited public resources in pursuit of a cost-intensive "penal" or "law-enforcement" based policy;
- failure to provide meaningful treatment and other assistance to substance abusers and their families; and
- failure to provide meaningful alternative economic opportunities to those attracted to the drug trade.

International drug control policies and strategies have evolved over the past decade with the adoption of the Declaration on the Guiding Principles on Drug Demand Reduction and Measures to Enhance International Cooperation to Counter the World Drug Problem in 1998². Within the parameters of the Declaration, the key principle identified to guide drug control policies was a balanced approach between demand reduction and supply reduction, each reinforcing the other, in an integrated approach. It was agreed that “Demand reduction shall: *“Aim at preventing the use of drugs and at reducing the adverse consequences of drug abuse” and that “Demand reduction programmes should cover all areas of prevention from discouraging initial use to reducing the negative health and social consequences of drug abuse.”*

The Political Declaration also recognized the importance of elimination of illicit crops; stressed the importance of cooperation in alternative development; and encouraged efforts against money laundering linked to drug trafficking.

As we move forward, our present national drug control policies must reflect the Guiding Principles. Effective drug abuse prevention must address the most basic and fundamental forces that promote drug-taking in our society. This falls into two main categories: supply and demand. Reducing the supply of illicit drugs is an obvious way of curtailing use. Although this does little to alter the demand for drugs, the widespread availability and abundant supplies of many different types of powerful mood-altering substances makes it easier for our citizens to become involved in drug use. It reinforces the notion that illicit drugs are an accepted part of our daily life. People are more likely to try drugs when they are surrounded by them - and children are no exception.

To counter the supply problem, we must continue to enforce and where necessary, strengthen our laws against the importation, sale, and possession of drugs. The

² Special Session of the General Assembly Devoted to Countering the World Drug Problem Together (8-10 June 1998). Political Declaration – Guiding Principles of Drug Demand Reduction and Measures to Enhance International Cooperation to Counter the World Drug Problem.

failure of Prohibition in the U.S.A is a dramatic example of how difficult it is to eliminate the use of a drug by law enforcement efforts alone; especially when the drug is so well entrenched in society. Although enforcement efforts are necessary to check abuse, they cannot prevent the problem by themselves. Neither can treatment programmes, which are utilized only after a serious drug abuse problem has been identified. However, with the increasing recognition of the scale of the problems associated with dependent drug use, and that these problems cannot simply be resolved by enforcement action against the target group, treatment becomes a more viable option. Prevention of drug use in Jamaica must focus intensely on the problem of demand. The cultural forces that encourage and perpetuate drug use in our society must be eliminated.

We must recognize that drugs have become a deeply in-grained part of life, and that prevention cannot occur unless social attitudes toward drug use change. Changing social attitudes toward drugs is a difficult undertaking, but not an impossible one. Many segments of society must become involved in the effort. The message that drug use is unacceptable, unhealthy, and unnecessary must be communicated in a credible and consistent manner by the family, schools, media, business community, medical and legal experts, politicians, professional athletes, and other public figures. Being free of drugs must become a highly desirable personal attribute.

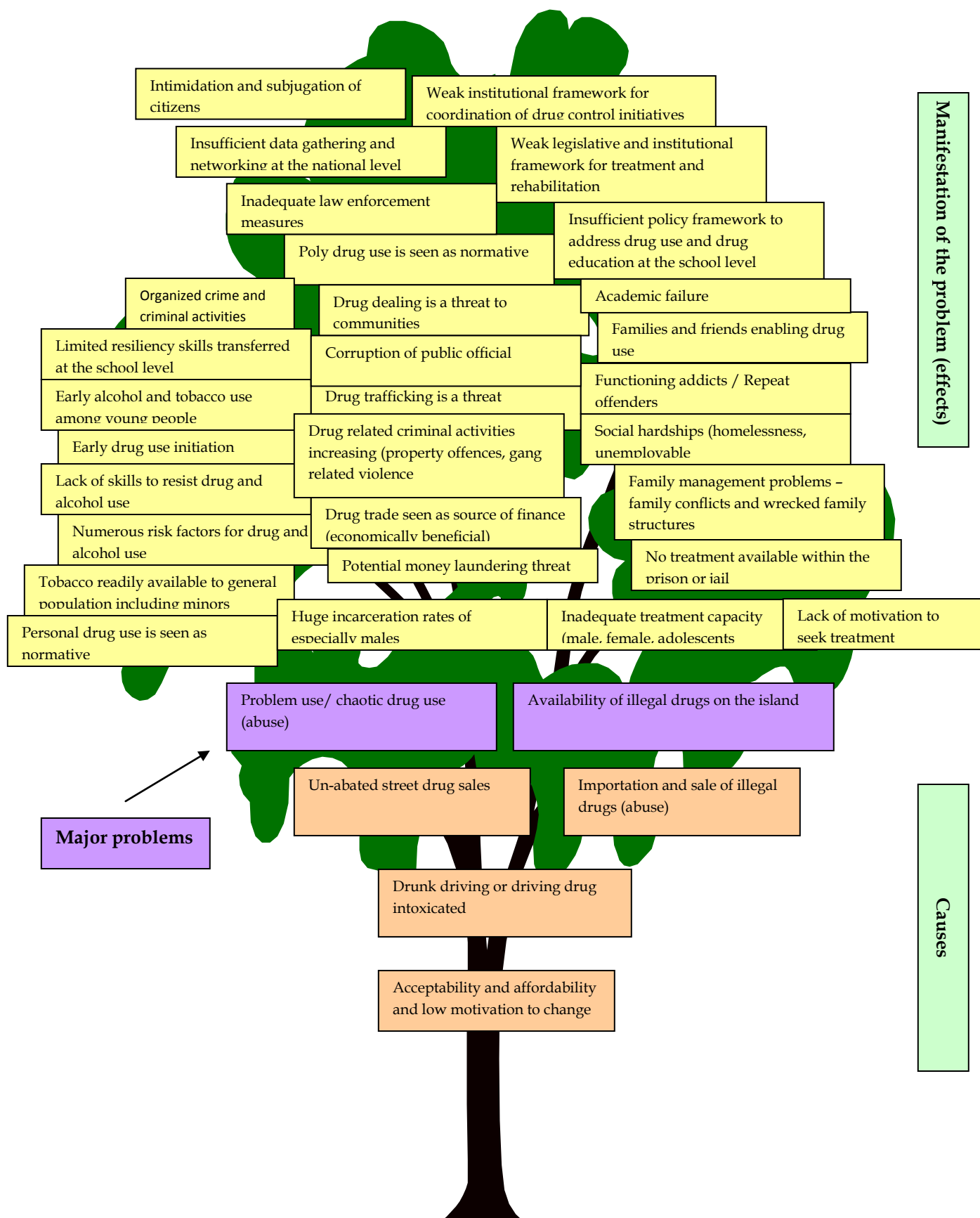
Problem tree analysis (see chart following) was used to assist in the analysis of the present drug abuse situation in Jamaica. This analysis helped to identify the major problems and their main causal relationships. The output is a graphical arrangement of problems (indicated in the chart following) differentiated according to causes and effects, joined by a core or focal problem. It also helped to provide a shared sense of understanding, purpose and action for enhancing the synergies between demand and supply reduction actions to address the identified problems.

Having done the Problem tree analysis, it became prudent to ask the following questions in proposing a way forward

- Does this represent the reality? What are the economic, political and socio-cultural dimensions to the problem considered?
- Which causes and consequences are getting better, which are getting worse and which are staying the same?
- What are the most serious consequences? Which are of most concern? What criteria are important to us in thinking about a way forward?
- Which causes are easiest / most difficult to address? What possible solutions or options might there be? Where could a policy change help address a cause or consequence, or create a solution?
- What decisions have we made, and what actions have we agreed?

The Problem tree is closely linked to an Objectives tree, which serves to identify the desired outcomes - as if the problem had already been treated. In this way, root causes and consequences are turned into root solutions, and key initiatives for change are quickly established.

PROBLEM TREE ANALYSIS



The National Master Plan³ and its strategies have the following features:-

1. It is a document that expresses the will and political determination of the country to deal with the diverse manifestations of the drug problem;
2. It is an instrument adopted by the Government that precisely details what is to be done to confront the drug problem;
3. It is a guide for national activities, within a comprehensive and integrated framework;
4. It is an organized set of actions produced as a result of an analysis of the existing problems;
5. It assists in integrating into a single system of intervention the country's resources and activities in the fight against drugs;
6. It is the instrument that will be used to monitor and evaluate the outcomes that are proposed to be accomplished over the period of the plan;
7. It therefore identifies policies, strategies, objectives, and programme activities to be carried out during the stated period.

The seven features of the Master Plan listed, demonstrates that it is a set of policies, objectives and strategies to be effected over a specific time period. It expresses the political will of a Government to implement organized actions that have been designated within a comprehensive and integrated framework. The plan will facilitate the monitoring and evaluation of outcomes that should be accomplished during the life of the said plan.

Methodology

The development of the Master Plan included key consultation meetings in many sectors and review of the existing strategic plan. Meetings held included the following stakeholders:

- National Council on Drug Abuse (NCDA), (Ministry of Health)
- Ministry of National Security

³ United Nations International Drug Control Programme: *Format and guidelines for the preparation of National Drug Control Master Plans*, UNDCP. Vienna, 1994.

- Ministry of Agriculture
- Ministry of Transports and Works
- Financial Investigation Division (FID)
- Jamaica Constabulary Force (JCF)
 - National Intelligence Bureau (NIB)
 - Transnational Crime and Narcotic Division (TCND)
 - Marine Police
- Jamaica Customs Department
- Jamaica Defence Force (JDF)
 - JDF Coast Guard
- Port Security Corps Ltd
- Standards and Regulation Division (Ministry of Health)
- Office of the Director of Public Prosecutions
- Ministry of Justice
- Guidance & Counselling Unit, Ministry of Education
- The former Ministry of Youth, Sports, and Culture

Wide cross-sections of stakeholders have contributed to the development of the 2015-2019 National Master Plan. The findings of the preliminary consultations and draft Plan were presented to key national stakeholders during a strategic planning meeting, to determine the strengths, weaknesses and gaps of the draft. Continuous discussions were held with the Ministry of National Security and recommendations were made to hold further discussion among key stakeholders with regards to the supply reduction component of the Plan. These consultations and discussions guided the development of the final National Strategic Plan.

Layout of the Document

Section 1 provides an environmental scan of the current drug control situation in Jamaica and further describes a situational assessment of the problem; describes the administrative and legislative framework presently in place; and reviews the measures undertaken by the Government and its partners until now.

Out of this combination of review and analysis a list of future priorities are stated with needed enhancements, which are further elaborated in section 2. Section 2 thus, describes the purpose of the strategy and outlines the goals that are set to be accomplished over the next five years. It also sets out the necessary implementation framework including the monitoring and evaluation mechanism needed for evaluating the impact of the implementation.

SECTION ONE - THE DRUG CONTROL SITUATION

The International and Hemispheric Framework

International and national policies and strategies for national drug control have evolved over the past decades. However, like all international and regional efforts, Jamaica's efforts at drug control are premised on the adoption and articulation of the three United Nations Drug Control Conventions—Single Convention on Narcotic Drugs, 1961, modified by the Protocol of 1972; Convention on Psychotropic Substances (1971); and the Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988). In addition, the national effort is conceptualized around the Convention against Transnational Organized Crime and its three supplementing Protocols, the Convention on Corruption, as well as, the Conventions of the Inter-American Drug Abuse System new Hemispheric Drug Strategy.

Moreover, the above listed conventions are supplemented by the Political Declaration on the World Drug Problem adopted by the 20th United Nations General Assembly Special Session (UNGASS) on drugs in 1998; and also within the context of the Hemispheric Drug Strategy adopted by the Inter-American Drug Abuse Commission (CICAD) at its 47th regular session, Washington DC (May 3, 2010).

Jamaica has signed a number of International and Hemispheric Conventions. It has however signed, but not ratified, the Inter-American Convention Against the Illicit

Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials.

The specific United Nations Conventions are:

1. The United Nations Single Convention on Narcotic Drugs, 1961, modified by the Protocol of 1972;
2. The United Nations Convention on Psychotropic Substances (1971);
3. The United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988)
4. The United Nations Convention against Transnational Organized Crime (2000) including its three supplementing Protocols:
 - a. The Protocol to prevent, suppress and punish trafficking in persons, especially women and children;
 - b. The Protocol against the illicit smuggling of Migrants by Land Sea and Air;
 - c. The Protocol against the illicit manufacturing of and trafficking in firearms, their parts and components and ammunition.
5. The United Nations Convention against Corruption (2003)

The Conventions within the Inter-American system are:

1. The Inter-American Convention on Mutual Assistance in Criminal Matters (1992);
2. The Inter-American Convention against Corruption (1996); and
3. The Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials (1997)
4. Inter-American Convention on Terrorism.

As an international best practice, and in order to continue to foster international corporation, Jamaica has also recognized the importance of embracing the many

beneficial resolutions of the UN Commission on Narcotic Drugs (CND), the UN Economic and Social Council (ECOSOC), the Inter-American Drug Abuse Control Commission (CICAD), the UN General Assembly (UNGASS), the Hemispheric Drug Strategy of the OAS/CICAD, as well as, country recommendations coming from the Multi-lateral Evaluation Mechanism (MEM), and the FATF/CFATF/World Bank and IMF Mutual Evaluation Exercises. The role of the United Nations General Assembly (UNGASS), the United Nations Office on Drugs and Crime (UNODC), and CARICOM's Implementing Agency for Crime and Security (IMPACS) is also recognized as being important in the development of this national policy and plan.

Bi-lateral/Multi-lateral Agreements

Jamaica will seek to operationalize and service those bilateral drug agreements that have not been operationalized to date. These include:

- Jamaica/Argentina Drug Agreement
- Jamaica/Chile Drug Agreement
- Jamaica/Costa Rica Drug Agreement
- Jamaica/Venezuela Drug Agreement
- Jamaica/Panama Drug Agreement
- Jamaica/Costa Rica Drug Agreement
- Jamaica/Uruguay Drug Agreement
- Jamaica/Honduras Drug Agreement
- Jamaica/Russia Drug Agreement
- Jamaica/Brazil Drug Agreement

The main trust behind their conclusion lies in the strengthening of cooperation in the fight against abuse and trafficking. Clearly, the dormancy of these agreements facilitates the widening of gaps in Jamaica's effort to reduce or eradicate abuse and drug trafficking, which law enforcement will have difficulty in closing. Lack of funding to facilitate the convening of Joint Commissions or Committees of Cooperation has been largely responsible for the dormancy of these agreements. In order to get the process

moving the Ministry of Foreign Affairs and Foreign Trade should be urged to arrange for the initial meetings to take place in Jamaica.

It appears that there is no need at this time for bilateral Mutual Legal Assistance (in Criminal Matters) Treaties with countries within the Hemisphere given the existence of the CARICOM Mutual Legal Assistance Treaty, the Commonwealth Mutual Legal Assistance Scheme and the OAS Convention on Mutual Legal Assistance. As an action during implementation, the International Relations Unit should be asked to advise whether there is any need for Bilateral MLATs. That Unit should be required to advise further, whether there is a need for any bilateral agreement on the sharing of forfeited assets.

Additional, MLAT Agreements are being negotiated with the following countries: Ukraine, Russia, China, Mexico, the Dominican Republic and Colombia. Other forms of bilateral agreements which may range from MOUs to Security Agreements are being considered with Haiti, Honduras and Bahamas.

The National Legislative Framework

Dealing in illegal drugs has long been an offence in Jamaica. Indeed, this has been so since the creation of the offence in the form of the Dangerous Drugs Act of 1948⁴. Its subsequent amendment (1994 December 16) was driven by certain requirements for Jamaica to conform to the 1988 UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The 1948 Act remains the fundamental and pivotal piece of legislation in the area of illegal drug use and trafficking. In addition, Jamaica's signature and adherence to a wide range of UN Conventions and treaties to the present time provides ample indication of its declaration and commitment to the fight against production and trafficking in illicit substances.

⁴ This Act was based on the 1925 and 1931 League of Nations Conventions which were codified and became, along with other League of Nations Conventions, the UN Single Convention of 1961.

The commitment has been supported by the concrete actions in the creation of appropriate institutions and the necessary institutional framework to give effect to these enactments. In 1983, the Government of Jamaica, recognizing the multi-faceted nature of the drug problem, established an Inter-Ministerial Committee on Drugs (IMCD), chaired by the Minister of Health, and including the Ministers of National Security, Education, Youth and Culture and Local Government and Community Development to develop a coordinated position in its fight against the growing drug problem.

This Committee was charged with oversight responsibility for the National Council on Drug Abuse (NCDA) and its Board of Management. In 2000, the government established Drug Courts (NCDA in collaboration with the Ministry of National Security and Justice-as existed then) to more effectively manage the treatment and rehabilitation of persons coming before the law for use of illegal drugs and alcohol abuse.

The Government of Jamaica is therefore committed to a vigorous programme to combat the illicit use, trafficking and manufacture/production of narcotics, which is viewed as a major threat to Jamaica's national security, economic and political stability, human rights and public health. This is especially so because trafficking in narcotics has been associated with the epidemic of gang/political warfare with its debilitating effect on social and economic life.

At the national level, Jamaica has enacted legislation to combat drug possession and use, drug trafficking and organized crime. Alcohol and tobacco legislation are also in place (or being contemplated in the case of tobacco) that regulate sale, supply, display, handling, promotion and prohibition. In addition, several specialized units or administrative authorities have been created either legislatively or administratively to supplement and support the Government's legislative initiatives (for example, National Intelligence Bureau (an amalgamation of the National Firearms and Drug Intelligence Centre and the Special Branch), Financial Investigations Division, Transnational Crime and Narcotics Division).

Jamaica's laws in relation to drug control are guided by and enshrined in most of the international conventions in particular the United Nations Drug Conventions. Although there are some deficiencies, recent progress has been made to strengthen Jamaica's anti-money laundering regime to afford a comprehensive scheme well within the recommendations of the Financial Action Task Force (FATF) and the Caribbean Financial Action Task Force (CFATF). In addition, Jamaica has signed bilateral agreements for cooperation in the field of anti-drug activities and honour its international and regional commitments.

The Legal Context

This section deals with the laws, regulations, directives and instructions in force to deal with trafficking and the use and abuse of illicit substances; includes membership in criminal gangs, obstruction of justice and money laundering and corruption. The relationship with criminal activity and the impact on national development are also highlighted.

The Dangerous Drugs Act, 1948

The Dangerous Drugs Act (1948), for over forty years, remained the principal instrument - the “Foundation Act” - on which the actions against drug traffickers and substance abusers were prosecuted. This Act was largely influenced by the International Opium Conventions⁵. *The Act* allows for the monitoring and control against the illicit use of specific narcotic drugs such as cocaine and morphine and psychotropic substances such as marijuana (ganja). Its provisions have been subject to revisions aimed at addressing new issues emerging over time – in 1974, 1985, 1987 and in 1994, from illicit production of opium and raw coca leaves, to prepared opium and marijuana. Changes have also included widening the range of offences chargeable. The effect of the 1994 amendments was to empower a Resident Magistrate to increase the maximum fine on conviction from \$50,000 to \$500,000 and the custodial sentence from 3 years to 5 years. In addition, the Act was widened to include “cultivating, selling, or dealing in or transporting cocaine” etc. Both fines and custodial sentence can be imposed. In the Supreme Court, fines are made at the discretion of the Court. Custodial sentences were increased from 25 to 35 years. This act also facilitates the forfeiture of conveyances.

The Extradition Act, 1942

This Act, together with subsequent amendments, vest powers in the Resident Magistrate, who may exercise his/her powers in relation to the surrender of fugitive criminals to a requesting country. An important condition is that the offence for which the offender is wanted must also be an offence in the country from which extradition of the criminal is sought. This Act preceded the Dangerous Drugs Act of 1948 and all persons found guilty of drug offences, considered a criminal offence in the requesting country, are subject to the ruling of a Resident Magistrate judge in the matter of extradition in relation to that offence. The Act therefore sets the parameters under

⁵ Hague Convention in 1912 and the Geneva Convention (No.1) in 1925.

which a person sought in a requesting country may be sent to that country and subsequent treaties have served to define the terms under which a requesting party would expect to have its request honoured pursuant to that treaty.

