GOVERNMENT OF JAMAICA

National Security Policy for Jamaica

Towards a Secure & Prosperous Nation

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Executive Summary

1. Security is a public good to be delivered by the State through its agents and institutions. The **vision** of the Government of Jamaica for national security is to establish a safe and secure environment in which it can focus on achieving a prosperous, democratic, peaceful, just and dynamic society which upholds the fulfillment of human rights, dignity for all, and build continual social progress based on shared values and principles of partnership**.** In essence, the **vision** is for all Jamaicans to enjoy a better quality of life and realise their full potential.

2. National security issues greatly affect the nation's chances of achieving its social and economic goals, including ensuring human security for its people. These issues also have local, regional and international dimensions. Jamaica competes in a global economy that demands that our goods and services be internationally competitive. Open trading practices must be embraced and the smooth transit of goods and movement of persons facilitated through our ports.

3. The trading systems are at risk from illicit movement and proliferation of small arms and light weapons. The trafficking of arms and ammunition is also known to be an integral element of the illegal drug trade. This is of particular concern, because it has a direct bearing on the level of violence and crimes involving assault and, a parallel system of enforcement based upon the use of unlawful force has developed to protect the lucrative gains from these illegal activities. Not only has the level of violent crime increased over time, but the pattern has also changed and a higher degree of organisation and coordination has emerged.

4. Over the decades, the police-community relationship has broken down and an unhealthy mutual distrust prevails, with the frequent cry of "we want justice" coming from citizens. The increased frequency of mob killings is indicative of the worrying lack of trust or confidence in our justice system and respect for the law.

5. The country is also grappling with an extremely high homicide rate. These homicides are concentrated in known areas, but the phenomenon of murderous conflicts is robbing Jamaica of thousands of citizens in their prime. The continuous growth in the number of violent incidents causes many Jamaicans at home to live in fear, and influences those in the Diaspora to abandon their dream of resettling on the 'rock'. It is now conceded that Jamaica has spawned a culture of violence in its most negative form, which is abhorrent to its values and stands in the way of every kind of social progress. These developments and the breakdown of social mores have led to a widespread disrespect for the Rule of Law and the value of human life.

6. Essentially, threats to Jamaica include those relating to crime, terrorism, military and paramilitary concerns, disasters and unsustainable loss of natural resources, and socio-economic issues. Following a careful analysis of the many threats to national

security and their associated vulnerabilities, it was determined that there are 15 key capabilities that are required to counter or mitigate the country's exposure to these threats. These are the capacity to:

- Control entry and exit through ports of entry and coastline/land of Jamaica
- Monitor, regulate and control use of Jamaica's airspace, coastal waters and exclusive economic zone (EEZ)
- Ensure an effective justice system
- Prevent crime (including armed groups and insurgents)
- Counter corruption to ensure public ownership of and confidence in the justice system
- Regulate and control arms
- Dismantle organised criminal networks
- Gather, assess and use effective intelligence (major cross-cutting priority)
- Plan to limit vulnerability and respond effectively to disasters and unsustainable degradation of resources
- Maintain a stable and healthy economy
- Address social and economic causal factors of alienation and crime
- Implement public education programmes (important overall cross-cutting issue)
- Ensure adequate healthcare and education
- Influence regional and international policies and activities (important cross-cutting priority)
- Deter, counter or defeat 'traditional military threats'

7. Many initiatives have been developed to deal with the scourge of crime and violence with varying degrees of success; but there is now full recognition that national security encompasses much more than concerns about crime and violence, as critical as these are.

8. National security may be described as the measures taken by a State to ensure the survival, security and protection of its interests. In the Jamaican context, national security takes on a broader meaning beyond military defence from external threats. It

encompasses civil defence measures, including emergency preparedness, and the maintenance of law and order internally, through the police and other arms of the justice system. The security of individuals and communities is of similarly high priority.

9. The current challenging security environment locally, coupled with the threat of international terrorism, results in a blurring of traditional agency boundaries with many entities now recognising that they have a role to play in promoting national security. Hence, there is a need to enhance coordination and cooperation among the different ministries and national security agencies.

10. The National Security Policy (NSP) cohesively integrates the country's major security policies, goals, responsibilities and actions into an overall master strategy for the fulfillment of the vision for national security for Jamaica. The NSP outlines the combined use of the political, economic, social, informational and security instruments of national power and influence, including the military. It clarifies the institutional framework within which the armed forces and civil institutions of the State will coordinate their activities to create an integrated and cohesive national security network to safeguard national interests. It also prescribes the complementary roles and responsibilities of the public and private sectors, as well as civil society, in supporting national security.

11. All Jamaicans must play a part in safeguarding the country's national security. Certainly, the JDF and JCF have critical roles to play that are central to the effective implementation of the NSP. Notwithstanding, all Government ministries, departments and agencies (MDAs) need to critically examine their directives and conduct their own internal assessment of the implications of their roles and structures.

12. Individual citizens, the private sector and members of civil society groups are invited to join in this process of transformation and take the necessary steps to contribute to the achievement of the national security goals.

13. The NSP approaches this bold process of transformation in a three-fold way, as it requires the transformation first of attitudes, then processes and systems and finally practices.

14. The NSP aims to TRANSFORM ATTITUDES to promote security awareness and zero tolerance. National security is everyone's business! National security must have first priority and promote a culture of zero tolerance for disorderly, violent, corrupt and criminal conduct.

15. The NSP aims to TRANSFORM PROCESSES to achieve unity of effort. Existing mechanisms need to be developed and strengthened to encourage cooperation and collaboration for multi-agency security efforts locally and with international partners.

16. The NSP aims to TRANSFORM PRACTICES for greater effectiveness and efficiency. Capacity needs to be built and strengthened in all areas of need and the sustained provision of appropriate and affordable resources ensured.

17. The NSP has identified eight Strategic Security Goals to effectively address the challenges currently facing the nation. The goals are to:

a. Reduce violent crime and dismantle organised criminal networks

b. Strengthen the justice system and promote respect for the rule of law

c. Protect Jamaica from terrorism

d. Protect and control Jamaica's territory

e. Strengthen the integrity of the institutions of democratic government

f. Increase Jamaica's contribution to regional and international security initiatives

g. Provide the environment for a stable economy and an effective delivery of social services

h. 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.

18. An Action Plan has been developed to enhance Jamaica's capacity to achieve each of the Strategic Security Goals. The Plan outlines the specific capabilities, objectives and actions required by named Ministries, Departments and Agencies which contribute significantly to security within given timeframes. As a priority, there are five Special Security Initiatives, which are areas of the NSP, which particularly require concerted, coordinated and immediate action. They underpin the thrust of the NSP in establishing the notion that national security is everyone's business. These are:

a. Strengthening of the country's national intelligence system

b. Conducting strategic reviews of critical national security bodies and accelerating modernisation efforts

c. Establishing a national task force to strengthen the overall effectiveness of Jamaica's justice system and to review and strengthen Jamaican laws and the law-making processes

d. Enhancing programmes to promote community safety and security

e. Promoting a National Strategic Communications Programme to enhance public information and awareness, solidarity, engagement and support relating to the implementation of the NSP and promotion of national and human security.

19. The National Security Council (NSC) chaired by the Prime Minister will be responsible for the implementation of the NSP. The NSC will report to Cabinet, and Cabinet to Parliament, for public accountability.

20. A National Security Strategy Implementation Unit (NSSIU) will undertake the day-to-day coordination and drive the transformation process on behalf of the NSC and Cabinet. However, these Government mechanisms alone, will not lead to the transformation in Jamaica that citizens desire.

21. Funding priorities are mentioned, but the development of detailed security-related budgets remains the responsibility of the implementing bodies as they incorporate security projects into their annual corporate plans, and ensure that they are implemented through the performance management system.

22. Stronger partnerships must be developed between citizens, the private sector, civil society and all Government organisations involved in delivering security services. Every member of the public has a key role to play in helping to make Jamaica a safer and more secure place to live, visit and enjoy. This requires greater public involvement and support of law enforcement and justice activities and increased police accountability toward a relationship that is more directly responsive to the citizens.

23. The underlying message of the NSP is that national security is everyone's business; and everyone must get involved.

A VISION FOR NATIONAL SECURITY FOR JAMAICA

Jamaica aims to establish a safe and secure environment
in which it can focus on achieving a prosperous,
democratic, peaceful, just and dynamic society which upholds
the fulfillment of human rights, dignity for all persons,
and builds continual social progress based on
shared values and principles of partnership.
It aims to provide an environment in which Jamaicans
can experience freedom and the other
benefits guaranteed by the Constitution.

CHAPTER ONE: – STRATEGIC ENVIRONMENTAL ANALYSIS

- Introduction
- Setting the context
- The impact of international geo-politics
- The global economy
- Transnational & organised crime
- Domestic political maturity and human, social and economic development
- Global environmental hazards and disasters
- Summary of Jamaica's security concerns

Introduction

1.1 In keeping with its vision for national security, Jamaica aims to establish a safe and secure environment in which the country can focus on achieving a prosperous, democratic, peaceful, just and dynamic society that will uphold the fulfillment of human rights, dignity for all, and build continual social progress based on shared values and principles of partnership.

1.2 National security embraces all of the measures taken by a State to ensure survival, security and protection of its interests. Sometimes national security is considered to be synonymous with defence from external threats, but in the Jamaican context, national security includes the maintenance of armed forces, the provision of human security, civil defence measures and emergency preparedness, creation of resilience in national infrastructure, maintenance of intelligence services to detect and deter threats, protection of sensitive information, and maintenance of law and order.

1.3 In the Jamaican context, enhancing human and community security is a vital element in national security policies and actions. It is a priority to prevent and reduce insecurity from crime and violence, and to enable all citizens to live in an environment in which they are free from fear and want.

1.4 The National Security Policy (NSP) seeks to integrate the country's major security policies, goals, responsibilities and actions into a cohesive whole, "to provide an environment in which Jamaicans experience freedom and the other benefits guaranteed by the Constitution." The aim is for all Jamaicans to realise their full potential and enjoy a better quality of life. This NSP is an overall master plan for the fulfillment of the vision for Jamaica through the combined use of political, economic, social, informational and security instruments of national power. It clarifies the institutional framework within which the armed forces, law enforcement and civil institutions of the State will coordinate their activities to create an integrated and cohesive national security network to safeguard Jamaica's national interests, as well as to prescribe the complementary roles and responsibilities of citizens and civic groups in supporting national security. Government ministries, departments and agencies (MDAs) identified as having a part to

play in Jamaica's national security will embrace this NSP, critically examine its directives and conduct their own internal assessment of its implications on their roles and structures. Likewise, individual citizens and members of civil society groups must examine themselves and everyone concerned must take the necessary actions to contribute to the achievement of the national security goals. The methodology used, and stakeholders involved in its development, are shown in Annex A.

Setting the context

1.5 Having attained political independence, the task of succeeding generations was to 'secure economic independence' as perceived by the Right Excellent Norman Manley. The changes in the new global economy have caused that vision to be adjusted to reflect economic inter-dependence. National achievements over the four decades of independence are to be consolidated and appropriate measures instituted to protect them.

1.6 Policies intended to defend and protect the national interest, Jamaican values, and what is noble in the Jamaican way of life have to be formulated within the context of the reality of both internal and external environments. This strategic environmental analysis must take into account not only the state of human, social and economic development in the country, but also the impact of international geo-politics, the global economy, trans-national organized crime, and global environmental hazards.

1.7 The purpose of this analysis is to synthesize those things that need to be protected from the vagaries of the environment. It will confirm what ought to be held up as strategic security goals and identify the sources of the principal threats. In subsequent chapters, detailed examination of the threats and gaps in the capacity of the State to neutralize them will unearth the areas in which the State may be considered vulnerable. The reality of resource constraints demands optimization in task organisation, resource allocation and coordination. The NSP articulates how Government intends to employ the instruments at its disposal to fulfill what is its most important role of protecting and ensuring the safety of its citizens, and also how Jamaica will continue to meet its obligations of being a responsible member of the international community. Jamaicans at home and in the Diaspora desire a homeland which is characterised by the rule of law, where the sanctity of life is treasured and residents and visitors are able to enjoy the fruits of their legitimate endeavours without undue exposure to hostile foreign interests, human greed, and mal-administration by the State and unmitigated environmental hazards.

Jamaica places high value on:

- A peaceful and mutually respectful society where individuals are safe and able to exercise their rights and freedoms responsibly;
- A strong, diverse and stable domestic economy;
- The democratic ideal in its system of governance;

- Harmonious international relations; and
- Its natural resources, physical beauty and the cultural heritage that is distinctively and authentic Jamaican.

The impact of international geo-politics

1.8 Jamaica is faced with the reality of being a small, developing island State, positioned on the 'third border' of the world's most powerful nation and largest economy. Once a centre of world trade, Jamaica with its excellent seaports and hub for air traffic, retains strategic importance for trans-Atlantic trade, and is a vital link between South and North America. Jamaica has maintained a significant influence relative to its size, in international discourses on issues such as the International Economic Order, the Law of the Sea, the struggle against racism, and poverty. Jamaican culture and varied artistic forms, its language, sporting prowess, and cuisine have established the Jamaican Brand internationally. Within CARICOM, Jamaica has often been called on to offer leadership in negotiations on behalf of the group and in the arena of combined peace-keeping operations involving the armed forces of member States.

Implications for National Security

- Jamaica is in a position to capitalise on areas of mutual security interests shared with our traditional partners, CARICOM, Canada, United Kingdom and the United States of America, and with our new partners in the wider Americas.

- It is in the national interest to maintain a strong lobby on security, anti-terrorism and defence matters with decision makers in Washington, Ottawa and London, and in other areas of mutual security interests.

- The country's air and seaports are strategic national assets which must be kept operating at all costs. Redundant capabilities therefore have to be provided to sustain passenger and cargo flows. The use of these facilities for the transit of contraband and the movement of terrorists must be denied.

- Jamaica should be prepared to continue to provide leadership within CARICOM on defence and peace-keeping initiatives and security cooperation.

The global economy

1.9 Jamaica competes within a global economy, which demands that our goods and services are internationally competitive. Jamaica must also embrace open trading practices and facilitate the smooth transit of goods and persons through its ports. The demand for primary products has been steadily declining, and so too, the value of low

skill and unskilled labour. While there has been significant tightening of immigration policies by our neighbours, attractive opportunities for the professional and highly skilled segments of the labour force, have grown. This has contributed to a 'brain drain' with adverse effects on the nation's health, and educational sectors, as well as managerial competency. Major conflicts in oil-producing countries have influenced significant upward movement in the price of oil from which Jamaica has not escaped despite favourable agreements with our main suppliers.

1.10 The impact of regional economic arrangements, such as the Caribbean Single Market and Economy (CSME) that permits the freer movement of CARICOM nationals will introduce new challenges.

Implications for National Security

- Jamaica's alliances with its primary suppliers of oil, capital goods and basic commodities such as food, are of strategic importance and should be broadened and protected.

- The integrity of our exports must be protected from contamination by contraband.

- Jamaica may seek to take advantage of the international demand for competent security personnel, or teams, for United Nations peace-keeping and other duties by having available trained personnel who are a part of the regular security apparatus.

- The country's border control concerns will be impacted by the need to balance security with freer movement.

Transnational & organised crime

1.11 The growth in free trade and the dynamics of information technology have made it easier for organised criminal networks to extend their reach across borders. Communication links for the movement of commodities and financial networks of international commerce also facilitate the movement of contraband and money laundering. Drug syndicates involved in the transnational trade between drug producers from South America and drug-consuming countries of North America and Europe, seek out intermediaries and facilitators where security systems for their detection and prosecution are weak or corruptible.

Implications for National Security

- Jamaica must be transformed into a hard target for drug syndicates in both its practical capabilities and its image, by establishing appropriate counter-

measures and by developing the means to prevent penetration by transnational criminal networks, and the perpetration by Jamaican nationals with links to criminal networks abroad.

- Jamaica must become the most difficult zone for the transit of narcotics and the proceeds of crime.

Domestic political maturity and human, social and economic development

1.12 There has been some convergence on the part of the major political parties, but the legacy of the period of sharp ideological differences still lingers among party loyalists. Enclaves of dominant one-party loyalty remain, although internal cohesion has weakened significantly, leading to fragmented communities with informal power centres that are in frequent conflict and are not accountable to traditional authority.

