

Multilateral
Evaluation
Mechanism
MEM

Jamaica

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

Inter-American Drug Abuse Control Commission – **CICAD**

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1999
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Organización de los Estados Americanos – OEA
Comisión Interamericana para el Control del Abuso de Drogas – CICAD

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

Organização dos Estados Americanos – OEA
Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA
Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

NATIONAL ANTI-DRUG STRATEGY

Jamaica has a National Anti-Drug Plan, approved by the Cabinet in 1997 and in effect from 1997-2002, that covers the areas of supply reduction, demand reduction, control measures, institutional framework and has a budget, which is for demand reduction only. The anti-drug plan does not cover an evaluation system nor does it include mention either of the legal or administrative basis of the plan.

The National Council on Drug Abuse (NCDCA) co-ordinates demand reduction and an information centre, but the Ministry of National Security and Justice coordinates supply reduction and control measures. The budget for the NCDCA forms part of the budget of the Ministry of Health.

The country has ratified the United Nations Conventions of 1961, 1971 and 1988, but has not ratified the Inter-American Convention Against Corruption or the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials. Additionally, it has not signed the Inter-American Convention on Mutual Assistance in Criminal Matters.

National laws and regulations with respect to money laundering and chemical substances are in accord with CICAD Model Regulations. Enabling legislation with respect to the Inter-American Convention Against Corruption was withdrawn from parliament in 1999 and is to be retabled with amendments. Legislation is being drafted regarding the Inter-American convention Against the Illicit Manufacturing of and trafficking in Firearms, Ammunition, Explosives and Other Related Materials.

An integrated system for the collection and maintenance of statistics and documents is in place and there is also a separate collection of documents and statistics on demand reduction, supply reduction and control measures. It does not maintain documents or statistics on the societal impact of illicit drugs.

Recommendations

1. Ratify the Inter-American Convention Against Corruption and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials.
2. Sign and ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.
3. Develop an evaluation system for the Anti-Drug Plan.
4. Develop and apply an integrated system for maintaining documents or statistics on the societal impact of illicit drugs.

DEMAND REDUCTION

Jamaica's drug strategy addresses demand reduction on many fronts. It has established prevention and treatment programs that attempt to address the cause rather than symptoms of the problem by involving the community and local groups. The National Demand Reduction Strategy incorporates a national system of drug abuse prevention programs that targets portions of the key populations. These programs reach approximately 70% of school children, 50% of community leaders and prison officers and 25% of prisoners. "Drugs in the workplace" programs are available in both the public and private sectors.

The country adopted the United Nations Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action.

There are guidelines on minimum standards of care for drug treatment programs. There are drug treatment and rehabilitation programs in all the four areas indicated: early detection and outreach; treatment; rehabilitation; and social reintegration and aftercare. Professional specialized training in drug abuse prevention and treatment is available.

No regular surveys of drug use in the general population exist, but some are planned for 2000. However, there were two comparative studies in 1987 and 1997, utilizing the student population as the sample population.

The country reports two important conclusions from a study with regard to the "gateway" theory. The first conclusion is that the earlier Jamaican adolescents start using cigarettes, alcohol and marijuana, the greater the likelihood that they will use illicit drugs. Also, the more frequently they use cigarettes and alcohol, the greater the likelihood that they will use other illicit drugs.

Research on prevention and drug use has been conducted, but there has not been any evaluation of drug abuse prevention programs. In terms of average age of first use for any illicit drug, the range was from 14 years for Cannabis to 20 years for Benzodiazepines.

Data are not available to determine the annual incidence of new drug users in Jamaica. Although there was a positive response regarding the completion of studies to evaluate treatment and rehabilitation programs, it was indicated that studies have been commissioned which would include three other regional countries. NCDA is executing a European Union funded project, a component part of which will involve impact evaluation of various treatment programs.

Recommendations

1. Evaluate existing prevention programs.
2. Continue the expansion of prevention programs to cover key populations.
3. Implement an ongoing system to measure the incidence and prevalence of drug use in the general population.

