

Jamaica

Evaluation of Progress in Drug Control 2005-2006

MEM

Multilateral Evaluation Mechanism



Organization of American States - OAS
Inter-American Drug Abuse Control Commission - CICAD





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**ORGANIZATION OF AMERICAN STATES (OAS)
Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)
Governmental Expert Group (GEG)**

JAMAICA

**EVALUATION OF PROGRESS IN DRUG CONTROL
2005–2006**



CICAD wishes to thank the following national institutions of Jamaica which provided information for this MEM national Fourth Round report:

- National Council on Drug Abuse;
- Ministry of Justice;
- Ministry of National Security:
 - Security Intelligence and Operations Division;
 - Organized Crime Division;
 - Strategic Planning Policy Research and Development Division.
- Ministry of Health, Standards & Regulation Division;
- African, Caribbean and Pacific (ACP) Narcotics;
- Jamaica Constabulary Force;
- The United States Department of Justice;
- National Intelligence Bureau;
- Financial Investigation Division.



PREFACE

The Multilateral Evaluation Mechanism (MEM) is a diagnostic tool designed by all 34 member states of the Organization of American States (OAS) to periodically carry out comprehensive, multilateral evaluations of the progress of actions taken by member states and by the hemisphere as a whole, in dealing with the drug problem. The Inter-American Drug Abuse Control Commission (CICAD), an OAS specialized agency, implemented this Mechanism in 1998, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile in 1998.

The MEM is not only an evaluation instrument, but has also become a vehicle for disseminating information on the progress achieved by individual and collective efforts of OAS member state governments, catalyzing hemispheric cooperation, promoting dialogue among member state government authorities and precisely channeling assistance to areas requiring greater attention by optimizing resources. The MEM process itself is assessed by the Intergovernmental Working Group (IWG), comprised of delegations from the 34 member states, which meets before the onset of each MEM evaluation round to review and improve all operational aspects of the mechanism, including the indicators of the evaluation questionnaire.

National evaluation reports are drafted by experts from each member state, with experts not working on their own country's report, guaranteeing the transparent multilateral nature of the MEM. Each chapter is based on countries' responses to a questionnaire of indicators covering the main thematic areas of institution building, demand reduction, supply reduction and control measures as well as subsequent comments and updated information provided by the government-appointed coordinating entities.

This report covers the full country evaluation for the MEM Fourth Round evaluation period 2005–2006. The follow-up report on the implementation progress of recommendations assigned to Jamaica will be published in June 2009. All MEM reports can be accessed through the following webpage: www.cicad.oas.org.



INTRODUCTION

Jamaica has a total area of 10,991 km² and a coastline of 1,022 km. The country has a population of 2,758,124 (2006) and its main ethnic group is black, with a literacy rate of 87.9%. Jamaica is a constitutional parliamentary democracy and divided into 14 different parishes. The country has a GDP per capita (PPP¹) of US\$ 4,600 (2006) and an inflation rate of 9.1% (2006). Jamaica exports a total of US\$ 2.087 billion (2006) annually, relying on the principal exports of bauxite, sugar, bananas, rum, coffee, chemicals, clothing, mineral fuels, and beverages.

I. INSTITUTIONAL STRENGTHENING

A. National Anti-Drug Strategy

Jamaica reports that it has no National Anti-drug Plan in place, and that the draft of its new national anti-drug plan is pending approval by the Parliament. The Plan first must be reviewed by the Ministry of Health, the Ministry of National Security, the Ministry of Justice and the National Council on Drug Abuse before it can be approved.

Sources of financing for the Plan include direct allocation from the central government through the Ministry of Health, specific budget from other public agencies for the drug area, self-financing (contribution from assets seized, received only once), civil society contributions and international cooperation.

The National Council on Drug Abuse (NCDA), established in 1983, is the national authority that coordinates national policies on demand reduction. The NCDA has a central technical office, the Drug Abuse Secretariat, established in 1989, which is a statutory agency under the Minister of Health. The NCDA has an independent budget that is financed by government allocations.

The country provided the following information regarding NCDA's annual budget:

Annual Budget for the National Authority (NCDA)

Year	Total Budget Received (US\$)
2004	608,831.42
2005	551,622.18
2006	573,774.53

CICAD notes with concern that the country has no National Anti-drug Plan in place. CICAD also notes that the National Anti-drug Authority only covers demand reduction, and encourages the country to fully integrate within its responsibilities the areas of supply reduction and control measures, in compliance with the terms of paragraph five of the Hemispheric Anti-drug Strategy.

¹ Purchasing Power Parity



RECOMMENDATION:

1. **APPROVE THE NATIONAL ANTI-DRUG PLAN, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**

B. International Conventions

Jamaica has ratified the following international conventions with no reservations:

- Inter-American Convention on Mutual Assistance in Criminal Matters, 1992 (July 14, 2004);
- Inter-American Convention against Corruption, 1996 (January 16, 2001);
- United Nations Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol (April 29, 1964);
- United Nations Convention on Psychotropic Substances, 1971 (October 6, 1989);
- United Nations Convention on the Law of the Sea, 1982 (March 21, 1983);
- United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988 (December 29, 1995);
- United Nations Convention against Transnational Organized Crime, 2000 (September 29, 2003) and its three protocols: Protocol against the Smuggling of Migrants by Land, Sea and Air; Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition.