1.13 Social progress has been retarded in many poor urban communities that are characterised by squalor, high levels of poverty, unemployment, illiteracy, corner crews, dominant gangs, easily accessible firearms and ammunition, fatherless children, and the inconsistent delivery of public services. Over the decades, the police-community relationship has broken down and an unhealthy mutual distrust prevails, with the frequent cry of "we want justice" from residents. The unstable and often violent environment in these communities has been hostile to formal commercial activity, and the more progressive young people with the potential to offer constructive leadership tend to relocate at the earliest opportunity.

1.14 Notwithstanding the concentration in some known pockets, the phenomenon of murderous conflicts is robbing Jamaica of thousands of citizens in their prime. The continuous growth in incidents of violence causes the majority of Jamaicans at home to live in fear, and many of those of the Diaspora to abandon the dream of resettling on the 'rock'. It is now conceded that Jamaica has spawned a culture of violence in its most negative form, which is contrary to our values and stands in the way of every kind of social progress.

Implication for National Security

- It is vital to the survival of Jamaica that the phenomenon of murderous conflicts is stopped and that communities are liberated from the dominance of violent, armed gangs.

Global environmental hazards and disasters

1.15 The effects of global warming and other phenomena that could lead to rising sea levels do not escape the island of Jamaica. The Caribbean is one of the few regions with active volcanoes and although tsunamis may be rare, the region is not immune to them. Climate change could significantly affect rainfall patterns impacting agricultural

production and food security. Hurricanes have been impacting the region with increased regularity and intensity and even when spared direct hits, Jamaica can occasionally expect severe effects from these systems.

1.16 A satisfactory solution for nuclear waste disposal in this region is still being sought. In the meantime, shipments of nuclear wastes may transit the region, and without the capacity to detect this; Jamaica could become exposed to potential threats associated with the transportation of these hazardous substances.

Implications for National Security

- The scientific community in Jamaica must be challenged to keep the State informed as to the real and potential dangers as they develop and also to propose appropriate mitigating measures.

- Jamaica must remain engaged with international organisations with an interest and capacity to track the movement of hazardous materials.

- Zoning regulations have to be publicised and enforced to protect the population from the effects of natural and man- made disasters.

Summary of Jamaica's security concerns

1.17 In the context of the current strategic environment, national security concerns are centred on several themes, which will lead to the identification of Strategic Security Goals (SSGs). The themes are summarised below:

- How does the State stop murderous conflicts, protect its key assets and reassure the populace?

- How does the State prevent transnational criminal syndicates and terrorists from using its land, air and sea space to facilitate their activities?

- How does the State eliminate from the social and business environments, the extraneous factors that negatively impact quality of life and normal market forces?

- How should Jamaica's exposure to disasters be mitigated, and its natural resources better protected?

- How much more should Jamaica capitalise on mutual security interests with international partners and continue to offer within the region, leadership on defence, security and peace-keeping matters?

- How best should the State organise, equip and utilise its security apparatus for greater effectiveness?

A detailed examination of the more significant threats existing in the environment is presented in the next chapter.

CHAPTER TWO: – THREATS TO JAMAICA'S NATIONAL SECURITY

- **Crime**
- **Terrorism**
- **Military and Paramilitary**
- **Disasters & unsustainable loss of natural resources**
- **Socio-economic threats**
- **Key capabilities**

2.1 Threats to national security greatly affect Jamaica's chances of achieving its social and economic goals. These threats have local, regional and INTERNATIONAL implications.

2.2 Of critical importance is the country's vulnerability to these threats. The lack of structured and coordinated intelligence by the various law enforcement arms of the State leaves an unacceptable gap in the defence of law and order, which is exploited by those who do not share in the national interest.

Threats relating to crime

The Rule of Law is at risk of collapsing

2.3 The level of crime has increased over the years and consequently the pattern of criminal activities reflects a greater degree of organisation and coordination. The situation has worsened by what appears to be an increased tolerance of crime and criminals within the wider society.

2.4 It should be noted that many define social status by the amount of wealth that one possesses. However, very little thought is given to the source of wealth. To gain wealth and social status by any means has propelled persons into illegal activities, which are usually financially rewarding.

2.5 In order to protect the gains from these illegal activities, an accompanying system of enforcement has developed whereby extreme force is used to protect turf, routes and profits as well as to ensure loyalty.

2.6 These developments and the breakdown of social norms have led to a widespread disrespect for the Rule of Law and the value of human life. The extremely high homicide rate, which the country is experiencing, has to be viewed in this context.

2.7 A generally violent environment along with a justice system, which works slowly, causes two things: (a) the perception that justice cannot be guaranteed by the State and (b) that the only solution for even relatively minor matters, is death.

2.8 The high level of violence encourages more violence. The slow working of the justice system leads to a lack of confidence in it, and the perception that some persons are above the law, further weakens the respect for law. The increased frequency of mob killings is an indication of a growing lack of trust and respect for the law, and lack of confidence in the justice system.

Threats Relating To Crime

- The Rule of law is at risk
- High Levels of Violence, Particularly Armed Crime and Homicide
- Organised Crime
- Illicit Trafficking in Narcotics
- Illicit Flow of Arms and Ammunition
- Gangs and Gang Activities/Warfare
- The Effects of Violence on Communities
- Extortion
- Kidnapping
- The condition of Remand Facilities and Correctional Centres
- Community Orders
- Endemic Corruption
- White- Collar Crime
- Human Trafficking
- Cyber Crimes

2.9 Abusive behaviour and the use of excessive force by members of the police and the military have not aided the efforts at building respect for law and order. These actions have contributed to a growing sense of alienation among some persons in the society who feel they are being denied justice. The sense of alienation manifests itself through illegal roadblocks as well as open displays of disrespect and distrust in the constituted authority. As a result, parallel systems of 'justice' have evolved with the assent of the "dons" and informal "area leaders", as well as vigilante justice and arbitrary community enforcement.

2.10 The justice system is perceived as being oppressive especially to the less affluent and this perception is perpetuated when the delivery of justice is slow.

2.11 Regarding the Witness Protection Programme, no participant has ever been lost but there still remains a lack of confidence in the programme as witnesses, albeit outside of the programme, have been intimidated and have met untimely deaths.

2.12 What is required is an ethos of sustained investigation that will lead to the successful prosecution of criminals. It is this outcome that will better engender respect for the Rule of Law.

2.13 To prevent the collapse of the Rule of Law, Jamaica needs sufficient capacity to monitor, regulate, investigate, prosecute and penalise criminal activities, with special focus on the area of financial crime, particularly money laundering.

High Levels of Violence, Particularly Armed Crime and Homicide

2.14 The Report of the National Committee on Crime and Violence acknowledges that there are no fewer than ten classifications of personal crimes that are continually in the news and to which a significant number of Jamaicans would consider themselves vulnerable.[1] These are property crimes and crimes against the person which include murder, sexual assault, aggravated assault and robbery. The statistics on violent deaths between 1970 and 2005 have revealed a grim picture; more than 22,300 cases of homicide have been recorded. This high incidence of homicide and violence is attributable primarily to political tribalism, domestic violence, drug/gang related conflicts, reprisals and mob killings and breakdown in the social order.

Techniques of Organised Crime

- **Learns quickly from its defeats, and is competitive**
- **Moves assets quickly and is skilled at exploiting the laundering opportunities of the global financial and property markets**
- **Aided by technology and the speed of communication**
- **Have simple, if any, rules; ruthlessness and success can easily go together. It threatens or uses violence**
- **Corrupts law enforcement, governments and depletes a weak State's resources.**

Organised crime

2.15 In a globalised environment organised crime syndicates are characterised as 'stateless, decentralised networks that move freely, quickly and stealthily across borders, and are powerfully motivated by either religious and political goals or enormous greed and financial gains, to commit acts that threaten global security'.[2]

2.16 The Caribbean manifestations of criminal networks, at present, are motivated by greed and financial gains. The trafficking of illegal drugs, small arms and people has netted enormous profits for a minority at substantial costs to the majority in the Caribbean. Jamaican officials have acknowledged that the drug trade nurtures the violence and lawlessness pervading the society. Left unchecked, the very survival of the

[1] Report of the National Committee on crime and violence, June 2002
[2] Moises Naim, The five wars of globalization, Foreign Policy, Jan/Feb 2003, 29-36

State will be at risk. Where organised crime succeeds, the State will ultimately fail; "…as drug cartels, street gangs and warlords move from hierarchical to 'internetted' international criminal actors, they pose an increasingly insidious threat to the legitimacy and even solvency to the State as they are refining their ability to co-opt, corrupt and challenge State institutions".[3]

Illicit trafficking in narcotics

2.17 The illicit drug trade in Jamaica is part of a wider international network. The geographic location of Jamaica makes the island attractive to international traffickers who have made this one of the key cocaine-trafficking routes for South American narcotics en route to North America and Europe. The use of maritime vessels provides the primary mode for smuggling large quantities of cocaine through the region. While "go-fast boats" are common conveyances for the traffickers, bulk cargo freighters and containerised cargo ships are vulnerable to exploitation by drug smugglers. Additionally, traffickers also employ the use of single and twin-engine aircraft to operate from clandestine and unprotected airstrips or to drop cocaine on land or sea for collection by vehicles and vessels. Couriers also provide another mode of smuggling smaller quantities via commercial flights leaving the region for Europe and North America.

2.18 Efforts to protect the island and its citizens from the drug trade should include strategies to reduce the level of demand. The need for a comprehensive and integrated strategy that deals with both supply and demand is critical in light of the strategy of South American cocaine traffickers to increasingly pay Caribbean drug traffickers in kind, leading to increased distribution and consumption of cocaine in the region. The evidence from seizures indicates that traffickers are seeking to establish a Caribbean transit route for synthetic drugs into North America. The possibility exists that the traffickers may also use these drugs to pay local smugglers and thus increase their distribution and consumption in the region.

Illicit flow of arms and ammunition

2.19 The illicit movement and proliferation of small arms and light weapons (SALW) are of particular concern and have a direct bearing on the levels of violence and crimes involving assault. The trafficking of arms and ammunition is an integral element of the illegal drug trade. The availability of large numbers of arms and ammunition poses a direct threat to national security by the mere fact that there are so many of these weapons in the hands of unauthorised persons.

2.20 The sources of illicit arms range from illegal trafficking and smuggling, purchase or rental of these arms locally to theft from licensed and unlicensed firearm holders, and to a lesser extent local manufacturing (home-made). The process of issuing firearm licences is corrupt, with the result that persons of questionable character have received legal firearms.

[3] John P. Sullivan and Robert J. Bunker, Drug Cartels, Street Gangs, and warlords, Small wars and Insurgencies." Summer 2002, 40-53

2.21 As an island State, Jamaica needs to ensure that its borders are not porous. Although manpower and equipment have an impact on the capacity to secure the borders, effective vigilance by State agents entrusted with border security at authorised air and seaports can have a significant effect. There should also be sufficient monitoring of non-authorised entry points. Adequate intelligence regarding trafficking, purchases and rentals of firearms as well as adequate security of firearms by licensed holders will help to eliminate Jamaica's vulnerability to this threat.

2.22 There is also concern about the adequacy with which private security firms are monitored especially as it relates to the potential misuse of arms and ammunition held by them. This misuse could occur either because of criminal intent, simple negligence or the arming of persons who are not sufficiently trained to handle firearms.

Gangs and gang activities/warfare

2.23 A 1998 study[4] of Jamaican gangs states that it is a myth that gangs and "dons" serve a positive social function in their communities. The value system of these groups constitutes a sub-culture of violence, which is often used as a rite of passage. 'Making a duppy' (killing an individual) is used as a means of initiation and to achieve status. The researchers of this study viewed the emergence of "area leaders" as resulting from the failure of the community and politicians to provide basic necessities. The financial resources of gangs come primarily from extortion, drug smuggling and remittances from overseas-based members and supporters.

2.24 The threat presented by gangs could be minimised if the country significantly reduced the political and social tolerance of criminal "dons"; the facilitation of garrison politics and the coercive control of communities with a power base rooted in large financial resources. Political and social tolerance of gangs/dons/garrison political communities could eventually lead to a failed state.

The Effects of violence on communities

2.25 The World Health Organization (WHO) Report on Violence and Health, has defined violence as "the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development or deprivation."[5] The rapid increase in homicides and other acts of violence poses serious security threats and health risks to Jamaica and its citizens. The WHO experts have stated that violence is a major public health issue. The impact of violence on individuals, communities and the society should therefore not be underestimated.

2.26 Domestic violence is one of the more pervasive and common forms of violence plaguing the society. It contributes to the overall pattern of crime and violence due to its

[4] Gang Study: The Jamaican Crime Scene, Ministry of National Security, 1998
[5] The WHO World Report on Violence & Health, 2002

debilitating effects on the social fabric and its role in socialising youth to violence as a means of dispute resolution. Women and children are disproportionately at risk from domestic violence.

2.27 Failure to protect the groups that are most vulnerable increases the risk that these groups will remain in or enter long-term poverty, which will help to fuel the cycle of violence and abuse.

2.28 The organisation and administration of the justice system is a critical factor in the effective management of crime and violence. This has to be supported by an understanding of crime and violence as not being purely a law enforcement problem, but reflected also as problems in education, family, and other spheres. These structures, if dysfunctional, incubate deviance and delinquency, and thus crime and violence. It is important to treat the causes and not only the effects of crime and violence.

Extortion

2.29 The crime of extortion manifests itself primarily as part of the protection racket where criminals demand payment from business people for providing protection from criminal victimisation. There has been growing evidence within the construction and general business sectors, particularly in urban areas, that extortion has increased the cost of security, hence the overall cost of doing business in Jamaica. This puts Jamaica at a competitive disadvantage with its trading partners and serves as a deterrent to investments, social and economic development. Additionally, this has caused migration of businesses from high-risk areas, to areas less volatile and those not zoned for commercial/ industrial use. The victims' fear of reprisal on their businesses and low level of confidence in the security forces' ability to combat extortion has led to low reporting and little or no prosecution. Anecdotal evidence suggests that this state of affairs has led to the practice of extortion becoming so pervasive that it has now infiltrated the public transport sector as well as the private home construction.

Kidnapping

2.30 Kidnapping is not prevalent in Jamaica but has the potential to become a major problem especially as the incidence of kidnapping in other Caribbean territories and Latin America is a growing problem. In recent years, there have been a few cases of kidnapping for ransom, perpetrated mostly by gangs.

The condition of remand facilities and correctional centres

2.31 In 2003, the population in the correctional system in Jamaica was 48% above capacity in adult institutions. The two major reception institutions (Tower Street and St. Catherine Adult Correctional Centres) are severely overcrowded, poorly maintained and inadequately staffed. These are 19th century buildings that are in disrepair, are very costly to secure, and present major challenges for the treatment and care of inmates. As a

result, the integrity of the security systems in these institutions can be easily compromised.

2.32 Escape from correctional centres undermines the morale of those involved in the justice system who have worked to remove these criminals from the streets. It also undermines the confidence of the general population in the justice system.

Community Orders

2.33 Community Orders (non-custodial sentences) are sometimes violated and often lead to repeat offences and the establishment of criminal associations in communities. It is often due to lack of proper monitoring because of poor collection and verification of pre-sentence data on offenders by officers of the court. This is a continued threat to public safety.

Endemic corruption

2.34 Corruption in its various forms is a serious threat to the social order and the Rule of Law. It manifests itself in many ways and inhibits the ability of the State to effectively discharge its responsibilities and obligations. Systemic weaknesses in the organisation and management of various functions of government, public and private sectors, have contributed to this malaise.

2.35 Examples abound, including the illegal issuance of driving permits, motor vehicle licences, firearm licences and the bribery of public officials. Political institutions and freedoms can also be affected by corruption. This could occur through the corruption of public officials which may not only be encouraged through rewards but may also be coerced through direct threats i.e. through an offer of 'gold or lead'. Penetration and weakening by criminal networks of the justice system, government and the political process could eventually lead to the demise of the State.

White- collar crime

2.36 The risk and cost to businesses from the theft of intellectual property, financial crimes and the fraudulent use of commodity and service brands run into billions of dollars annually. The regular apprehension of the perpetrators of white collar and organised criminality is beyond present public law enforcement capabilities[6] and this adds to the levels of insecurity within the society. It also results in a diversion of tax revenues from the Government.

Human trafficking

2.37 The smuggling and trafficking of persons between countries is of increasing concern in the Caribbean. This is another lucrative source of income for organised criminal networks and constitutes a significant threat against children and young women.

[6] Royal College of Defence Studies Lecture on Organised Crime, March 2003.

In addition to smuggling across borders there is growing concern about internal trafficking.

Cyber crimes

2.38 Networked information systems play an increasingly important role in our socio-political, economic and financial infrastructure, in terms of critical information services within telecommunications, commerce and banking sectors. The recent spate of 'hacker attacks' on Microsoft and other operating systems around the world have highlighted the vulnerability of existing technology.