SUPPLY REDUCTION

There is illicit cultivation of cannabis in Jamaica. There was manual eradication of cannabis, by burning, conducted by the Jamaica Defence Force and the Narcotics Division, eradicating a total of 894.11 hectares. In 1997 and 1998 Jamaica stated that 743.47 and 691.96 hectares of cannabis cultivation were destroyed respectively. Two laboratories that processed hashish oil were destroyed during the year under review.

The Standards Regulation Branch of the Ministry of Health is responsible for controlling pharmaceutical products. The National Firearms and Drugs Intelligence Centre controls chemical substances. Jamaica estimates annually licit needs for each type of substance and keeps a register of professionals in charge of handling pharmaceutical products.

The Ministry of National Security and Justice and the Customs Department cooperate to exchange operational information at the national level. At the international level the National Firearms and Drugs Intelligence Centre, "The Central Authority", exchanges information on controlled chemical substances and is responsible for the law enforcement aspects of the control of precursor chemicals.

Administrative, civil and criminal sanctions apply only to controlled chemical substances. However, because the legal provisions regulating them were only recently enacted, no sanction has yet been applied.

Regarding international transactions, the country did not report application of the prior notification mechanism due to the recent formulation of the Law on Precursors.

Recommendations

1. Develop a system to determine the potential production and area under illicit cultivation.
2. Take the necessary steps to establish a mechanism for national and international information exchanges on controlled chemical substances and pharmaceuticals.

CONTROL MEASURES

Jamaica has requisite law enforcement, judicial and administrative agencies specifically responsible for investigating, controlling and/or eliminating illicit drug trafficking. The law enforcement agencies are: The Jamaica Constabulary Force (Police), the Jamaica Defence Force, Coast Guard and Jamaica Customs. The Office of the Director of Public Prosecutions performs the judicial role and the Ministry of National Security and Justice and the Ministry of Health (Pharmaceutical Division) are the administrative agencies.

The country has a mechanism in place for effecting coordination, cooperation and timely exchanges of information among national authorities. The Joint Anti-Narcotics Intelligence Coordinating Committee (*JANICC*) performs this function. There is also a centralized agency for effecting coordination, cooperation and timely exchanges of information between countries in accordance with international agreements. This agency is called the National Firearm and Drug Intelligence Centre.

Regarding the number of drug seizure operations conducted during the year under review, Jamaica reported 2,125 drug seizure operations related to illicit drugs and provided the following data on types of drugs and quantities seized:

	Quantity Kgs.	Grams	Purity
Cocaine Salts	2,455	340	95 %
Cannabis plants	33,487	420	
Leaf Cannabis (grass)	56,224	490	
Cannabis Resin (hashish)	61	450	
Hashish Oil (liquid cannabis)	371	490	
Cannabis Seed	452	630	
Others (specify) Crack	3,543 pieces		

Data were provided on the number of persons arrested, charged and convicted for illicit drug trafficking by offence.

Type of offence	Number of persons arrested	Number of persons charged	Number of persons convicted	Relative to the populations of the country (rate per 100.000 inhab.)
Trafficking, dealing in and attempting to export	2,800	2,800	2,389	108.69

The country did not provide data on the number of requests made and replies received for international cooperation to investigate and prosecute drug trafficking during the year under review.

Jamaica has national laws and/or regulations that authorize the freezing or seizure, confiscation and forfeiture of firearms, ammunition, explosives and other related materials and has criminalized and established control measures for the manufacture of and trafficking of those materials. There is a mechanism that maintains a record by dates, classification-description and numbers of the aforementioned items. Mechanisms exist that facilitate inter-agency coordination and information exchange at the national level. There is no mechanism in place to ensure that importing or in-transit countries have issued the necessary licenses or authorizations before authorizing the release for export of shipment of firearms, ammunition, explosives and other related materials.