The Food and Drugs Act, 1964

This Act, *inter alia*, deals with drugs or substances manufactured, sold or represented for use in a number of applications for restoring, correcting or modifying organic functions in man. For the purposes of the Anti-Drug Plan, it prohibits importation of any drug unless it conforms to the law of the country in which it is manufactured or produced and is accompanied by a certificate, in prescribed form and manner, that it does not contravene any known requirement of the law of that country of origin. The Act prescribes fines for contravention of the provisions as it relates to illegally imported drugs into Jamaica. Substances covered under this Act are Psychoactive Substances covered under the 1971 UN Convention on Psychotropic Substances.

The Food and Drugs Regulations (1975) authorize the regulation of foods, drugs, cosmetics and medical devices. The scope of authority includes domestically manufactured, as well, as products imported for use. Under the Regulations, local manufacturing sites should possess current manufacturing licenses renewable annually and comply with Good Manufacturing Practice standards. The registration and licensing, importation, sale and distribution of the designated products are also covered. Under the Regulations similar standards for quality, safety and efficacy are applicable for both imported and locally manufactured products.

The Criminal Justice (Reform) Act, 1978

The relevant section of the Act (section 18), for the purposes of the Anti-Drug Plan, deals with forfeiture of property used in the commission of an offence. It speaks to forfeiture of property belonging to a person on conviction of an offence punishable on indictment for a period in excess of two years where the presiding court is satisfied that the

property was in the person's possession at the time of apprehension – more precisely, section 18 of the Act includes a forfeiture provision for an offence punishable on indictment with imprisonment for a minimum period of two years. While the provisions of this Act deal generally with property used or reasonably suspected to be used in the commission of an offence or is the result of such acts committed, it does not specifically address property obtained or used in drug related activities. The provisions relating to forfeiture were subsequently strengthened and geared more specifically to drug related proceeds in a subsequent Act, namely the Proceeds of Crime Act, 2007.

The Mutual Legal Assistance (Criminal Matters) Act 1995

This Act provides for mutual assistance in criminal matters – investigations and proceedings - between Jamaica and designated Commonwealth and treaty states. It also addresses a number of requests, warrants, immunities, privileges and rights for Jamaicans as well as corresponding demands, including search and seizure, by foreign states. The prescribed offences for which assistance can be given are drug offences and money laundering. In respect of these offences, assistance can be provided where criminal proceedings have been instituted in a participating state or there is reasonable cause to believe that an offence is likely to be committed. The assistance that is possible under the Act include the location and identification of persons, examination of witnesses, production of witnesses and official records, service of documents, issue and execution of warrants to search for and seize tainted property and the issue and enforcement of forfeiture orders, pecuniary penalty orders and restraint orders.

The Maritime Areas Act, 1996

This Act is consistent with several provisions of the “Montego Bay Convention” - of the United Nations Convention on the Law of the Sea – signed 1982 December. It empowers

a Marine Officer⁶, where there is reasonable suspicion that a foreign vessel, or persons on board, are presumed to be “prejudicial” to the peace, good order or security of Jamaica, to stop and board such vessels in Jamaican territorial waters. The objective is to give instructions to persons on board in pursuance of the Act and to carry out such investigations as may be necessary in relation to justifying their presence in Jamaican waters, including providing the necessary license. The Marine Officer may, with or without a warrant, arrest -

- (a) any foreign vessel which carries out any activity prejudicial to the peace, good order and security of Jamaica;
- (b) the captain or persons in charge of this foreign vessel which is being so used; and
- (c) any persons on board such vessel who participated in any such activity; among other provisions.

The Maritime Drug Trafficking (Suppression) Act, 1998

This Act was drafted in conformity with the requirements of the United Nations Convention against Illicit Trade in Narcotic Drugs and Psychotropic Substances, 1988. It established a “Competent Authority” responsible to the Minister of National Security or his designee for performing duties/functions as specified in the instrument of designation. Commonly referred to as the **Shiprider Agreement**, the Act specifies the conditions, law enforcement activities permissible between designated treaty states in the pursuit of actions in the suppression of maritime drug trafficking, including the ability to manoeuvre vessels or to over-fly treaty states waters by mutual agreement and consent.

⁶ Customs Officer, game warden under the Wild Life Protection Act, officer of the JCF or JDF, or any officer so designated by the Minister of National Security.

The Sharing of Forfeited Property Act, 1999

The Statutory Provisions of this Act provide for the sharing of confiscated assets as a result of cooperative efforts by States in effecting actions under the Mutual Legal Assistance Act. This Act is also in conformity with the requirements of the 1988 UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. Where a relevant agreement has been made with a convention State, the Act vests the Minister with powers whereby he “may, by order, declare that the provisions of the Act shall apply in respect of that state subject to such exemptions, adaptations, or modifications as the Minister, having due regard to the terms of such agreement, may deem expedient to specify in the order for the purpose of implementing such terms”. The act refers to any forfeited property pursuant to the Proceeds of Crime Act, and foreign forfeiture pursuant to the Mutual Assistance (Criminal Matters) Act. Proceeds so acquired are placed in a Fund under the control and management of a public officer, designated by the Minister and used in accordance with directions in writing issued by the Minister, for the purposes of health, education and national security.

The Precursor Chemicals Act, 1999

This Act, which is consistent with requirements under the 1988 UN Convention and the OAS/CICAD model recommendations, entered into force in year 2000. The actual Regulations were recently established in December 2013. Institutionally, the Standards and Regulations Division (SRD) of the Ministry of Health has been designated as the “Competent Authority” while the National Intelligence Bureau Centre (NIB) has been designated the “Central Authority”. This latter arrangement facilitates intelligence exchanges with overseas authorities regarding chemical diversion. The police, customs and representatives of a number of other agencies are “authorized officers” for purposes of the Act. *The Precursor Chemicals Act* provides for the monitoring and control of precursor chemicals and other chemical substances used or capable of being

used in any form of illicit operations involving narcotic drugs and psychotropic substances or other substances having a similar effect.

The Drug Court Treatment and Rehabilitation Act, 1999

This Act resulted in the establishment of two Centres facilitating rehabilitation and treatment of individuals coming before the Resident Magistrates' Court and who have been identified as drug addicts. Institutionally, the Drug Courts operate under the authority of the Resident Magistrate of the Parish and is designated a separate Court whenever it is so convened. Primarily, cases revert to this court when there is a minor offence. No conviction is recorded against persons who successfully complete the programme.

The Interception of Communication or "Wiretap" Legislation, 2002

This Act vests authority to intercept communications with the courts which can grant law enforcement agencies judicial permission to intercept communications while investigating cases of:

- Money Laundering, contrary to the applicable provisions in the Proceeds of Crime Act (which has repealed and replaced the Money Laundering Act);
- Production, manufacturing, supplying, transporting and storing, importing or exporting or otherwise dealing in dangerous drugs contrary to Dangerous Drugs Act;
- Importation, export or transshipment of firearms in contravention of the Firearms Act; also manufacturing, dealing in such, including possession of prohibited weapons and any other firearms or ammunition contrary to Section 20 of the Firearms Act;
- Any other offence contrary to the Corruption Prevention Act; and
- Aiding and abetting any offence covered by the Act.

The recent amendment to the Interception of Communications Act which specifies among other things the procedures involved in the sharing of information so obtained,

with foreign governments must also be noted. The Act therefore extends jurisdiction over major offences relating to money laundering, corruption prevention and firearms offences.

The Proceeds of Crime Act (POCA), 2007

Recognizing the increase in transnational organised crime, the GOJ became a signatory to the UN Convention on Transnational Organised Crime which, among other things, urges member states to enact proceeds of crime legislation and ensure its robust application. This Act was designed to focus on the disruption of organised criminal networks through the confiscation of property reasonably suspected to be derived from criminal conduct. The recovery of such assets would positively impact not just law enforcement but the economy as there is a benefit to the Consolidated Fund that would arise from forfeiture. In order to achieve this, the Act established the Asset Recovery Agency (ARA) as the institution responsible for such forfeitures. In essence, the Government of Jamaica (GOJ) would be using resources taken from crime bosses to improve law enforcement activities. The Proceeds of Crime Act constitutes the Proceeds of Crime (Authorized Officers) Order, Proceeds of Crime (Money Laundering Prevention) Regulations, and the Proceeds of Crime Regulations. This Act has repealed and replaced the Money Laundering Act and the Drug Offences (Forfeiture of Proceeds) Act.

Constraints in the effective implementation of POCA - Generally, the stakeholders identified the absence of a management committee comprising stakeholders from MFP/FID and MNS/JCF, et al, as a critical component that was missing in ensuring effective monitoring and performance of POCA related investigations. The management committee would, inter alia, establish the priorities while ensuring the combined skills, organizational reach, and competences of FID and JCF are optimally deployed in the implementation of the Act. A related concern is the absence of an

Investigation Code of Practice to guide investigators in executing the powers under POCA. In addition, the following has also been highlighted by stakeholders:

1. Development of protocols between the Resident Magistrate Courts and the Office of the DPP to advise the DPP's office of cases before them prior to completion.
2. Greater use of companion legislation such as the Criminal Justice (Reform) Act, Section 18; Terrorism Prevention Act, Section 28; and the Corruption Prevention Act, Section 15(3), in addition to the use of the POCA legislation.
3. Capacity building, training and sensitization of Judges and Magistrates in the use of the POCA legislation.

Nevertheless, some recent amendments were made to the POCA and came into effect October 2013. The amendments were done to ensure all areas of weakness identified by local stakeholders were addressed, as well as, to ensure that all non-compliance areas identified in the 40 Recommendations document published by the Financial Action Taskforce (FATF) were plugged. Of note, the amended Act introduced a new provision, section 101A, which restricts the use cash transaction to no more than Jamaican one million dollars. This also came into effect October 2013.

The Criminal Justice (Plea Negotiations and Agreement) Act, 2010

The objective of the Act therefore is to establish in law a protocol for plea discussions between the accused and the crown, the acceptance of such plea and the conditions governing criteria, operation and ambit of such plea negotiations.

The terms of the agreement constitute:

- The Nature of the Offence
- Substantial facts
- Plea
- Waiver of Rights
- Provisions not binding on Court or Specified Government Agencies
- or Entities

- Obligations of the Accused under this Agreement
- Obligations of the Director of Public Prosecutions under this Agreement
- Withdrawal from the Agreement by Director
- Withdrawal from Agreement/ Appeal by Accused
- Consequences of any Breach of the Agreement

The Criminal Justice (Pleas Negotiations and Agreement) Regulations, 2010

These regulations seek to set out the processes for attorneys-at-law to inform the accused of any offer made by the prosecution to enter into plea discussions and keep the accused fully informed of any plea discussions. The attorney-at-law for the accused shall fully explain to the accused the contents of any plea agreement reached with the prosecution and the advantages, disadvantages and potential consequences of the agreement.

The Financial Investigations Division Act (2010)

This Act provides for the establishment of a Department of Government known as the Financial Investigation Division (FID) for the investigation of financial crimes and for connected matters. Financial crimes result in the loss of millions of dollars to the Jamaican economy. In addition, these crimes cause serious damage to the efficiency and reputation of the country's financial institutions and markets. These crimes are often very complex in nature and may involve a wide range of illegal activities, requiring responsive measures utilizing highly trained investigators, attorneys-at-law, forensic accountants, analyst, and asset managers. The Act gives the FID the authority to probe crimes involving money laundering and fraud, as well as the financing of terrorist activities and incorporate the necessary functions that will facilitate local investigations, as well as cooperation with other countries. The FID will be responsible for the compilation and publication of statistics on matters such as investigations, prosecutions, convictions and assets relating to financial crimes, for dissemination to other law enforcement agencies, regulators and policy makers. It enables the FID to maintain intelligence database, inter alia, the types of financial crimes and methodologies used in committing these crimes.

Proposed Legislation [The Corruption Prevention (Special Prosecutor) Act]

To a great extent, the movement of illegal drugs/guns across the coastline is facilitated by corrupt officials. This proposed legislation, which is consistent with requirements under the 2003 UN Convention on Corruption seeks to promote and strengthen measures for the detection, prevention, investigation and prosecution of corrupt conduct; to provide for the offence of corrupt conduct and offences relating to corrupt conduct; to provide for the establishment of a department of Government to be known as the Office of the Special Prosecutor for Corruption with special responsibility for the detection, prevention, investigation and prosecution of corrupt conduct; to repeal the Corruption (Prevention) Act and the Parliament (Integrity of Members) Act; and for connected matters.

The Anti-Gang/ Anti-Organized Crime Legislation - *Criminal Justice (Suppression of Criminal Gangs and Organized Criminal Groups) Act, 2012*. This legislation is based on the requirements of UN Convention on Transnational Organized Crime and its three Supplementing Protocols, as well as Jamaica's own policy position. The main offences under the Convention are membership in criminal gangs; obstruction of justice; and money laundering and corruption. This legislation is also largely influenced by the New Hemispheric Drug Strategy which urges OAS Member States to become parties to the UN Transnational Organized Crime Convention and its three Supplementing Protocols on Human Trafficking, Smuggling of Persons and Firearms Manufacturing and Trafficking as well as a number of OAS Conventions. In addition, the Strategy requires States to seek to control the diversion of chemicals and weapons while pushing for the dismantling of criminal gangs and enterprises involved in the trafficking of illegal drugs and related crimes.

The legislation creates offences for the disruption and suppression of criminal organizations. A criminal organization is defined as any gang, group, alliance, network, combination or other arrangement among three or more persons (whether formally or

informally affiliated or organized and whether or not operating through one or more bodies corporate or other association) –

- (a) that has as one of its purposes the commission of one or more serious offences;
- (b) whose members or participants (individually, jointly or collectively) have engaged in unlawful activity in order to obtain, directly or indirectly, a financial or other material benefit or to gain power or influence;
- (c) whose members or participants issue threats or engage in conduct to create fear or to intimidate or to exert power or influence in communities, or over other persons; or
- (d) whose members or participants utilize or operate under a common name or identifying sign, symbol, tattoo or other physical marking, colour or style of dress, or use graffiti or produce, record or perform songs to promote or facilitate their criminal activities.

The legislation creates the following offences –

- (a) the formation of a criminal organization;
- (b) membership of a criminal organization;
- (c) the exercise of leadership functions at any level of the organizational structure of a criminal organization;
- (d) the provision of a benefit to a criminal organization;
- (e) the facilitation of the activities of a criminal organization or knowingly aiding or abetting a criminal organization to commit a serious offence;
- (f) the harbouring or concealment of a member of a criminal organization;
- (g) the professing to be member of or participant in criminal organization to obtain benefit;
- (h) retaliatory action against a person who has left a criminal organization; and

- (i) the use of a common name or identifying sign, symbol, tattoo or other physical marking, colour or style of dress or graffiti or produce, record or perform songs to promote or facilitate the criminal activity of a criminal organization.

Penalties for these offences range from five years to twenty-five years. In addition, provision is made for additional penalties to be imposed for the recruitment to a criminal organization of children or for any recruitment activity to be undertaken within three hundred metres of a school.

Other Major Legislative Initiatives being Pursued

A number of major initiatives are currently being pursued to address the growing sophistication of drug trafficking, money laundering and financing of terrorism, suppression of gangs, and diversion of chemicals. These include:

1. **Amendment to the Dangerous Drugs Act** to include a charge for trafficking as the existing legislation contains provisions for possession, dealing in and taking steps to export.
2. **Amendment to the Precursor Chemicals Act** - It is important to note that Jamaica has signed and ratified the *United Nations Convention against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988*; Article 12 speaks to the control of precursor chemicals. Accordingly, the Government of Jamaica must implement sound legislation to sufficiently deal with the judicial, administrative, customs, and enforcement matters pertinent to the control of the diversion of precursor chemicals and the wider drug control policy. To this end, the current efforts to amend the *Precursor Chemicals Act, 1999* and the recent establishment of the *Precursor Chemicals Regulations, 2013* constitute the most important aspects of the overall national scheme to bolster the legislative and operational frameworks for precursor chemical control.

3. **Amendment to the Food and Drug Act** to provide for stiffer sanctions for possession, use, abuse and trafficking of ecstasy and other substances falling under the control of the 1971 United Nations Convention on Psychotropic Substances.
4. **Controlled Delivery.** The objective of controlled delivery is for law enforcement to be able to identify, arrest and prosecute persons involved in the dispatch and receipt of the illegal shipment. Over a protracted period, HONLEA⁷- a sub-commission of the United Nations Commission on Narcotic Drugs operating in Latin America and the Caribbean - has been encouraging Jamaica to formalize the use of controlled delivery, being a specialized investigative technique and an effective tool for law enforcement, if appropriately used. Passage of this legislation is a requirement under the 1998 UN Drug Control Convention. Control delivery provides for and allows the contraband to continue its journey in a 'controlled' manner whereby authorities can gather evidence at each point in the chain and, eventually identify, arrest, and prosecute those who are involved in the shipment.

Border Security

Government has taken initiatives in order to strengthen border security in an effort to reduce the use of Jamaican airports and seaports as channels for drug trafficking and the importation of guns. In this regard, a comprehensive Border Security legislation is being proposed to address issues related to border control and improvements in port security.

⁷ Heads of National Drug Law Enforcement Agencies (HONLEA)

In order to better address issues related to trafficking, port, and border security the government will pursue the following as a matter of Policy -- Institute strong and effective measures to bring Port Security and Border Control to international standards and to constantly review, strengthen and suitably equip agencies charged with the responsibility for carrying out interdiction in drug trafficking making them more effective in maintaining the integrity of the ports and the island's borders. Measures will be implemented to make ports "sterile" areas in much the same way as airports are, with severe penalties for breach of regulations in force. Government will introduce a comprehensive Port Security Act and increase regional collaboration in the fight against the drug trade and organized crime.

The Caribbean Basin Security Initiative (CBSI)

Jamaica is partnering with the other nations of the Caribbean and the United States to combat the drug trade and other transnational crimes that threaten regional security. This shared security partnership, the Caribbean Basin Security Initiative (CBSI), fulfills the commitment to deepen regional security cooperation that President Barack Obama made at the Fifth Summit of the Americas, held in Port of Spain, Trinidad, in April 2009.

CBSI will increase citizen safety throughout the Caribbean by working together to:

- Reduce Illicit Trafficking: through programs ranging from counter narcotics to reducing the flow of illegal arms/light weapons.
- Advance Public Safety and Security: through programs ranging from reducing crime and violence to improving border security.
- Promote Social Justice: through programs designed to promote justice sector reform, combat government corruption, and assist vulnerable populations at risk of recruitment into criminal organizations.

Multilateral, Regional, Bilateral Agreements

The Government also subscribes to a number of treaties – multilateral, regional and bilateral, Plans of Actions and Agreements involving anti-narcotic initiatives. These are noted below and recognize the critical importance the government attaches to regional and hemispheric cooperation in the fight against drug trafficking and illicit substance abuse.

- UNODC, EU, OAS/CICAD, CARICOM initiatives to contribute to and benefit from international, hemispheric and regional drug control efforts;
- The Inter-American Convention on Mutual Legal Assistance in Criminal Matters and is party to the Commonwealth MLA Scheme and the CARICOM MLA Agreement;
- International/regional money laundering efforts: the Financial Actions Task Force (FATF) and the Caribbean Financial Action Task Force (CFATF), which accorded it “high ranking” arising from the Mutual Evaluation Exercise of CFATF in 1999;
- Bilateral Mutual Legal Assistance Treaty, an Asset Sharing Agreement and the Commonwealth Extradition Scheme signed with the Commonwealth states. Bilateral agreements on Drug Control have also been signed with Argentina, Chile, Colombia, Costa Rica, Cuba, Mexico and Venezuela.

Institutional Framework for Supply Reduction

The Supply Side Entities

The responsibility to eliminate the import and export of illegal substances rests with the various divisions of the Jamaica Constabulary Force (JCF), the Jamaica Defence Force (JDF), the Jamaica Customs Department and the Port Security Corps, among others.

The Jamaica Constabulary Force (JCF)

The JCF has the principal responsibility for eradication of ganja cultivations, the use and abuse of illicit substances and detection and elimination of trafficking in drugs. This responsibility is shared with the Jamaica Defence Force, especially in joint operations carried out during drug eradication and control exercises. Counter drug training, in all its ramifications, is received by all policemen both during initial training, as well as in on-the job training. In addition, police divisions have been established, over the years, to address specific manifestations of the drug problem.

Transnational Crime and Narcotics Division (TCND)

The Transnational Crime and Narcotics Division of the Jamaica Constabulary Force is cognizant of the fact that there is the need for a concerted effort in tackling the upsurge of transnational crimes and illegal narcotics activities within Jamaica, targeting top tier criminals and their network.