2.39 Attacks on networked information systems exploit vulnerabilities that arise from flaws in the software systems, from the failure of system administrators to properly configure such software, or from organisational policy failures that leave 'back doors' (such as unauthorised modems) through which intruders can gain access.

2.40 There needs to be more specific legislation to address this problem, in addition to sufficient skills training and increased awareness of the risks associated with electronic commerce and other Internet activities.

Terrorism

Direct threats

2.41 It is widely acknowledged that international terrorism entails the deliberate use of violence or threat of violence against civilians and/or property in order to cause fear and instability in a larger population. Jamaica is not immune from the threat of terrorism, as we exist in a global environment where the actions of non-state actors can create instability and insecurity.

2.42 Direct threats of terrorism include hostage taking, hijacking, various narco-terrorism incidents, release of toxic chemicals and biological agents into the environment, and the use of nuclear weapons.

2.43 The potential for terrorist incidents originating locally is real. Based on the country's proximity to the United States, groups with terrorist intent could seek to use Jamaica for training and as a base from which to launch assaults. Overseas economic interests in Jamaica, such as investment by multi-national corporations, and foreign States' interests, including diplomatic missions and international organisations, could make us indirectly susceptible to terrorist activities. The presence of foreign nationals including overseas visitors and other persons who may be the target of terrorists, increases this vulnerability. Jamaica has limited ability to identify and monitor individuals entering the country with terrorist intent. This difficulty is particularly acute given that the majority of traffic, which passes through the airports, is foreign tourists (70%) about whom the immigration services would have little information.

2.44 Jamaica's tourist industry, particularly the resort areas and cruise shipping, has been expanding and could be regarded as a soft target for terrorist attacks aimed at nationals of the major western powers, particularly since the events of September 11, 2001. The security of these areas poses a challenge in light of limited financial, technological, human and other resources.

2.45 There is a need to improve Jamaica's intelligence and monitoring systems. And efforts should be made to better coordinate and share information locally, regionally and internationally. More efficient controls on immigration are also necessary. Other resources including the legal framework and technology are to be enhanced to identify and monitor persons passing through our borders. Also of importance are specific legislation and controls designed to prevent and counter terrorism in its various forms.

2.46 The mechanisms to detect and counter the financing of terrorist networks are to be improved. Jamaica is to control the flow of illicit arms, explosives, and nuclear, biological and chemical (NBC) hazards to reduce the opportunities for terrorist operations. Other measures to be implemented include: an improved national identification system; increased public awareness and knowledge of the potential dangers of terrorism; as well as adequate preparedness of security agencies and key Government institutions. A formal operational protocol and agreement should be established between the operational arms of the security sector. The human resources and financing provided are to be adequate. There should be sufficient specialist training in anti-terrorism measures.

Indirect threats

2.47 Sustainable development in the areas of tourism, investments and the country's ability to earn foreign exchange are indirectly threatened by terrorist acts committed overseas.

2.48 The flow of visitors to the island was severely reduced immediately after September 11, 2001. There was a reduction in the volume of exports and foreign exchange earnings as a result of the new security measures associated with the inspection of Jamaican exports, particularly to North America.

2.49 If the situation exists where a terrorist organisation penetrates political institutions, Jamaica could become a haven for terrorists and a launch pad for terrorist activity. Depending on the extent of this infestation, Jamaica could find itself becoming the target of international counter-terrorist activities. The country should therefore ensure that there are sufficient controls on the sources of funding for political organisations and political representatives.

Military and paramilitary threats

Illegal paramilitary groups

2.50 Illegal paramilitary groups may be defined as groups of civilians organised in military fashion (armed and using organised tactics), without legitimate authority. In the face of the real danger posed by heavily armed criminal groups in Jamaica, the potential exists for them to evolve into a more potent and cohesive force that could pose serious threat to security institutions and State apparatus. There is recent evidence of efforts to form such a coalition of small gangs.

2.51 **There is evidence of a strong operational paramilitary group in the region. This group with its drug- trafficking activities could expand to take in Jamaica's criminal groups, as well as other groups in the Caribbean and Latin America with the threat of them attempting to create a narco-state**.

Insurgency

2.52 It is arguable that insurgents do not particularly threaten the country, if insurgency is defined as the rebellious rise in revolt against civil authority or a government in power. Insurgents are typically organised as armed paramilitary groups or rebellious elements within the armed forces. They disregard constitutional authority, the democratic tradition and the legitimacy of armed forces as the agents of State power.

2.53 This National Security Policy (NSP) recognises the probability of the rise of insurgents if not with overt, direct political goals, then as a front for organised crime. Vulnerability to this threat exists because of the ease with which an evolving insurgent group could initially mask its motives under the cover of existing gangs or political organisations. Jamaica's strategic intelligence process will need to be strengthened to lessen this vulnerability.

2.54 There should be adequate monitoring of private security firms. Although there is no evidence that private security companies are likely to engage in undesirable activities, they constitute an organised armed body. It is also possible for such an organisation, under misguided influence, to become a threat to the constituted authority.

External military threats

2.55 One of the main arguments against a standing military or for a significantly reduced standing military in Jamaica is that there has been no apparent external conventional military threat to the country. In the post-Cold War period, many States have faced greater threats to their stability and security from within, than from external sources owing to the prevalence of intra-State conflicts. Jamaica must therefore be in a position to respond swiftly to any such threat. The threat of intra-State conflict in the region is real. Additionally, there are a number of countries in the region that could be viewed as insecure due primarily to border disputes and as such Jamaica, as a member of

CARICOM, the Commonwealth and the OAS, should be in a position to contribute to the region's security.

2.56 The important point is that Jamaica could be vulnerable to conventional military threats because of insufficient resources and a large unprotected coastline. The present military resources are insufficient to defend against any reasonable military effort and this is compounded by the fact that an invading force has so many options for entering the country. There is also a need for adequate strategic intelligence; improved capacity to detect and provide early warning; increased ability to hold the enemy at bay until assistance arrives; and adequately developed defence relationships (bilateral, regional, international) to provide assurance in event of attack. Ultimately, Jamaica should be able to cover all probable avenues of approach to the country in addition to having arrangements in place to manage the effects of NBC hazards and other weapons of mass destruction (WMDs).

Disasters & unsustainable loss of natural resources

Natural disasters

2.57 Jamaica is vulnerable to natural disasters primarily because of its geography, geomorphology, and the stage of economic development. It is threatened by hurricanes and tropical storms. The island is also located in an earthquake zone and suffers from the effects of seasonal climatic changes and is not immune from tsunamis.

2.58 The island was impacted by Hurricane Ivan between the 11th and 12th of September 2004. An interim figure of J$40.4 billion has been recorded for direct and indirect losses in addition to 17 persons having lost their lives. It was estimated that 14% of the total population, that is, 369,685 persons, were directly affected by the hurricane.

2.59 Also of concern are gaps in enforcement of building regulations and poor physical planning/zoning of developments. While in principle there is acceptance of the Caribbean Unified Building Code (CUBIC), adoption has been less than robust. The local laws regarding building standards are being flouted, due largely to lack of awareness and inadequate enforcement. There is anecdotal evidence that the process of building approvals has been subject to corruption, resulting in unsuitable sites being used.

Man-made disasters

2.60 Jamaica is also vulnerable to man-made disasters, which include fires, chemical spills, biological and radioactive contamination and other major accidents. Domestic fires are the major man-made hazards that affect the island. In 2002, an estimated J$1.4 billion was lost due to domestic fires. A majority of these fires occurred in inner-city communities and was triggered by shared or illegal electrical wire connections and the use of domestic oil lamps/candles.

2.61 Other man-made disasters, for example, marine spills from vessels and land-based sources can create severe environmental pollution that can negatively impact tourism, fisheries and marine transportation. Also, severe leaking of pollutants into aquifers would affect sustainable water supply sources. Aviation disasters can also cause severe destruction and disruption to normal airline traffic.

Unsustainable exploitation & loss of natural resources

2.62 Through inadequate or poor enforcement of regulations both on land and within the marine environment there is severe pressure on the natural resources both living and non-living. There is a general lack of control over Jamaica's marine environment. The over-exploitation of the fisheries has resulted in stock depletion and biomass reduction. Poaching by foreign flag vessels contribute significantly to the problem, particularly during closed seasons. Improper fishing methods also impact the fisheries in a negative way. Marine pollution from land-based sources at approximately 87%, and vessel sources at 13%, continue to pose a threat to our pristine waters and beaches on which tourism heavily depends.

2.63 Illicit sand mining is still a prevalent crime in Jamaica. The impact on river courses and land stabilization are well documented. Other illegal mining activities also take place with similar consequences for the land. Unplanned human settlements increase the susceptibility to both natural and man-made hazards. Inadequate development orders and improper monitoring of informal settlements in volatile, marginal and ecologically sensitive areas have allowed the growth and mushrooming of vulnerable communities in urban areas. This threatens the stability of the land and can be a danger to the safety of persons who occupy dwellings in these marginal areas.

2.64 While Jamaica has not been a victim of the trans-boundary movement of wastes such as garbage and other material, there is always a danger that this could occur from a major marine incident due to a vessel casualty within our Exclusive Economic Zone.

Socio-economic threats

External economic shocks

2.65 As with other Small Island Developing States (SIDS), Jamaica is economically vulnerable and is subject to a number of special constraints and threats, which pose serious challenges for the achievement of sustainable economic development. These threats and vulnerabilities arise from exposure to adverse external shocks, which are beyond the country's control, as well as from structural, financial, physical, social and other internal handicaps.

2.66 These handicaps include a high degree of openness, great dependence on strategic imports and other scarce resources such as oil, a narrow export base, small tax base, inadequate or inefficient infrastructure, high levels of crime and violence, and

susceptibility to natural disasters. In addition, the presence of corruption erodes investor confidence, the country's national image and is antithetical to good governance.

Financial crimes, including tax evasion & fraud

2.67 Financial crimes constitute a serious threat to national security and to Jamaica's economy. These crimes, some of which involve complex transactions and international connections, include tax evasion, tax fraud, commercial smuggling and money laundering. If left unchecked, they will continue to undermine the integrity of the country's financial institutions and deprive the government of vital tax revenues, which are required to finance myriad recurrent and capital projects and programmes for the people of Jamaica. In the case of tax crimes, Jamaica suffers primarily from commercial smuggling and General Consumption Tax (GCT) fraud.

2.68 The presence of tax fraudsters creates two effects: first, a reduction of investment and employment opportunities by tax-compliant businesses and second, an incentive for tax-compliant businesses to become tax cheats.

2.69 The State is also exploited by non-payment of taxes, fees and other public charges, and collection efforts are strongly resisted or ignored. GCT fraud, whereby persons collect GCT, falsify their returns and hence fail to pay what is due to the government, is at an unacceptable level. The perception of an inequitable tax regime, gaps in the legislative and policy framework as well as corruption and dishonesty, are some of the factors, which have enabled such activities to take place. These actions undermine the social order by legitimizing corruption, as well as distorting and disrupting equitable commercial transactions. They also have the tendency to threaten the economic viability of the State. The non-compliance with the law in this area is due to deficiencies in legislation and the administrative machinery.

2.70 Money laundering is also of serious concern, since it affects the soundness and stability of the financial system, distorts the economy and undermines development efforts. It attempts to assure drugs and arms-related criminals that they can hide their financial and other assets, which provide the fuel to operate and expand their criminal enterprises. Due to weaknesses in the Money Laundering Act and other relevant legislation, the detection, investigation and successful prosecution of this crime has been difficult for the entities involved.

2.71 Drugs and arms traffickers are also targeting commercial importers and/or exporters in an effort to avoid detection at authorised ports of entry. The contamination of legitimate cargo has the potential to seriously disrupt the flow of Jamaica's international commerce.

2.72 Financial crimes are also being committed by a number of illegal/unlicensed currency exchanges or cambios. This crime affects the exchange rate, creating instability within the financial system, which in turn adversely affects the economy. Jamaica is currently experiencing a relatively small threat of counterfeiting of Jamaican bank notes,

which if allowed to escalate could pose a direct economic threat, with consequences for national security.

2.73 There is a strong correlation between good governance, sustainable development, and a competent and effectively functioning security sector. A stable and secure environment allows the country to capitalise on global economic opportunities.

High crime & violence preventing increased Foreign Direct Investment (FDI) and sustainable development

2.74 Criminal activities such as murder, gun crimes, extortion, arson and kidnapping, increase security and insurance costs (relating to personal and property protection), the timeliness of project implementation and overall capital and operational costs. There is, therefore, a direct link between security, the levels of efficiency achieved and the growth and financial viability of many companies.

2.75 There is also a relationship between the prevalence of crime and violence and FDI flows. Foreign, as well as domestic companies prefer to operate in stable and secure environments, thus high levels of crime influence capital investment decisions.

2.76 In Jamaica, where State security is in need of further improvement, key economic sectors such as tourism, transportation, mining and agriculture can be adversely affected by crime and violence, which can result in a reduction in revenue inflows as well as the flow of investment capital. The tourism sector is of particular concern. In the past, violence and disorder in Jamaica have had a negative impact on tourism flows and development. The high cost of countering the effects of negative perceptions and damaging travel advisories in major foreign markets, results in a less than optimal use of scarce resources.

International commodity and financial shocks

2.77 External shocks resulting from globalisation and the internationalisation of financial markets can threaten Jamaica's economy and jeopardize important strategic interests. The country could be adversely affected by international commodity shocks due to the high dependence on strategic imports such as energy, raw materials, capital goods and food staples.

2.78 The country could also be affected by international financial shocks as a result of the currency composition of assets and liabilities in the domestic financial sector. This has the potential to create instability within the financial system and can impair government's macro-economic programmes. Global financial instability can be manifested in terms of high interest rates, high inflation and unstable currency.

Caribbean Single Market and Economy ("CSME")

2.79 The introduction of the CSME, which allows freer movement of CARICOM nationals, may also facilitate the movement of nationals with criminal intent. This raises additional border security concerns for identifying CARICOM nationals with criminal connections or intent.

Trade in contraband

2.80 Jamaica Customs is actively involved in the facilitation of trade, revenue collection and border protection. Despite the Department's efforts, contraband trade/smuggling, which includes illegal drugs, firearms, ammunition and commodities such as tobacco products and alcoholic beverages, remains a major problem. Any connection between corrupt Customs officials and persons involved in organised crime, with their significant financial resources, would also ensure that inbound and outbound smuggling operations continue in a highly sophisticated manner and with great potential for corruption and violence. It is therefore critical that such practices are eliminated or drastically curbed.

Abuse of Jamaica's Intellectual and Cultural Property Rights

2.81 Intellectual Property (IP) refers to creations of the mind: inventions (patents), literary and artistic works, symbols, names, images and designs used in commerce. IP, which is regarded as one of the drivers of economic growth, is divided into two categories: Industrial Property and Copyright. Industrial Property includes inventions, trademarks, industrial designs and geographical indications of source. Copyright covers literary and artistic works such as plays, novels, poems, musical works (including the rights of producers and performing artists), films, drawings, paintings, photographs, sculptures and architectural designs. Abuse of IP rights can seriously erode potential income and therefore impact economic growth negatively.

Ineffective security operations of ports

2.82 Under new international maritime and aviation security rules, Jamaica is required to comply with the provisions of the international instruments or suffer the consequences of being bypassed by trading vessels and downgraded at our international air and sea ports. This could have severe implications for our international trade and passenger flows and hence the level of economic activity; additionally, uncontrolled aerodromes and makeshift airstrips abound. While our international trading ports are generally functioning effectively with 100% compliance with the International Ship and Port Facility Security Code, they need to be monitored to ensure continued compliance.

Erosion of social and moral values

2.83 There is an increasing erosion of social and moral values evidenced by the disregard for the sanctity of life and authority figures. The resulting culture manifests

itself in: breakdown of family life; the replacement of positive socialising agents with negative ones; dependence on the proceeds of criminal activities; negative political partisanship; increased levels of indiscipline; decline in social order and the lack of respect for basic human rights. This has been reinforced by the effective use of threats, corruption and extortion against public officials, civil society and citizens.

High unemployment and poverty

2.84 Unemployment impacts on national security considerations because of the relationship between unemployment, poverty and crime. Crime is, to a certain degree, a rational act in the sense that perpetrators weigh the relative returns from legal and illegal activity and balance these against the respective costs. In a context of high and chronic (that is, long duration) unemployment, where the probability of obtaining legitimate opportunities for economic advancement is perceived to be low, the net payoff from illegal activity may be compelling. This incentive is particularly strong in instances where the likelihood of detection, apprehension and prosecution is perceived to be low. Many communities lack resilience and are vulnerable to a slide towards domination by criminal gangs (for example, if such gangs seek to move to avoid law-enforcement actions in their present bases), and a descent from formal to informal economies.