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 (November 14, 1997), and the United Nations Convention against Corruption, 2003 (September 16, 2005).

CICAD recognizes that Jamaica has ratified most of the anti-drug related Inter-American and United Nations Conventions. The country, however, has not ratified the Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials (CIFTA), 1997, or the United Nations Convention against Corruption, 2003.

RECOMMENDATIONS:

2. **RATIFY THE INTER-AMERICAN CONVENTION AGAINST ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS (CIFTA), 1997, A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.**
3. **RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.**

C. National Information System

Jamaica reports that it does not have a budget to disseminate information related to the drug problem. The country does not have a specific institution to centralize all the information related to drug statistics. However, several institutions are involved in organizing, compiling and coordinating drug-related information.



Jamaica distributes information related to the drug problem through web pages, libraries, schools, universities, research institutes, the press and media, targeted e-mails, publications and reports by the National Drug Authority and other government agencies, exhibitions, presentations and information centers.

A help line is available that provides drug-related information. The general public can call the help line to obtain assistance with referral services.

CICAD notes that while the country does not have a budget to disseminate information related to the drug problem, it does distribute information on prevention, treatment and rehabilitation programmes. CICAD observes that Jamaica does not have a specific institution to centralize all the information related to drug statistics.

RECOMMENDATION:

4. **DESIGNATE AN INSTITUTION TO CENTRALIZE, ORGANIZE AND COMPILE ALL DRUG RELATED STATISTICS.**

II. DEMAND REDUCTION

A. Prevention

Jamaica reports that it has implemented two drug abuse prevention programmes and states that they are compatible with the principles of CICAD's Hemispheric Guidelines on School-based Prevention: the Prevention Education Programme (PEP) and "Squeaky." The country reports that this prevention initiative is being evaluated.

During the years 2004–2006, Jamaica carried out the following prevention programmes targeting school children and university students:

Programmes Targeting School Children and University Students

Key Populations	Coverage	Type of Programme
School children and university students		
• Primary: 5–12 yrs.	80% 10%	Incorporated into Healthy Lifestyle Programme Prevention Education Programme
• Secondary : 13–14 yrs.	10%	Squeaky Initiative – Low Level Literacy Public Education Programme
• Tertiary: university	5%	Peer Educators Programme

During the years 2004–2006, Jamaica reports the implementation of several programmes targeting key populations:

**Prevention Programmes Targeting Adults**

Key Populations	Describe Type of Programme
Community-based programmes for youth (outside of the school system)	Homework Centre Peer Educators Group Service Clubs Drug Awareness Church Base Drug Awareness Groups
Community-based programmes for adults	Community Drug Awareness Committee Parish Drug Awareness Committee Narcotics Anonymous and Counseling Services
Workplace	Assisted with Policy Development for Kingston Wharves and Sensitization of Workers.

In 2005, the country offered prevention planning training that was received by 15 field officers, while in 2006 substance abuse treatment training was offered to 15 field officers. The country also offered regional and international training abroad programmes, such as the DOH International 2006 (the Deutscher Orden) and the Caribbean Institute of Alcohol and other Drugs (CARIAD) 2004. Jamaica also conducted a school-based prevention evaluation in 2005 entitled "Assessment of Indigenous Prevention Programmes in Jamaica".

During the years 2004–2006, the country has conducted research on prevention programmes through public institutions, non-governmental organizations (NGOs) and universities. In that sense, the National Council on Drug Abuse (NCDA) and the United Nations Office on Drugs and Crime published in 2004 the qualitative study "Easy Come Easy Go Impact on Cocaine Transshipment on Selected Fishing Villages in Jamaica". In addition, the NCDA and the Caribbean Institute of Media and Communication, carried out the low level literacy programme "Assessment and Indigenous Prevention Programmes in Jamaica", which is pending publication.

CICAD notes that during the evaluation period, Jamaica has undertaken prevention activities targeting key populations such as school children, universities, students and adults. However, CICAD notes that the prevention programmes targeting secondary school students have low coverage. CICAD also notes that the country has not carried out prevention programmes targeting prison population sectors.

RECOMMENDATIONS:

5. IMPLEMENT PREVENTION PROGRAMMES TARGETING PRISON POPULATION SECTORS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
6. EXPAND PREVENTION PROGRAMMES TARGETING SECONDARY SCHOOL STUDENTS.

B. Treatment

Jamaica reports that there are no mandatory national guidelines established for standards of care for drug abuse treatment in the country. The National Drug Authority and the Ministry of Health maintain a registry of treatment facilities and programmes. The country reports that Joint Commissions are in charge of annually overseeing adherence to the standards of care for drug treatment and evaluating the quality of services provided.



Drug treatment personnel receive ongoing training and refresher courses in their specialties. The training is delivered in-house, using national or provincial training centers. Jamaica has four outpatient treatment services, including clinics (two public, two private), offered to adults and minors of both genders. It also has residential in-patient programmes (three public, six private), for adults of both genders, and five private drop-in centers for adults of both genders.