As the lead agency in Jamaica, tasked with the coordination and supervision of all major drug investigations and seizure operations, the Transnational Crime and Narcotics Division showed foresight in partnering with the Jamaica Customs Contraband Enforcement Team, the NIB and the Jamaica's International Airport Interdiction Task Force to reduce the supply of illegal narcotics and bring the perpetrators to justice whether through the local, regional or international

jurisprudence. This multifaceted approach has well-established interoperable capabilities in place which extend beyond respective jurisdiction and cohesiveness which reinforce the organization's mission of serving, protecting and reassuring.

To ensure the establishment of effective systems for the protection against the risk of illegal imports and exports, partner agencies, such as the Jamaica Customs Contraband Enforcement Team, have positioned themselves along a path to facilitate the desired results. This Enforcement team is an amalgamation of custom officers and members of the JCF. The agency was established in 1987 by United States Customs Service, an initiative of which was engendered by the influx of marijuana that was being trafficked from the Jamaica to the United States by commercial conveyance, such as cargo vessels and passenger aircrafts. In addition to marijuana trafficking and other illegal activities was the fact that the country's shipping and airline industries were enduring severe pressures from fines levied on the operators of commercial ships and aircrafts detected with marijuana and other illegal drugs in the United States of America, United Kingdom and other countries.

In fostering a shift to a comprehensive focus on the interoperability continuum to suppress an alarming trend of couriers trafficking drugs through the port, Jamaica International Airport Interdiction Task Force was initiated in the year 2000 and was officially launched in 2006 in accordance with the mandate of the Transnational Crime and Narcotics Division. This Task Force has committed to a mission of ensuring individual integrity and diligent performance of duty in all situations.

Recognizing the reality that it cannot operate at random, the TC&ND embraces the philosophy of contemporary community based policing by conducting operations that are intelligence driven. In consequence, TC&ND merged with the former Kingfish Major Investigation Team to take advantage of technical and intelligence support as it relates to organized criminal activities that are trans-national and having tremendous negative impact.

This fortified partnership approach has resulted in considerable success in the seizures of marijuana, cocaine, heroin, motor vehicles, boats, guns, ammunition, pyrotechnics, un-customed goods including pesticides and chemicals in large quantities and the effort will continue in carrying out the mandate of the Transnational Crimes and Narcotics Division to ensure a safe and secure island of Jamaica.

Mandate of Transnational Crimes and Narcotics Division

Transnational Crime and Narcotics Division – As the lead agency in Jamaica in the supply reduction of illicit narcotics, the TCND is tasked with the coordination and supervision of all major drug investigations and seizure operations. It should, however, be noted that there is a link between the TCND, OCID, FID, MOCA, the office of the Director of Public Prosecutions and all other law enforcement entities involved in anti-narcotics/anti-organized crime activities on the island.

The TCND responsibilities include:

- a) To be the lead for the Jamaica Constabulary Force (JCF) in transnational investigations and related investigations liaison work, in particular trafficking of drugs, firearms and humans, together with the National Intelligence Bureau which will retain the national lead for intelligence gathering and dissemination.
- b) To be the lead for the JCF on criminal investigations into these specific areas of criminal activities within Jamaica, targeting the top tier criminals and their network together with local and international partners.
- c) To be the lead for the JCF for national agency liaison such as the Financial Investigations Division (FID), Customs and Immigration Service to tackle the transshipment of such commodities/persons and to disrupt and dismantle through effective and efficient investigations, their criminal networks by utilizing partnership approach.
- d) To provide oversight and manage the secure disposal of all narcotics seizures island-wide and to provide advice guidance and assistance when required to

Divisions, other units/organizations and the public relating to the TCND terms of reference.

Major responsibilities include:

- Strategic and operational lead for all major crimes transcending national borders.
- Strategic and operational lead for narcotics investigations and reduction programmes.
- Strategic and operational lead for all human and firearm trafficking offence.
- Strategic and operational lead to disrupt, dismantle and prosecute where practicable, major organized criminal and narcotics organizations.

Other responsibilities include:

- To gather and collate data covering narcotics activities on the island of Jamaica.
- To disseminate narcotics related statistics to the relevant government entities and all other stakeholders/partners both locally and overseas.
- To gather information/data, analyze and act upon intelligence related to narcotics activities in Jamaica and the international community.
- To prevent and detect the entrance and exit of illegal narcotics at the islands airports, seaport and undesignated ports.
- To locate and destroy illegal ganja cultivation and clandestine laboratories.
- To disseminate relevant intelligence to the necessary local and international agencies.
- To conduct and continually follow all major narcotics related investigations in a timely manner.
- To coordinate narcotics related investigations originating from activities carried out by Geographic Divisions, Canine Division, Contraband Enforcement Team,

Ports Authority , Marine Division, JDF Coastguard, Other JDF entities, Other law enforcement entities and private entities.

- Coordinate and execute narcotics operations in Jamaica solely or in conjunction with the above listed agencies.
- To assist overseas partners in international narcotics related matters.
- Interdiction – working with embassies Mutual Assistance Treaty.
- Demand reduction – lectures, exhibitions and public education.

Strategic Priorities

1 Reduction of Crime in particular murders

- Disrupt criminal gangs arrest leaders and seize their assets.
- Increase the arrest, seizure and conviction for firearm, human and drug traffickers.

2 Restoration of Public Safety & Confidence

- Increased level of citizen satisfaction with the policing resources
- Increase satisfaction and confidence level in the way we deliver policing in communities

3 The Upholding of Human Rights

- Respect the Human rights of all citizens.

4 Boosting of Morale

- Improve manpower, technology, policies and procedures in support of crime prevention, detection and investigation.

5 Anti-Corruption

- Preservation of TCND Integrity.

6 Internal and External Communication

- Improve Internal Communication.
- Promulgate good work done by members.

7 Strengthening Administrative and Human Resource Capacity

- To maximize administrative efficiency.
- To achieve full staff specific skill.

8 Improve Management efficiency and Resource Utilization

- Managers to address management issues
- Optimize resource utilization

9 Intelligence Management and Delivery Systems

- Proactive reaction to crime

Jamaica's International Airport Interdiction Task Force

The airport team started out with five persons in 2000 headed by a Sergeant. The number was later increased in a bid to tackle the growing trend of persons trafficking drugs through the port. The task force was set up in 2006 started out of the need to suppress an alarming trend of couriers trafficking drugs through the port.

Terms Of Reference - To effectively detect drugs and identify drug traffickers and money launderers through the Norman Manley International Airport, to disrupt, dismantle and prosecute offenders, by:

1. Identifying potential couriers through their modus operandi and curtail their movements through the ports.
2. To create a network with local and international agencies to stem the flow of drugs.
3. Improve and develop a professional and suitable case management system to aid prosecutors and increase conviction in court.
4. To improve our investigative capabilities in order to gather information that can lead us to the major players in the drug trade.
5. To create a network with access to immigration information and narcotics arrest information in order to provide real time information.

The National Intelligence Bureau (NIB)

Strategic Outlook and Planned Response

The reduction of major crimes in particular murders and shootings represent the first strategic priority of the Commissioner and the High Command. A number of key initiatives and policies have been implemented in an effort to address this. One proposal is to pursue a much more structured and coordinated approach to the crafting and implementation of divisional plans and the monitoring of performance. Probably the most critical element in the success of the number one strategic priority is the reform and modernization of the intelligence apparatus of the organization. It underscores the need for the JCF to become an intelligence led policing organization.

Intelligence

Intelligence gathering is often regarded as the second oldest profession in the world. History has shown that the use of intelligence has contributed to the survival and/or success of nations. One outstanding fact is that intelligence agencies have been structured varyingly and specifically designed to treat with the needs of or threats against their various countries/consumers. Nevertheless, all intelligence agencies share some basic operational principles.

NIB Reform and Modernization

The National Intelligence Bureau (NIB) is charged with the responsibility of transforming the JCF into an intelligence led organization. Intelligence led policing sees the integration of intelligence in every aspect of policing. There is the need for the effective management and efficient use of information at a strategic level to guide policy, and at a tactical level to drive operations. Another key function of the Bureau is to the exchange of information between the NIB and its international partners.

Vision

The aim of the National Intelligence Bureau is to become a trusted and valued partner in the delivery of intelligence services to support the management of crime and security nationally, regionally and internationally.

Mission

The mission of the National Intelligence Bureau is to improve the intelligence capabilities of the entire law enforcement community by providing timely and accurate intelligence products thereby enhancing the effectiveness of investigations and operations within partner agencies. These services will be delivered with the highest level of professionalism by our well developed intelligence staff.

Strategic Priorities and Objectives

1. Improved Administration of the Intelligence Process

- i. Provision of timely and accurate tactical intelligence to front line officers.
- ii. Provision of timely and accurate strategic intelligence to High Command and policy makers to aid in the formulation of strategies and to guide policies.
- iii. Enhance administrative processes.

2. Improve management of the intelligence process with the aid of technology.

- i. The building and maintenance of an expanded technological capacity of the NIB.
- ii. Consolidation of JCF's intelligence architecture on one interconnected, secure and accessible platform.
- iii. Consistent review of IT capacity.

3. Re-establish and Market the NIB Brand

- i. The building and maintenance of the NIB brand.
- ii. Development of trust within the wider JCF.
- iii. Re-focus the JCF into an intelligence led policing paradigm.

4. Improve Competence and Capacity at the NIB

- i. Develop capacity and competence of members of NIB staff.
- ii. Develop an understanding and appreciation of the intelligence process within the wider JCF.

Consequent to the reform and modernization programme of the National Intelligence Bureau (NIB), and by extension, the Jamaica Constabulary Force (JCF), it has become necessary for the restructuring of several departments within NIB, and also a tweaking of methodologies geared at enhancing the various intelligence products supplied to consumers. This is in response to a changing environment and the new operational philosophy of the JCF, namely, community based and intelligence led policing.

Key amongst these departments was the Collation and Analysis Unit. Recognizing that this department plays an integral role in assisting the NIB to fulfill its mandate, a restructuring of the unit was undertaken resulting in the formation of the Collation, Analysis and Research Department (CAR).

General Concept/ Operation of CAR - Although all components of the intelligence cycle are considered equally important, the stages of collation and analysis are often times the most difficult to accomplish, therefore, it was considered prudent to merge these departments and coin its operations based on the flow of the Intelligence Cycle. The Unit, particularly the analysis component is now charged with the responsibility of preparing various intelligence products in a usable format as required by the various consumers, however, as per the directives of the Commissioner of Police and consistent with the reform and modernization initiative of the NIB, significant emphasis will be placed on tactical and investigative intelligence.

Financial Investigations Division (FID)

The Financial Investigations Division (FID) was formed on December 16, 2002, through the merger of the Financial Crimes Unit of the Director of Public Prosecution (DPP) and the Revenue Protection Division (RPD) as the investigating entity for both tax related and financial crimes matters including money laundering.

With the passage of fundamental legislations such as the Terrorism (Prevention) Act and Regulations 2005, 2010 respectively, Proceeds of Crime Act (POCA), 2007 and the Financial Investigations Division Act (FIDA) 2010, as well as, the rebirth of the Revenue Protection Division (RPD) in 2008, FID now serves as Jamaica's Designated Authority *"to effectively deal with the multidimensional and complex problem of financial crime"*

⁸ and has the following responsibilities:

1. To receive, request, analyze and disseminate Suspicious Transaction Reports (STR) and Threshold Transaction Reports (TTR) filed by all financial institutions in Jamaica. This function is carried out by its Financial Intelligence Unit (FIU).
2. To investigate potential money laundering or terrorist financing cases with the assistance of the members of the Jamaica Constabulary Force through the Constabulary Financial Unit – this unit is currently based at FID.
3. Store, manage, value and dispose of seized, restrained and forfeited assets.
4. To recover criminal proceeds for forfeiture to the Crown through the Asset Recovery Agency, which is the FID.
5. To collaborate with law enforcement agencies and other authorities in Jamaica and of foreign States, as well as regional and international associations or organizations with which the Division is required to share information and assist in fighting Transnational Crimes.

In order to achieve these tasks, the following Units within FID have been mandated with specific functions:

1. Financial Intelligence Unit

⁸ FID Act – 2010 (3)

2. Financial Crimes Investigation Unit
3. Legal Services Unit
4. Information Technology Unit
5. Planning and Administration Services Unit
6. The Constabulary Financial Unit

At the same time, in order to better serve as the primer agency for financial investigation, Jamaica has recently achieved membership in the Egmont Group, an international organization of Financial Intelligence Units.

Financial Intelligence Unit (FIU)

This Unit has the responsibility for receiving, analyzing and disseminating, by way of Disclosure Reports, information warranting disclosure from Suspicious Transaction Reports (STRs) and Threshold Transaction Reports (TTRs) when they are filed by financial institutions island-wide. Information from this process that warrants an investigation is forwarded to the Financial Crimes Investigation Unit (FCIU) for further action. The Unit is headed by a Director and staffed with Financial Analysts, Data Analysts as well as Profile and Information officers, who are responsible for providing the following functions:

- Maintain statistics in keeping with International requirements including the production of Typology Reports for publication by the regional monitoring body – Caribbean Financial Action Task Force (CFATF).
- Undertake Due Diligence Checks of a complex nature on individuals and companies that are seeking to enter into a contract with the Government of Jamaica or its Agencies.
- Provide Profile Reports on persons suspected to be involved in serious organized crimes.
- Undertake Due Diligence Checks of individuals desirous of becoming operators in the Financial Sector.

- Undertake the delivery of specialized training programmes to members of the Financial Institutions in respect to their reporting obligations under the Proceeds of Crime Act (POCA).
- Produce Revenue reports for the initiation of Revenue investigations by the Revenue Protection Division (RPD).

Financial Crimes Investigations Unit (FCIU)

This Unit is headed by a Principal Director and staffed with Forensic Examiners who are trained extensively in asset tracing and forensic examination. Based on the primary output of the Intelligence Unit, which is the *Financial Case Disclosure Report*, FCIU has the responsibility of carrying out the following functions:

- Conduct investigations of financial disclosures submitted by the FIU with a view to determine whether the transaction or event represents money laundering, proceeds of crime or terrorist financing.
- Provide forensic expertise to local law enforcement and other authorized agencies in the detection of fraud, money laundering and other financial crimes.
- Identify and trace assets of criminals for local law enforcement and their international counterparts.
- Initiate and investigate matters concerning the civil recovery of property deemed to be obtained from unlawful conduct; where the individual has not been convicted of any criminal offence.

Since the inception of POCA, FID has also been given the authority to be the Asset Recovery Agency. This agency operates synonymously with the functions of FID and is currently a part of the Financial Crimes Investigations Unit.

Asset Management Unit (AMU)⁹

This Unit has the primary function of managing, safeguarding, and maintaining and controlling any property seized or restrained in connection with a financial crime.

⁹ Proposed Unit – Subject to ratification by the Ministry of Finance and The Public Service (MOFPS)

Along with the Legal Unit and the Constabulary Financial Unit (CFU), the AMU also engages in aspects of POCA that involve the civil recovery of property connected to persons implicated in financial crimes.

Legal Unit

This Unit provides legal advice to the Chief Technical Director (CTD) and the Financial Investigators by utilizing best practices in advising on gathering and collating of evidence in investigations adjudication or for sanctions under the relevant laws.

Specifically, the Legal Unit is staffed with four (4) lawyers including the Director and they provide the following functions:

- Handle all cash forfeiture and civil matters on behalf of the Asset Recovery Agency/ Financial Investigations Division along with the matters for the JCF in Court.
- Serve as investigative lawyers by providing the legal support needed in case development to both FID Officers and the Police Officers, in that they prepare and file in Court, applications for Disclosure Orders, Account Monitoring Orders, Customer Information Orders for money laundering and terrorist financing cases.
- Provide specialized training to law enforcement.
- Provide opinions and advice and recommendations for legislative amendments.

Information Technology Unit

The Unit is headed by a Director and the members of this Unit serve the Division as Technical Specialists in forensic computing, software development and systems administration as follows:

1. Support to the FCIU and CFU in interrogating data on computers /cell phones or other devices seized on Operations/Raids.

2. Support to the FIU in building and maintaining the database for STRs and TTRs, the facilitation of Electronic filing by Financial Institutions, and the creation of the forms used for Cross boarder movement of Funds.
3. They are also responsible for building and maintaining the Asset Management Data base for AML/CFT cases as mandated by international requirement namely FATF 40+9 Recommendations.
4. The Unit also maintains the connection to external Data Bases e.g. FSL and maintenance of the Domain Servers for internal customers to ensure the highest level of uptime.

Planning and Administration Unit

This Unit, headed by a Director, ensures that there is adequate and efficient budgetary, human and office management resources provided in a timely and efficient manner. With the guidance and supervision of the Chief Technical Director the Unit provides these resources as follows:

- Co-ordinate the implementation and maintenance of Human Resource Systems, Policies and Procedures.
- Provide guidance to Operational Managers who have ‘delegated’ Resource Management functions.
- Prepare Human Resource Management Reports (e.g. Annual and Interim Performance Management Reports, Special Evaluation Reports etc.) in collaboration with the FID management team.

Constabulary Financial Unit

This Unit, headed by a Superintendent of Police (Jamaica Constabulary Force), has a team of police officers of various ranks, who work closely with the Financial Intelligence Unit (FIU), the Financial Crimes Unit (FCIU) and the Legal Unit on both criminal and civil matters. The CFU’s main responsibility is to investigate all cases of

suspected breaches of the Proceeds of Crime Act with particular focus on asset recovery investigations and offences emanating from fraudulent lottery schemes.

Other primary functions include:

- Conducting investigations with respect to Suspicious Transaction Reports (STRs).
- Carrying out cash seizures, money laundering and forfeiture investigations.

The Marine Division

The Marine Division is the Unit within the Jamaica Constabulary Force with supremacy over the protection of 767km of Coastline and Cays of Jamaica. Along with enforcing the Jamaica Constabulary Force Act and other traditional laws, the Division is responsible for enforcing the Wildlife Protection Act; the Fisheries Industry Act; the Harbour Regulation; Aquaculture, Inland and Marine Product and by-Products; Inspection, Licensing and Export Act and other laws.

The Marine Police also plays a vital role in the certification of Ports of Jamaica in accordance with the International Ship and Ports Facility Security (ISPS) code. The primary responsibility of the Division is to provide security of the shoreline by maintaining maximum presence within the twelve (12) miles limit; seven (7) Patrol Zones were established as follows:

- a) Kingston – Cow Bay, St. Thomas to Alligator Pond
- b) Black River – Alligator Pond to White House
- c) Negril – Savanna-la-mar to Lucea
- d) Montego Bay – Lucea to Discovery Bay
- e) Ocho Rios – Discovery Bay to Annotto Bay
- f) Port Antonio – Annotto Bay to Manchioneal
- g) Bowden – Cow Bay, St. Thomas to Manchioneal

One of the major objectives is, to significantly down grade the ability of dealers in the guns for drugs trade to depart and re-enter the island's shore without detection.

It is proposed that three new Outposts be established along the South Coast of the island at the locations listed below:

1. Old Harbour Bay , St. Catherine
2. Hellshire, St. Catherine
3. Rocky Point, Clarendon

Challenges

The Marine Division for some time has been experiencing significant challenges in policing the areas mentioned. All these areas fall within the patrol zone of Kingston, it is established that significant illicit activities are taking place in these areas so it has become necessary to maintain a greater presence in order to curtail them (primarily players involved in the gun for drugs trade). The situation, given the wide areas between Outposts along this corridor makes it difficult to cover all areas; hence, criminal elements have the opportunity of leaving and re-entering the island undetected.

With a number of large ships involved in international trade utilizing the pier at Port Esquivel, this provides criminal minded individuals with the opportunity to attach canisters loaded with illicit drugs to these vessels. A fully functional Outpost at Old Harbour Bay will be a real deterrent in this area.

In keeping with the International Ship and Port Facility Security code a twenty-four hour patrol is maintained within the Kingston Wharves Area (Port Bustamante and Gordon Cay), this along with the areas to be covered in the Kingston patrol zone have placed severe strain on the limited resources at the Division. With the recent opening of the Cruise Ship Pier in Falmouth Trelawny, it is proposed that an Operational Outpost

be established to provide the necessary waterside security (given the sensitivity of the Cruise Ship/Tourism industry).