2.85 A growing core of persons in Jamaica has remained poor. Although having in place many social intervention programmes, Jamaica is still dogged by high levels of poverty. This has been contributory to high crime levels in some communities.

Inadequate support for vulnerable groups

2.86 Vulnerable groups comprise children, the elderly, the indigent, homeless, street people and the disabled. Of these vulnerable groups, children, including street boys, and adult drug addicts living on the streets, also present a significant threat to public order.

2.87 Children exposed to abuse are themselves likely to offend in similar ways later in their lives. According to the Keating Report in 2002, most children's homes and places of safety for vulnerable children were operating below international standards and have contributed to the abuse of our children.

Abuse of Civil Rights

2.88 The illegal imposition of the State's power and authority over its citizens, including the application of physical and moral abuse constitutes a threat to good order and governance. This malaise can lead to serious alienation of, and disrespect for not only law enforcement agencies, but also the Government itself.

Disorder

2.89 There is a perception that the growing sense of mistrust and lack of confidence in the ability of Government to ensure social equity and to facilitate sufficient economic

opportunities, have led to the development of distorted loyalties to 'drug dons' who work with Jamaican criminal groups operating mainly in the United States and the United Kingdom.

2.90 The high incidence of homicides in Jamaica has resulted in not only the fear of crime but also the fear of victimization. People tend to have fairly accurate perceptions of their victimization potential based on key variables such as risk and opportunity. The fear of crime and of victimization leads to anxiety and an almost paralysing effect on the minds and actions of citizens.

2.91 Violent crime does not occur in isolation as an environment of low enforcement, lack of respect for authority, and non-compliance with the applicable rules and regulations have contributed to the breakdown of public order and civility in Jamaica. This disorder stems from indiscipline and social discontent and also manifests itself in the unregulated use of land, and frequent disruptive protest actions such as illegal roadblocks and industrial disputes. These threats have had a significant negative impact on public safety and security.

Entrenchment of garrison communities and informal settlements

2.92 Garrison communities may be defined as densely populated urban areas, which profess a faithful allegiance to one political party, and demonstrate a total intolerance to any objectors. They are characterized as being closed and they undermine and disregard the legitimate authority but exercise a separate system of law and order directed by an area leader who metes out 'justice' through the use and/or threat of violence. The social arrangements within a garrison community inhibit the ability of the security forces to function properly. The physical layout of informal settlements could restrict the ability of the security forces to gain access, patrol and respond to emergencies.

Alienation of youth and other groups

2.93 The prevalence of idle youth, their affinity to gangs, involvement in illicit activities and disrespect for order are evidence of the social threat existing in many communities in Jamaica. These are manifestations of anti-social behaviour, which result in the assault and abuse of citizens, as well as disrespect for authority. A high percentage of youth, mainly boys, face an uncertain future because they leave school before completing their secondary education. They also exhibit traits of low self-esteem, leading to dependence and possibly inappropriate adult behaviour.

2.94 Of particular concern is the breakdown in social order, unregulated use of public spaces, social discontent and reduced public safety.

Recidivism

2.95 Recidivism or the tendency to return to crime among the incarcerated population significantly decreased over a ten-year period. However, in 2001 and 2002 recidivism

stabilized at 18.7% and increased to 23.8% by the end of 2003. This early rise in the recidivism rate presents an immediate threat to public safety as an ex-inmate's repeat convictions may occur within a year and rise to more than five imprisonments in a four-year period. The inadequacies in the rehabilitation and re-integration systems increase the cases of repeat offences.

Industrial unrest

2.96 The industrial climate in Jamaica has been tempered over the last decade as a result of the employment of more mature approaches to negotiations. Threats include violent or damaging conduct of industrial disputes, breakdown in labour/management relationships, and lack of confidence in dispute resolution mechanisms. Industrial disputes in the gasoline trade have particular implications for national security, oftentimes causing dislocation of traffic and severe disorder at service stations.

2.97 In addition, animated negotiations between the Constabulary and Government, particularly over pay rates, often cause tensions, severe anxiety and also serve to embolden criminals.

Unmanageable flow of refugee/asylum seekers

2.98 Instability in neighbouring States can pose a security threat to Jamaica's territorial integrity if there is an outflow of persons due to political unrest or severe economic problems. The recent problems in Haiti need not be overstated, however, Jamaica's vulnerability will not disappear and therefore this threat must not be treated lightly. The resources required to receive, process and accommodate refugees are enormous. Currently, Jamaica does not have a structured procedure for processing refugees, and there is no permanently designated, and suitably equipped, facility for accommodating refugees. In recognising the problem, we must be mindful of international treaty obligations regarding the proper treatment of refugees, including asylum seekers.

HIV/AIDS and other infectious diseases

2.99 HIV/AIDS is a global concern. The Caribbean, with an HIV infection rate of 2.0 per cent, is the global sub-region with the second highest HIV prevalence rate, surpassed only by Sub-Saharan Africa. The HIV/AIDS pandemic poses a serious threat to the productive sector as the majority of AIDS cases occur among the productive and reproductive age groups -20-29 years and 30-39 years.

Substance abuse

2.100 Substance abuse has become a grave social problem as well as an important cause of morbidity and health expenditure in Jamaica. Survey results estimated that in 2001, 12% of the population aged 12 to 55 years was abusing or dependent on alcohol and/or drugs. Illicit substances include marijuana, cocaine, crack, heroin and ecstasy. This pattern of drug use is consistent with previous findings in which people in their late teens

and early twenties often experiment with drugs, but withdraw from it in later years. Marijuana users represented 99% of all users of illicit substances. Lifetime use was 19% (or approximately 1 in 5 persons) and current usage was estimated at 10%. Of particular concern are the trends among the youth in Jamaica to experiment with drugs and the likelihood of persons being exposed to gateway drugs at an early age.[7]

The effects of the education system on security

2.101 The education system is failing. The main contributory factors are the inability of some to meet the cost of education, the negative attitude of parents and children, and the inadequacies that exist. The current functional literacy rate at the end of the primary level is 70 %, which is not considered satisfactory as the Government aims for 'full literacy'. Young persons who should otherwise be in schools or training institutions commit a number of criminal acts. One of the issues posed by early school leavers is their exploitation by 'career' criminals who recruit them for various crimes including drug smuggling and the movement of firearms.

Key capabilities

2.102 From the above analysis of the threats to national security, the capacity to mitigate the extent of Jamaica's vulnerability was identified and outlined in the Strategic Security Goals (see Chapter 3).

2.103 Jamaica will need to create the capacity to:

- Control entry and exit through ports of entry and coastline/land of Jamaica.
- Monitor, regulate and control the use of Jamaica's airspace, coastal waters and EEZ
- Ensure an effective justice system
- Prevent crime (including armed groups and insurgents)
- Counter corruption to ensure public ownership and confidence in the justice system
- Regulate and control arms
- Dismantle organised criminal networks
- Gather, assess and use effective Intelligence (Major cross-cutting priority)

[7] PIOJ 2000: Patterns of Substance Use and Abuse among Post Primary Students in Jamaica.

- Limit vulnerability and respond effectively to disasters and unsustainable degradation of resources
- Maintain a stable and healthy economy
- Address social and economic causal factors of alienation and crime
- Develop messages for a Public Education campaign (important overall cross-cutting issue)
- Ensure adequate Health Care and Education
- Influence Regional and International Policies and Activities (Important cross-cutting priority)
- Deter, counter or defeat ‘Traditional Military Threats’
- Strengthen resilience of communities at risk from criminal dominance.

CHAPTER THREE: – THE STRATEGY

- **The Approach**
- **Strategic Security Goals**
- **Cross-cutting issues**
- **Special Security Initiatives**
- **Action Plan for Strategic Security Goals**

3.1 The environmental and threat analyses serve to gauge the scope of Jamaica's national security malaise, to which the main contributors are the multi-faceted problems of: crime, violence and disorder, disregard for the rule of law, border issues and risks of terrorism.

3.2 Key required capabilities that will lessen the vulnerabilities and counter the threats to national and human security would therefore form the core of the Jamaica National Security Policy (NSP).

3.3 Following the underscored general **Approach** is a specific list of **Strategic Security Goals** (SSG) and an illustration of key Cross-cutting issues.

3.4 Each SSG is broken down into specific **capability, objectives** and **actions**, including the lead and supporting organisations responsible for their timely implementation.

3.5 The NSP also identifies five areas which particularly require concerted, coordinated and immediate action, and which lay the ground for maximizing the outputs from other NSP actions. These have been labelled Special Security Initiatives (SSI's).

The Approach

3.6 The general approach presents the security framework that seeks to steer the NSP implementers in a common direction. This aims to ensure a well-coordinated package of effective national security measures.

3.7 The dominant theme of transformation requires new ways of thinking, acting, searching for and applying more efficient processes and technologies. The approach is divided into three parts:

- **TRANSFORMING ATTITUDES to promote security awareness and zero tolerance.** Development of information programmes to encourage all stakeholders to see national security as everyone's business; to put national and human security first and to promote a culture of zero tolerance for violent, disorderly, unsafe, corrupt and criminal conduct.

- **TRANSFORMING PROCESSES to achieve unity and coherence of effort**. This is to be achieved through the development of mechanisms to

encourage cooperation and collaboration for multi-agency security efforts locally and with international partners.

- **TRANSFORMING PRACTICES for greater effectiveness and efficiency.** Accomplished through capacity building in all areas of need, including the sustained provision of appropriate and affordable resources.

Strategic Security Goals for Jamaica

3.8 The recurring security-related themes emerging from the Strategic Environmental Analysis and Threat Analysis have led to the identification of eight Strategic Security Goals (SSGs).

Jamaica's Strategic Security Goals

- **Goal 1 – To Reduce Violent Crime and Dismantle Organized Criminal Networks**
- **Goal 2 – To Strengthen the Justice System and Promote Respect for Rule of Law**
- **Goal 3 –To Protect Jamaica from Terrorism**
- **Goal 4 – To Protect and Control Jamaica's Territory**
- **Goal 5 – To Strengthen the Integrity of Institutions of Democratic Government**
- **Goal 6 – To Increase Jamaica's Contribution to Regional and International Security**
- **Goal 7 – To Provide the Environment for a Stable Economy and an Effective Delivery of Social Services**
- **Goal 8 – To Protect Jamaica's Natural Resources and Reduce the Risks of Disasters**

Cross-cutting issues

3.9 Two main cross-cutting issues are common to several SSGs. These are: the need for effective intelligence, which is a vital tool for focused security operations, and well-coordinated public affairs programmes aimed at increasing public awareness, education and consultation on security issues and fostering partnership between government and society.

Effective analysis and use of intelligence

3.10 The ability to address several of the SSGs depends on current and reliable strategic and tactical intelligence. There is room for improvement in the collection, analysis and dissemination of actionable intelligence throughout the security architecture of Jamaica. This includes better use of existing data collected by non-intelligence entities.

Capabilities required for effective intelligence gathering, analysis and use

- Effective collection, analyses and use of tactical intelligence for operations, policy development and direction.
- Mechanisms to allow local effective national inter-agency cooperation and information sharing.
- Mechanisms to allow for effective mutual cooperation with regional and international intelligence and enforcement bodies.
- Ability to identify and monitor criminal deportees, suspect persons, high-risk visitors and goods transiting Jamaica, and persons with terrorist intent.
- Ability to monitor Jamaica's borders in order to control movement of people and potentially dangerous materials.
- Ability to monitor and regulate financial flows, particularly cross border activities.
- Ability to monitor possible insurgents and prevent insurgency.
- Mechanisms to allow for use of existing data collected by non-intelligence entities (with appropriate safeguards against misuse).

Objectives to enhance intelligence systems across Jamaica's security sector

- Establish a national intelligence body primarily to collect and analyse information for strategic purposes distinct from existing sectoral security entities in the military, police, Customs and FID.
- Enhance inter-agency coordination in intelligence matters at the tactical, operational and strategic levels. This coordination must enable MDAs to systematically share and receive relevant information.

- Improve cooperation regionally and internationally between relevant agencies in matters of mutual interest by strengthening agreements and protocols.

Public education and awareness

3.11. There is a need to strengthen support for the State agencies and programmes that enhance national and human security. To do this, for example, public awareness on the impact of national security on sustainable development should be stimulated and maximized.

Capabilities required for coordinating public education and awareness

- Programmes to improve the awareness of the general public on the operations of the justice system and outcomes of judicial proceedings
- Programmes to educate and consult the public on national and human security issues and priorities
- Programmes to draw on societal support for the prevention of terrorism
- Programmes to build public confidence in, and respect for, constitutional authority
- Programmes to garner public support for sustainable use of natural resources
- Programmes to deal with social issues, which include values and attitudes, poverty alleviation, health threats (HIV/AIDS in particular) and substance abuse
- Programmes to enhance public awareness of non-violent dispute resolution methods
- Programmes to mobilise and draw on societal support for safer communities.

Objective to enhance public education and awareness of national security

3.12 The public sector is to develop and implement more comprehensive public awareness and education programmes relevant to its national security responsibilities in order to inform, garner support and build public confidence in and partnership with the

national security system, and to strengthen international partnerships by exerting some international influence.

Special Security Initiatives

3.13 The main purpose of the Special Security Initiatives, numbered 1 to 5 and outlined below is to focus attention on a small number of areas where concerted and coordinating national actions need to be made in the short term. To this end, the efforts of the public sector must be coupled with effective and consultative engagement of the private sector and other civil society stakeholders.

3.13.1 *Strengthening of Jamaica's National Intelligence System*

3.13.1.1 In order to strengthen the intelligence apparatus of Jamaica, a National Intelligence Consultative Group (NICG) will be established by the National Security Council and the MNS. This Group will aim to develop terms of reference, functional responsibilities, cooperative mechanisms (local and overseas), coordinating functions, reporting responsibilities and oversight arrangements for Jamaica's intelligence system.

a. Establish a National Intelligence capacity to provide strategic intelligence

The Government of Jamaica (GOJ) requires strategic intelligence to inform its decision-making on strategic or policy issues that go beyond supporting tactical operations. For this purpose, **a National Strategic Intelligence Agency (NSIA)** will be established. This body will not replace any existing intelligence organisation, instead it will fill a major gap in existing national capabilities.

Special Security Initiatives

1. **Strengthening of Jamaica's National Intelligence System**
2. **Conducting Strategic Reviews of Critical National Security Bodies and Accelerating Modernisation Efforts**
3. **Establishing a National Task Force to Strengthen the Overall Effectiveness of Jamaica's Justice System and to Review and Strengthen Jamaica's Laws and Law-Making Processes**
4. **Enhancing Programmes to Promote Community Safety and Security**
5. **Promoting a National Strategic Communications Programme to facilitate public information and awareness, solidarity, engagement and support relating to the implementation of the NSP and promotion of national and human security**

This NSIA will be an independent civilian State agency mandated to gather information, process such information into strategic intelligence, and provide the GOJ with timely advice on matters of strategic importance. Also covered within its mandate will be the establishment of bilateral and other intelligence agreements. This is to ensure that there is adequate information/intelligence sharing with international partners. The Director of the NSIA will be a reputable member of civil society, and its structure will allow for appropriate parliamentary oversight.

This new body will not have control over the existing operational intelligence arms of the Government, though it must necessarily link closely with them, performing some coordinating roles. Necessary protocols will be developed to ensure effective exchange of information and assessments with operational intelligence bodies, including those of the JDF, JCF, Jamaica Customs, FID, Immigration Citizenship and Passport Division, Ministry of Foreign Affairs and Foreign Trade. The NSIA will be accountable to the NSC and could initially be located at the MNS but in the long term should be in the Cabinet Office.

b. Improve capacity and coordination of existing National Intelligence bodies

Measures are needed to enhance the capacities of the existing intelligence bodies so that they provide reliable and useful intelligence in their spheres of responsibility and strongly contribute to the overall effectiveness of Jamaica's national intelligence system. This requires additional and strengthened programmes and mechanisms that will enhance information exchange and co-ordination amongst the existing intelligence bodies to ensure effective co-ordination with the new NSIA.