The country also provides treatment services as described in the following table:

Treatment Services Offered by Jamaica on Substance Abuse

Services	Public	Private	Geographic coverage		
			Municipal	Regional Provincial	National
Network for early detection, outreach and referral of cases	-	-	X	X	X
Detoxification	1		-	X	-
Treatment & rehabilitation	5	14	-	X	-
Self-help groups	-	9	-	-	X
Brief interventions	-	6	-	X	-
Other	2	-	-	X	-

The country reports that treatment services exist for children and adolescents in school or in crisis, and adolescents offenders (drug counts). Research has been undertaken and training workshops are held for officers working in the correctional institution.

In order to assess the national drug abuse treatment capacity, the country reports through the NCDA and the system Epi-SIDUC database that it received 420 admissions in 2004, 384 in 2005 and 375 in 2006. The NCDA indicates that during the evaluation period the number of treatment programmes registered in Jamaica was 18.

CICAD notes that Jamaica offers drug treatment services, both public and private, for all ages and targeting both genders.

CICAD notes with concern that there are no guidelines or regulations for standards of care for drug abuse treatment programmes.

RECOMMENDATION:

7. ESTABLISH MINIMUM STANDARDS OF CARE FOR DRUG ABUSE TREATMENT, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.

C. Statistics on Consumption

Jamaica has estimates of drug use among both the general population of the country as a whole and for specific populations. The country provided the results (unpublished) of the specific population surveys on prevalence and incidence in the following tables:



Prevalence of Drug Use in the School Population 2006

Type of Drug	Lifetime (Percentage)	Last 12 Months (Percentage)	Last 30 Days (Percentage)
	Total	Total	Total
Alcohol	71.1	52.3	36.5
Tobacco	28.5	9.8	5.2
Solvents & Inhalants	27.8	13.7	9.3
Hashish	1.6	-	-
Marijuana	25.1	14.6	8.5
Hallucinogens	1.4	-	-
Heroin	1.7	-	-
Morphine*	1.6	-	-
Opium	1.4	-	-
Basuco, or coca paste	2.8	1.4	0.8
Cocaine HCL	3.2	2.1	1.3
Crack	1.7	-	-
Tranquilizers / Sedatives/ Depressants	4.9	2.3	1.3
Stimulants	6.3	3.5	2.4
MDMA (Ecstasy)	3.0	-	-
Other drugs	5.2	3.3	2.2
Any illicit drug	44.2	24.8	16.7

* Non-prescription/non-therapeutic use only

Incidence of Drug Use in the School Population 2006

Type of Drug	Last 12 Months (Percentage)	Last 30 Days (Percentage)
	Total Population	Total Population
Alcohol	52.3	36.5
Tobacco	13.7	5.2
Solvents or inhalants	13.7	9.3
Marijuana	14.6	8.5
Basuco, coca paste	1.4	0.8
Cocaine HCL	2.1	1.3
Tranquilizers / Sedatives/ Depressants	2.3	1.3
Stimulants	3.5	2.4
Other drugs	3.3	2.2
Any illicit drug	24.8	16.7



Estimates of the age of first use of alcohol and other drugs are reported in the following table:

Average Age of First Use 2005

Type of Drug	Average	
	M	F
Alcohol	11	12
Tobacco	13	13
Marijuana	11	12

The percentage of youths that perceive drug use as being harmful to their health and well-being is reported in the following table:

**Percentage of Youths that Perceive Drug Use as Being Harmful,
School Survey 2006**

Category: 11–19	% of those surveyed who believe that persons who carry out the following activities are at a moderate or great risk
Occasionally smoke cigarettes	92%
Often smoke cigarettes	92%
Often drink alcoholic drinks	89.4%
Get drunk	88.8%
Occasionally smoke marijuana	86.3%
Often smoke marijuana	90.1%
Occasionally take cocaine or crack	91.2%
Often take cocaine or crack	91.5%

CICAD acknowledges that Jamaica has conducted some surveys during the evaluation period in order to estimate prevalence and incidence of drug use among specific populations (school population), and determine the average age of first use. However, CICAD is concerned about the lack of general population surveys on prevalence and incidence of drug consumption.

RECOMMENDATION:

8. CONDUCT A STUDY OF THE MAGNITUDE OF DRUG USE AMONG THE GENERAL POPULATION.

III. SUPPLY REDUCTION

A. Drug Production

The country reports that the frequency of the aerial surveys for detecting and quantifying the total area of illicit crops of marijuana has been significantly reduced.



Jamaica reports that no indoor marijuana cultivation has been detected, that there is no coca or poppy production, and that no illicit laboratories for organic or synthetic drugs have been found.

The country has a formal crop eradication programme which involves forced manual eradication. In 2004, due to forced manual eradication, 307,530 hectares of marijuana were no longer cultivated. Application of this programme resulted in the eradication of 303,961 hectares of marijuana in 2005 and 291,515 hectares in 2006. The estimated total cost of conducting eradication activities is reported in the following table:

Total Cost of Conducting Eradication Activities

Year	US\$ - Total Estimated Financial Expenditure of Eradicated Areas
2004	\$3,511,170
2005	\$1,533,780
2006	\$4,545,720

CICAD views with concern that Jamaica has reduced the frequency of the aerial surveys used to detect and quantify the total area of illicit crops of marijuana in its territory.