Marine Division's Strategic Plan to Reduce Importation and Supply of Illicit Drugs and Guns

The realization of the strategic plan will undoubtedly curtail the importation and supply of illicit drugs and guns and can be summarized as follows:

1. The Marine Division is committed to the control/reduction in the importation and supply of illicit drugs and guns arriving by sea. The Division has deployed a strategic plan to establish one Marine Outpost yearly commencing 2011. The locations identified are as follows: Manchioneal (Portland), Hellshire (St. Catherine), Old Harbour Bay (St. Catherine), Rocky Point (Clarendon), Alligator Pond (Manchester) and Falmouth (Trelawny). These locations have been chosen based on intelligence reports of frequent activities in drugs and guns smuggling.
2. The Falmouth Marine Outpost was established in 2011. The personnel deployed have been contributing to the security of our tourism interest and to prevent the importation and supply of illicit drugs.
3. The Division also plans to increase the number of personnel at established Marine Outpost, to improve their capabilities and effectiveness. Consequently, the Black river Marine Outpost had an increase in personnel during 2011.

The Jamaica Customs Department

The Customs Department collects and protects the revenue, guards against illicit imports. Its activities are governed by the Customs Act. In addition to its own laws, Customs enforces over 125 other provisions of law for other agencies. It is responsible for the following:

- Assessing and collecting customs duties, fees, and penalties due on imports.
- Interdicting and seizing contraband, including narcotics and illegal drugs.

- Processing passengers, baggage, cargo and mail.
- Detecting and apprehending persons engaged in fraudulent practices designed to circumvent Customs related laws.
- Protecting Jamaica's industries, labour and intellectual property rights by enforcing Jamaica's laws intended to prevent illegal trade practices, including provisions related to quotas; the Anti-Dumping Act; and by providing Customs Records for copyrights, patents, trademarks.
- Protecting the general welfare and security of Jamaica by enforcing import and export restrictions and prohibitions, including money laundering.

Vision Statement

To collect the revenues due in an equitable and efficient manner in order to maintain public confidence in the integrity of the Administration as we strive to achieve the highest level of voluntary compliance at the least cost to stakeholders.

Mission Statement

To be a world-class organization that facilitates trade, protect our borders and promote economic growth, consistent with national policies on trade and development.

Border Protection

Over the last two years, Jamaica Customs has placed increasing emphasis on its border protection role. Accordingly, and in line with recommendations made by the IMF in 2006 and 2008, it has established the Border Protection Unit and invested time and resources into the development of capacity in the areas of intelligence and enforcement, primarily with the aim of preventing and detecting the importation of illegal, prohibited and restricted goods including drugs and guns.

This investment has paid dividends; CET achieved an increase of 437% in numbers of seizures of cocaine between 2008 and 2009, and a corresponding 1724% increase in the number of ganja seizures during the same period. This Modernisation Plan proposes

further significant investment in the Border Protection Division of the JCA. Based on experience to date, it is reasonable to expect that this investment will continue to yield improved results in terms of seizures including drugs and guns. Further to this, the increased investment in border protection efforts should contribute directly to the impact of the JCF and JDF through the sharing of intelligence to support their operations against criminal elements and in Jamaica's overall counter terrorist effort.

Enforcement and Investigation

Every operational activity that is undertaken by Customs has an element of enforcement, which essentially makes every Customs Officer an enforcement officer. However, the role of enforcement and investigation is not just to detect and investigate offences; it also plays a critical part in creating and maintaining a deterrent against those considering trying to evade customs requirements. The main enforcement capability in Jamaica Customs lies with the Contraband Enforcement Team (CET), which is called upon to deal with any situation where smuggling of contraband is suspected and to deal with serious revenue evasion cases.

The Function of the Contraband Enforcement Team

The concept of the Contraband Enforcement Team (CET) is that of a specialized enforcement unit with the fundamental function of detecting violations of Customs and other agency laws concerning the movement of cargo and passengers across the country's borders, and taking appropriate enforcement actions.

Another key function of the CET is the joint enforcement operations carried out with the Jamaica Constabulary Force (JCF) and the Jamaica Defence Force (JDF) in the protection of government revenue and protection of the nation's borders. Action taken might entail the execution of a search warrant at the business premises and subsequently the application of penalties where the entities are found to be in breach of the customs laws. Revenue related inspections are also done at the ports of entry.

The CET has been involved in significant seizures of marijuana, cocaine, heroin, guns, ammunition and pyrotechnics, motor vehicles and boats, un-customed goods including pesticides, chemicals and goods imported and exported contrary to the import and export restrictions and goods for which the correct duties were not collected.

Strategic Objectives (CET)

The primary objective of the Contraband Enforcement Team (CET) is to establish effective systems for the protection against the risk of illegal imports or exports. Other objectives are as follows:

- To establish and refine profiles of “high risk” passengers, conveyances and cargo through a process of selectivity. This allows officers to work more effectively.
- To intensify examinations of “high risk” cargo, conveyances and passengers.
- To facilitate processing of legitimate or “low risk” passengers, conveyances and cargo.
- To increase the number and size of seizures of contraband such as narcotic drugs, firearm and ammunition.
- To increase the number of arrest for violation of customs and narcotic laws thereby discouraging potential perpetrators.

To establish deterrent factors against contraband smuggling by increased physical presence, regular searches and special operations.

Border Protection Unit

Intelligence Team - The intelligence/analyst unit is the “*information hub* or *brain center*” of the border protection operation. This is a central area where information is received, collated, analyzed and converted into actionable intelligence to direct the operational teams of border protection. Trends are monitored to determine the various threats that may affect our borders after which measures are implemented and predictions made to mitigate them. It is through this means that passengers and cargo

are targeted for inspection. The unit serves as a conduit for information flowing between Jamaica Customs and other law enforcement agencies both locally and internationally. Key to the units mandate is the sharing and gathering of information from all available source.

The Risk Management Unit is part of the Border Protection Unit and has responsibilities for the planning, organizing and implementation of long-term and short-term strategic risk plans and programs that will allow for identification of imports and exports that represents the greatest risk of non-compliance. This allows for the detection of high risk traders while facilitating the speedy clearance of low risk traders.

The Canine Division

The Division was established in 1964, initially as a section operating out of the Kingston Eastern Division. The main aim of the Canine Division is that of assisting with the suppression of narcotics activities, with particular emphasis on narcotics control at the island's two international airports in Kingston and Montego Bay, and the seaports. With a current complement of more than 40 dogs, the Division carries out duties at the airports, factories and export companies and searches (including penal institutions) for dangerous drugs, firearm and explosives. Through the efforts of an expanded Division, there has been marked reduction in the movement of narcotics/drugs through the airports, seaports and the country's postal service. A number of persons have also been arrested and charged over the years.

Both the Canine Division and the Marine Division, along with the Jamaica Defence Force (which plays an integral role in the eradication of ganja cultivation whilst providing some level of air defence) and its Coast Guard (which provides defence in maritime areas and tackles vessels conveying contraband) work alongside the previously mentioned law enforcement operational units of the JCF to limit cultivation, and the use of, and trafficking in illegal substances.

The Caribbean Regional Drug Law Enforcement Training Centre (REDTRAC)

In May 1995, the Government of Jamaica, with funding assistance from the United Nations Drug Control Programme (UNDCP), developed a project for the establishment of the Centre to serve the drug control needs of the eighteen (18) English-speaking Caribbean islands and other countries. The main focus of the Centre's activities is the strengthening of the capabilities of the police, customs, port security, coast guards, defence force, prosecutors and other drug control bodies.

The Centre trains approximately 350 front-line officers in a Narcotics Investigators Course on air and seaport interdiction, techniques of concealment, ship/boat configuration in concealment methods, surveillance methods, graft, corruption and other related subjects including drugs demand reduction. An Advanced Narcotics Investigators' course has also been implemented recently for commanders/senior officers with responsibility for managing drug control units in programmes geared to Intelligence Gathering and Management, International Treaties and related/relevant subjects. Advanced Intelligence Gathering is also offered in conjunction with the US Drug Enforcement Administration (US/DEA) and the Caribbean Customs Law Enforcement Council (CCLEC). Appropriately, courses have been offered in Money Laundering, Financial Investigations and Precursor Chemicals and Psychotropic Substances since its inception.

Port Security Corps

The Ports Security Corps is a Government owned company that is totally financed through its contracts with the operators of our Islands main ports of entry, Sangster International Airport (MBJ Airports Ltd.), Norman Manley International Airport (NMIA Ltd.), Tinson Pen Aerodrome (NMIA Ltd.), Ian Flemmings Aerodrome (NMIA Ltd.) and KCT Terminals Kingston, and Montego Bay Cruise Ship Pier, Falmouth Cruise Ship Pier and Port Antonio Marina (PAJ).

The Corps was established as a special force with powers of arrest, trained for and dedicated to the task of keeping the sea and airports free of illicit transfer of narcotic drugs, weapons and ammunitions through these ports. The Ports Security Corps therefore sees itself as the sole provider of complete security services for the ports of Jamaica on behalf of the Government of Jamaica. The Corps must abide by various legislative documents significant among these are JCARS 20th Schedule and NCASP which gives the acceptable standards of security service.

The activities of this entity have been concentrated in vulnerable points of export/import contact such as the national airports, aerodromes, seaports and such areas likely to provide opportunities for illicit trans-shipment of goods. At the airports and seaports, PSC functions relate to pre-boarding screening, luggage inspection, the removal of drug traffickers and the enforcement of the International Civil Aviation Organisation (ICAO) and the Federal Aviation Authority (FAA) regulations regarding control of access areas both airside and portside.

Mission

To provide security with the highest level of integrity through the development and deployment of a professional cadre of officers in fulfillment of our mandate to protect our parts of entry and our export trade while sustaining the viability of the organization.

Strategic Objectives

1. Provision of consistent quality security services at all locations mentioned in accordance with international standards and recommended practices.
2. To reduce the scourge of illegal drug activity on Jamaica's airport and seaport

The primary mandate of the Corps is:

- To prevent unauthorized entry to restricted areas of airports, seaports and all other location.
- To protect the safety of passengers, crew, ground personnel and the general public in all matters related to safeguarding against acts of unlawful interference in civil aviation and maritime.
- To prevent the entry and exit of contraband in and out of the island.

Aviation Security - The Ports Security Corps is actively working with MBJ Airports Limited, NMIA Limited and the Jamaica Civil Aviation Authority to transform and improve the quality of security and safety provided at both locations.

Maritime Security - The Ports Security Corps has established itself as the provider of caliber security services at APM Terminals (Jamaica) Limited. Their services in conjunction with the new measures which are implemented (X-ray Machines) and that of the International Ship and Port Facility Security (ISPS) code provide a high level of sterility to the operations at the terminals. The Corps' reliability and quality of service have earned the respect of the operators on the ports; hence the deployment has been expanded significantly.

Challenge

In recent time the Corps has been confronted with the challenge of competition with the very same Private Security firms that were removed from the ports of Jamaica in 1989. The Corps was designated and intended to be an "Elite Force" differentiated from the private security industry by quality of recruits, training, and associations with the IMO, ICAO, FAA, TSA, Jamaica Constabulary Force (JCF), and United States Customs with good operational supervision, management and conditions of employment. This competition has resulted in the Corps being replaced by private security companies for

the Anti-Harassment services at both Norman Manley and Sangsters International Airports.

Proposed Ports Security Act

It is proposed that a Ports Security Act be introduced. This would speak to the requirement for a Ports Security Agency and affords the government an excellent opportunity to address the issues set out herein. The Corps is ideally suited to be the platform on which this agency is formed, and stands ready to assume that responsibility as the Corps is already discharging many of the requirements that this Act would address. It is therefore recommended that the Ports Security Corps be given statutory authority and responsibility under the Ports Security Act.

Internationally, the contracting State (Government) has responsibility for the security of the Ports. According to Section 2.1.2 of Annex 17 to the Convention on International Civil Aviation speaks of the need of the contracting state to “establish an organization and develop and implement regulations, practices and procedures to safeguard civil aviation against acts of unlawful interference...” The Role of the Ports Security Corps is similar to that of the Transportation Security Administration (TSA) in the USA. TSA came about as a result of September 11, 2001 and is responsible for the safety of the USA’s transportation systems. Port Security Officers performs the same functions as a TSA’s Transportation Security Officer – that of screening for drugs and contrabands.

Ministry of Health (Standards & Regulation Division)

The Standards & Regulation Division was established in March 1999 under the Health Reform process of the Ministry of Health. The role and functions of the Division are regulatory, legislative and administrative in nature and are executed through the four departments of which it is comprised. These are:

- Standards and Regulation - Administration

- Standards Research & Development
- Investigation & Enforcement
- Pharmaceutical & Regulatory Affairs

It is proposed that another department be added-- Radioactive and Nuclear Substances.

The Mission of the Division

To improve the quality of health care services in Jamaica through standards development and monitoring in consultation with public and private health care providers; to regulate healthcare facilities, pharmaceuticals and other designated products; and to facilitate the recognition of the rights of all clients. .

The functions are critical, ensuring conformance with legislation, standards and guidelines resulting in access to safe, effective products of acceptable quality including narcotics, psychotropic substances, precursor chemicals, chemicals, herbal products and other drugs, cosmetics, foods and medical devices.

Those designated by law are food, drugs, cosmetics, medical devices and precursor chemicals. The importation of all chemicals is also regulated through the Pharmaceutical and Regulatory Affairs Department.

The regulatory oversight of the Division is national and therefore spans both public and private health domains.

Legislative Framework

The following Laws and Regulations primarily govern the functions of the Division:

- The Food & Drugs Act, 1964
- The Food & Drugs Regulation, 1975
- The Dangerous Drugs Act, 1948
- Precursor Chemicals Act, 1999
- The Pharmacy Act 1975
- The Nursing Homes Registration Act, 1934

The Ministry of Health (Standards & Regulation Division) is the designated the Competent Authority responsible for importation, storage and distribution of all controlled substances for medical and industrial use namely narcotics (opioids), psychotropic substances and precursor chemicals. The Ministry of Health is responsible for the administration of the Law with respect to the various Acts & Regulations and authorizes local companies, individuals and controlled substances to be imported into Jamaica.

Over time, it has become apparent that a broadened mandate for the Standards & Regulation Division as a 'watchdog' for the effective functioning of health systems and programmes in conformity with established standards, norms and guidelines than initially conceptualized has emerged. Various consultancies have also concurred with this model. With this comes the realization that the Division has never been suitably designed nor fitted to satisfy the perceived role of 'overseer'. For example, whilst the original organogram shows a staff complement of thirty-three with twenty-four technical officers, the Division has had to operate with less than fifty per cent throughout its existence.

The structure of the Ministry of Health is again being reviewed. This provides an opportunity for design of a structure for the Standards & Regulation Division to more accurately reflect the role and responsibilities that are perceived in the face of the Ministry's revised vision and mission.

Presently within the Standards & Regulation Division, the Pharmaceutical & Regulatory Affairs Department (Dangerous Drugs Unit) monitors the importation, storage and distribution of controlled substances.

Some Key recommendation for the Dangerous Drugs Unit:

1. Change of name from Dangerous Drugs Unit to Control Substances Agency.

2. To provide the Unit with requisite staff and training.
3. Develop a structure which adequately meets the needs of the Unit. Some departments for consideration:
 - a. Registration Department - for registration of companies and responsible personnel that store and handle all controlled substances; narcotics, psychotropic substances and precursor chemicals.
 - b. Import/Export Department - for the issue of import/export permits for importation of controlled substances. This department would be responsible for all local and international reports. International reports include four quarterly reports and five annual reports to International Narcotics Control Board.
 - c. Establishment of Inspection/ Audit Department - for both the pharmaceutical and chemical companies. GMP Inspectors would be necessary to conduct Good Manufacturing Inspection (GMP) for registration of company as well as scheduled or unscheduled inspection.
4. The employment of both Pharmaceutical and Chemical Auditors to carry out company audits as per importation and use of controlled substances in their activities.
5. Members of staff from Jamaica Customs, Ministry of National Security-Protective Security Unit and Jamaica Constabulary Force (National Intelligence Branch) to be assigned to the Agency to give support for inspection and audits.
6. Establishment of Precursor Chemical Committee which would consist of Ministry of Health, Jamaica Customs, Ministry of National Security-Organized Crime Unit/Protective Security Unit and Jamaica Constabulary Force (National Intelligence Branch).
7. Data base for the Agency:
 - a. to register all companies/ responsible personnel authorized to store and handle controlled substances
 - b. monitor transaction of all imports, local consumption and export of controlled substances
8. Establishment of Code of Conduct for the Chemical Industry.

Major Organized Crime & Anti-Corruption (MOCA) Task Force

MOCA was officially launched on June 4, 2012 as a multi-agency task force that focuses on taking the profit out of crime. In August 2013, the Minister of National Security, The Hon. Peter Bunting, announced the merger of MOCA and the JCF's Anti-Corruption Branch,

As an interim step in a longer-term plan to create a national law enforcement agency, which will be the subject of a future cabinet submission. This agency, whilst still primarily a JCF/JDF effort, will have the capacity to conduct independent investigations and report to the National Security Council, through the Minister of National Security, on matters of policy and performance. It will also continue to work with other government entities particularly the Financial Investigations Division (FID) from the Ministry of Finance, as well as the Passport Immigration and Citizenship Agency, Jamaica Customs Department, the Revenue Protection Division, the Registrar General's Department, and the Tax Administration of Jamaica...There has been considerable overlap in the two mandates of the ACB and MOCA, both in tackling serious organised crime and stamping out corruption, and the decision to merge reflects the outstanding working relationships that have been forged between the two organisations that have fostered an atmosphere of confidence, trust, and mutual respect. This has resulted in the sharing of information, intelligence, and technical expertise in a way that has avoided compromise and has led to significant success against organised crime and corruption. There is still a long way to go but I expect this measure to result in greater effectiveness through better use of limited resources in the fight against criminals and corruption.

Institutional Framework for Demand Reduction

The Ministry of Health (MoH)

The centre-piece of the Ministry of Health's primary prevention programme has been the pursuit and maintenance of healthy life styles. This is reflected in and implemented through a number of health initiatives at the local community level and through public education messages communicated through primary care institutions—clinics, health centres and similar agencies—at this level. Treatment initiatives of the MoH have been implemented recently within the framework of a new/strategic Mental Health Programme.

The roles and responsibilities of the Standards and Regulation Division which falls under the MoH, as they pertain to drug control, were discussed and elaborated under the institutional framework for supply reduction section previously.

The National Council on Drug Abuse (NCDA)

For the most part, the demand reduction activities (primarily prevention activities) are implemented by the NCDA with support from the Ministry of Health, the Ministry of Education, law-enforcement officers, and various treatment and rehabilitation partners (both public and NGOs). The NCDA provides input to local, regional and international partners as part of the Legal Framework—laws, treaties and conventions, regulations, directives, and instructions—that is in force to deal with trafficking and the use and abuse of illegal drugs.

Initiated in 1983 as the Drug Awareness Committee (DAC), this body was incorporated into a Statutory Company by act of parliament in 1991. Subsequent amendments were effected 1993 July and most recently 1997 December. The Acts vest the NCDA with the power to “formulate and develop projects for the prevention of drug abuse, its

abatement and rehabilitation of drug abuse victims and for matters connected therewith and incidental thereto”.

Jamaica, as part of its international cooperation efforts and responsibilities under the Conventions, has a mandate to provide annual statistics through the Ministry of National Security to satisfy the United Nations Office on Drugs and Crime (UNODC)/International Narcotic Control Board (INCB) with respect to the Annual Reports Questionnaire (ARQ) and other country level statistical information; and to the Organization of American States/Inter-American Drug Abuse Commission (OAS/CICAD) with respect to the Multi-lateral Evaluation Mechanism (MEM). The NCDA facilitates this process, by providing statistical data, along with many other agencies involved with the national drug control implementation process. Within the local context, the NCDA has the responsibility to provide the nation with current information about the present state of the drug use and misuse situation in the country.

Treatment and Rehabilitation

Programmes for treatment and rehabilitation are offered by hospitals (public and private), and by non-governmental and faith-based organizations. These include the following:

- The University Hospital of the West Indies’ Detoxification Assessment and Rehabilitation Unit (DARU) administers a 28-day programme of detoxification, overlapping with treatment and rehabilitation. Individual/group counselling and therapy sessions, role plays and psychodrama, family conferences, health education as well as written assignments are focused on. Clients are admitted following interviews and assessments as to the mental and medical state of the individuals. On the basis of this assessment, clients are referred to an appropriate agency for stabilization before admission to the programme.
- Ward 21 of the University Hospital of the West Indies has a 4 - 6 week programme of both in-patient and out-patient care which also treats with the dual diagnosis client. While the programmes are similar to those administered by

the DARU, other types of admissions are usually made: accident and emergency (A & E) referrals, referrals from the psychiatric clinic or from consultants, booked admissions, as well those from other institutions and family members. The unit, Ward 21, is one of the three facilities for the treatment of psychiatric disorders.