The role of the National Security Advisor, who currently functions within the MNS, should at this time include:

- Overseeing the proposed National Strategic Intelligence Agency and coordinating the existing intelligence bodies.
- Monitoring, from the strategic level, overall security threats and concerns.
- Providing advice to the NSC and the Minister of National Security.
- Providing intelligence briefs for the Ministers of Finance, Foreign Affairs, and other Ministers as necessary.

c. Extend and develop information-sharing systems for National Intelligence

A key objective of the NSP is to ensure that Jamaica's Government and society contribute appropriately to achieving its security goals. Numerous government or public bodies that are not part of the national intelligence system collect or hold information that is useful and relevant to national strategic or operational intelligence needs. Systems need to be established to enable and ensure that such information is available for use by Jamaica's intelligence system, subject to appropriate constraints and safeguards. Protocols for such information sharing will be developed and customised to each department or agency concerned, and mechanisms and capabilities will be established to ensure appropriate information provision. Similarly, measures will be taken to ensure and develop appropriate arrangements for information sharing by private bodies, such as financial institutions or private security companies.

3.13.2 ***Conducting strategic reviews of critical national security bodies and accelerating modernisation efforts***

3.13.2.1 Every relevant MDA will conduct reviews of its policies, programmes and capabilities to ensure that they contribute appropriately to the implementation and further development of the NSP. The JDF and JCF each play a critical role, in meeting the SSGs. To ensure they are adequately positioned to implement the NSP, they are to conduct and complete detailed and thorough strategic reviews. The scope and focus of these reviews will be customized according to the context and responsibilities of each organisation. GOJ will provide specific guidance on the mandate, scope and priorities for such reviews in due course, in accordance with the following guidelines:

a. Strategic Review of JCF

The JCF is central to the effective implementation of most of the key goals of the NSP. The JCF, which has been undergoing substantial development and reform based on its Corporate Strategies, has been the focus of several studies such as the Wolfe Report and the National Consultative Committee on Crime and Violence.

These Reports recommended fundamental changes to the style and manner of policing in Jamaica. To date, in spite of the JCF's efforts through its Corporate Strategies, these far- reaching changes have yet to occur. It is therefore necessary for the JCF, in the near future, to go beyond its Corporate Strategies and have a systematic and structured strategic review in order to provide the modern framework and institutional mechanisms for the transformation of the JCF into a well balanced, respected and capable police service.

It is recognised that one of the fundamental problems to be addressed is the leadership and management capacity of the JCF, particularly as it relates to selection, recruitment, orientation, preparation, training, promotion and advancement of gazetted officers. These subjects have not been adequately addressed in previous reviews.

In addition to the issues highlighted above, the JCF Strategic Review would examine legislative and higher level administrative structures, such as the Police Services Commission (PSC) and Police Public Complaints Authority (PPCA), in order to facilitate an effective civilian oversight mechanism for accountability of its performance and conduct.

Such a Strategic Review requires that Government through the MNS establish an independent body to oversee the process. This review process should consult the JCF, agencies, experts and stakeholders from other relevant branches of Government, as well as a wide cross section of civil society. The aim is to:

- Determine the vision that the people of Jamaica have for policing.
- Recommend changes to the JCF Act and its regulations.
- Determine appropriate oversight mechanisms to ensure effective democratic, legal and financial accountability.

b. Strategic Defence Review of JDF

A detailed and thorough Strategic Defence Review (SDR) will be conducted immediately, to ensure that the requisite defence policies, capabilities and roles are in place to meet relevant goals and requirements in the NSP. This SDR will seek to: establish the roles and functions (inclusive of jurisdiction and primary/supporting roles) of the JDF in cooperation with other security bodies; identify the policies and capabilities required; and detail how existing gaps or inadequacies in capabilities will be addressed, and how effective coordination will be achieved with other relevant Jamaican departments and agencies and regional and international partners.

This review should be conducted within the framework of goals, priorities, capabilities and responsibilities set out elsewhere in the NSP, including the division of roles and responsibilities between the JDF and JCF.

The JDF will play a leading role in the preparation of the technical elements of this SDR, under the **Minister of National Security,** the **Defence Board** and **Cabinet.** However, the Review should also involve experts and stakeholders beyond the JDF, to help to ensure coordinated and effective use of appropriate resources across Government departments

and agencies. It should also consult with experts and stakeholders from civil society and regional or international partners.

c. Functional reviews of security-related responsibilities of MDAs

In order to achieve the **SSGs**, a series of functional reviews are to be carried out among **MDAs**, such as **Customs, Immigration, FID** and others. Such reviews will aim to reorient the organisations in relation to their role in the overall NSP. They will further establish and clarify the organisations' roles and functions (inclusive of jurisdiction and primary/supporting roles), the capabilities required, identify the existing capability gaps and articulate how such gaps may be filled. The organisations should include suitable external parties in its review. Subject to normal security vetting, the inclusion of independent parties will add to the transparency of the process and give credibility to the results. Functional reviews must include:

- Determining their direct national security responsibilities within the NSP
- Confirming, and seeking where necessary, the resources to ensure that they possess the required capabilities
- Reviewing their structure as necessary
- Ensuring that their other policies and programmes do not conflict with the SSGs
- Establishing their own coordinating mechanisms which link to the National Security Council, and enhancing internal, external and public information exchange.

3.13.3 *Establishing a National Task Force to strengthen the overall effectiveness of Jamaica's Justice System and to review and strengthen Jamaica's Laws and Law-making processes*

3.13.3.1 An effective justice system is essential in order to achieve the NSP Strategic Security Goals. It is important to enhance the performance and role of each institution within the justice system, including the JCF, prosecution services, courts, judiciary, and correctional services. It is equally important to ensure that each of the elements work effectively together.

3.13.3.2 The review of existing laws and systems and capabilities for the drafting of new legislation are of critical importance to achieving the SSGs. In order to ensure the

timely and expeditious review of current laws, the ambit of the Legal Reform Department needs to be reviewed and any deficiencies addressed.

3.13.3.3 A Law Commission will be established to ensure that the laws of Jamaica are relevant and current, meeting both domestic and international requirements, customs and practices. Furthermore, this Commission will examine the adequacy of existing laws, including the provision for realistic fines, fees and punishments consistent with modern imperatives, global trends and international conventions. Their strict mandate would be the continuous proactive amendment and creation of legislation to ensure the continued viability of the justice system.

3.13.3.4 In order to achieve the strategic aims to improve and strengthen Jamaica's justice system, a temporary justice system Review Task Force will be established by the Cabinet Office, MOJ and MNS to review and oversee the necessary changes. This Task Force will:

- Review the legal framework, systems, support services (some multi-disciplinary), human resources, infrastructure and equipment of the entire justice system and make recommendations to effect the necessary changes
- Oversee the implementation of the new measures
- Accelerate current modernisation measures
- Oversee the creation of the Law Commission and its initial output

3.13.4. *Enhancing programmes to promote community safety and security*

3.13.4.1 There are currently several initiatives that support community safety and security which include the involvement of citizens in those communities and state agencies responsible for delivering social services, the JCF community policing drive, NGOs, schools and sports development groups, the church and other significant community- based organisations.

3.13.4.2 The concern is the need to coordinate and bolster these social interventions in order to provide sustainable and effective services to communities, thus countering any dependency on alternative, illicit governing structures. Coordinated multi-agency programmes, in partnership with concerned communities, will be maintained and further developed with the following objectives:

a) Promote community safety and security, including measures to ensure safe and secure access to health, education and other public services;

b) Enhance the resilience of vulnerable communities to increase their capacity to resist efforts to subject them to illicit or coercive governance arrangements;

c) Transform garrison communities, including dismantling the illicit and coercive networks;

d) Strengthen and enforce compliance with planning regulations and regularise or dismantle informal settlements.

3.13.5. *Promote a National Strategic Communication Programme*

3.13.5.1 Successful implementation of the NSP requires the full support of all citizens and civil society. There needs to be a radical change in the way in which everyone views his or her responsibilities for national and community safety and security. There needs to be recognition that "Security is everybody's business," and not the sole responsibility of the police and other law enforcement agencies. A communication programme should seek to change the nature of group relationships in the society. It must offer opportunities to build trust and new partnerships among Government and it agencies, the citizens and civil society. An effective communication strategy should also counter negative images and promote positive aspects of Jamaica both locally and internationally to assist in attracting investment and visitors to the island. Therefore**,** a comprehensive **National Strategic Communications Programme** needs to be developed and sustained.

3.13.5.2 This Programme is less about public information and public relations and more about seeking to have a more transparent and responsive relationship between the Government, the people and civil society. Through the oversight of the **Minister of Information**, state machinery such as the **Ministries** through their **Public Information Officers** in collaboration with the **Jamaica Information Service (JIS)** and other media houses (print, radio and television) are envisioned to be the vehicles of delivery.

Action plan for Strategic Security Goals

3.14 Each Strategic Security Goal will be examined to identify the capabilities required to counter the threats to Jamaica and its citizens. Broad objectives are set to fill the gaps where these capabilities either do not exist or are inadequate, and specific actions are identified, with milestones against which progress can be measured. Responsibilities are assigned to the relevant MDAs with timelines. Short Term is within two years, Medium Term two- five years, and Long Term is beyond five years. These are not intended to be exhaustive, nor prescriptive; as it is recognised that effective implementation of the NSP will require each MDA to review in detail its own roles, responsibilities and actions. MDAs must also ensure that their other policies and programmes are not in conflict with the SSGs, but contribute to achieving the key goals of the Policy**.**

Goal 1 - To Reduce Violent Crime and Dismantle Organised Criminal Networks

3.15 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.

Specific Capabilities, Objectives and Actions

Capability 1

3.15.1 **A highly effective Police Force** that is properly structured, manned with well selected, suitably trained and properly equipped personnel who are held accountable for performance and conduct at every level, and managed by high quality leadership with effective oversight and safeguards against potential disruptive industrial actions.

Objective

- **Transform JCF and fully implement Community Policing, Review, adequately finance and expedite police reform and modernisation plans.**

Specific Actions - Short Term

a. **MNS** and **JCF** will conduct a strategic review of the JCF within six – 12 months and expedite the provision of a credible civilian oversight mechanism. Its roles must go beyond the appointment of senior personnel and must include accountability measures, setting and monitoring operational standards, performance and conduct.

b. **MNS** and **JCF** will develop and implement a public education programme to inform citizens of their roles in community policing, and to garner their support.

c. **OPM, MNS** and **JCF** will within six - 12 months develop a coordinating mechanism to ensure greater accountability for the relevant social agencies responsible for shelter, community services and economic

empowerment/job creation, in order to support the community policing effort.

Capability 2

3.15.2 A well coordinated, efficient and effective intelligence system**,** with adequate resources and strategic oversight.

Objective

- **Improve the quality of the criminal intelligence product that will prove a tipping point for the dismantling of organised criminal gangs.**

Specific Actions - Short Term

a. **MNS** will take the lead in establishing a communication system among intelligence agencies, including the development of an intelligence database with all MDAs, with necessary MOUs.

b. **MNS** will enhance collaboration amongst all agencies to ensure appropriate intelligence focus is directed at organised crime, including the transnational drug trade and violent criminal gangs. This collaboration is to include regional and international security agencies. The **MNS** supported by **MFAFT** is to provide for substantial linkages with the evolving CARICOM security initiatives endorsed by the Heads of Government in July 2005, such as the Coordinating Information Management Authority (CIMA).

Capability 3

3.15.3 A capacity to stimulate and promote social renewal, responsible citizenship and peaceful co-existence in communities that demonstrates their readiness for development.

Objective

- **To transform garrison communities through a coordinated programme of security forces action and appropriate social development initiatives.**

Specific Actions - Short Term

a. **Parliament, MNS** and **MOJ** will pilot reforms to force the severance of unwholesome ties between politicians and criminals or community leaders of questionable character within the short term. To further support this,

the JCF will continue to aggressively investigate and prosecute suspected "dons" for financial and other crimes.

b. **The Development Division (Cabinet Office)** will coordinate the development of multi-agency/sectoral programmes to improve the delivery of social services and provision of amenities in garrison communities. This will include the channelling of community power through legitimate and transparent structures and institutions to break the dependency syndrome and the attraction of criminal lifestyle, particularly among youth in the inner city communities. Intensify existing re-socialisation programmes to restore good values and attitudes especially among young people, in the long term. Take steps to reduce unemployment in the affected communities. This will be done in collaboration with **MNS** and other State actors, and in partnership with the business sector, NGOs and other civil society groups including the church. The coordination mechanisms will be established within six to 12 months followed by the ongoing implementation of these programmes.

c. The **JCF**, with the support of **MNS** and legitimate community groups, including churches, will encourage the establishment of proactive Neighbourhood Watch groups in order to increase collaboration between the JCF, community groups and private sector corporations, particularly as it relates to enhancing its public image.

d. Through the collection and analysis of reliable intelligence, the **JCF**, supported by the **JDF**, will aggressively seek to dismantle the illicit and coercive networks, and to eliminate the proliferation of illegal guns and ammunition in these communities.

e. Development, updating and strict enforcement of zoning, safety (e.g. fire) and building codes by the **MLGE, MAL,** and **MHTWW**. This will be done within the short term, and consideration will be given to the inclusion of appropriate consultation by both the **JDF** and **JCF** in these development orders. This would ensure, for example, that housing schemes are constructed in a manner that would allow for safe patrolling by the security forces in terms of non-restrictive road layouts, or building configurations that do not allow for the concealment of snipers.

f. **MHTWW** will continue to expand existing relocation programmes in order to regularise or dismantle informal settlements**.** Persons being relocated should share in the cost of the housing solutions on a concessionary basis and this will be done in the short term. **MLGE** is to ensure that abandoned structures are demolished quickly within the ambit of the law, in the interest of community safety.

g. **MOEY** to lead re-socialisation programmes particularly aimed at youth.

h. **MOJ** to enhance dispute resolution mechanisms to help resolve social conflicts and promote conflict resolution so that restorative justice complements retributive justice.

Capability 4

3.15.4 Improved and sustained systems or mechanisms to detect and eliminate corruption at all levels of law enforcement and the CJS with independent civilian oversight, appropriate resources and staffing. Concerning corruption in the broader government structure and society, there needs to be strengthened policies and practices, including sanctions, to promote transparency in government and society such as in the awarding of contracts, where processes may be unduly influenced, and in revenue collection within fee- based agencies.

Objective

- **To bolster and more rigorously implement anti-corruption measures.**

Specific Action - Short Term

A review of the **Office of the Contractor General** (OCG) and the **National Contracts Commission** (NCC) will be conducted within six months in order to improve their efficiency, enhance the requisite guidelines for the procurement of contracts and launch an awareness programme to highlight the correct procedures involved in awarding contracts.

Capability 5

3.15.5 Strengthened and effective regulatory systems and border control measures to control the possession, use, and trade of small arms, light weapons and ammunition.

Objective

- **To improve regulation of firearms and explosives and strengthen border control measures.**

Specific Actions - Short Term

a. **MNS** will introduce the necessary legislation for the improved regulation of firearms licensing and the establishment of a **National Firearm Licensing Authority** with primarily civilian oversight and administration.

b. **MNS** will within six months review and enhance existing regulations for the importation, storage and use of explosives to ensure full compliance, and also rigorous and effective systems for controlling and licensing imports, exports and transit of firearms, associated ammunition, parts and components, and explosives.

c. **Customs** to ensure that items entering our ports, including parcels and mail, are properly inspected.

Capability 6

3.15.6 **Effective regulation and monitoring of private security companies** to ensure full accountability and to guarantee that their operations appropriately complement and support the law enforcement agencies. For example, the regulating authority must conduct regular audits and spot checks of companies to ensure their compliance on arms and ammunition security, staff vetting and training, and it must have an appropriate investigative capacity.

Objective

- **Effectively regulate and monitor private security companies.**

Specific Actions - Short Term

a. **MNS** to determine within six months whether the powers and resources of the PSRA are adequate to effectively deal with the dynamic factors impacting security within six months.

b. **MNS** to review the protocols that exist between the **JCF** and the private security industry to ensure opportunities for cooperation are appropriately exploited.

Capability 7

3.15.7 **Public education programmes to promote community safety and encourage public order in communities and urban centres** as well as to encourage respect for constitutional authority. These programmes must bolster sustained political and public support of efforts to dismantle organised criminal networks, and remove the tolerance for criminal 'dons.' This includes garnering the support of the business and local communities against organised criminal networks and the strengthening of citizens' awareness of their rights and responsibilities.