CICAD observes that Jamaica reported in the previous round that it had mechanisms allowing for the collection of systematic information on illicit crop areas. Nevertheless, in this current round, it reports that the country does not have such a system.

RECOMMENDATION:

9. IMPLEMENT A MECHANISM TO ENABLE THE COUNTRY TO COLLECT SYSTEMATIC INFORMATION ON ILLICIT CROP CULTIVATION AREAS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.

B. Development Programmes Related to the Prevention or Reduction of Illicit Crop Cultivation, Drug Production or Trafficking

The country does not have plans to implement development activities or programmes to improve the economic opportunities and living conditions of inhabitants in areas of existing or potential illicit crop cultivation, drug production or drug trafficking. Jamaica stated that the last attempt to implement such a programme received very little participation or support from the target group.

CICAD expresses concerns over the absence of a plan to prevent illicit marijuana cultivation or to implement development activities or programmes in these areas.

RECOMMENDATION:

10. CONDUCT A STUDY TO ESTABLISH THE APPROPRIATE DEVELOPMENT ACTIVITIES OR PROGRAMMES TO IMPROVE THE ECONOMIC OPPORTUNITIES AND LIVING CONDITIONS OF INHABITANTS IN AREAS OF EXISTING OR POTENTIAL ILLICIT CROP CULTIVATION, DRUG PRODUCTION OR DRUG TRAFFICKING.



C. Control of Pharmaceutical Products

Jamaica has the following laws and regulations to control pharmaceutical products:

- Food and Drugs Act (1964);
- Food & Drugs Regulation (1975);
- Dangerous Drugs Act and Regulation (1948).

The country has a mechanism to monitor and prevent the diversion of pharmaceutical products that applies to health professionals and entities. The Chief Dangerous Drugs Inspector, Standards & Regulation Division, is the competent authority responsible for coordinating activities related to the control of pharmaceutical products.

In the commercial sector, the mechanism includes import and export controls, license control, monitoring distribution, inspections, administrative sanctions, and registration of licensees. In the health sector, the mechanism includes license control, distribution monitoring, prescription monitoring, inspections, administrative sanctions and the transfer of unusual cases to judicial authorities. The country did not indicate which pharmaceutical products containing substances listed in the international conventions are controlled.

The country does not have a system to compile information on administrative and regulatory activities and sanctions imposed in connection with them, and does not anticipate the implementation of such a system.

Jamaica offers workshops and seminars on controlled drugs for personnel in the public and private sector involved in handling pharmaceutical products. These courses do not satisfy the demand for training in the country.

Jamaica does not have an automated information management system in place to facilitate the control of pharmaceutical products.

Jamaica's laws and regulations provide penal, civil, and administrative sanctions for the diversion of pharmaceutical products. One administrative sanction was imposed in 2005, and six penal sanctions were imposed from 2004 to 2006.

Jamaica reports that in the course of its activities concerning the use of the Internet to sell and distribute controlled pharmaceutical products or other drugs, the country has detected drug sales nationally and internationally. No legislative or administrative measures have been adopted to control Internet sales of pharmaceutical products in general or through authorized Internet pharmacies.

CICAD notes that Jamaica has a mechanism in place to control the diversion of pharmaceutical products. However, this mechanism should be improved in order to compile information on administrative and regulatory activities and sanctions imposed in connection with them.

CICAD notes that the country does not have regulations or specific mechanisms in place to prevent and control the illicit traffic of pharmaceutical products and other drugs via the Internet.

RECOMMENDATIONS:

11. **DEVELOP AND IMPLEMENT AN INFORMATION SYSTEM ENABLING THE COMPILATION OF DATA ON ADMINISTRATIVE AND REGULATORY ACTIVITIES, AND SANCTIONS IMPOSED IN CONNECTION WITH THE DIVERSION OF PHARMACEUTICAL PRODUCTS.**



12. CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET, WHICH WILL ENABLE THE COUNTRY TO IDENTIFY ITS REGULATORY AND OPERATIVE NEEDS.

D. Control of Chemical Substances

The Precursor Chemical Act of 1999 was enacted to control chemical substances. The country has a mechanism to monitor and prevent the diversion of controlled chemical substances applicable to health professionals and entities. All substances listed in the United Nations international conventions are domestically controlled.

Seminars and workshops are provided for administrative, police and customs officers in the control of the diversion of chemical substances. Jamaica reports that these training courses do not satisfy the demand for training.

The country has not implemented an automated information management system to facilitate the secure and efficient handling of information on the control of the diversion of chemical substances. The country reports that these activities are undertaken in collaboration with the Ministry of National Security and Justice and the Jamaica Customs Department.

Jamaica's laws and regulations provide for penal, civil, and administrative sanctions for the diversion of controlled chemical substances. One administrative sanction was reported in each of the years 2004, 2005, and 2006.

Chemical substances are handled in-transit but not exported. The country reports that no pre-export notifications were issued during the years 2004–2006 to countries importing or transshipping these chemicals.