- Bellevue Hospital administers a programme of limited stay for dual diagnosis patients. While mental health care is offered at the secondary care level, the main role is treatment of patients with psychiatric problems. There are no rehabilitation activities undertaken at this hospital.
- The Detoxification Unit of the Cornwall Regional Hospital, along with the Psychiatric Ward, offers a four-week in-patient detoxification programme coupled with counseling. Referrals are from “A & E” cases as well as from consultants.
- Other government hospitals, as well as private hospitals, carry out detoxification activities as part of their outpatient programme in addressing the issue of illicit drug use and excessive drug dependency.
- Richmond Fellowship (Ja.) Ltd./Patricia House has a three to four-month residential programme based on the “therapeutic community” principle where an addict is removed from his/her usual surroundings where illicit drugs are obtained. The programme is divided into the following phases: probation (2 weeks), introductory phase (4 weeks), work phase (6 weeks), transition (last 4 weeks of the residential programme) and the follow-up phase, one year after graduation. Clients showing signs of mental illness or being controlled by behaviour restraining medication are not admitted to the programme. A school and community-based youth development programme as well as a Street Outreach programme are also implemented.
- The William Chamberlain Memorial Men’s Hostel/Salvation Army Adult Rehabilitation Centre runs a four to six month programme described as a “working therapeutic community programme” for new clients and a 6 week initiative for relapsed clients. Clients are recommended by the Detoxification

Unit and attend similar individual and group counseling sessions. The admission process comprises one interview where an assessment is made of the mental and mental state of the client.

- Teen Challenge International, a religious NGO, has a one year programme geared to creating mentally sound, emotionally and socially balanced, physically well and spiritually alive individuals; and
- The Addiction Alert Organisation (AAO) now RISE Life Management Services (rebranded from Addiction Alert) was established in 1989, as a non-governmental agency and charitable non-profit organisation by the Private Sector Organisation of Jamaica (PSOJ). Their contribution to the NCDA's Demand reduction programme is by the provision of a wide range of services through an active programme of externally funded initiatives:
 - Outpatient counselling for persons suffering from substance abuse problems, crisis and family interventions, drug testing, assessments and referrals;
 - Addiction Alert programmes focused on the training and utilization of youth educators who impart skills in schools and communities by means of a participatory methodology for role plays, song, dance, posters and Q & A sessions. A computer lab assists in training and remedial education for primary inner-city children;
 - Addiction Alert Telephone Lifeline;
 - Employee Assistance for early detection and treatment of employees where their problems impair job performance; and
 - Outreach services, presentations and training.

Drug Courts

A recent development in the battle to control illegal drug abuse has been the establishment of the Drug Courts, since 2000 May, with the enactment of the Drug Court (Treatment and Rehabilitation of Offenders) Act 1999. Set up as an arm of the Resident Magistrates' Court system, the principal objective of the Courts is

rehabilitation of drug offenders. While two courts, in Kingston and Montego Bay, are now operational, the Act makes provision for any Resident Magistrate Court to act as a Drug Court.

Persons are referred to the Drug Court from Resident Magistrate Courts where offences are committed by individuals under the influence of alcohol and ganja as well as any dangerous drugs falling under the Dangerous Drugs Act. An approved treatment provider assesses the suitability of the offender for participation in the prescribed treatment regime. If the offender is found unsuitable for this programme, he/she would be referred to the regular Resident Magistrates Court. After formal acceptance of conditions of the programme, treatment ranges from between 6 to 18 months depending on the particular needs of the individual who is required to attend court one day weekly together with abstaining from drugs and receiving counseling thrice weekly.

Successful completion of the programme results in the dropping of the criminal charges which are suspended during attendance at Drug Court. Care is taken to ensure that individuals do not use the system to by-pass or elude criminal charges for which they were first indicted. While it is too early to fully assess the impact of this programme, it represents a positive attempt to address the matter of drug addiction. Yet, the initiative must not be evaluated on the fact of one or a few addicts falling back into drug abuse after participating in the programme.

Critical Analysis of the Legislative/Policy Framework, Institutional Framework and Implementation Framework

The Need for Collaboration and Cooperation

The large number of agencies spread across Ministries involved with supply reduction call for increased attention to be placed on more effective coordination and collaboration to achieve better results at interdiction, arrests and seizures. This is

especially so as these initiatives must also be geared to protecting legitimate trade in goods and services for export. Every effort must be made to address the poor and ineffective security and corruption at the ports of entry in order to ensure protection of legitimate trade in goods and services for export.

The impact of Cruise Shipping and the possible harm that could arise from illicit traffic in drugs on the tourism industry make control measures extremely critical. There must be stronger investigative and intelligence driven operations to ensure arrests are made for large drug finds and dealers. There must be greater information sharing, at the local and international levels with other countries, provision of adequate resources to the law enforcement agencies and other supportive agencies in terms of manpower, equipment and logistical support.

Additionally, measures to identify and eliminate corruption where this exists and to apply the provisions of the Corruption Prevention Act, and generate greater trust and understanding between law enforcement agencies, need to be fostered. Not only is there need for greater “buy-in” with respect to the need for better coordination between the various entities operation on the ports, workers need also to be convinced that improved security is vital to their own interests. In this regard, the intended policy shift on the part of the US authorities to certify ports on the basis of their security systems makes this compliance on the part of all concerned to be of paramount importance and in the national interest.

Multilateral Cooperation and Collaboration

There is patently a need for increased cooperation at both the bilateral and multilateral levels in the fight against the illicit drug trade. In this regard, bilateral agreements, inclusive of mutual legal assistance treaties, and multilateral arrangements are critical actions to help achieve this objective. Greater cross border collaboration, information sharing and intelligence gathering between markets for supply and demand are important prerequisites at the local as well as the regional level. All countries, both

those of supply and consuming markets, are ultimately vulnerable in the fight against illicit drugs.

The need for joint and collective action is also important in the campaign against international terrorism and specifically crime, drugs and small arms in the Caribbean region. Regional initiatives such as the strengthening of law enforcement agencies through training, improved intelligence and information exchange and the establishment of Regional Rapid Response Mechanism to support national investigative mechanisms must be fully supported. The government must also remain committed to the work of the CARICOM Implementing Agency for Crime and Security (IMPACS) and take steps to improve border control and security systems intended to strengthen maritime cooperation agreements. This is important especially as issues of drugs; arms and human trafficking; smuggling of migrants; terrorism and gang-related criminal activities; being facets of organized crime, are all interconnected activities.

The government must remain committed to advancing work related to the development of a CARICOM Mutual Legal Assistance Treaty, the Regional Witness Protection programme and ratification of emerging international treaties that constitute critical actions in the fight against narcotic trafficking and organized crime regionally.

Interdiction

Coordination of the interdiction efforts should be recognized, maintained, and strengthened. A proper and realistic goal of the interdiction efforts should be the maintenance of persistent pressure on drug traffickers, both as a deterrent and as a symbol of national determination. Operational and policy decisions should reflect that measure of determination and specifically reject any less realistic or effective goal.

Intelligence

The Ministry of National Security should take all necessary steps to ensure that data concerning all aspects of both drug supply and drug demand are adequately collected, collated, analyzed, and disseminated. The electronic surveillance capabilities should be examined and necessary legislative amendments made to reflect existing technologies.

The exchange of intelligence information through the appropriate institutions should be promoted in accordance with national legislations. There is an urgent need to enhance the country's intelligence gathering capabilities—this should be the result of a comprehensive review of the capacity and functioning of the National Intelligence Bureau. Intelligence must be buttressed by all possible specialized investigative techniques namely: undercover operations, surveillance and controlled deliveries. There is also a need to establish a civilian intelligence agency.

Ganja Eradication Programme and Alternative Development

Under the Letter of Agreement with the USA the annual target is 800 hectares as a base with a 10% increase annually. This target in reality is not unrealistic, however, over a protracted period the concentration has been on Manchester and St Elizabeth but more so the latter. The concentration needs to be more widespread as Westmoreland and St Ann are reported to be heavy producers of ganja. Facilities have been built in St. Thomas and St. Elizabeth to house labourers involved in the ganja eradication programme and the TCND hierarchy has argued that two more facilities should be built, one in Westmoreland and the other in Clarendon close to the St. Ann border.

Whereas Article 14 of the United Nations Convention against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances emphasizes the need for states to destroy illicit drug cultivations it also recommends that producing states should provide some form of alternate livelihood for the farmers affected by the eradication process. Alternative Development with respect to ganja farmers must be a major policy of the Government with the approval of the Cabinet.

Some amount of preliminary work has already been done with the Ministry of Agriculture and RADA at the level of administrators and this need to be advanced to the level of the policy framers. Optimistically, with the backing of the Cabinet, the ideal next step would be for the Ministry of Agriculture and the Ministry of National Security to jointly develop a project document which could be submitted to international organizations, for example, the United Nations Office of Drugs and Crime as well as

international financial institutions such as the Inter-American Development Bank (IDB) to support implementation. This alternative development scheme proposed in this document, if effective, would see some ganja farmers moving from illegitimate to legitimate crops thereby reducing the acreage under cultivation.

Forfeiture of Assets

The Jamaica Constabulary Force's (JCF) Organized Crime Investigation Division (OCID) has been making significant inroads into transnational criminal activities, since its inception in 1990. Transnational crimes are illicit activities occurring across national jurisdictional borders or when the attendant consequences, emanating from the country of origin, significantly impact another country. The two areas which have figured prominently in police investigations, particularly over the last five years, are fraud and money laundering, a level of activity which the Division reported as "significant". The report highlighted that investigations conducted over the past three years have resulted in 226 files being opened since 2007, including 37 in 2010, and 34 persons being arrested and charged in accordance with the provisions of the Proceeds of Crimes Act (POCA). The matters being investigated include: seven asset forfeiture cases; 176 cash seizures; and six civil recovery cases, the latter being attempts to recover assets through the civil process. (See appendix 3 for a fulsome report made to the Jamaica Information Service in October 2010).

Epidemiological Surveillance

Because of the importance of information about individuals in drug treatment programmes, the government should again require that all treatment related agencies participate in a Client Oriented Data Acquisition Process (simply put, a standard and unique way must be developed to identify all persons accessing the treatment services).

Epidemiological surveys on drug abuse should target sample populations thought to be heavy drug users. In addition, because questions about the nature of drug transactions, e.g., the price paid and purity and quantity of the drug purchased, could provide important information for policy makers and enforcement officials, such questions

should be added to any instrument used for surveys with prison/jailed inmates and the arrestee populations.

Domestic Investigations and Prosecutions

Domestic drug law enforcement efforts directed at high-level trafficking groups should be supplemented by and integrated with enforcement efforts directed at lower-level trafficking groups and street-level drug activity. Unless the necessary supplementation and integration occur, the enforcement effort at all levels will be undermined.

Although differing agencies have primary areas of responsibility, the drug problem is a national one that requires extensive and genuine coordination and cooperation among all agencies. Those in charge of the agencies involved in domestic drug law enforcement or border control must constantly instill in their officers the need for such coordination and cooperation, especially with respect to the exchange of drug intelligence. These agencies should strive to garner a wide range of training for functionaries especially in relation to the various pieces of legislations and investigative techniques. It is also recommended that Prosecutors and Judges be exposed to similar training and no effort should be spared to eradicate corruption from within such agencies.

New Mandate for Demand Reduction Agency

An important consideration should be given to reviewing and changing the mandate of the National Council on Drug Abuse (NCDA). This should be done in light of the recommendation to designate a National Advisory Council to provide oversight and coordination for the implementation of the National Drug Control Master Plan. The demand reduction efforts of the Master Plan would be better served if the NCDA is given the mandate to implement the proposed National Drug Prevention and National Drug Treatment Policies. Such a mandate would refocus the NCDA into doing what they are presently staffed and competent to do—manage, coordinate and implement drug prevention programmes and provide oversight for the implementation of drug treatment programmes. Such a consideration could also see the NCDA being placed under the umbrella of the Office of the Prime Minister.

More Effective Partnership Arrangements

Underscoring strategies to more effectively reach targeted at-risk individuals is the need for more strengthened partnership arrangements between all stakeholders. Management and coordination of these efforts are crucial. Attempts by particular institutions or agencies for self-interest or “going it alone” do not encourage teamwork and result in less than desirable outcomes. Importantly, even though there might have been well articulated policies driving the drug abuse programme, these did not seem to have been adhered to at all levels. Evaluation of the programme in schools indicated that this was the case. Teachers, and even principals, did not have a clear understanding of the philosophical policy behind the programme.

As a strategy for a more integrated and comprehensive response to the demand reduction efforts, there is need for a closer working relationship between the NCDA and the Crime Prevention and Community Safety Unit of the Ministry of National Security. It is recommended that this relationship should revolve around the work of the NCDA’s Community Development Action Groups (CODACS) and the work of the Citizens Security and Justice Programme (CSJP), both of which operate in communities.

Public Awareness Programme

Overall, public education initiatives on the supply side have been satisfactory. Efforts to address the demand side have however not met with the anticipated results. In this regard, there is the need to broaden the scope of public education. The public education programme included in the second plan incorporated guidance counselors, staff and students and extended beyond mere infusion. Public education initiatives must, however be clearly identified, targeted, and informed by research findings.

It might prove beneficial to engage the services of a Public Education/Relations firm to develop messages appropriate to the various targeted groups and designed to be carried in multiple ways. Strong messages conveying the imperatives of prevention need to be highlighted. Available literature is at hand from early childhood education, in terms of manuals for parents and teachers to do this. More concerted efforts to

engage the NGOs and to solicit their cooperation and collaboration needs to be developed.

Role of the Entertainment Industry

The media and entertainment industries with appropriate guidance should carefully review their portrayals of drug use and its consequences and ensure accuracy of messages that are carried in these portrayals. The media, in all its form as well as the entertainment industry because of their huge cultural acceptance can become essential and credible partners in the anti-drug efforts of the nation if directed properly – they have a critical role to play in drug abuse prevention.

Relying on the task force approach—which law enforcement officials have used successfully – parents, churches, schools, civic organizations and business associations could form community task forces to provide a unified front against drugs. The Master Plan should seek to mandate a Memorandum of Understanding between the NCDA and the Broadcasting Commission whereby no television programme containing pictures/images of entertainers or other persons smoking or using illegal drugs is aired. The idea of using drugs such as ganja as a cultural/religious practice should never be allowed in the media.

Assessment of the Current Efforts

The Global Perspective¹⁰

In the past decade, drug control has matured. Policy has become more responsive to the needs of those most seriously affected, along the whole chain of the drug industry – from poor farmers who cultivate it, to desperate addicts who consume it, as well as those caught in the cross-fire of the traffickers. Countries are learning from each others' experiences, and drawing on expertise from the international community.

¹⁰ World Drug Report – 2010. United Nations Office on Drugs and Crime (UNODC).

Drug control is also increasingly taking a more balanced approach, focused on development, security, justice and health to reduce supply and demand, and disrupting illicit flows. There is an understanding that in regions where illicit crops are grown, it is vital to eradicate poverty, not just drugs. There is a realization that underdevelopment makes countries vulnerable to drug trafficking, and other forms of organized crime: therefore, development is part of drug control, and vice versa.

The scale and impact of the world's drug problem are challenging health, educational, criminal justice, social welfare, economic and, in some instances, political systems in countries around the globe. It is a problem that has gathered enormous momentum and that, with new technologies, including the Internet, has found new means of increasing its influence and profitability. In various societies drug abuse has become virtually endemic, driving and in turn being driven by a whole host of social problems, including violence, organized crime, corruption, unemployment, poor health and poor education, in a vicious spiral of individual and collective harm. These communities' present enormous challenges, not only in terms of meeting their own needs but also in terms of the risk that they may in time come to pose to the wider societies of which they are a part.

Most importantly, we have returned to the roots of drug control, placing health at the core of drug policy. By recognizing that drug addiction is a treatable health condition, we have developed scientific, yet compassionate, new ways to help those affected. Slowly, people are starting to realize that drug addicts should be sent to treatment, not to jail; and, drug treatment is becoming part of mainstream healthcare.

It can be concluded from *The World Drug Report 2010* that drug policy must stay the course that has been promoted at UNODC over the past years, focused on the four basic rights of health, development, security and human rights.

Jamaica's Perspective

National Drug Control policies must reflect an approach based on the two accepted principles of demand reduction and supply reduction. Sufficient evidence exist that points to the fact that Jamaica is witnessing as unprecedented an upsurge in the prevalence of illicit drug use, (marijuana, cocaine and lately, heroin) and drug-related criminal activities, such as, organized crime, violence, gang related crimes, and illicit trafficking, as most other Caribbean and Latin American countries.

In response to this growing threat, most Governments have initiated a battery of measures to combat the problem—demand and supply reduction initiatives as well as legislative changes. The Conceptual Framework Chart indicated on page 12 of this document shows the various elements of the *best practice approach* to National Drug Control as indicated by the Commission on Narcotic Drugs (CND). The **Conceptual Framework** outlines the thematic relationships of national drug control efforts that should ultimately be used to define the roles, responsibilities and key functions as they apply to policy and operational implementation.

What presently exists in Jamaica? *i.e., what is the current state?*

Unfortunately, the proposed National Master Drug Abuse and Control Plan **2003-2008 expired without adoption and or implementation**. This was a well laid-out proposed Conceptual Framework for national drug control that incorporated elements of Demand Reduction and Supply Reduction strategies. Conceptually, the overall responsibility for implementation of the plan resided with the Ministry of National Security, the Ministry of Health, and by extension NCDA. The accountability framework for drug demand reduction included the Inter-Ministerial Drug Coordinating Committee (**now dormant**), the National Council on Drug Abuse, the NCDA Board, and the NCDA Secretariat. There are therefore no evaluation/assessment recommendations to take into consideration as this 2015-2019 National Drug Control Master Plan is proposed.

As a consequence, it is highly recommended that a Monitoring and Evaluation Committee be established (for this Master Plan) comprising representatives of all the stakeholder agencies who will be required to meet at quarterly intervals and provide updates on their respective areas of the Plan.

However, for the most part, the demand reduction activities (primarily prevention activities) have been implemented by the NCDA with support from the Ministry of Health, the Ministry of Education, law-enforcement officers, and various treatment and rehabilitation partners (both public and NGOs). The activities of the NCDA were based on their own Strategic Plan (2009-2013). **The five general goals of the 2009-2013 Strategic Plan are to:**

1. **Goal 1** - Maintain and improve the primary prevention model designed to integrate and collaborate with all agencies that provide family life education and health promotion.
2. **Goal 2** - Generate national evidence based information on substance abuse through the ongoing collection of data. Facilitating continuous research and dissemination of information.
3. **Goal 3** - Facilitation of the establishment of island wide detoxification, treatment and rehabilitation services for substance abusers, including within penal and justice institutions and for youth and women.
4. **Goal 4** - Review, enhance and promote the implementation of policies and standards for the national control of substances of abuse.
5. **Goal 5** - Manage, monitor and maintain fiscal and human resources guidelines to ensure efficiency in operation of human, physical and financial resources.

A proximal assessment and update of implementation of the NCDA's Strategic Plan done in 2010 showed the following overall policy level achievements: The NCDA was instrumental in assisting with,

1. The Ministry of Education policy on dealing with substance abuse in schools

2. A draft policy on substance abuse in the workplace developed by the NCDA management team which is before the NCDA Board for consideration.
3. Making recommendations to modernize the policy for the Mental Health programme and the Mental Health Act.
4. Modernizing the Spirit License Act and the government policy governing the legal age of consuming alcohol and selling alcohol.
5. The development of a hemispheric policy on tobacco control WHO/PAHO)
6. The development of a hemispheric policy on preventing and treating alcohol abuse.

Areas where further progress is needed at the national policy level;

1. *Tobacco control policy consistent with the Framework Convention*
2. *Alcohol policy to limit underage drinking*
3. *Policy on substance use and abuse in the workplace*
4. *Policy for the treatment of dual diagnosed patients (with particular emphasis on substance abuse disorder patients)*
5. *National Prevention and Treatment Policies*

Within the local context, the NCDA has the responsibility to provide the nation with current information about the present state of the drug use and misuse situation in the country.

Critical Analysis of the Institutional and Accountability Framework

The Inter-Ministerial Coordinating Committee on Drug was supposed to be the highest coordinating organizational structure to guide (coordinating, directing and monitoring) the government's drug control efforts. The fact that this important committee has been dormant would suggest that functionally, it is ill placed and operationally, it has not been effective. The NCDA Act prescribes a Council of some 50 plus members, this for all intent and purposes cannot function effectively in providing reasonable policy guidance to the NCDA Board or for that matter the Inter-Ministerial Coordinating Committee. Both aspect of this institutional framework needs to be reassessed.