Objective

- **To promote public awareness and education programmes to reduce criminal activities and promote community safety.**

Specific Actions - Short Term

a. **MNS** will take the lead, assisted by **MID, MOJ** and relevant **NGOs**, to formulate public education programmes within six to 12 months. Within the short term, the **MOEY**, supported by the **Cabinet Office** will ensure that schools include courses geared towards alerting students about the impact of crime and violence on society (included in civics), highlighting alternative dispute resolution mechanisms and promoting social intervention programmes. There is a need to first review existing programmes within four to six months and to implement and monitor new programmes as long as necessary.

b. **MOEY** and **MLGE** will further develop programmes to encourage respect for authority and public order in communities.

c. **MNS** supported by **MOJ** and **MOEY** will alert citizens about the damaging effects of criminal activities, and where permitted under law, expose criminals and their actions.

d. **MOH** will work in cooperation with **MNS** and **MOJ** to analyse injuries from violence with a view to identify 'hot spots' and improve planning or response strategies.

Capability 8

3.15.8 Ensure adequate mechanisms are in place to preempt and respond to kidnapping and extortion

Objective 1

- **To prevent the proliferation of kidnapping, extortion and human trafficking.**

Specific Actions – Short Term

a. **MNS,** assisted by **MOJ,** will establish special legislation to provide for increased punishment for kidnapping and extortion.

b. **OPM,** assisted by **MNS**, will encourage the establishment of codes of conduct in the public sector to make it easier to detect suspicious activities.

c. **MID** assisted by **MNS**, will develop and conduct a public information and awareness campaign to denounce extortion; promote the reporting of suspicious activities and to resist demands for payment of ransom.

d. **MNS** in cooperation with **MOJ** and **MFAFT** will establish a Task Force to develop and establish effective legislation to address the problems of human trafficking and promote effective coordination of anti-trafficking measures, consistent with Jamaica's international responsibilities.

Objective 2

- **Respond promptly and adequately to incidents of kidnapping, extortion and human trafficking.**

Specific Actions – Short Term

a. **MNS** will implement a dedicated secure system for receiving information from the public and for following up kidnapping, extortion and human trafficking cases.

b. **MNS** will ensure training of security personnel to include negotiating skills and appropriate use of force.

c. **MNS** will ensure the preparation of appropriate contingency plans for responses to incidents of kidnapping.

d. **MNS**, in cooperation with **MOJ** and **MFAFT** will establish a Task Force to develop and establish effective legislation to address the problems of human trafficking and promote effective coordination of anti-trafficking measures, consistent with Jamaica's international responsibilities.

In addition to the action points above, there are points in SSGs 2 (Strengthening of the Justice System), SSG 4 (Protecting and Controlling Jamaica's Territory) and SSG 5 (Strengthening the Integrity of Democratic Government) that impact directly on the achievement of this Goal. These include issues relating to the efficiency of the Justice System, and the improvement of border control and anti-corruption measures.

Goal 2 - To Strengthen the Justice System and Promote Respect for the Rule of Law

3.16 There is need for an effective justice system, which is accountable and demonstrates fairness in the way people are treated and decisions made. The application of law should be without fear or favour, requiring that all persons, regardless of their role in society, comply with the law and deal justly with others. Legislation needs to be continuously reviewed and revised as offenders use new methodologies, new technology and other creative ways to avoid prosecution.

3.17 Upholding the rule of law will serve the interest of both primary and secondary violence prevention, enhance public order, and address or reverse any disillusionment about the quality and exercise of justice. This goal also addresses the need to effectively bring to account those who choose to break the law with impunity.

Capability 1

3.17.1 Develop an effective integrated and efficient justice system, which engenders public confidence.

Objective

- **Transform the Justice System to be better able to prevent and investigate crime, prosecute, convict, punish and rehabilitate offenders.**

Specific Actions – Short Term

a. A temporary justice system Review Task Force will be established by **Cabinet Office, MOJ** and **MNS** to review and oversee the necessary changes to the overall Justice System, including legislation.

b. **MNS** and **DCS** to continuously monitor the provision of diagnostic services to assess offenders (in support of sentencing decisions) with information on levels of risk to society especially for young/first-time offenders.

c. **MOJ** and **MNS** to ensure the availability of adequate multi-disciplinary support including psychiatrists, forensic scientists and other medical practitioners, and increased access to social workers for both the investigative and rehabilitative processes.

d. **MOJ** and **MNS** to install a comprehensive Criminal Justice Management Information System.

e. **MOJ** and **CPC** to ensure more effective policy formulation and preparation of drafting instructions by the responsible ministries. All Ministries should also examine the adequacy of the laws they are required to administer.

f. With guidance from **MOJ,** all Ministries will broaden consultation among the relevant stakeholders including civil society in policy formulation and legislative drafting processes in order to ensure participation, support and collective ownership.

g. **MOJ** to ensure the timely and effective disposal of legal matters through modernised court processes (e.g. computerization, steno recording, court hours), and continued strengthening of administrative capability of the courts.

h. **MNS** supported by **MFAFT** and **MOJ** will develop extradition treaties including the establishment of reciprocal working arrangements with countries with which Jamaica does not currently have this arrangement. On an ongoing basis, **JCF** supported by the **DPP**, **MNS** and **MOJ** will increase its use of, and expedite and exploit the opportunities of the extradition process.

Capability 2

3.17.2 Legislation to ensure and enhance the effectiveness of the rule of law.

Objective

- **Continuously review, and amend as necessary, all legislation to confirm their relevance, levels of punishment and remedies, and to enhance the administration of justice.**

Specific Actions – Short Term

a. **MOJ** supported by **MNS** will establish a **Law Commission** to identify required legislation for drafting/enactment, with the mandate to carry out the continuous proactive amendment and creation of legislation to ensure the viability and effectiveness of the justice system.

b. **MNS** with the support of **MOJ** will develop, expeditiously enact and systematically enforce effective laws that would lead to the dismantling of organised criminal gangs and networks (e.g., racketeering laws, Proceeds of Crime Act, money laundering legislation). Citizenship laws, regulations

and procedures will be strengthened to make it more difficult for marriages to be arranged to provide cover for organised criminal activity. Improved mechanisms, including a regulatory framework, to eliminate illegitimate business enterprises, which provide outlets for hiding the proceeds of crime, are also to be provided.

Capability 3

3.17.3 Law enforcement agencies in the broadest sense need to accept, develop and enforce a zero tolerance approach to public order and rule of law issues when conducting their duties.

Objective

- **To accept, develop and enforce a zero tolerance approach to public disorder and rule of law issues.**

Specific Action – Short Term

MOJ, MNS, JCF and all other **MDAs** with law enforcement responsibilities are to put in place the necessary measures to enforce a zero tolerance approach to public order breaches and rule of law issues. Concurrently, **MNS** and **MOJ** will conduct a review of the components of the justice system (JCF, Courts, and Corrections) to ensure that the necessary supporting procedures, laws and systems are put in place in a timely manner, to cope with the anticipated initial increased burden on the system. Law enforcement personnel would include diverse appointments such as traffic wardens, local government building inspectors, forest rangers, fisheries inspectors, customs and police officers. There may be a requirement to increase the levels of the law enforcement authority of non-JCF organisations.

Capability 4

3.17.4 Sentencing guidelines and corresponding structures to support the practice of restorative justice, including the use of non-custodial sentences.

Objective

- **Review and update sentencing guidelines and supporting structures to facilitate greater use of non- custodial sentences or restorative justice practices where appropriate.**

Specific Actions

a. Periodic reviews of sentencing guidelines and supporting supervisory structures by the **MOJ** in collaboration with the **MNS** will be done, taking into consideration alternative sentencing options in order to reduce the burden on the correctional centres and to provide for appropriate punishment for low risk offenders.

b. **MOJ** to develop public awareness and understanding of the principles and value of restorative justice. .

Capability 5

3.17.5 Anti-corruption measures need to be strong enough to deter, detect and arrest corruption in all parts of the justice system.

Objective

- **Elimination of corruption in all parts of the justice system.**

Specific Action – Short Term

MOJ, MNS and **DPP** will re-examine with a view to strengthening anti-corruption measures.

Capability 6

3.17.6 An extensive public education system is needed on the functions and operations of the justice system, including information on access to justice and procedures at service locations.

Objective

- **Educate citizens about their rights and responsibilities, and the meaning and application of justice within the context of the Constitution and Laws of Jamaica.**

Specific Action– Short Term

MOJ and MNS to expand existing programmes to educate and inform the public on the justice system.

Capability 7

3.17.7 Humane facilities for safe, secure custody in police lock-ups, remand and correctional centres.

Objective

- **To provide safe and secure facilities to accommodate detainees, remandees and prisoners.**

Specific Action– Short Term

MNS, JCF, DCS and **MOJ** will re-examine their detention facilities in accordance with international standards and modify or rebuild where possible.

Capability 8

3.17.8 Mechanisms are required to promote acceptance of alternative methods of dispute resolution as a problem-solving tool in order to counter the pervasive use of violence, including domestic violence.

Objective

- **To promote use of alternative dispute resolution mechanisms.**

Specific Action– Short Term

MOJ, MNS, MOEY and **JIS**, with the support of NGOs, the church and other civil society groups to enhance public education efforts concerning alternative methods of dispute resolution.

Capability 9

3.17.9 Quality legal aid, witness protection and victim support services need to be developed and maintained.

Objective

- **To expand access to strengthened legal aid, witness protection and victim support services.**

Specific Action – Short Term

MOJ and **MNS** will identify sustainable finance schemes regionally and internationally to fund enhancement of legal aid, witness protection and victim support services, promote their availability through a public awareness programme and increase accessibility to those in need.

Capability 10

3.17.10 Mechanisms to ensure the effective preparation of cases for prosecution to include enhancing collaboration between the **DPP** and the relevant investigative agencies, including the **JCF**.

Objective

- **To improve the preparation of cases for prosecution.**

Specific Actions– Short Term

a. **MOJ, DPP** and **MNS** and all other **MDAs** with prosecutorial powers will strengthen formal mechanisms to provide for better collaboration in the preparation of cases for prosecution.

b. **JCF** to improve its investigative capacities through increased training and effective coordination between intelligence and all law enforcement agencies.

Capability 11

3.17.11 Mechanisms to enable actions in consort with CARICOM, in developing a common negotiating position with regards to the issue of criminal deportees.

Objective

- **To conclude agreements with deporting countries facilitating consultations before final decisions for deportations are made.**

Specific Action– Short Term

MNS supported by **MFAFT**, where it is not inconsistent with Jamaica's immediate national interests, will seek to adopt a common negotiating position on relevant issues with respect to deportees as discussed in the meeting of CARICOM minister's responsible for national security in 2005. These issues include: verification procedure for identification; pace of deportation; health status; duration of domicile in the deporting country; and support for reintegration programmes.

Capability 12

3.17.12 Policies and programmes that are geared towards effective rehabilitation and reintegration of ex-offenders, criminal deportees and youth at risk.

Objective

- **Effective rehabilitation and reintegration of ex-offenders, criminal deportees and youth- at- risk.**

Specific Actions– Short Term

a. **MNS, JCF** and **DCS** to develop/enhance policies and programmes with appropriate legislative support geared towards effective rehabilitation and reintegration of ex-offenders, criminal deportees and youth at risk.

b. **MNS** supported by **MOJ, MLGE** and **MLSS** will ensure that existing social support systems, in addition to visible referral and follow-up programmes are expanded to meet the needs of all ex-offenders and criminal deportees.

c. A database system will be established by **MNS**, to identify and monitor criminal deportees who may re-engage in criminal activities and high security risk visitors, and provide for increased and effective collaboration on such matters between **MNS** and Immigration**, JCF, MFAFT** and **CAA**.

Capability 13

3.17.13 Diversion programmes need to be in place that provide intervention for misguided youth in order to prevent/minimize delinquency and criminal activity and membership of criminal gangs.

Objective

- **To provide diversion programmes to allow for alternative means of gainful employment for persons normally engaged in illegal activities with emphasis on youth.**

Specific Action– Short Term

MOJ, MNS and **DCS** to introduce diversion programmes that provide opportunities for misguided youth in order to prevent/minimize delinquency and criminal activity.

Goal 3 - To Protect Jamaica from Terrorism

3.18 The scope of this goal includes the prevention of terrorist incidents, having contingency plans to adequately respond to incidents and having the capability to mitigate the effects of terrorism. The capabilities that are needed to adequately address these vulnerabilities are geared towards the ability to monitor and analyse potential terrorist activities; the ability to prevent or respond to terrorist incidents in terms of immediate action, mitigation of direct effects, recovery and rehabilitation; and the ability to engage the public internally and externally to mitigate the indirect effects that may arise due to inaccurate or exaggerated perceptions of the situation. Indirect effects include economic fallout from negative perceptions within the international community. The need for regional and international co-operative mechanisms is paramount.

Specific Capability, Objectives and Actions

Capability 1

3.18.1 **The capacity to prevent terrorist incidents** requires proactive security initiative. This is dependent on the ability to sustain an effective intelligence mechanism to include cooperation with intelligence and enforcement bodies regionally and internationally. This is to ensure the effective monitoring and tracking of people and goods transiting Jamaica as well as the monitoring and control of financial flows, particularly cross-border activities. Jamaica is unlikely to have adequate direct access to foreign intelligence resources without increased international cooperation.

Objective

- **To make Jamaica's intelligence apparatus more effective by instituting measures to improve coordination amongst national, regional and international agencies with regard to terrorism-related intelligence, and by establishing a State intelligence agency to handle strategic intelligence needs.**

Specific Action - Short Term

MNS will take a number of steps to maintain an effective intelligence system. This includes the establishment of protocols and mechanisms to facilitate sharing between national agencies, and regional and international partners; putting systems in place to facilitate sharing with INTERPOL and other like international agencies; the review and establishment of a system for coordination and sharing of high level intelligence and of tactical/operational intelligence; establishing the **NSIA**, or similar agency, as the national focal point for international coordination of intelligence sharing and reviewing the intelligence-sharing between **JDF** and **JCF** as a part of their strategic reviews.

Capability 2

3.18.2 An adequate border control and national identification system is required as elaborated in SSG 4 (Protect and Control Jamaica's Territory) and systems to maintain an adequate level of public awareness as elaborated in the cross-cutting issues section.

Objective

- **To strengthen systems and mechanisms for border control and for national identification**

Specific Actions – Short Term

a. In keeping with SSG 4, the **MOH** supported by the **MNS** and other interested MDAs will within two years ensure the establishment of compulsory national registration system for Jamaican citizens, and review the possible need for a national ID card.

b. **MNS** will implement systems and regulations requiring all Jamaicans to have machine readable passports on entry and exit; complete computerization of the immigration system; provide a database/network that links ports of entry, and enables tracking of entry and exit of all persons; promote and coordinate regional minimum identification system requirements for entry and exit through CARICOM; and review requirements for citizenship.

Capability 3

3.18.3 Effective anti-terrorism legislation and enforcement mechanisms need to be maintained in order to act on collated intelligence. They should conform to international obligations and responsibilities, and also meet national requirements. This capacity should encompass the ability to prevent the use of, and confiscation of funds associated with terrorist activities. This should be supported by the capacity for effective inter-agency co-operation and information sharing in Jamaica, and the ability to draw on societal support for prevention of terrorism, through public education, increased awareness and improved community-police relations for confidence building.

Objective

- **Assess the new anti-terrorism legislation to determine its effectiveness and its conformity with international obligations.** This should include appropriate legislation relating to the control and confiscation of funds linked to terrorism and ensure the enforcement of these legislations and the signing/ratification of the relevant international agreements on terrorism that are in keeping with Jamaica's national interests. In addition, capabilities of the relevant agencies to enforce anti-terrorism legislation

and allow for the confiscation of funds linked to terrorist activities are to be improved.

Specific Actions - Short Term

a. **MOJ** and **MFAFT** will implement the associated regulations concerning the Anti-Terrorism Act. **MNS** and **MFP** will provide the necessary structures and resources to enable the effective enforcement of the legislation, including the training of the police and other investigation authorities, within a year. They also need to ensure that the required institutional arrangements are in place in the same time frame.

b. **MOJ** and **MFAFT** will ensure that there are provisions in the Money Laundering and Proceeds of Crime Bills to address terrorism issues, including preventing terrorist financing and allowing for the confiscation of funds.

c. **MFAFT** and **MOJ** will ensure the signing/ratification of relevant international agreements. The establishment of review processes will support this to determine which international obligations should be ratified into domestic law. They will also ensure that terrorist offences are included in the terms of mutual extradition treaties. The supporting regulations should be in place within six months of the enactments.

d. **MNS** will review the roles and function of its agencies, ensuring they are clearly specified according to areas of responsibility. As a part of the protocol on **JDF/JCF** relations proposed for SSG 4, the **JCF** will lead on the detection and initial monitoring of terrorist threats at least until the proposed **NSIA** is established, and the **JDF** will lead on operational response to these threats.

e. As Jamaica is host to several international and multinational organisations and international events, **MNS** and **MFAFT** will put enhanced measures in place to ensure the security of international groups and individuals who participate or attend events, such as Cricket World Cup 2007 (CWC 2007).