The table below provides data on pre-export notifications for controlled chemical substances received in the years 2004–2006:

**Pre-Export Notifications for Controlled Chemical Substances
Received During 2004–2006**

	2004	2005	2006
Number of pre-export notifications received	18	32	16
Number of timely replies sent	8	20	6

The number of pre-export notifications received in the years 2004–2006 that were not approved or resulted in an investigation is as follows:

Responses to Pre-Export Notifications Received from Exporting Countries

	2004	2005	2006
Number of pre-export notifications not approved	2	2	2
Number of investigations initiated	1	1	2



The country reports that no seizures involving controlled chemical substances have been made during the years 2004–2006.

CICAD acknowledges that Jamaica has an established pre-export notifications system.

CICAD observes the effort made by Jamaica to control chemical substances, in particular through the adoption of a mechanism to prevent the diversion of such substances. However, CICAD notes the absence of an automated information management system to facilitate the secure and efficient handling of information.

RECOMMENDATION:

13. **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.**

IV. CONTROL MEASURES

A. Illicit Drug Trafficking

The quantities of drugs seized in Jamaica during 2004–2006 are reported as follows:

Quantities of Illicit Drugs Seized, 2004–2006

Type of Drugs	Quantities of Drugs Seized			
	Unit of measure	2004	2005	2006
Cocaine Hydrochloride	Kilos	1,735.85	152.85	109
Crack Cocaine	Kilos	3.94	1.79	3
Leaf Cannabis (grass)	Kilos	20,952.14	14,428,115	37,199
Cannabis Resin (hashish)	Kilos	191.17	2,353	6,010
Hashish Oil (liquid cannabis)	Kilos	3,770	470,488	122,332
MDMA (Ecstasy) and derivatives	Tablets	-	-	500

The country does not provide information on the number of persons or public officials formally charged with or convicted of illicit drug trafficking or related acts of corruption during the years under evaluation.

Jamaica reported that 6,025 persons were formally charged with illicit drug possession in 2004, 5,991 in 2005 and 8,001 in 2006, while 185 persons were convicted of illicit drug possession in 2004, 333 in 2005, and 232 in 2006. The country reports that persons charged with or convicted of illicit possession for personal use may apply to use the substance abuse treatment centre and employ the drug court programme as an alternative sanction.



The Ministry of Justice, through the Ministry of Foreign Affairs, is the authority responsible for sending and receiving extradition requests. Jamaica has an extradition treaty with the United States of America. No extradition requests were made by Jamaica during the years 2004–2006. The country reports that extradition of nationals is permitted under Jamaican law.

The table below provides the number of extradition requests received and granted by Jamaica in illicit drug trafficking cases:

Extradition Requests from other States Regarding Illicit Drug Trafficking Cases

Country	Number of Requests Received			Number of Replies Granting the Request		
	2004	2005	2006	2004	2005	2006
US	27	3	10	3	2	3
UK	2	4	0	-	-	-

Jamaica has conducted specialized training courses for law enforcement, security, customs officers, prosecutors and the judiciary to address illicit drug trafficking. Jamaica reports that the training courses offered during the evaluation period satisfied the needs of the country. However, the following have been identified as specific training needs not covered by the existing courses offered: vehicle search for concealed narcotics; the use of technology in anti-drug operations; and train the trainer capacity building for instructors.

CICAD notes the efforts made by Jamaica in the fight against illicit drug trafficking during the period under evaluation.

RECOMMENDATIONS:

14. IMPLEMENT A SYSTEM TO ENABLE THE COUNTRY TO OBTAIN SYSTEMIZED INFORMATION ON THE NUMBER OF PUBLIC OFFICIALS FORMALLY CHARGED WITH AND CONVICTED OF ILLICIT DRUG TRAFFICKING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
15. IMPLEMENT A SYSTEM TO ENABLE THE COUNTRY TO OBTAIN SYSTEMIZED INFORMATION ON THE NUMBER OF PUBLIC OFFICIALS FORMALLY CHARGED WITH AND CONVICTED OF CORRUPTION OFFENSES RELATED TO ILLICIT DRUG TRAFFICKING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.

B. Firearms, Ammunition, Explosives and other Related Materials

Responsibility for executing firearms, ammunition, explosives and other related control activities in Jamaica is divided among the agencies as follows:



Entities Responsible for the Control of Firearms

Responsibility	National Entity
Issuance of import and in-transit licenses and authorizations	Ministry of National Security, Jamaica Constabulary Force, Jamaica Trade Board.
Issuance of export licenses	Jamaica Constabulary Force, Jamaica Trade Board
Cancellation of licenses and authorizations	Ministry of National Security, Jamaica Constabulary Force, Firearms Licensing Authority
Confiscation or forfeiture of illicitly trafficked firearms or ammunition	Jamaica Constabulary Force
Information exchange within the country among relevant national entities	Jamaica Constabulary Force, Jamaica Defence Force
Information exchange with relevant national entities in other countries	Jamaica Constabulary Force