Gap Analysis of the Institutional Framework

6. **Lack of a broad government-back set of policy statements** that sets out the Government commitment to addressing the drug problem. Such statements usually addresses the Government's stance on the use of alcohol, tobacco and other drugs (ATOD); the approaches to be used to combat the illegal use and misuse of ATOD; and a comprehensive set of outcomes that are desired from all drug control efforts (demand and supply reduction efforts alike).
7. **Lack of a current comprehensive National Drug Control Master Plan** that summarizes authoritatively the key national policies, defines implementation priorities and allocates responsibilities and resources for the national drug control efforts—an effort that incorporates all elements of drug control as set out in the Conceptual Framework. This plan should demonstrate both demand reduction and supply reduction approaches and acts both as a director and a directory of the country's policies and programmes in the fight against drug use, drug misuse, organized crime and illicit trafficking.
8. **Lack of a National Policy Framework that Incorporates:**
 - f. An over-arching National Drug Policy
 - g. A Conceptual Framework for a National Supply Reduction Policy
 - h. A Conceptual Framework for a National Substance Abuse Treatment Policy
 - i. A Conceptual Framework for a National Drug Prevention Policy
 - j. One functional National Coordinating Body for Drug Control (both demand reduction and supply reduction) to provide sound policy direction and monitor and direct the national efforts.
9. **Unlinked services**—there are no formal linkages that incorporate low-level mental health and substance abuse service delivery except on paper for the most part.

10. **Poor institutional framework** for gathering, collating, analyzing, sharing (between demand and supply agencies) and dissemination of data and information needed, especially within the supply reduction framework, to make sound policy decisions.

Summary of Findings from the Critical Analysis

Jamaica has for many years been able to implement a meaningful proportion of demand reduction interventions, primarily in the areas of prevention, behaviour change and information dissemination, guided by its demand reduction based Strategic Plan.

The gap analysis points to the fact that there are huge gaps in the conceptual approach to national drug control:—no overarching national policy statement; no overarching national strategic framework that incorporated demand reduction and supply reduction strategies; no national coordinating body that coordinates, direct and monitor efforts at the national level, (with consistency and providing feedback, etc); no comprehensive implementation plan guided by national prevention and treatment policies; and, unlinked services. This has somewhat diminished the overall effectiveness that should be realized from the programmes that have been implemented. This therefore raise questions as to how efficient the overall effort has been, and this asked in light of the lack of policy guidance (mainly prevention and treatment policy) that would have been provided in a best practice context.

There are essentially three sets of drug control/money laundering evaluation processes that Jamaica is required to face. These are:

1. The United States Certification/ Decertification Process – this certification/ decertification process is unilateral and carries sanctions. It is conducted solely by US Agents in the respective countries without the participation of the authorities of such states. The process is annual and its findings are published in the Annual Drug Control Strategy Report. However, the imposition of sanctions

has been suspended since the introduction of the Multilateral Evaluation Mechanism (MEM) process by the OAS.

2. The Multilateral Evaluation Mechanism (MEM) process has completed five rounds over the last twelve years. Its development came out of a decision by the Heads of Government of the Second Summit of the Americas held in Santiago, Chile in 1998. The Heads requested the design of an evaluation mechanism that was singular, governmental, transparent, and not carrying sanctions. The MEM was therefore introduced accordingly and while not imposing sanctions its secretariat in the CICAD works with Member States to implement recommendations arising from each Evaluation Round.
3. The Caribbean Financial Action Task Force (CFATF) is a regional offshoot of the Financial Task Force (FATF). The FATF was established by leaders of the industrialized countries to ensure that banks and other financial institutions are not used to launder the proceeds of ill-gotten drug monies. Countries within the FATF/CFATF system must adhere to 40+ 9 FATF recommendations, 21 CFATF recommendations, as well as a set of criteria put forward by the World Bank and the International Monetary Fund (IMF). The Bank of Jamaica is the point of contact for FATF/CFATF matters.

Jamaica being a member State of the Organization of American States participates fully in the Multilateral Evaluation Mechanism (MEM) of the Inter-American Drug Abuse Commission (CICAD). As part of this facilitation, CICAD through its expert groups provides countries with an evaluation of progress in drug control annually. Presented following is the Jamaica MEM Evaluation Report for the period 2007-2009¹¹. This is presented as part of the critical assessment of the current efforts at drug control.

With regard to institutional strengthening, CICAD takes note that Jamaica's anti-drug plan expired in 2007. In addition, CICAD observes that the country has a national anti-drug authority with a central technical office and an established budget to carry out its

¹¹ http://www.cicad.oas.org/mem/reports/5/Full_Eval/Jamaica%20-%205th%20Rd%20-%20ENG.pdf

activities.

CICAD recognizes that during the evaluation period, Jamaica ratified the United Nations Convention against Corruption and enacted legislation in accordance with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of the United Nations Convention against Transnational Organized Crime. However, CICAD notes with concern that the country has signed but not ratified the Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials (CIFTA), 1997.

CICAD recognizes that Jamaica has a designated institution to centralize, organize and compile drug-related statistics and that the country has the recommended information related to supply reduction, with the exception of drug availability indicators. In addition, the country has access to patient registers of treatment centers, but did not carry out any priority surveys during the evaluation period.

In the area of demand reduction, CICAD notes that Jamaica carries out prevention programs targeting primary and secondary school students, the adult street population and the community. In addition, CICAD notes that the country offers training in drug prevention, treatment and research. However, CICAD observes that the country has not carried out evaluations of any of its prevention programs.

CICAD notes that Jamaica's primary healthcare facilities carry out primary treatment of substance abusers to address problems associated with drug use. In addition, CICAD notes that Jamaica has officially-licensed specialized treatment facilities for persons with problems associated with drug use, but does not have official operating standards for those facilities. CICAD observes that all of Jamaica's treatment facilities are supervised by professional staff trained in drug treatment, but do not offer aftercare programs or carry out follow-up activities on patients who have completed treatment.

CICAD notes with concern that Jamaica has not conducted any surveys on the magnitude of drug use among the general population or school population during the evaluation period. CICAD observes that Jamaica compiles data on alcohol-related traffic accidents. Regarding supply reduction, CICAD notes that Jamaica has detected cannabis cultivation and carries out eradication activities. CICAD also notes that the country dismantled one illicit laboratory for drugs of natural origin, but has not detected such laboratories for synthetic drugs during the evaluation period.

CICAD takes note of the country's efforts in the area of alternative, integral and sustainable development. CICAD notes that Jamaica has laws to control pharmaceutical products and offers training for personnel who handle these products. In addition,

CICAD observes that the country has a system to compile information on administrative and regulatory activities related to controlled pharmaceutical products, but does not have an automated information management system in place for the control of such products. CICAD notes that Jamaica has laws for the control of chemical substances, and that an integrated procedure is in place for the control of these substances. The country also offers training in controlling the diversion of such substances, and imposes sanctions for their illicit production, diversion or trafficking. However, CICAD notes with concern that Jamaica does not have an automated information management system in place to facilitate the control of diversion of chemical substances.

With respect to control measures, CICAD notes that Jamaica has offered training courses to address illicit drug trafficking for law enforcement and customs officers, but not for prosecutors or judges. CICAD notes that the country compiles data on persons charged with illicit drug possession and illicit drug trafficking, but has no system in place to compile data on the number of persons convicted of these offenses. CICAD also notes that the country does not have legislation on the sale of drugs via the Internet.

CICAD observes that Jamaica has legislation and institutions to control and regulate licit activities for firearms, ammunition, explosives and other related materials. The country maintains records on the importation, exportation, transit and confiscation of firearms, ammunition, explosives and other related materials, but CICAD observes that records of seizures of these materials are not automated. CICAD observes that the country's laws do not require that firearms be marked at the time of manufacture, for their importation or for official use after confiscation.

CICAD notes that Jamaica has legislation criminalizing money laundering and allows any offense to be considered a predicate offense. CICAD also notes that the use of special investigative techniques is permitted in money laundering investigations, with the exception of sentence reduction for cooperating witnesses.

CICAD observes that the country's banking, currency exchange, and insurance sectors, and transfers of funds, cash or valuables are obligated to submit suspicious transaction reports. However, stock exchanges, real estate, lawyers, notaries, accountants, and the casinos and gambling sector are not required to submit reports. CICAD takes note that Jamaica has a financial intelligence unit.

CICAD recognizes that in accordance with Jamaica's national law, extradition, including extradition of nationals, is possible in illicit drug trafficking and money laundering cases. CICAD also recognizes that Jamaica's law permits the provision of reciprocal judicial assistance, and that bank secrecy and other confidentiality laws are not an impediment to providing such assistance.

The observations and recommendations out of CICAD'S Assessment of Jamaica's drug control efforts under the Multilateral Evaluation Mechanism (MEM) are very important and every effort should be made to incorporate these in the Master Plan with a view of implementing them within the first eighteen (18) months. It is to be noted that these observations and recommendations were conveyed to the National Coordinating Entity, i.e. the Ministry of National Security, in a report form which has been shared with the various agencies involved in anti-drug activities in Jamaica. It is the duty of each affected agency to take note of the relevant observations/recommendations with a view to instituting corrective measures or adopting the recommendations as long as they are not in conflict with national laws.

Recommendations for the 2015-2019 period

1. *Articulation by government of its National Drug Policy, along the guiding Principles outlined in the Political Declaration of the United Nations General Assembly Special Session (UNGASS).*
2. *Development of (a) a comprehensive National Master Plan; (b) a National Drug Dependency Treatment Policy; and (c) a National Drug Prevention Policy. Appendix 2 (treatment principles) and Appendix 3 (prevention principles) provide the guiding principles for the development of both of these national policies*
3. *A significant focus on demand reduction programmes, policies and initiatives as there is presently for the supply reduction efforts (drug related law enforcement, customs and immigration initiatives, interdiction efforts, International Corporation, and dismantling the drug-crime relationship) can complement and add value to the overall desired outcome of the national drug control efforts.*
4. *The establishment/appointment of one body to manage, coordinate and advise on higher level drug policy issues that incorporates demand and supply reduction – a Drug Advisory Council with reporting responsibility to the Office of the Prime Minister.*
5. *A national data system for drug-related crime, criminal activities, and the host of other information that are needed to paint the “picture” of the national drug situation (supported by the existing efforts of demand reduction) needs to be institutionalized as part of the response to national drug control. The Statistical Institute of Jamaica (STATIN) should be designated to develop this national data system.*
6. *Develop and implement an automated information management system for the control of pharmaceutical products and implement an automated information management system*

to facilitate the secure and efficient handling of information related to the control of the diversion of chemical substances.

- 7. The Ministry of Health needs to strengthen its auditing of pharmacies, chemical industries and outlet while ensuring that treatment centres and health laboratories are functioning at best. at a minimum standard.*
- 8. There is a dire need for an Alternative Development Policy approved by the Cabinet.*
- 9. Jamaica needs to introduce legislation for racketeering¹².*
- 10. The Food and Drugs Act & Regulation should be amended to regulate illegal activities relating to importation, distribution, storage, sale and use of ecstasy.*
- 11. The Dangerous Drug Act should be amended to introduce the offence of trafficking in illegal drugs.*
- 12. Legislation should be introduced for control deliveries.*
- 13. Efforts should be made to speed up legislation for the Special Prosecutor General.*
- 14. Efforts should be made to get a policy decision to have the Tax Department working closely with FID and the Police in order that income tax can be extracted from the drug traffickers' illicit earnings.*
- 15. The Police (Narcotics Division) and the Office of the Director of Public Prosecutions should place greater emphasis on the forfeiture of conveyances by utilizing Section 24 of the Dangerous Drugs Act as well as Sections 44 and 45 of the JCF Act.*
- 16. Government should pursue passage of the Port Security Bill*
- 17. Regularize the existence of the Ports Security Corps by way of legislation. The Corps should be placed at all ports and its services paid for by some form of security cess. Such a cess already exists for the major seaports and is imposed by the Port Authority of Jamaica.*
- 18. Real Estate Agencies and the Registrar of Titles should report all purchases of land and houses to a designated authority.*

¹² Racketeering refers to criminal activity that is performed to benefit an organization such as a crime syndicate—activities such as extortion, money laundering, loan sharking, obstruction of justice and bribery.

19. *Sports and Drug Abuse should be given higher priority in the drug control programme. In addition, the Board of the National Council on Drug Abuse should include a representative of the Jamaica Anti-Doping Commission.*

In summary, the main orientation and implementation principles proposed for the National Plan 2015-2019 stress the importance of:

- Development of an Action Plan for each of the strategic objectives of the plan. Significant implementation cannot be achieved unless an action plan is developed to guide the implementation of the policies and practices proposed and elaborated in the plan; (all stakeholders)
- Regarding supply and demand reduction as equally important and interrelated; (MNS, NCDA, all Stakeholders)
- Strengthening the counter measures against illegal drugs and drug trafficking as an integral part of the fight against organized crime and money laundering; (MNS, TCND)
- Developing a broad and inclusive strategy that offers a common frame of reference, and reflects the understanding that a wide range of policy and programme interventions can result in positive changes in the current drug situation; (all stakeholders)
- Improving interaction and cooperation among agencies and institutions involved in the fight against drugs; (all stakeholders)
- Basing intervention programme decisions and other policy decisions on sound scientific and research evidence; (all stakeholders)
- Establishing efficient interaction and cooperation among public sector agencies, private businesses, charities and civil society in order to fulfill the objectives of the plan; (all stakeholders)
- Increasing cooperation with regional and international organizations and countries; (MNS, MoH/NCDA)

- Strengthening the National Observatory on Crime and Drugs so that there can be an immediate response to an identification of the national drug situation backed up with the applicable evidence. Every effort should be made to include drugs as part of its mandate; (MNS, TCND, all Stakeholders)
- Seriously engaging ganja farmers in dialogue towards applicable profitable crop replacement as part of engendering to achieve legal profitable livelihood; (MoA)
- Possible amendment to the Child Care and Protection Act to address the issues of access to alcohol, tobacco and other drugs; (MoJ)
- Continuously explore different funding schemes to adequately resource the National Drug Control Master Plan budget—such schemes as using a ‘whole of government’ approach where key ministries contribute proportionally to funding the drug control budget. The Organized Crime Unit of the Ministry of National Security working in tandem with the proposed monitoring and evaluation committee should develop a budget for the Master Plan in order that the execution can be much smoother than normal. Key Ministries should be required to contribute proportionally and shortfalls could sought from external agencies, for example, Education, Health, Sports, Security, Justice and Labour and Social Security); (all Stakeholders)
- Explore the use of confiscated assets or tobacco and alcohol taxes to fund demand reduction and supply reduction programmes; (all stakeholders)
- Promoting wide public awareness about the power of drug money and its ability to promote “donmanship” and gang leaders. Such awareness such be designed to de-mystify the glorification around the gains of drug involvement and the “benefits” thereof; (MNS)
- The Ministry of Health needs to put mechanisms in place to exercise greater controls over the under-the-counter sale and or over-prescription of steroids, painkillers, amphetamines, type stimulants, and psychoactive substances controlled by the 1971 United Nations Convention on Psychoactive Substances--The 1997 World Drug Report accuses Jamaican doctors of overprescribed painkillers and other forms of drugs. The Ministry of Health needs to bring this matter to the attention of the medical practitioners and to

- police the under-counter sales of these substances. Recent seizures of prescription drugs and arrests of persons in two separate incidents attest to this observation; (MoH)
- The Master Plan must mandate the development of a National Drug Treatment Policy for Substance Abuse; and likewise, the immediate development of a comprehensive National Drug Use and Abuse Prevention Policy and Action Plan; (NCDA). Such policies should seek to address:
 - i. Introduction of stronger legislation on access to legal drugs (alcohol, tobacco and prescription drugs to minors) – post ratification introduction of legislation in support of the Global Tobacco Framework, limiting advertisement of tobacco products, strengthening point-of-sale legislation for alcohol; (MoH)
 - ii. Promoting wide public awareness; incorporating drug issues in the school education system in a more active and targeted way; (MoE, MYSC)
 - iii. Maintaining an approach to alcohol and other drug issues in Jamaica that is comprehensive, long-term and sustainable; (MoH/NCDA)
 - iv. Recognizing that there are marginalized groups (in particular children) in society that are affected by alcohol and other drug problems who face huge barriers in getting their needs met. As such, actions must be inclusive of their needs and responsive to their unique circumstances; (NCDA)
 - An accompanying Communication Plan must be a key feature of this Master Plan – (MNS, all stakeholders)

SECTION 2 - IMPLEMENTATION FRAMEWORK

Purpose of the National Drug Control Master Plan

The purpose of the Master Plan is to implement policies and programmes that seek to reduce current harms caused by alcohol and other drug use and to prevent future problems. This encompasses a wide scope of actions including demand reduction, supply reduction and harm reduction initiatives. The overall aim is to reduce the harm that drugs have on society (communities, individuals and their families). Primarily, the response to the drug problem is to comprehensively focus on approaches that address prevention, treatment, research, legislative and institutional frameworks, law enforcement and interdiction, protection of the borders, drug supply reduction, international cooperation and evaluation. Jamaica will strive to achieve measurable decreases in drug use, availability and consequences of drug use by 2019. The principal objective of the national drug control strategy therefore is to keep Jamaica safe from the increasing threats posed by illegal drugs.

National Drug Control Strategy

This **National Drug Control Master Plan (Drug Control Strategy)** summarizes authoritatively the key national policies, defines implementation priorities and allocates responsibilities and resources for the national drug control efforts. It acts both as a director and as a directory of the country's policies and programmes in the fight against drug use, abuse and illicit trafficking.

The need to have a single, unified strategic response to the drug problem is well highlighted in this Master Plan with a good balance between activities that bring about a decrease in the availability of drugs (law enforcement and interdiction) and the demand for drugs (prevention, treatment and rehabilitation).

The analysis of available data demonstrating the impact of drug use and abuse on the Jamaican population and a review of comprehensive best practices served to identify strategies organized around short-term and long-term objectives in four key areas of concentrated focus- integration and coordination, policy and legislative development, supply reduction and demand reduction.

The National Security Policy (Ministry of National Security) identifies eight Strategic Security Goals to effectively address the challenges currently facing the nation. The articulation of these strategic goals is in keeping with the long-term expected outcomes of the supply reduction approaches proposed in this Master Plan. The goals are to:

1. Reduce violent crime and dismantle organised criminal networks;
2. Strengthen the justice system and promote respect for the rule of law;
3. Protect Jamaica from terrorism;
4. Protect and control Jamaica's territory;
5. Strengthen the integrity of the institutions of democratic government;
6. Increase Jamaica's contribution to regional and international security initiatives;
7. Provide the environment for a stable economy and an effective delivery of social services; and
8. Protect Jamaica's natural resources and reduce the risks of disasters.

Matters relating to the effective analysis and use of intelligence and the enhancement of public education and awareness are also identified as important cross-cutting issues.

National Priorities

1. Dismantling organized criminal networks - Disrupting the drugs trade by targeting traffickers and their backers and eliminating the basis for the trade.
2. Reducing the demand for illicit drugs and treatment of problem drug users (to be addressed in the national treatment and prevention strategies).

3. Strengthening national institutions (infrastructure, capacity and operation) to adequately address the demand and supply reduction efforts.
4. Alternative development – integrating sustainable alternative development initiatives aimed at crop substitution and income generating activities.

Performance Objectives

Supply Reduction - Enforcement and Interdiction

1. Reduce the availability of illegal drugs on the island.
2. To strengthen the contraband interdiction, investigation and compliance verification programme.
3. Strengthen intelligence gathering efforts; implement a registry to compile data on persons convicted of illicit drug possession and trafficking.

Legislation and Policy Development

1. Approve and fully implement a national anti-drug plan that serves as the framework for all anti-drug activities.
2. Gather information (related to demand reduction as well as supply reduction – epidemiological, arrest, seizure, etc) that will facilitate evidence-based decision-making for programming and policy.
3. Approve a national legislative framework to support the management, coordination and implementation of the national drug control initiatives and the strategies outlined in the National Master Plan.
4. Establish laws and policies that foster healthy individuals and communities.

Integration

1. Establish effective relationships among stakeholders and partners to ensure collaborative planning, financing, and evaluation of the National Drug Policy and Master Plan.
2. Integration of service delivery at the institutional and community levels.