Capability 4

3.18.4 **A system for the preparation and testing of contingency plans to respond to incidents.** There needs to be effective 'civil defence' contingency plans, by the responsible institutions. They should include the capacity to respond effectively to warnings of terrorist incidents and the ability to respond to terrorist incidents through the implementation of contingency plans. The provision of resources needed to implement

the contingency plans is an essential requirement. These resources should include effective information management and efficient communications systems.

In order to implement the contingency plans, there needs to be trained response teams. These response teams should have the ability to execute counter-terrorism operations based on rehearsed contingency plans through realistic exercises.

Objective

- **To establish and maintain contingency plans for responding to terrorist incidents as well as improving public awareness and knowledge of the potential dangers of terrorism.**

Specific Actions – Short Term

a. **MNS** will lead in the tasking of a multi-agency body to review and define planning needs and capabilities required to address the full range of anti-terrorist contingencies including investigation protocols and training to handle situations before, during and after terrorist incidents. In keeping with these requirements, the **JDF** supported by the **JCF** and **ODPEM** should, within a year, establish trained and equipped response teams with the ability to execute counter-terrorism operations based on contingency plans, which have been rehearsed and updated through realistic exercises.

b. The **National Security Council** (**NSC)** needs also to develop the capacity to assume policy direction over crisis response.

Capability 5

3.18.5 **Public information programmes to mitigate indirect effects of terrorist incidents**. Without an effective information management and communications system, Jamaica is highly susceptible to damage to its reputation and loss of economic activity in the event of a terrorist incident or threats thereof. Jamaica needs to have the capacity to effectively communicate with the local and international community in order to limit damage to its reputation and interests in such eventualities.

Objective

- **Maintain an effective local and international communications system to mitigate the impacts of terrorist incidents.**

Specific Action – Short Term

a. **MNS** with the support of the **JIS** will ensure the existence of effective information management and communications systems including launching public information programmes relating to: sensitisation of the

public on suspicious activities and reporting geared at reducing risks of terror acts and how to act in event of terrorist incidents.

Goal 4 -To Protect and Control Jamaica's Territory

3.19 As an independent and sovereign nation, Jamaica must retain the capacity to defend its national interest against the threats of hostile foreign States or other non-state organisations with all the resources at its disposal, including the military. Transnational threats, including organised criminal activities, undermine regional and international peace and security and national sovereignty. While Jamaica acting alone may not be able to provide for traditional defence of the country against a superior external military force, the security forces will adopt appropriate means of warfare to defend the country. At a minimum, there should be a capability to provide sufficient delay to allow for the triggering of other contingencies. The complexity of the threats requires regional and international cooperation for the development and implementation of effective counter measures. Jamaica needs to adopt and implement the best border management practices, to encompass the maritime, air and land mass/spaces and ports of entry and to minimize the risk of transnational threats. This is important because of the growing ability of non-State actors to act transnationally.

Capability 1

3.19.1 **Capacity to ensure cooperation and coordination between agencies with related or overlapping responsibilities.** It is only by doing so that the limited resources can be effectively used to realise the full benefits of their employment. Without clear demarcation of responsibilities and lead roles, there could be unnecessary redundancy in allocating resources and the employment of personnel.

Objective

- **To establish a protocol to govern cooperation between agencies with similar or overlapping responsibilities particularly the JDF and JCF thereby ensuring clear indication of lead roles.**

Specific Actions – Short Term

a. **MNS** in consultation with the **JDF** and the **JCF** will establish a protocol governing cooperation and the division of responsibilities between **JDF** and **JCF** including lead roles as indicated below. This should be implemented within six months. The establishment of the protocol itself requires appropriate legal staff and representatives from the affected agencies; however detailed strategic reviews of the **JDF** and **JCF** should be conducted to ensure they are adequately structured, equipped and financed to effect their responsibilities as defined by the protocol.

b. **The JDF should lead on all National Security matters within Jamaica's maritime territory including counter narcotics and arms**

trafficking. JDF has constabulary powers for offences in the maritime environment based on the Maritime Areas Act, the Exclusive Economic Zone Act and the Fisheries Act. The present practice is for **JDF** to search, apprehend and detain, then hand over to the **JCF**, with the knowledge of NEPA, Customs and/or the Fisheries Division at a designated port. This practice works and should continue with no decrease in the present **JDF** powers. The **JCF** is neither trained nor equipped for deep sea or 'blue water' operations or to cover extensive maritime areas. Any attempt to so equip them would result in duplication and redundancies and is not recommended. Delineation of authority is important to avoid overlap. It is decided that areas outside the baseline from which the territorial seas are measured (approximately half a mile from the main land to the north and to encompass Portland Bight in the south) should be the responsibility of **JDF**. Areas within the baseline of the landward side should be the responsibility of the **JCF**, excluding the areas around Morant and Pedro Cays.

c. The **JDF** should lead on traditional military threats (including NBC attack). Initial insurgent activity would be within the purview of the **JCF** but would be handed over to the **JDF** at some point of escalation, to be determined by the **NSC.**

d. The **JCF** should lead on all internal security matters under normal circumstances. There should be the delineation of three levels of **JCF/JDF** involvement in internal security matters:

> **Level 1 - JCF operating alone**. This should remain the norm, as it is not desirable for military forces to be routinely involved in law enforcement operations.
>
> **Level 2 - JCF leading with JDF assisting as directed by the PM/Minister of Defence**. This should be specific time-limited operation in the case of situations that call for joint operations to address serious threats to national security. In extreme cases, this would include the **JDF** acting with increased powers as provided under the Emergency Powers Act to restore and maintain law and order.
>
> **Level 3 - JDF leading with JCF assisting as declared by the Governor General** or in keeping with other Constitutional arrangements. This should be until the status quo is restored.

e. The initial detection and monitoring of suspected terrorist groups will be the responsibility of the **JCF,** at least until the proposed **NSIA** is established. The response to incidents is within the purview of the **JCF** until terrorist involvement is clearly established at which point, the **NSC**

would authorise the change of lead to the **JDF**. The **JDF** will lead on the operational response to terrorist threats, to include acting on intelligence to preempt an incident as directed by the **NSC**.

f. **MNS** will lead in development of a national security programme covering national policy, overarching legislation, sectoral responsibilities and a mechanism for implementation for aviation and maritime security at airport and seaports. This programme will be consistent with national security policy objectives and international rules provided by the relevant conventions of the International Civil Aviation Organisation (ICAO) and the International Maritime Organisation (IMO) adopted by Jamaica, and the specific civil aviation and maritime sectoral responsibilities of the **CAA, PAJ** and **MAJ**. The **CAA** will improve the capability to detect unauthorised aircraft, particularly through use of radar systems, and relay information on unauthorised aircraft activities to the **JDF** and the **JCF** for their respective responses by land, air and sea.

Capability 2

3.19.2 Capacity to identify Jamaican nationals in a timely way and to monitor the movements of migrants, criminals, deportees and other individuals of security concern.

Objective

- **Establish an adequate national identification system**

Specific Action – Medium Term

MOH is to expedite action on a national identification system, incorporating biometrics, that could be assigned at birth and be a requirement for all official activities including schooling, employment and conducting business. They should also conduct a review of the national identification card system to determine whether a unique card bearing the national identification number is required and whether this can replace other national identification cards such as the voter registration card.

Capability 3

3.19.3 **Capacity to manage refugees, asylum seekers and migrants** - The risk of instability in neighbouring countries implies that there may be a significant influx of refugees, asylum seekers and migrants. Jamaica should have the capability to manage extraordinary numbers of these categories of persons to include having systems and facilities in place locally, and the ability to coordinate with United Nations' bodies and non-governmental organisations {NGOs}. The management systems should include the

capability to receive and process applications for asylum as well as related appeals. Jamaica requires legislation to fully implement the provisions of the 1951 Convention on the Status of Refugees and its 1967 Protocol. See SSG 6, which relates to Jamaica's contribution to regional and international security, for specific objectives relevant to this issue.

Objective

- **Establish a formal system/mechanism for the management of refugees, asylum seekers and migrants.**

Specific Actions –Medium Term

a. **MNS** assisted by **MFAFT** will review the function and operation of the existing ad hoc-management system; carry out consultations and coordinate approaches with the relevant government entities and non-governmental organisations to formulate and establish an effective management system; develop adequate standards for the provision of facilities, medical care and food for refugees, asylum seekers and migrants; establish a formal structure to deal with applications and interviews for refugee and asylum status; and develop and establish a formal appeal procedure for applicants for refugee and asylum status.

b. **MNS** and **MOJ** should review the existing means by which persons may legitimately claim Jamaican citizenship with a view to preventing abuse.

Capability 4

3.19.4 Capacity to monitor and control the entry and exit of goods and persons in and out of Jamaica irrespective of the means and access points used, whether they be authorised points of entry (POE) such as sea ports, airports and post offices, or unauthorised POEs including the coastline and private fields that can facilitate aircraft operation. The cruise-ship industry has already implemented comprehensive strict maritime security control measures under the International Ship and Port Facility Security (ISPS) Code. However, Jamaica should have the capacity to ensure that proper liaison is carried out between the Port Facility Security Officers (PFSO), the Port State Control Officers (PSCO) and immigration. This should include general declarations of the passenger manifest, where this is not already being done, consistent with national and international requirements.

Objective

- **To complete the overhaul and strengthening of the system of border control including mechanisms to improve cooperation and coordination of Immigrations, Customs and Police where appropriate, to ensure that processing at ports for relief cargo and personnel is sufficient. This overhaul should include a review of procedures to ensure better monitoring of private airfields; the development of**

policies and the building and upgrading of technological capacity to monitor and control access to unauthorised points of entry and ensuring adequate surveillance, monitoring and control of Jamaica's air space and marine areas.

Specific Actions – Short Term

a. **MNS** supported by **MFP (Customs), MFAFT,** and **MHTWW** should complete the overhaul and strengthening of the system of border control. The reorganisation of the operations of Immigration and Customs should be completed within one year. In that process, the implications of the freer movement of CARICOM nationals occasioned by the implementation of the CSME should be taken into consideration.

b. **MNS** supported by **MFP** will negotiate special arrangements for enhancing border control processes for major international events hosted by Jamaica. Cricket World Cup 2007, will be the first significant test of the updated systems and procedures.

c. **MNS** and **MFP** should agree to an appropriate protocol for coordinating the operations of the JCF, Immigration and Customs. The protocol should include a shared database, and the sharing of related intelligence. The sharing of information between Customs and Immigration should be effected within six months.

Capability 5

3.19.5 Capacity to monitor and enforce the laws and regulations pertaining to the use of Jamaica's airspace, coastal waters and EEZ. The regulatory framework includes the Customs Act, Fisheries Act and the maritime environmental protection laws.

Objective

- **Ensure that there are sufficient resources and an adequate structure to undertake regular surveillance of the EEZ by air and sea to detect vessels and aircraft and to monitor and control their use of the air and sea space. This should include the necessary regulatory framework to allow for effective enforcement including customs, fisheries and environmental protection.**

Specific Action – Short Term

MNS and **MFP** will improve resources available to the **JCF** and **JDF** to make them better able to monitor coastal areas, and within two years ensure adequate

resources for air and maritime surveillance. The **JCF** and **JDF** should, on an ongoing basis, identify and disable locations used for the illegal operation of aircraft and increase the monitoring of locations that provide potential landing opportunities.

Capability 6

3.19.6 The ability to acquire credible intelligence that will identify insurgents and their means of support and sustenance and thereby inform appropriate security, informational and policy responses to isolate insurgents from their support, promote support for the constituted authority, and suppress unlawful insurgent activities**.**

Objective

- **To maintain a credible intelligence service that will constantly assess the factors likely to contribute to the development of an insurgent movement and will keep the National Security Council and the minister responsible for security fully apprised on the emergence or development of an insurgent threat.**

Specific Actions

a. **MNS** will establish protocols, within six months, to ensure more formal and consistent information sharing between private security companies and the police. **MNS** should establish, within six months, protocols with non-intelligence agencies that frequently handle potentially useful data such as **CAA**, Immigration and Customs.

b. **MNS** will expedite measures to secure the relevant decisions and directives to have the **NSIA** established and will ensure that priority intelligence requirements of the State are assigned to the appropriate intelligence agencies.

Capability 7

3.19.7 Jamaica must maintain a credible military capacity to defend itself against military threats.

Objective

- **To maintain military readiness to provide a meaningful and extended resistance to external military threats and protect the country from capitulation to hostile external forces.**

Specific Actions

a. **JDF** will conduct, within six months, a comprehensive **Strategic Defence Review** to ensure the appropriate military structure. This could subsume the review mentioned above regarding **JDF/JCF** collaboration on IS matters.

b. **MNS** and **MFP** will provide, within a year, the necessary resources to ensure the required military capability to defend against or delay external military threats. The **JDF** should ensure that adequate training takes place to meet this requirement.

c. **MNS** and **JDF** will lead on the policy direction and operational response, respectively, to nuclear threats. **MOH** will lead on the response to incidents involving the use of biological agents, and **MLGE (ODPEM)** will coordinate the response actions to chemical incidents. The **NSIA** will be mandated to advice on the specific threats.

Capability 8

3.19.8 Agreed protocols and enhanced understandings with our traditional partners on security namely, the United Kingdom, the United States and Canada, as well as other friendly states within CARICOM, the OAS, regarding mutual assistance in times of security crises**.**

Objective

- **To conclude formal agreements and develop understandings with regional and international partners in security regarding framework for security cooperation in the event of hostilities.**

Specific Action

MNS supported by **MFAFT** will immediately initiate discussions with existing and potential allies with a view to securing agreements to enhance Jamaica's security. They should, within a year, review existing agreements, whether formal or informal, that relate to Jamaica's security, and aim within three years, to negotiate, sign and (where appropriate) ratify improved agreements relevant to Jamaica's security.

Goal 5 - To Strengthen the Integrity of Institutions of Democratic Government

3.20 Governance is the exercise of power in the economic, political and administrative management of a country's resources. Good democratic governance includes openness, justice, equity, inclusiveness, and accountability and embraces the respect for civil rights. It comprises the traditions, institutions and processes that determine how power is shared and exercised; how decisions are made and how authority responds on issues of public concern. Jamaicans demand improved efficiency, economy and effectiveness of Government resources. The Government faces increased pressure to decentralize operations, decrease the levels of bureaucracy and reduce the size of the public service. An effective public service will lead to public confidence and contribute to providing a stable and secure environment for Jamaica.

3.21 Structures, laws and procedures need to be enhanced or established to aggressively eradicate corruption in public life primarily, and to remove the culture of corruption in the society as a whole. In order to strengthen the integrity of the institutions of democratic governance, the government and people of Jamaica need to join in partnership to combat the negative effects of social discrimination through the exclusion of certain groups from the democratic process, garrison politics and the associated ills, poor physical and other conditions of service under which some public servants work, centralization of essential services and real and perceived corruption among public officials.

3.22 Effective systems to promote and sustain transparency within the public sector are necessary to tackle the perceived and/or real lack of transparency in the operations of many public sector institutions. These systems would also facilitate improved access by the public to government and other public sector institutions and services. Systems implemented must include the necessary checks and balances to ensure both effectiveness and accountability. There must also be scheduled review periods to facilitate their currency and appropriateness. Built into such checks and balances must be the collective responsibility of the particular organisation, and by extension government, to the society, as well as the individual accountability of the leadership elements for their performance.

3.23 An enhanced code of conduct for Ministers, Parliamentarians and other public and private sector officials needs to be implemented and enforced. This will ensure that the perceived and actual lack of ethics with respect to Government and other public officials, as well as members of the private sector will be addressed.

Capability 1

3.23.1 Vibrant democratic institutions including the Constitutional Opposition, a free press and appropriate regulatory framework that afford citizens safeguards against abuses

of State power and provide credible means for pursuing redress where they perceive that such abuse has occurred.

Objective

- **Protect Jamaica's democratic institutions, including the offices of the Political Ombudsman, the Public Defender the Children Advocate, the Electoral Advisory Commission and also the work on the Charter of Rights.**

Specific Action

MFP is to ensure that the requisite resources are provided to guarantee the viability of democratic institutions that depend on State resources to maintain good quality service to the public.

Capability 2

3.23.2 A legislative framework that prescribes effective tools, rules and procedures to empower and shield investigative and regulatory bodies to enable them to execute their mandates in a transparent, just and credible manner, as well as an enhanced code of conduct for Ministers of Government and other Parliamentarians. These provisions will aid in public confidence building.