Entities Responsible for the Control of Ammunition

Responsibility	National Entity
Issuance of import and in-transit licenses and authorizations	Jamaica Constabulary Force, Ministry of National Security,
Issuance of export licenses	Jamaica Constabulary Force Firearms Licensing Authority
Cancellation of licenses and authorizations	Jamaica Constabulary Force & Ministry of National Security
Confiscation or forfeiture of illicitly trafficked firearms or ammunition	Jamaica Constabulary Force
Information exchange within the country among relevant national entities	Jamaica Constabulary Force
Information exchange with relevant national entities in other countries	Jamaica Constabulary Force

Entities Responsible for the Control of Explosives

Responsibility	National Entity
Issuance of import and in-transit licenses and authorizations	Ministry of Mining and Energy, Ministry of National Security
Issuance of export licenses	Ministry of Mining and Energy
Cancellation of licenses and authorizations	Ministry of Mining and Energy
Confiscation or forfeiture of illicitly trafficked firearms or ammunition	Jamaica Constabulary Force
Information exchange within the country among relevant national entities	Ministry of Mining and Energy
Information exchange with relevant national entities in other countries	Jamaica Constabulary Force, Ministry of Mining and Energy

**Entities Responsible for the Control of other Related Materials**

Responsibility	National Entity
Issuance of import and in-transit licenses and authorizations	Jamaica Constabulary Force, Trade Board
Issuance of export licenses	Jamaica Constabulary Force, Trade Board
Cancellation of licenses and authorizations	Jamaica Constabulary Force,
Confiscation or forfeiture of illicitly trafficked firearms or ammunition	Jamaica Constabulary Force
Information exchange within the country among relevant national entities	Jamaica Constabulary Force
Information exchange with relevant national entities in other countries	Jamaica Constabulary Force

The Firearms Act of 1967 criminalizes the illicit trafficking in and manufacture of firearms, ammunition, explosives and other related materials, and carries penal sanctions and fines.

The Act establishes administrative controls over the importation, exportation and in-transit movement of firearms and ammunition, and provides penal sanctions and fines for non-compliance. The Gunpowder and Explosives Act of 1925 establishes administrative controls over the importation, exportation and in-transit movement of explosives, and, with regard to import and export, provides penal sanctions and fines for non-compliance.

The Firearms Act requires that Jamaica issue the corresponding import or in-transit licenses for authorizations before permitting the entry of a shipment of firearms, ammunition, explosives and related materials.

The following table contains information for the years 2004–2006 on unauthorized shipments of firearms, ammunition, explosives and other related materials due to the non-issuance of import licenses or authorizations:

Unauthorized Shipments Due to Non-Issuance of Import Licenses

Year	Firearms Shipments	Ammunition Shipments	Explosives Shipments	Other Related Materials
2004	nil	2	16	nil
2005	nil	nil	nil	nil
2006	nil	3	nil	nil

In 2004, 576,000 ammunition and 53,018 explosives were not authorized for entry due to the lack of necessary import or in-transit licenses. For 2006, Jamaica reports that 22,750 pieces of ammunition were not authorized for the same reason.

The Firearms Act also requires that the importing country first issue the necessary licenses or authorizations before Jamaica issues an export license or authorization for shipments of firearms, ammunition, explosives and other related materials. In addition, this regulation provides that the in-transit country must issue the necessary authorizations before Jamaica will authorize the embarkation



of shipments of firearms, ammunition, explosives, and other related materials. The country reports that it is a transshipment point; it does not export firearms, ammunition or explosives.

The table below lists the quantities of firearms and ammunition confiscated by the Jamaican authorities in connection with arrests for illicit drug trafficking offenses for the years 2004–2006.

Firearms and Ammunition Confiscated in Relation to Arrests for Illicit Drug Trafficking

Year	Number of arrests	Quantity of Confiscated Firearms	Quantity of Confiscated Ammunition
2004	16,786	620	19,367
2005	15,746	683	7,815
2006	-	675	8,110

The country reports that it maintains a national computerized database of records of the importation, exportation and transit of firearms, ammunition, explosives and other related materials for five years.

The Jamaica Constabulary Force, the National Intelligence Bureau (NIB), INTERPOL and the Counter Narcotic & Major Crime Task Force (Kingfish) are the national entities responsible for the exchange of information, such as the recovery of firearms, and collaboration with agencies in other countries regarding the control of firearms, ammunition, explosives and other related materials.

CICAD notes the existence of a legal and institutional framework in Jamaica to control, regulate and prevent the diversion of firearms, ammunition, explosives and other related materials.

CICAD observes that Jamaica has a mechanism to exchange information with and facilitate collaboration among the national entities in the area of firearms, ammunition, explosives and other related materials.

C. Money laundering

Jamaica reports that the Money Laundering Act, 1996, and the Proceeds of Crime Act (PoCA), 2007, are the national laws that criminalize money laundering.

Money laundering is criminalized as an autonomous offense. A conviction for a predicate offense is not required in order to convict for money laundering.

The country reports that Illicit drug trafficking, trafficking in firearms, kidnapping, extortion, corruption, fraud, human trafficking, organ trafficking, prostitution, pornography, and terrorism and its financing have been deemed predicate offenses under the Money Laundering Act as well as the Trafficking in Persons Act of 2007.