The country did not provide data on the number of persons charged and convicted for illicit manufacturing and trafficking of firearms, ammunition, explosives and other related materials. In addition, data were not provided on the number of seizure operations or on the number of firearms, ammunition, explosives and other related materials. The country indicated that it identifies the origin and routing employed in the diversion of the aforementioned items.

The country provided data with respect to the number of requests made and replies to those requests for international cooperation to investigate and prosecute the production and trafficking of firearms, ammunition, explosives and related materials.

National laws and/or regulations exist that criminalize money laundering and provide controls at the administrative level to prevent money laundering. There are national laws that authorize the freezing or seizure of assets related to money laundering. There is also a central agency, the Financial Analysis Unit of the Office of the Director of Public Prosecutions, for receiving, requesting, analysing and disseminating to competent authorities, disclosures of information relating to financial transactions and that allows for the exchange of operational collaboration among national authorities and other countries. In Jamaica, there are laws and regulations requiring financial institutions and others responsible to report suspicious or unusual transactions and to comply with other control measures. There is also a mechanism for the management and/or disposition of assets seized and/or forfeited from illicit drug trafficking.

With respect to the number of persons convicted, the country indicated that the persons charged with money-laundering offences during 1999 are being processed through the courts. The country indicated that there were no judicial or administrative sanctions levied against financial institutions and others responsible for failure to report suspicious transactions. In 1999 there were no judicial sanctions applied to financial institutions and others responsible due to failure to comply with other money-laundering control measures. With respect to administrative sanctions applied against financial institutions and others responsible, the country responded "not applicable".

There were no requests for international cooperation to investigate and prosecute money laundering.

Recommendations

1. Establish a mechanism or authority that ensures that importing or in-transit countries have issued the corresponding licenses or authorizations before permitting the release for export of firearms, ammunition, explosives and other related materials.
2. Establish a system to collect data on the number of seizure operations of firearms, ammunition, explosives and other related materials.
3. Establish a system to collect information on the number of persons charged and convicted for the illicit manufacturing and trafficking of firearms, ammunition, explosives and other related materials.

HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

Estimating the human, social and economic cost of the drug problem in all of its manifestations constitutes a complex process and the country's effort to fulfil the requirement of this indicator is acknowledged. This information is relevant to each country's understanding of the magnitude of the drug problem. This would enable each country to appreciate the direct and indirect cost in proportion to their Gross National Product or national annual budget. Because many countries have difficulty in providing these estimates, CICAD is proposing a hemisphere-wide program involving training and technical assistance, which should assist the country in its effort in confronting the drug problem and fulfilling this indicator's requirements.

Recommendation

1. Continue to develop the capacity to estimate the human, social and economic cost of the drug problem.

SUMMARY OF RECOMMENDATIONS

CICAD recommends that Jamaica's anti-drug efforts be strengthened by addressing the following:

1. Ratify the Inter-American Convention Against Corruption and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials.
2. Sign and ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.
3. Develop an evaluation system for the Anti-Drug Plan.
4. Develop and apply an integrated system for maintaining documents or statistics on the societal impact of illicit drugs.
5. Evaluate existing prevention programs.
6. Continue the expansion of prevention programs to cover key populations.
7. Implement an ongoing system to measure the incidence and prevalence of drug use in the general population.
8. Develop a system to determine the potential production and area under illicit cultivation.
9. Take the necessary steps to establish a mechanism for national and international information exchanges on controlled chemical substances and pharmaceuticals.
10. Establish a mechanism or authority that ensures that importing or in-transit countries have issued the corresponding licenses or authorizations before permitting the release for export of firearms, ammunition, explosives and other related materials.
11. Establish a system to collect data on the number of seizure operations of firearms, ammunition, explosives and other related materials.
12. Establish a system to collect information on the number of persons charged and convicted for the illicit manufacturing and trafficking of firearms, ammunition, explosives and other related materials.
13. Continue to develop the capacity to estimate the human, social and economic cost of the drug problem.