Strategic Objectives and its Priorities

Management and Coordination of the Master Plan

Strategic Objective: Improving/establishing efficient interaction and cooperation among agencies, institutions and civil society

Priorities:

- Enhancing and promoting a balanced approach to the drug problem;
- Coordinate effective and more visible actions by private and public sector, stakeholders and civil society;
- Leadership - Management and coordination; and
- Advocating for full cooperation in the implementation of the Plan

Supply Reduction and Control Measures

Strategic Objective: Strengthen the countermeasures against illegal drug and drug trafficking

Priorities:

- Enhancing and promoting a balanced approach to the drug problem;
- Strengthening law enforcement and interdiction cooperation strategically and operationally;
- Intensifying effective law enforcement and interdiction against illicit drug use and drug trafficking;
- Prevention and punishment of the illicit import and export of narcotic drugs;
- Enhancing law enforcement and criminal investigation best practices; and
- Strategic and operative analysis of the drug-crime phenomena.

Legislation and Policy Development

Strategic Objective: Provide national legislative and policy framework to support implementation of the Master Plan.

Priorities:

- Strengthening the legal framework, public policy framework and social environment;
- Review, revision and enactment of new legislation; and
- Establish new public policies to strengthen the fight against drugs.

Information, Research and Monitoring and Evaluation

Strategic Objective: Promote and enhance active programme monitoring and evaluation; and gather evidence for understanding the drug problem and enhancing programme and policy decisions.

Priorities:

- Better understanding of the drugs problem –research, intelligence gathering, data gathering, analysis and dissemination;
- Sustainable improvement in the knowledge base and knowledge infrastructure;
- Provide clear indications of the merits and short-comings of current actions and activities;
- Continuous and overall monitoring and evaluation of the Master Plan and Action Plan; and
- Placing evaluation as an integral part of the national approach to drug policy and drug control.

The strengthening of the drug control framework in the context of institutional development is a prerequisite to coordinating the Plan in a synergistic and cost-effective way. Such institutional mechanisms should guarantee coordination among existing initiatives to achieve functional overlap, while avoiding duplication of activities and over extension of scarce resources.

Strengthening the coordination, policy framework and delivery systems of Jamaica's legal and illegal drug control systems is a necessary step toward the creation of conditions that will enable delivery of the aims and objectives contained in this Plan. The Government's political will and policy direction would be manifested through

appropriate and timely actions in the legal, economic and organizational spheres of drug control. This will ensure ongoing technical and institutional development of the related systems and structures within the lead entities for the coordination and execution of the National Master Plan and strategies, as well as coordination of the national anti-drug systems.

Logical Framework for Implementation

Contingent on the approval of broad conceptual framework an Implementation Plan will be developed that sets out the various actions proposed to address the overall strategic objectives outlined in this Master Plan. The actions/activities to be elaborated constitute proposed measures designed to address the policy framework and national priorities of the Plan. These actions will need to be elaborated and developed into full-fledged project documents or implementable activities in keeping with the priorities of the government and the requirements of funding agencies. The development of projects/ activities and tasks at the implementation stage demands greater discussion with involved stakeholders.

Appendices

Appendix 1

Conceptual Framework - Drug Dependency (Substance Abuse) Treatment Policy¹³

Recent research into drug problems in a number of cultures and settings has indicated that a disproportionate amount of the harm and cost arising from drug use is associated with the relatively small proportion of dependent or addicted users, sometimes referred to as problem drug users. With the increasing recognition of the scale of the problems associated with dependent drug use, and that these problems cannot simply be resolved by enforcement actions against the target group, treatment for drug dependence¹⁴ has progressed in the last two decades to be the central pillar of the national drug policy.

The responsibility for national governments to make treatment for dependent drug users available to their citizens is enshrined in the United Nations Conventions, and in particular the Demand Reduction Action Plan, adopted at the UNGASS (UN General Assembly Special Session on drugs in 1998)¹⁵. The Guiding Principles, paragraph 10 lays out the role that drug treatment should play:

“Demand reduction programmes should cover all areas of prevention, from discouraging initial use to reducing the negative health and social consequences of drug abuse. They should embrace information, education, public awareness, early intervention, counseling, treatment, rehabilitation, relapse prevention, aftercare, and social reintegration. Early help and access to services should be offered to those in need.”

Moreover, in paragraph 14, the document goes on to emphasize the importance of providing treatment and social reintegration to drug users, including as an alternative to punishment:

¹³ This conceptual framework forms the basis for the development of a Drug and Alcohol Treatment Plan

¹⁴ Our use of the term “drug dependence” is synonymous with the term “drug addiction” and “substance dependence” and consistent with the DSM-IV definition: ‘a syndrome characterized by a maladaptive pattern of substance use, leading to clinically significant impairment or distress, as manifested by a dependency on psychoactive chemicals, loss of control over the amounts and circumstances of use, symptoms of tolerance, psychological or physiological withdrawal or both, and if use is reduced or discontinued, impairment of health or disruption of social and economic functioning’. For the most part the term drug dependence also includes alcohol dependence.

¹⁵ Special Session of the General Assembly Devoted to Countering the World Drug Problem Together (8-10 June 1998). Political Declaration – Guiding Principles of Drug Demand Reduction and Measures to Enhance International Cooperation to Counter the World Drug Problem.

“In order to promote the social reintegration of drug-abusing offenders, where appropriate and consistent with the national laws and policies of Member States, Governments should consider providing, either as an alternative to conviction or punishment or in addition to punishment, that abusers of drugs should undergo treatment, education, aftercare, rehabilitation and social reintegration. Member States should develop within the criminal justice system, where appropriate, capacities for assisting drug abusers with education, treatment and rehabilitation services. In this overall context, close cooperation between criminal justice, health and social systems is a necessity and should be encouraged.”

It is absolutely crucial that there be adequate funding for any public health model. In order to have long-term success in dealing with the problem of drugs, our society must make a commitment to pay for drug abuse prevention and drug dependence treatment programmes. Failure to do so will doom the public health model to a fate similar to that of the current criminal sanctions model.

Drug and alcohol dependency treatment should be available on request to every Jamaican who wants and needs it. This will not always mean treatment at public expense. However, individuals who can afford to pay privately for treatment may be expected to do so, although it may be in the public interest to offer incentives for pursuing treatment to those who might be influenced by them. The key features of the national drug and alcohol dependency treatment intervention will be:

- i. Detoxification (withdrawal treatment)
- ii. Residential Treatment Programmes
- iii. Methadone and or buprenorphine maintenance (where applicable)
- iv. Relapse prevention programmes
- v. Special treatment programmes for alcohol dependence especially in relation to drunk driving (DUI)
- vi. Treatment programmes during incarceration
- vii. Drug education in prisons
- viii. Drug Treatment Court programme
- ix. Supported accommodation programme (transitional housing)
- x. Out-patient support (individual, groups, family counseling/therapy)
- xi. Harm reduction programme

xii. Minimum Standards of Care Policy

Implementation principles to be adopted or continued to ensure effective treatment across the continuum.

- Drug treatment should be complemented by, and coordinated with, other needed treatment and assistance, including mental health treatment.
- A broad spectrum of drug treatment options should be available.
- Special efforts should be made to establish, manage and coordinate alcohol abuse treatment in conjunction with the criminal justice system to effectively deal with the problem of repeat DUI offenders
- Drug treatment capacity, over the broad spectrum of options, should be sufficient so that treatment is available promptly for individuals who need and want it.
- Special efforts should be made to assure that drug treatment, including inpatient treatment, is promptly available to children and adolescents who need it.
- A coordinated system for the provision of drug treatment should include places where individuals in need of treatment can go (or can be referred) for assessment, to be matched with treatment programmes and to get transitional help.
- Treatment should continue to be available for those who need to re-enter it or to start a new programme.
- Minimum Standards of Care specific to the drug treatment and rehabilitation field must be established and operational.
- Centralized assessment and case management systems to provide holistic perspectives on client needs and progress.
- Drug treatment on request should be available to individuals in prison or jail. Individuals entering the prison should be encouraged to participate in drug abuse screening tests (DAST or some other appropriate instrument) to assess whether they have a drug or alcohol abuse problem. Such persons should then be strongly encouraged or mandated to receive treatment which would now have to be available within the prisons.

- Government should make a commitment to, and have a strategy for, the adequate funding of drug addiction treatment (for example, through confiscated asset fund, tobacco and alcohol tax, cross-ministry allocations).
- Performance-based evaluation and reporting on the effectiveness of the treatment continuum and related issues should have continued support.
- Programmes to attract and train addiction-treatment professionals should be supported and expanded.

Appendix 2

Conceptual Framework - Drug Abuse Prevention Policy¹⁶

The role of prevention is to create healthy communities in which people have a good quality of life. As already noted, the need for prevention programmes is also enshrined in the United Nations Guiding Principles for Demand Reduction. Prevention policy should be based on the extent of the local drug abuse problem and its social and economic consequences, which enables funds to be directed where they are most needed.

Evaluation should be integrated into policies, projects and programmes from the outset and should continue throughout to establish evidence of effectiveness and to review the learning that is intrinsic to the local work process. Drug abuse prevention requires long term commitment to ensure continuity and to achieve the desired results. As such, prevention principles should be integrated into broader social welfare and health promotion policies and prevention education programmes as a whole. This is necessary to secure and sustain an environment in which healthy choices becomes attractive and accessible. Efforts to prevent drug use from starting should be part of our broader social policy approach that encourages multi-sectoral and inter-institutional collaboration to pool resources and develop a common strategy.

National drug abuse prevention goals should be to prevent alcohol, tobacco and other drug problems. The aims of the prevention efforts should be:

- To promote positive youth development;
- To reduce risk taking behaviours;
- To curb the progression of alcohol, tobacco and other drug use among youth who have already begun;
- To reduce other problem behaviours that can co-occur with the use of alcohol, tobacco and other drugs across the individuals life span; and
- To ensure a range of programming is available, consisting of universal, selective and indicative components in order to serve the needs of different target groups, based on the nature and extent of the local drug problem.

¹⁶ This conceptual framework forms the basis for the development of a Drug Abuse Prevention Strategy

To achieve these goals the National Drug Abuse Prevention Strategy must incorporate state-of-the-art prevention programming that meets national needs. The strategy shall conform to the following broad principles:

- Drug abuse prevention and access to drug information and education will be regarded as a basic right for all children.
- Service delivery prevention professionals and organizations will be provided with relevant training in drug abuse prevention principles and practices in order to enhance their capacity to deliver efficient and effective programmes.
- Strengthening the capacity of families to engage in effective parenting by teaching the skills needed to support the healthy development of their children will be a priority of drug abuse prevention.
- Any effective drug abuse prevention strategy must address the risk and protective factors underlying drug abuse, in order to help give young people genuine opportunities to lead fulfilling lives.
- Drug abuse prevention will be part of a broader youth development strategy, reaching beyond mere drug education and helping young people to develop the needed social and self-management skills to make responsible decisions in the broader context of their lives.
- A range of programmes, consisting of universal, selective and indicative components will be developed in order to serve the needs of different target groups, relevant to the extent of the drug abuse problem.
- Consideration will be given to combining drug abuse prevention education at all levels of the treatment continuum to support a more holistic approach to treatment and rehabilitation.
- The appropriate outcome measure for prevention programmes will be eliminating drug abuse, or more specifically, reducing or eliminating the harm and social consequences of drug use. From this perspective, a core feature of any prevention strategy will be the prevention of alcohol and tobacco use among minors, especially eliminating early initiation of use.
- Drug education programmes will provide honest and complete information about alcohol and other drugs, carefully distinguishing between the degrees and types of

harm and risk associated with the use of different drugs. Such programmes will include a discussion of the appeal of drugs, as well as the physiological and psychological effects that can also lead to excessive and harmful use.

- A commitment of teachers, counselors and parents is essential for an effective school-based prevention programme, as is commitment and support from the school administration.
- Community based interventions, such as schools, health care centres, faith groups, workplace, correctional centres and community centres will be used for consistent and systematic implementation of drug abuse prevention programmes.
- A comprehensive and coordinated national programme involving a combination of approaches will be required to combat the serious and complex problems associated with risk taking behaviours leading up to drug use and misuse
- Extensive public education about the nature, causes, and prevention of alcoholism and other drug dependencies, and about the full range of alcohol and drug-related problems, will be required by both the public and private sectors to develop support for comprehensive prevention. Health professionals have an indispensable and ongoing role in this approach to public education.
- Sound scientific evidence into the causes of these problems, and the careful evaluation of prevention measures undertaken are needed in order to improve the extent of knowledge upon which more effective prevention strategies may be based.

Appendix 3

OCID Making Significant Strides Against Transnational Criminals

Jamaica Information Service (JIS) Thursday, 28 October 2010

The Jamaica Constabulary Force's (JCF) Organized Crime Investigation Division (OCID) has been making significant inroads into transnational criminal activities, since its inception in 1990. Transnational crimes are illicit activities occurring across national jurisdictional borders or when the attendant consequences, emanating from the country of origin, significantly impact another country.

These activities include: human trafficking and people smuggling; trafficking/smuggling of goods, such as arms and drugs; sex slavery; pedophilia; and (non-domestic) terrorism. When carried out in a "structured" manner by criminal syndicates, they are referred to as transnational organised crimes.

Head of OCID, which investigates these matters, informs **JIS News** that one of the areas significantly impacted by sustained law enforcement efforts, resulting in a dent in the attendant illicit activities, is financial crimes. These are unlawful activities yielding monetary gains.

The two areas which have figured prominently in police investigations, particularly over the last five years, are fraud and money laundering, a level of activity which the Commander describes as "significant".

(The Commander) says that the proceeds generated and the assets acquired by unscrupulous persons engaging in financial crimes, over the past five years, have amounted to upwards \$15 billion. He notes that significant seizures and arrests have also been made, consequent on law enforcement interventions.

He points to corporate fraud as one of the commonest areas of illicit activities occurring, particularly within financial institutions. Credit card scams, he says, has been one of the primary areas where this has manifested, pointing out that financial institutions have been defrauded in excess of \$6 billion between 2005 and 2009.

Noting that OCID works closely with the Financial Investigation Division (FID) of the Ministry of Finance and the Public Service, among other entities, (The Commander) says all stakeholders have, jointly, made significant breakthroughs in a number of fraud and money laundering cases. He says that between 2005 and 2009, some 2,633 cases of fraud were investigated, and the assets and cash seized and forfeited, included J\$6.3 billion, US\$6.9 million, over 84,000 pounds and 11,000 Euro.

"In addition to that, in a civil forfeiture provision, one motor vehicle, valued at \$1.8 million, was seized and there is another \$2.6 million lodged to a local account, that has also been seized," he states.

He adds that there is also a case, currently before the court, involving some US\$1.4 million, another \$9 million and US\$447,000 that are expected to be forfeited. Between January and June, the OCID had 251 cases, of which 118 were cleared up, representing 47.2 per cent in terms of arrests. The amounts of money involved were \$168.9 million, US\$728,809 and 900 pounds.

(The Commander) says the lottery scam, evolving out of Montego Bay, has also figured in prominently financial crimes. In one instance in 2008, over US\$30 million was fleeced from individuals residing in one state in the United States. He said that the problem with the lottery scam is that the funds it generates are used to support criminal enterprises, for instance the Stone Crusher Gang (operating out of St. James).

"They benefit significantly. Not only do we find that (general) transnational crime problem with the lottery scam, but we also find internal problems in terms of extortion, where people within Montego Bay extort each other. (So if) you are involved somebody (tries to) extort you. If you fail to pay the extortion money, you are killed," he explains.

In addition, the proceeds from the lottery scam are used to purchase weapons and a lot of the masterminds of the lottery scams acquire weapons for themselves, he states. He also laments that the phenomenon is so widespread that it impacts even young people.

"You find teenagers having significant properties. The lifestyle that we see perpetrated through the lottery scam, it's appalling, it's shocking. In Montego Bay you find (that) people meet, sometimes, and they burn money. They literally compete with each other to see who can burn

the most money. We have identified over 400 murders that have been linked to the lottery scam, so it's a significant problem," he says.

(The Commander) says that law enforcement efforts in arresting money laundering challenges have been fairly successful. Money laundering is the process of creating the appearance that money, obtained illicitly, originated from legitimate sources.

He discloses that investigations conducted over the past three years have resulted in 226 files being opened since 2007, including 37 this year, and 34 persons being arrested and charged in accordance with the provisions of the Proceeds of Crimes Act (POCA). The matters being investigated include: seven asset forfeiture cases; 176 cash seizures; and six civil recovery cases, the latter being attempts to recover assets through the civil process.

The senior officer points out that of the 226 cases, 177 have been disposed of through the courts in terms of fines and convictions. Total assets which were seized over the period amounted to approximately \$290 million.

"If you look, for instance, at some of those alternative investment schemes, I believe there was a great opportunity for a lot of organised criminal networks to have laundered money, because there (was) no regulation in those types of operations. Those unregulated schemes have seen significant amounts of monies passing through them," he states. (The Commander) attributes the division's success in these two areas to the hard work of its members, as well as the partnerships established with stakeholders with whom they have been collaborating.

"We operate with almost every organisation in the country. (At) Customs we work closely with the Internal Revenue Department, we work closely with the FID, when necessary (and) Immigrations. We also work closely with financial institutions; banks, cambios, and money transfer organisations," he says.

In addition, the OCID has external partners from the United States working with, closely.

"There are times where we get people from different agencies...(and) we approach our investigations from a collaborative task force perspective. So we have good inter-agency co-operation," he says.

"We get a lot of cooperation from some civilians. They provide support for us, sometimes covertly, as you have to protect their identity. We cannot do law enforcement without the assistance of the public they are our eyes and ears," he adds. Regarding the way forward, (the Commander) says that OCID will be endeavouring to support the strategic objective of the Police Commissioner.

"We want to ensure that, by our efforts and support to the people of Jamaica, (and) the Jamaica Constabulary Force (JCF) there is a reduction in crimes, and the end result is that all of us can have a safe and secure society," (the Commander) says.

Appendix 4

Drugs and Its Implications - The Experience of Jamaica (Global Illicit Drug Trends and the Social, Economic and Political Situation of Jamaica)

Strategic Location and Control

The Caribbean region lies between North and South America, making it a bridge or front between both. Geo-narcotics is a concept developed that explains the multiple dynamics of the narcotics phenomenon. It deals with elements specifically: drugs, geography, power, and politics.

Geography is a factor because of the global spatial dispersion of drug operations, and because certain geographic features facilitate certain drug operations. Power involves the ability of an individual or group to secure compliant action. This power can be both state and non-state in source. Politics revolve around the resource allocation.

Although the Caribbean drug phenomenon involves many facets of drug production, consumption and abuse, trafficking, and money laundering, it is trafficking that best highlights the region's strategic value. Aspects of both the Caribbean's physical and social geography make it very conducive to drug trafficking. These islands based on their location permits entry into and use of Caribbean territories from hundreds of places in the surrounding sea. The Caribbean countries do not have the ability to provide adequate territorial policing and security, thus producing an extreme vulnerability to trafficking. (Taylor, 2009).

The strategic geographic location of Jamaica and other Caribbean states compounds the problems arising from drug trafficking. The transit of illicit drugs through the Caribbean represents a threat to regional security, particularly in light of the linkage to corruption, money laundering and the illegal traffic in small arms and light weapons.

The most important location feature of Jamaica's physical geography is its proximity. This proximity is dual: South America as a major drug-supply source for cocaine, and North America as a major drug-demand area for cocaine and marijuana, the latter which is produced in Jamaica, of which Jamaica is its largest producer in the region.

Control

Jamaica is one of the three islands in the Northern Caribbean forming the Greater Antilles. It stretches 146 miles from east to west and lies 90 miles to the South of Cuba and 100 miles to the South-west of Haiti. Jamaica has no disputes with neighboring countries, however, illicit drug transported from Central and South America to North America and Europe and illicit cultivation of cannabis are issues. The country was also identified as a major transit point for the illegal drugs due to its difficulties to patrol coastline, over 100 unmonitored airstrips, busy commercial and cruise ports, and convenient air connections.

The Jamaica Defence Force Coast Guard, also known as the Maritime Wing is responsible for patrolling Jamaica's territorial waters, assisting in the fight against drug smuggling and the smuggling of firearms and ammunitions.

The Jamaica Constabulary Force Marine Division provides meaningful assistance to the Jamaica Defence Force in patrolling our coastal waters and aid in the detection of drug trafficking and related activities.

Our air and sea ports continue to be manned by police personnel on a twenty four hours basis. TCND has staff posted at both international airports (Donald Sangster and Norman Manley). Personnel are also detailed to man the aerodromes in Jamaica. There is also the Contraband Enforcement Team (CET) which has a detail of police personnel. Their main function is to detect and seize any contraband at our sea and air ports, these include firearms, ammunitions as well as narcotics substances.