In order to combat money laundering, Jamaica's common law authorizes undercover investigation. The use of informants and electronic surveillance is permitted under the Interception of Communications Act. Controlled deliveries, although not regulated by law per se, have been carried out administratively.



The Money Laundering Act and its Regulations provide for administrative controls over banks, offshore banks, currency exchanges, stock exchange and insurance companies, as part of Jamaica's regulated sector. The Act and its Regulations do not include casinos. Administrative controls do not exist in the real estate sector and among the professions of lawyers, notaries and accountants.

The Proceeds of Crime Act and Section 3 of the Proceeds of Crime (Money Laundering) Regulations require the disclosure of suspicious transactions and threshold transactions, respectively. These disclosures are required from businesses operating in the Regulated Sector.

The country reports the number of persons that were formally charged with and convicted of money laundering in 2004–2006:

Number of Persons Formally Charged with and Convicted of Money Laundering

	Persons Formally Charged	Number of Persons Convicted
2004	3	0
2005	2	1
2006	8	0

The Financial Intelligence Unit² (FIU) has responsibility for receiving, requesting, analyzing and reporting to competent authorities on transactions that may constitute money laundering. Jamaica's FIU does not have its own budget, and is therefore not autonomous, and falls under the authority of the Ministry of Finance and Planning.

The country reports that its FIU is not a member of the Egmont Group. Memoranda of Understanding (MOU) allowing for the exchange of information with FIU counterparts in other countries have not been signed between Jamaica and other countries.

The country reports that there is a system that tracks suspicious transaction reports and their outcomes, and provides the number of suspicious transaction reports received and investigated during the evaluation period:

Number of Suspicious Transaction Reports Received and Investigated, 2004–2006

Year	Number of Suspicious Transaction Reports Received	Number of Suspicious Transaction Reports Investigated
2004	231	12
2005	16,163	20
2006	37,032	25

The Proceeds of Crime Act makes provision for the use of Customer Information Orders, Disclosure Orders, Account Monitoring Orders and Search Warrants in conducting money laundering and

² The FIU can access information from financial institutions using Regulation of the Proceeds of Crime Act (Money Laundering Regulations) 2007, which states that a regulated business shall comply with such directions as may be given by the designated authority.



other investigations. Other legislation allows the FIU access to information from banks and other financial institutions through Court Orders and Ministerial Orders. The information requested would include names of account and significant transactions and transaction history, sources of withdrawals and deposits, and opening and ending balances.

In Jamaica, bank and financial records can be provided in money laundering cases and such documents can be requested in accordance with the country's existing laws, for purposes of investigation and indictment.

The number of money laundering cases, and bank and other financial documents obtained during the years 2004, 2005 and 2006 is provided by the country in the following table:

Bank and other Financial Documents Obtained, 2004–2006

Year	Number of Money Laundering Cases	Number of Requests for Bank or Other Financial Institution Documents	Number of Cases in which Bank Documents and Financial Records were Provided
2004	1	2	2
2005	1	9	9
2006	1	8	8

Jamaica reports that the Financial Investigation Division which falls under the authority of the Ministry of Finance and Planning, is the entity responsible for the management and/or disposition of assets seized and forfeited for offenses falling under the Proceeds of Crime Act. This entity has in place proper procedures and relevant manuals for the management and disposal of seized and forfeited assets.

The Financial Investigation Division has a budget of its own, which forms a part of the overall budget of the Ministry of Finance.

Value of Property Forfeited, 2004–2006

Year	Value of Property Forfeited
2004	US\$ 446,000.00
2005	US\$ 391,050.00
2006	US\$ 1,023,116.00

Money laundering is an extraditable offense in Jamaica with respect to other commonwealth countries and specifically those countries with which extradition treaties have been signed.

Jamaica's laws permit extradition of its nationals. The Office of the Director of Public Prosecutions has been identified as the central authority responsible for making and receiving extradition requests, as well as for making international cooperation requests to other countries with regard to freezing assets in money laundering cases. Provisions in Jamaica's extradition treaties facilitate requests to other countries for extradition in money laundering cases and for the freezing of assets.



CICAD notes the efforts made by Jamaica to strengthen the legal framework for the fight against money laundering with the adoption of new legislation in this matter. However, CICAD is concerned that the country's Financial Intelligence Unit is not yet a member of the Egmont Group.

CICAD is concerned that Jamaica did not take into account in its new legislation the need to expand administrative controls on non-designated businesses and professions.

RECOMMENDATION:

16. **EXPAND LEGISLATION IN ORDER TO INTRODUCE ADMINISTRATIVE CONTROLS ON NON-DESIGNATED BUSINESSES AND PROFESSIONS.**



V. CONCLUSIONS

In terms of Jamaica's drug control infrastructure, the approval of a national anti-drug plan, the identification of a single entity to coordinate, organize and compile drug-related statistics, as well as merging the responsibility for national policy for both demand and supply reduction under the National Council on Drug Abuse (NCDA), would produce a more robust institutional framework.

CICAD recognizes that the country has ratified most of the anti-drug related Inter-American and United Nations Conventions. The country, however, has not ratified the Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials (CIFTA), 1997, and the United Nations Convention against Corruption, 2003.

CICAD recognizes that Jamaica distributes information on prevention, treatment and rehabilitation programmes, but notes that the country does not have a budget to disseminate information related to the drug problem.

CICAD notes that during the period under evaluation, Jamaica has undertaken prevention activities targeting key populations such as school children, universities, students and adults.

Despite some deficiencies, drug treatment services are being delivered on a national scale to both genders as well as to children and adolescents. Jamaica is encouraged to continue in these outreach efforts.

CICAD acknowledges that Jamaica has conducted surveys in order to estimate prevalence and incidence of drug use among the school population and determine the average age of first use, and encourages the country to conduct a study on the magnitude of drug use among the general population.

CICAD expresses concerns over the absence of a plan to prevent illicit marijuana cultivation or to implement development activities or programmes in these areas.

CICAD notes that Jamaica has a mechanism in place to control the diversion of pharmaceutical products. However, CICAD notes that this mechanism should be improved in order to compile information on administrative and regulatory activities in connection with these products.

CICAD acknowledges the efforts that the country has made regarding initiatives aimed at determining its effectiveness in preventing the diversion of controlled chemical substances used for the illicit manufacture of drugs. However, CICAD notes the lack of an automated information management system to facilitate the secure and efficient handling of information on the control of the diversion of chemical substances.

CICAD notes the efforts made by Jamaica in the fight against illicit drug trafficking during the period under evaluation.

CICAD notes the existence of a legal and institutional framework in Jamaica to control and regulate firearms, ammunition, explosives and other related materials.

Jamaica's anti-money laundering capability is being improved with the adoption of new legislation related to proceeds of crime. Admission to the Egmont group would further strengthen this capability.

CICAD acknowledges Jamaica's participation in the MEM process.



VI. LIST OF RECOMMENDATIONS

The following recommendations are assigned to Jamaica in order to assist the country in strengthening its policies to combat the problem of drugs and related activities and increase multilateral cooperation in the Hemisphere:

INSTITUTIONAL STRENGTHENING

1. APPROVE THE NATIONAL ANTI-DRUG PLAN, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
2. RATIFY THE INTER-AMERICAN CONVENTION AGAINST ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS (CIFTA), 1997, A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.
3. RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.
4. DESIGNATE AN INSTITUTION TO CENTRALIZE, ORGANIZE AND COMPILE ALL DRUG RELATED STATISTICS.

DEMAND REDUCTION

5. IMPLEMENT PREVENTION PROGRAMMES TARGETING PRISON POPULATION SECTORS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
6. EXPAND PREVENTION PROGRAMMES TARGETING SECONDARY SCHOOL STUDENTS.
7. ESTABLISH MINIMUM STANDARDS OF CARE FOR DRUG ABUSE TREATMENT, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.
8. CONDUCT A STUDY OF THE MAGNITUDE OF DRUG USE AMONG THE GENERAL POPULATION.

SUPPLY REDUCTION

9. IMPLEMENT A MECHANISM TO ENABLE THE COUNTRY TO COLLECT SYSTEMATIC INFORMATION ON ILLICIT CROP CULTIVATION AREAS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
10. CONDUCT A STUDY TO ESTABLISH THE APPROPRIATE DEVELOPMENT ACTIVITIES OR PROGRAMMES TO IMPROVE THE ECONOMIC OPPORTUNITIES AND LIVING CONDITIONS OF INHABITANTS IN AREAS OF EXISTING OR POTENTIAL ILLICIT CROP CULTIVATION, DRUG PRODUCTION OR DRUG TRAFFICKING.
11. DEVELOP AND IMPLEMENT AN INFORMATION SYSTEM ENABLING THE COMPILATION OF DATA ON ADMINISTRATIVE AND REGULATORY ACTIVITIES, AND SANCTIONS IMPOSED IN CONNECTION WITH THE DIVERSION OF PHARMACEUTICAL PRODUCTS.
12. CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET, WHICH WILL ENABLE THE COUNTRY TO IDENTIFY ITS REGULATORY AND OPERATIVE NEEDS.



13. IMPLEMENT AN AUTOMATED INFORMATION MANAGEMENT SYSTEM TO FACILITATE THE SECURE AND EFFICIENT HANDLING OF INFORMATION ON THE CONTROL OF THE DIVERSION OF CHEMICAL SUBSTANCES.

CONTROL MEASURES

14. IMPLEMENT A SYSTEM TO ENABLE THE COUNTRY TO OBTAIN SYSTEMIZED INFORMATION ON THE NUMBER OF PUBLIC OFFICIALS FORMALLY CHARGED WITH AND CONVICTED OF ILLICIT DRUG TRAFFICKING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
15. IMPLEMENT A SYSTEM TO ENABLE THE COUNTRY TO OBTAIN SYSTEMIZED INFORMATION ON THE NUMBER OF PUBLIC OFFICIALS FORMALLY CHARGED WITH AND CONVICTED OF CORRUPTION OFFENSES RELATED TO ILLICIT DRUG TRAFFICKING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
16. EXPAND LEGISLATION IN ORDER TO INTRODUCE ADMINISTRATIVE CONTROLS ON NON-DESIGNATED BUSINESSES AND PROFESSIONS.









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