However, Jamaica continues to experience its fair share of inadequate border control. Its borders continue to remain porous and as a result it remains vulnerable to drug trafficking. There remains the imminent and urgent need for persons who are charged with the responsibility of border control to be adequately equipped, so as to adequately tackle the drug monster.

Jamaica faces potentially some real dangers, from the viewpoint of drug trafficking organizations; Jamaica is an extremely valuable turf, where the potential for high levels of violence exists. Corruption is another drug-related activity that impacts on Jamaica's security. It involves acts of commission and omission which breach the laws that deviate from accepted

social, economic and political norms. Corruption has developed violence and uncertainty about the loyalty of forces of law and order. Furthermore, corruptions at the highest levels, money laundering and related drug activities are leading society dangerously close to the possible collapse of civil society.

The nexus between narcotics trafficking and arms trafficking cannot be denied. The illicit movement and proliferation of small arms and light weight weapons and their use in the illegal drug trade is of particular concern and have a direct bearing on the level of violence and crimes in Jamaica society. It plays an integral role in the drug trade. The availability of large numbers of firearms and ammunition pose a direct threat to national security, by the mere fact that so many of these weapons are in unauthorized hands.

The source of these illicit arms range from illegal trafficking and smuggling from overseas through our porous borders, purchase and rental locally, as well as theft from licensed firearms holders, and to a lesser extent local manufacturing (home made guns).

As a result, there is a continuous need for state agents entrusted with border security (JDF Coastguard, Custom Officers, TCND, Marine and Canine etc.) to be vigilant in the manning of our air and sea ports (authorized and unauthorized). Adequate intelligence regarding trafficking, purchases etc., and the proper safeguarding of firearm licenses holders will prevent/eliminate this threat faced by Jamaica.

Jamaica is not a producer of cocaine but local demand for and consumption of cocaine has grown due to the fact that the island serves as a major gateway for the drug entering the North American market, and increasingly, to the European markets through the United Kingdom. It is believed that a residual amount from trans-shipment enters local consumption, often associated with the illegal entry of guns and ammunition which are used to fight gang warfare between rival distribution networks.

These contend over turf and control of proceeds which are often used to finance community activities and increase the power of “community leaders”. This control is exercised by area leaders referred to as “dons” or “donettes” who exercise control over particular areas, sometimes aligned to politically volatile communities, and use the proceeds of the drug trade to finance the daily needs of community members. It is this practice which creates an aura of protection of such individuals and makes the drug consumption problem more intractable

where these individuals are protected by communities and are capable of dispensing sanctions and carrying out punishment, even death sentences, on community members who do not fall in line with their dictates. Nor has the severe economic conditions helped. Locally laundered money is believed to be used to acquire articles and assets of ostentation such as real estate, houses in “posh” upper income localities and “flashy” vehicles. It is believed that criminal elements prefer to acquire such articles instead of taking the proceeds to financial institutions purportedly because money laundering laws require such institutions to report information on unusual and suspicious client transactions.

Production and Manufacture

Jamaica has a longstanding reputation for its marijuana of international top quality. In fact, Jamaica is a country with a traditional use of cannabis, dating back some 150 years. Jamaica's traditional cannabis use took on mythical proportions in the course of the 1970s.

Jamaica is the hub for marijuana production and export in the Caribbean. Marijuana production in Jamaica, especially western Jamaica, has increased dramatically since the mid-1960s, even though production of the drug has been illegal since 1913. As the major illicit drug activity on the island, cannabis cultivation has been of particular concern to the Jamaican government. Ganja became big business in the 70s, as it was exported on a large-scale basis to the US. This led to a higher, more large-scale and export-oriented production in Jamaica. It is a public secret that many upper-class families and other high-ranking persons were involved in this export. By the mid-1980s, an estimated 20 percent or less of the marijuana produced in Jamaica was consumed locally; the rest was smuggled to other countries. Jamaica was supplying an estimated 10 to 15 percent of the total amount of marijuana smuggled into the United States each year.

Different varieties of the ganja plant exist – Skunk, Cambodian, Alaskan, Common or Lamsbred, Sensimella and Indicia. The latter two varieties are the most common in view of the fact they produce fully-grown/mature plants in eight weeks, with very large yields. These varieties also produce three crops annually while other varieties are limited to two crops, the Spring Crop between March to May and the Winter crop between October to December which caters to the period of high demand from the tourism market. The fully grown and mature plant is then dried, compressed using specially designed machines, and transported to large

populations or export areas usually inter-mixed with other agricultural produce using established networks. Quantities for local consumption are usually rolled up in cigarette form into what are called “spliffs” for retail sale. The principal producing areas identified comprise the Parishes of St. Ann, St. James on the north coast/tourism areas, Westmoreland and St. Elizabeth on the south western coast and St Catherine. Principal growing areas are located in the wetlands and in the hilly interior of these Parishes.

Product derivatives from the ganja plant include the gum secured from the growing plant, hash oil and hashish. Hashish, the dried form of hash oil is specially prepared for smoking. The demand for hash oil and hashish has increased since coming to police notice in the 1980s and is exported primarily to Canada, with only small quantities to the USA.

The current street value of cannabis entering the US market is estimated at between US\$ 800 to US\$ 1,000 per pound which makes ganja production a much more profitable source of income than traditional or non-traditional Jamaican exports. This price differential also underscores the difficulties experienced by the government to effect crop substitution through efforts to encourage production of legitimate agricultural commodities. Illicit marijuana cultivation provides considerable unreported revenue for growers without corresponding tax obligations to compensate the public for the social and fiscal costs related to marijuana use.

Actions are taken against production, trade and use. The army and police are deployed to fight production (Eradication Team). In order to fight the trade, the police often set up road blocks. These roadblocks are set up mainly on the roads coming from the direction of Westmoreland, the south-western province, which is known as the primary production area.

Trafficking Methods

Drug traffickers are continually looking for ingenious and innovative means to circumvent and evade law enforcement officials from detecting their illicit contraband. They look for new and different ways to transport and distribute their illegal drugs. Their innovative abilities are keys to how successful they will be and how much wealth they accumulate. Therefore, drug trafficking organizations will exploit any to protect their drug shipments from law enforcement detection, and they do so without any regard to the wake of destruction that drug use and abuse creates.

As a result of aggressive, proactive law enforcement strategies, these drug trafficking organizations have resorted to numerous of methods and trends in order to lessen their exposure to law enforcement. Trafficking methods include:

1. Drug Couriers: These persons are from a wide cross section of the society, with different demographic and social backgrounds. Often times, people who are vulnerable are targeted. This includes persons who are unemployed, students, older persons and people who are experiencing financial difficulties. However, it is to be noted that this is not limited to this category of persons. Drug couriers employ several methods in trafficking drugs to and from Jamaica, sometimes a combination of methods are used.
 - ✚ Ingestion of pellets (cocaine & marijuana)
 - ✚ Body packages
 - ✚ Insertion: anus and vagina
 - ✚ Wigs
 - ✚ Suitcases: hand held & carry on luggage, as well as other packages
 - ✚ Electrical items: the interior of these items are normally removed and replace with narcotics substances. This is particularly linked with the trafficking of cocaine from countries like Panama and Curacao.
2. Mail Service/FEDEX: The use of the private and public mail service in order to transport and distribute a variety of illegal drugs has become popular in Jamaica. While the proliferation of mail service businesses is not necessarily a new method, there has been a noticeable increase in the use of the mail and overnight delivery services by various drug trafficking groups.
3. Contaminating Legitimate Shipment: Drug traffickers: Traffickers have continued to use inter-modal means of transport, frequently concealing larger shipments in commercial maritime containerized or bulk cargo. These include bauxite ships and people exporting locally manufactured commodities and produce to other countries particularly the United States of America, Canada and the United Kingdom. Of lately, it has been observed that ships with legitimate produce (rice) from Guyana have been found to be laden with cocaine.

4. Light Aircrafts: Jamaica has long been key to the drug trade, given its long coastline, its proximity to the United States, its many ports, harbors, and beaches, and its closeness to the Yucatan and Windward Passages. Jamaica's west and south coast are the most popular areas for air trafficking. Apart from landings on strips designed or adapted for drug operations, landings have been made on roads, in cane fields, and on legal strips owned by bauxite and sugar companies. The Jamaica Defence Force has destroyed close to 100 illegal airstrips, but given the heavy limestone in many of the popular landing areas, operators are often able to make fields serviceable within 10 days of destruction.
5. Go-fast boats/fishing vessels: Cocaine is smuggled through the Caribbean by air and sea, often moved in the direction of Puerto Rico where it is repackaged and staged for direct shipment to major U.S. east coast markets. Seaborne smuggling operations consist primarily of go-fast boats that depart from Colombia's north coast and Venezuela, typically carrying between 800- and 1,200-kilogram shipments of cocaine. Sailing and fishing vessels also are used, although to a more limited extent. **(Taylor, 2000).**

Transportation groups from Jamaica and the Bahamas sometimes use canoes to smuggle their payloads into the Bahamas chain, frequently using the territorial waters of Cuba to shield their movement. The cocaine is then transferred to pleasure craft which disappear into the inter-island boat traffic. There is also the gun for drugs trade which exists between Jamaica and Haiti. This practice sees Jamaica fisherman using their fishing boats to traffic marijuana in exchange for high powered weapons as well as small and light arms.

6. Commercial aircrafts: Major players in the drug trafficking industry, try to corrupt law enforcement official (police officers, Custom Officers, Ports Security workers, airline employees, and in general airport workers) in getting drugs aboard commercial aircrafts. There have been numerous cases where drugs were found stored at strategic locations aboard commercial aircrafts. Investigations have revealed that syndicates of workers have facilitated the drugs aboard the aircraft and that the drugs would have been clandestinely disposed of, once it reached its designated location.
7. Public passenger vehicles/private and commercial vehicles: These forms of transportation are used to traffic drugs locally from one point to another in Jamaica.

Commercial vehicles have also been used to traffic drugs locally, these include wreckers, vehicles assigned to courier companies also the ports.

Drugs have also been found in fish, rice, cake, pepper sauce, coconuts, yams, bananas, coffee beans, cheese, butter, beer, juice, cigarettes, vegetables, detergent, furniture, lumber, piñatas, mannequins, cloth, mail, ceramic tiles, shampoo, mouthwash, video tapes, coat hangers, rum, among other objects.

The matter of illicit trafficking in drugs has been a major concern of successive governments. This is especially so where the illicit trade is carried out using commercial carriers, airlines, both national and international, and cargo/containerized vessels. The increasing severity of drug trafficking has forced government to instigate harsh measures in an attempt to stem the flow of this illicit trade.

Appendix 5

Demand Reduction Characteristics of the Drug Problem in Jamaica¹⁷- General Scope of the Problem

Legal drugs, alcohol and tobacco including bidis (beady), are the most abused drugs in the nation. Data for current use ¹⁸reflect 40% and 12% respectively. Prescription drug abuse is a nascent problem with tranquilizers (alprazolam) at 0.1% showing largest report.¹⁹ Marijuana (Cannabis sativa, ganja) at 9% is the most abused illicit drug among the Jamaican population while cocaine abuse has reached a plateau of <0.1% over the last 10 years. However, there is evidence that new drugs of abuse, such as heroin, have entered the Jamaican market. Therefore, the substance abuse problem is intractable and dynamic and requires a consistent, systematic and integrated response to combat the epidemic.

Additionally, Jamaica sits at the epicenter of the transshipment trade that conveys illicit drugs from South America to Europe and the United States. Researchers report a 0.1% residual effect that accompanies transshipment activities. This exchange supports the drugs in payment for drugs trade and is associated with the violent drugs for gun trade reported by the Jamaican security forces. On the other hand, marijuana presents a different problem. Jamaica is a leading primary producer of marijuana. The use of marijuana is deeply entrenched and socially acceptable. Its persistent use retards educational attainment and consequent negative economic and social sequelae.

New substances are entering the Jamaican market and are classified as emerging problems. The presence of Ecstasy(less than 0.1%) has been mentioned as present in the exotic dancing and spring break group. Few cases of the use of Ketamine (Special K) and Crystal Meth (ICE) have been noted. Among the deportee population, isolated cases of injecting drug use have been reported to the NCDA helpline. Additionally, the pattern of drug use in Jamaica reveals the tendency to mix drugs-marijuana and crack as “seasoned spliff”; tobacco and marijuana as “blem” and alcohol and red bull or other energy drinks as ‘aphrodisiac concoctions.”

Adolescent drug use reflects changing patterns of drug use over time. Traditional drinking and eating of marijuana is no longer reflected. Marijuana (8.0%) reflects current use compared to

¹⁷ NCDA Report 2009

¹⁸ Data cited in this report reflect current drug use-use within the last 30 days.

¹⁹ Jamaica National Household Survey 2001

cigarettes at 5%, alcohol 36%, season spliff 2% and inhalants 10%. Inhalants are more abused by girls than boys. In keeping with international reporting, the gap related to drug use between males and females is narrowing.

There are no recent reports, beyond speculation, that the unobtrusive spiking of drinks with flunitrazepam (Rohypnol) or GHB are a factor in sexual assault or other criminal activities in Jamaica. Rohypnol has not been imported into the Jamaican market for over five years and GHB is not available legally. Nevertheless, the Ministry of Health and the NCDA work assiduously to advise health care practitioners, the media and the general public about the dangers that these substances pose.

Demand Reduction Measures - The National Household Survey (2001) found that there are 187,100 persons with a substance abuse problem. The national residential treatment capacity stands at 500 persons per annum. Therefore, effective prevention programmes are essential and in the national interest.

Measures taken to raise public awareness - Media presence: The NCDA uses its limited resources to develop culturally specific public education antidrug messages on television, radio and in print. Recently, texting, internet and facebook connections were added to the media portfolio.

Community mobilization - Community based volunteers are the backbone of the parish and district responses. Community groups provide the face-to-face responses that give traction to antidrug message at the local level. Community groups stage fairs, information expos and are strong advocates for the national anti-drug programmes.

Moving toward Behaviour change communication methodologies - New indigenous programmes are piloted and offered as part of in-school co-curricular activities. These initiatives focus on shifting behaviours and strengthening the capacity of participants to make right choices. Programmes such as Resistance Education against Drugs (READ) for 5-7 year old children are influenced by international design (DARE, STAR) but developed for Jamaican youth. These programmes are measurable. Additional funding is needed to expand these initiatives island wide.

The NCDA introduced a low level literacy programme that is available for in or out of school use. The programme was tested at the YMCA street boys programme, among others. The supporting media messages were designed by inner city participants. The messages targeted drug using behaviours and violence. This initiative (Squeaky) was funded by the United States Embassy in Jamaica.

Training support for security - Narcotic officers received training in the area of demand reduction as well. The NCDA collaborates with the constabulary training school and provides treatment for police officers in training. Health professionals receive training in colleges, some of whom have designed curriculum for substance abuse treatment and prevention. The University of the West Indies, Open Campus, offered an online certificate course for practitioners for two years. This programme is now under review.

Treatment and Rehabilitation - Community clinics: The NHF funded community clinics across the island, primarily located in faith based institutions, to expand access to counseling and trauma services. The Centre managers received training from the National Council on Drug Abuse. There is one Detoxification Centre located at the University Hospital of the West Indies. Eighteen treatment and sentinel sites across Jamaica provide primary treatment services with referral to hospitals, clinics and psychologists and psychiatrists. NCDA field officers provide support to the primary care system through the assessment of substance abusers in the mental health system.

Controlling diversion - The NCDA, the Pharmacy Council and the Ministry of Health, with the support of the US Drug Enforcement Agency, have work to expand awareness among health professionals, about the potential danger of pseudoephedrine and ephedrine when they are diverted to produce Ecstasy. The Ministry of Health has tightened its controls over the importation of pseudoephedrine in powder and final product forms.

Legislative or Administrative Measures - Jamaica is party to several international conventions and operates within these mandates. The competent authority for the control of pharmaceuticals lies within the Ministry of Health. The National Council on Drug Abuse was established by statute in 1982 to reduce the use and abuse of legal and illegal drugs. Various health councils, also established by law, are empowered to carry out administrative sanctions for unprofessional or unethical conduct of health professionals.

Collaboration and Integration - The NCDA provides research support for various NGOs and scholars through its specialized resource centre and library. RISE Life Management Services (rebranded from Addiction Alert) provides non residential counseling services. RISE has expanded its focus to include gambling prevention and violence reduction programmes.

The NCDA and the HIV/AIDS programme currently offer testing, treatment and rehabilitation support for persons living with HIV who are substance abusers. The Ministry of National Security and the NCDA with the support of the British Government provide treatment support for deportees and ex-offenders under the Jamaica Reducing Re-Offending Action Plan (JRRAP).

Conclusion - In 2010, Jamaica developed promising indigenous prevention programmes in early childhood years. These have the potential to change social norms related to drug abuse and encourage anti-drug use attitudes and behaviours. Collaboration between the Ministry of Health and NCDA offer greater capacity to forestall the abuse of prescription psychoactive substances. Novel treatment programmes and community base responses have expanded treatment and rehabilitation options. With limited resources, public and private agencies have worked together to manage the substance abuse problem.

New drugs continue to enter the Jamaican market that require immediate and effective responses. This situation presents opportunities for greater collaboration, more comprehensive programming and novel and indigenous approaches to be developed and implemented in a concerted manner.

Appendix 6

National Level Drug Control Indicator Checklist²⁰

	Indicators	Status/Comments
Institutional Strengthening		
1	Existence of a National Anti-Drug Strategy	
2	Existence of a central coordinating authority	
3	Existence of a budget for the central coordinating authority	
Legislative Framework		
4	Ratified international Conventions	
5	Existence of national laws in accordance with international conventions	
Information Systems		
6	Existence of a national system for data collection capacity	
7	Information distribution capacity	
Demand Reduction		
8	Existence of a national demand reduction strategy/framework and action plan	
9	Prevention Measures	
10	Implementation of prevention programmes that target key populations	
11	Existence of professional with specialized training in drug abuse prevention	
12	Evaluation of substance abuse prevention programmes	
13	Research on the impact of substance abuse prevention programmes	
Treatment Measures		
14	Existence of guidelines or regulations on minimum standards of care for drug treatment	
15	Characteristics of drug treatment and rehabilitation programmes that include early intervention (detection), detoxification, social reintegration, aftercare, etc.	
16	Existence of drug treatment and rehabilitation programmes specific to adolescents	
17	Existence of specialized training in drug abuse treatment	
18	Existence of research on treatment of drug use	
19	Evaluation of the effectiveness of the various treatment and rehabilitation programmes and modalities	

²⁰ Adopted with additions from the Multilateral Evaluation Mechanism (MEM) - Fourth Evaluation Round Questionnaire 2005-2006. Inter-American Drug Abuse Control Commission (CICAD)

20	Demand for drug abuse treatment	
	Drug Use Statistics	
21	Magnitude of drug consumption	
22	Age of first use of drugs	
23	Relationship between perceived risk of and trends in drug use	
24	New drugs and new routes of administration	
25	Drug-related mortality	
26	Drug use and related accidents and crimes	
	Supply Reduction	
	Drug Production	
27	Area under cultivation and potential production capacity	
28	Number of plants seized from indoor cultivation and potential production capacity	
	Pharmaceutical Products	
29	Scope of the mechanisms for the control of the diversion of pharmaceutical products	
30	Legislation to sanction the diversion of pharmaceutical/controlled chemical substances	
	Control Measures	
	Illicit Drug Trafficking/Possession	
31	Existence of agencies specifically responsible for eliminating drug trafficking	
32	Incidence of drug seizure, quantities by substance, and by measure	
33	Number of persons arrested for drug trafficking	
34	Number of persons charged and convicted for drug trafficking relative to number of arrests	
35	Number of requests made for international cooperation to investigate trafficking	
36	Operational information exchange and collaboration among national agencies with responsibilities for controlling illicit drug trafficking	
37	Number of persons formally charged with and convicted of illicit possession of drugs	
	Money Laundering	
38	National system for the control of money laundering	
39	Existence of legislation that criminalizes money laundering	
40	Existence in legislation of provisions for freezing/seizure of assets	

41	Existence of laws requiring the reporting of suspicious transactions	
42	Existence of mechanism for management of assets from drug trafficking	
	Firearms, Ammunitions, Explosives, etc	
43	Operational scope of activities of national entities responsible for controlling movement of firearms, ammunition, explosives and other related materials and preventing their diversion	
44	Quantity of illicitly trafficked firearms, ammunition, explosives and other related materials forfeited	