Objective

- **Strengthen the integrity of public institutions and eradicate corruption by preventing, detecting and deterring corruption, and consistently enforcing law and order.**

Specific Actions– Short Term

a. **Cabinet Office** will enhance measures to prevent, detect and deter corruption in the public service. The reinforcement of this will include the review of current systems and procedures and the rationalisation of staff, within a year. Effective sanctions and penalties will be introduced and existing ones strengthened in order to adequately and expeditiously deal with breaches.

b. **MOJ** will enhance the analytical and investigative capacity of the Commission for the Prevention of Corruption, which is intended to carry out investigations into abuses and corrupt practices. This enhancement will address increased staffing and facilitate the review and amendment of the legislative framework over time. The review and necessary implementation will be completed within twelve months.

c. Provisions will also be made to protect persons who provide information on corrupt actions, which will be done through the passage of legislation and/or the appointment of a 'Confidential Ombudsman', and to consider expanding the jurisdiction of the Commission beyond the public sector. **MNS** and **MOJ** will establish the monitoring framework within a year. There must also be periodic updates of the security vetting system within the public sector, particularly for sensitive positions.

d. Stringent security vetting standards will be enforced for the beneficiaries of Government contracts. The reviews and necessary changes will be completed by the **NCC** in collaboration with the **MFP** and the **MOJ**.

e. **The Cabinet Office** will also aggressively pursue the institutionalisation of the Performance Based Management System (PBMS) within the public sector. **MLSS** will develop standards and performance measurement parameters in order to facilitate the full implementation of the PBMS. This will establish a framework to allow for public scrutiny of the operations of MDAs, which will serve to complement the Access to Information Act and other GOJ initiatives aimed at greater transparency within the public sector.

Capability 3

3.23.3 Effective governance structures at the level of the community to ensure that services provided by the State are delivered to the persons for whom they were intended in a transparent and fair manner.

Objective

- **Strengthen local governance structures and build effective working partnerships with the local police and associated agencies.**

Specific Actions

a. **MNS** is to ensure that the philosophy of community policing becomes institutionalised across all Police Divisions. Special attention is to be paid to the prevalence of sexual offences such as rape, carnal abuse and incest, which are often unreported because of the attached stigmatization.

b. **OPM** (**SDC**) supported by **MNS,** should forge ahead with the establishment of legitimate community-based organisations such as Community Development Councils or Community Safety and Security Groups throughout communities. **MLGE** will establish security sub-committees within local government (Parish Councils) that will examine

and coordinate action on public order security related issues, particularly as they relate to law enforcement agencies, to better safeguard communities island wide.

Capability 4

3.23.4 A cadre of civil servants at all grades throughout the public service that is recognised by the public as professional, courteous, and responsive to the public.

Objective

- **An open and impartial public service in which valued and respected professionals deliver high quality services efficiently and effectively in order to safeguard the public's interest.**

Specific Actions– Short Term

a. **The Cabinet Office** supported by **MLGE** and **MOEY** will facilitate programmes for the enhanced training and development of the existing public sector staff in order to address the problem of poor work ethics within the public sector. Concurrently, there will be need to increase the public's awareness of the role and value of local government. This will be completed within one year and implemented in the following six months.

b. **The Cabinet Office** supported by the **OPM (the SDC**) will expedite the Institutionalisation of the Code of Consultation for the Public Sector within one year. The implementation will encompass the establishment of capacities and mechanisms for conducting effective consultation processes across Government as well as regular evaluation of practices.

c. **The Cabinet Office** is to pursue the adoption and institutionalisation of core values across **MDAs**. A comprehensive training needs analysis of the public sector is to be conducted and formal training opportunities created to address these over the next 18 months. Each **MDA** is required to participate in the needs analysis and support the implementation of the training. Ultimately, this will lead to increased retention of quality staff and the improved delivery of services and overall professionalism of the public service.

d. **OPM** and **MLSS** in collaboration with **MOEY**, will seek to improve and increase the number of programmes designed to mentor youth. The identification of areas for improvement and new initiatives will be completed within six months followed by implementation. **MOEY, MLSS** and **OPM,** will continually develop, improve and implement

educational and skills training opportunities aimed particularly at youth-at-risk. The objective is to increase public confidence in the constituted authority and provide a viable alternative to the lure of criminality within Jamaica.

Specific Actions– Medium Term

a. The Ministry responsible for community development (**OPM**) will establish effective framework/models, based on domestic and international best practices, for the development of regional, parish and community-development committees. Concurrently, the framework for the implementation of joint public/private sector programmes aimed at the sustained financing of the development committees will also be developed.

b. **MFP** and **MLSS** will continue the review and improvement of the public sector compensation schemes and seek to improve working conditions within the public service. Additionally, the professional development and training of public officials will be significantly enhanced to include increased access to tertiary level educational opportunities as well as in-service training.

Goal 6 -To Increase Jamaica's Contribution to Regional and International Security

3.24 Jamaica is integrally involved in regional and international efforts to promote and maintain international peace and security. In this regard, the country continues to co-operate and plays an active role in the development and implementation of regional and international security initiatives and measures with the primary national security objective being to: secure Jamaica's borders, protect its sovereignty and integrity; secure its maritime areas of jurisdiction and air space; and ultimately protect its citizens.

3.25 The State's interests and contributions in regional and international security are also viewed within the context of the country's need to create a secure environment for its citizens to experience freedom and to effectively contribute to economic growth and development. Additionally, the security and economic stability of Jamaica's trading partners in the Caribbean, the wider hemisphere and the global community, are relevant to the country's security and development.

3.26 A CARICOM Regional Task Force on Crime and Security has proposed the establishment of a management structure for the regional crime and security agenda. Included in this structure is an Implementation Agency for Crime and Security (IMPACS) and a Coordinating Authority for Information Management (CIMA), which would both assist in the co-ordination and processing of relevant security information. The NSP recognises the importance of these mechanisms and provides for the appropriate linkages at the policy-making level and implementation stages.

3.27 The wide-ranging issues affecting regional and international security require effective and coordinated policies and operational measures among countries for improvement in peace and security. Jamaica is expected to maintain its leadership role in the region and, as such, will be fully prepared to effectively contribute to regional security with the required capabilities to counter the dynamic security challenges, which threaten national and regional security. Jamaica should therefore have the necessary capabilities to strengthen its commitment to international efforts in the maintenance of global peace and security and to implement international security measures, including relevant UN Security Council resolutions.

3.28 Jamaica requires legislation to fully implement the provisions of a number of international legal instruments to which it is a signatory, including the International Convention against Transnational Organised Crime and its Protocols, the International Convention against the Illicit Trafficking in Narcotics and its Protocols, and the International Convention against Terrorist Financing.

3.29 The security concerns in the region and the international community are compounded by the potential for increased terrorist activities, the illicit trafficking in narcotic drugs, the illegal trade in small arms and ammunition, and the prevalence of money laundering and transactional organised crime.

Capability 1

3.29.1 Security cooperation and agreements with regional and international partners.

Objective

- **To strengthen regional and multi-lateral cooperation and ensure signature/ratification of regional and international security agreements, which promote peace and security, consistent with Jamaica's interests.**

Specific Actions– Short Term

a. **MFAFT** supported by **MNS** will engage states with security problems that can impact negatively on Jamaica.

b. **MFAFT** supported by technical experts from other **MDAs**, will actively participate in regional and international security meetings, at all levels, and continue to collaborate with countries within CARICOM, ACS and OAS.

c. **MFAFT** supported by **MNS,** will regularly review the instruments affecting Jamaica's regional and international security interests in order to ensure that those interests are better protected and enhanced.

Capability 2

3.29.2 Mechanism for structured intelligence- sharing with partners.

Objective

- **To enhance security partnerships and intelligence-sharing arrangements.**

Specific Action – Short Term

MFAFT supported by **MNS,** will initiate consultations to establish and develop intelligence -sharing procedures and guidelines with countries that share similar security concerns, including building of security profiles on suspect individuals and groups.

Capability 3

3.29.3 Effective mechanisms to monitor regulate and enforce agreements as well as the capacity to assess and respond to regional and international security events.

Objective

- **To implement regional and international agreements to which Jamaica has acceded, including recent CARICOM security initiatives.**

Specific Actions – Short Term

a. **MFAFT** supported by **MNS,** will ensure that security measures are implemented so that Jamaica carries out its obligations to comply with the provisions of the agreements. Effective units/departments are to be established to coordinate the implementation activities and to monitor the agreements.

b. **MFAFT** and **MNS** will actively participate in regional and international discussions and negotiations on security matters.

Capability 4

3.29.4 Enhance capacity to influence the development of regional and international policies relating to peace and security.

Objective

- **To strengthen diplomatic representation, including the provision of a security remit for all missions.**

Specific Action - Medium Term

MFAFT supported by the **MNS** will provide security advisors in overseas missions, in countries where there are substantial security matters of interest to Jamaica. Diplomatic staff to be sensitised about security matters.

Capability 5

3.29.5 An effective programme to heighten public awareness on the importance of regional and international security cooperation.

Objective

- **To sustain public support for Jamaica's participation in regional and international security arrangements.**

Specific Action - Short Term

MNS supported by **MID** and **MFAFT,** is to design a public information campaign to promote the importance of regional security cooperation to Jamaica.

Capability 6

3.29.6 Capacity to contribute to regional and international conflict prevention, crisis management, peace-keeping activities and other interventions, including humanitarian assistance to prevent/reduce instability in neighbouring states.

Objective

- **Maintain a permanent capability within the security forces to provide for peace-keeping and humanitarian missions.**

Specific Actions – Short Term

a. **MNS** will ensure that **JDF** and **JCF** maintain and enhance the capability to assist any UN, OAS or CARICOM peace-keeping, humanitarian and specific law enforcement- related requirements. Similarly, the **JCF** is to be prepared to provide the required support for law enforcement operations overseas.

b. **MNS** supported by **MFAFT, JDF** and **JCF,** will maintain a cadre of trained personnel for any Government- approved overseas deployment, to include the conducting of regular exercises with regional forces, to provide external humanitarian assistance as required

Capability 7

3.29.7 Improved capacity to process and manage refugees/migrants.

Objective

- **Improve the national management system for refugees, migrants and other displaced persons, consistent with international agreements established through United Nations High Commission for Refugees (UNHCR) and other internationally recognised bodies.**

Specific Action – Short Term

MFAFT supported by **MNS**, **ODPEM** and **MOH** will review the function and operation of the existing ad hoc management system and formalise adequate standards for the provision of facilities, medical care and food for refugees, asylum seekers and migrants. This requires cross-sectoral consultations in order to coordinate approaches with the relevant government entities and NGOs to formulate and establish an effective management system.

Capability 8

3.29.8 A national legislative framework that facilitates Jamaica's regional and international commitments and obligations.

Objective

- **To ensure adequate domestic legislation to facilitate and ensure compliance with regional and international security obligations.**

Specific Action – Short Term

MFAFT supported by **MOJ** (**CPC**) and **MNS** will expedite the drafting, and facilitate the enactment of, necessary legislation to enable accession to the current regional and international agreements which are of interest to Jamaica, taking into account the various international rules and laws.

Goal 7- To Provide the Environment for a Stable Economy and Effective Delivery of Social Services

3.30 The Government has a responsibility to combat financial crimes and to implement sound macro-economic policies and programmes to create a society in which each citizen has the prospect for a better quality of life. There is need to ensure that regulatory and other measures are geared towards strengthening the financial system, stimulating investment, encouraging tax compliance and facilitating sustainable economic growth and development in a secure and stable environment. It is also essential to counter the methods used by individuals, groups and organisations to earn, move and store illicit funds. This will help to enhance and maintain the integrity of Jamaica's economic system and to close the conduits via which national security may be compromised. The Government will also foster an environment that provides access to economic opportunities and reduce the dependency on illegal activities, particularly among persons in the lower socio-economic bracket.

3.31 The Government has a role to protect and preserve the fundamental human rights of all Jamaican citizens and to provide access to basic education, health, shelter, and effective systems for the provision of other social services. The protection of the most vulnerable and the alleviation of poverty are also government objectives for a stable and secure environment. Social stability and development are essential contributing factors to the strengthening of national security; hence it is critical that the social dimension is incorporated in Jamaica's national security policy. Unemployment, low standards of living and poor social infrastructure contribute to social, economic and political instability. Improvements in the social sector are required and the country needs the capability to ensure that social threats can be eliminated or reduced.

For a Stable Economic Environment

Capability 1

3.31.1 An effective legislative, regulatory and supervisory policy framework for the entire financial sector that minimizes exposure to the risk of financial crises, while facilitating a high level of compliance with appropriate sanctions for tax evasion, fraud, corruption and the proceeds of crime.

Objective

- **To strengthen the legislative, regulatory and supervisory policy framework for more effective administration of the financial sector.**

Specific Actions

a. **MHTWW** supported by **MNS** and **MFP** will seek to strengthen security and customs clearance policies and procedures at the international seaports, airports and other points of entry to detect and deter the trade in

contraband, especially arms and narcotics. Existing Customs laws will be reviewed to address inadequacies, including the need for increased penalties and provisions to deal with smuggling and unlicensed Customs Brokers. The timelines for implementation will vary, but the maximum time frame will be approximately 18 months.

b. **MFP, MNS** and **MOJ** will strengthen policies, laws and regulations to combat money laundering, terrorist financing and other illegal or irregular financial transactions.

c. **MFP**, with support from **MNS/JCF** and **MFAFT,** will deepen regional and international co-operation and adopt/ implement the recommendations/standards of the Financial Action Task Force (FATF), the Caribbean Financial Action Task Force (CFATF) and other recognised bodies as agreed by the Government.

d. **MFP (BOJ, FSC, FID, Jamaica Customs, Taxpayer Audit and Assessment Department (TAAD))** supported by **MNS, MOJ,** and the **DPP,** will establish/and or develop formal mechanisms, including permanent inter-agency committees for the detection, investigation and prosecution of financial crimes. The proposed NSIA is intended to be one of the mechanisms to carry out these functions.

Capability 2

3.31.2 A robust cyber network that offers protection for critical electronic financial infrastructure.

Objective

- **To enhance computer security in critical areas of the financial infrastructure, to prevent, detect and respond rapidly to cyber crimes and avoid catastrophic data loss.**

Specific Action

MITEC and **Fiscal Services Limited/MFP**, with support from other relevant agencies, will ensure the continued enhancement of computer security to facilitate effective prevention, detection and prosecution of cyber crimes.

Capability 3

3.31.3 An effective security apparatus that is able to protect and sustain the vital economic assets on which the economy depends.

Objective

- **To strengthen security around vital economic assets.**

Specific Actions– Short Term

a. **MTEC** supported by **MNS, MHTWW, MAL** will provide enhanced and visible land, air and sea security systems in key resort areas for the protection of the tourism sector, including a coordinated emergency response capability.

b. **MNS** will review the memorandum of understanding that exists between the private security industry and the Jamaica Constabulary Force and will set clear policy guidelines for collaboration between the security forces of the State and the private security industry, especially with regard to the protection of vital assets, including infrastructure.

c. All **MDAs** will ensure that adequate risk mitigation, prevention and response contingency plans are developed and implemented, to protect critical economic and physical infrastructure and the essential services from disasters and criminal activities, such as sabotage, terrorism and accidents. Emergency response contingency plans are to be coordinated by the **ODPEM** and filed with the NSSIU and the National Disaster Committee.

Objective

- **Improve systems to support economic diversification and energy security to reduce the impact of economic shocks.**

Specific Actions

a. **MITEC** and its energy-related agencies have primary responsibility for enhancing and vigorously implementing the national energy policy to forestall the impact of any sudden energy shocks to the economy. The imminent exploration of Jamaica's territorial waters for natural resources such as crude oil and natural gas will continue to be promoted on an ongoing basis.

b. **MITEC**, with support from **MFAFT, MNS, MOJ**, and **MTEC** will strengthen the protection of 'Brand Jamaica' and associated intellectual property (IP) rights. This will be done through appropriate legislation, monitoring, investigation, prosecution of violators and a robust public awareness campaign.

For Delivery of Social Services

Capability 4

3.31.4 Effective conflict management mechanisms to prevent or peacefully resolve conflicts at the domestic level, within and between communities as well as on the industrial front, thus reducing the need to resort to violence and preventing the malicious destruction of critical infrastructure and public or private property.

Objective

- **Strengthen enforcement of public order legislation and regulations which affect social values and practices, such as the use of expletives, lewd behaviour, and indiscipline, lack of respect and invasion of privacy.**

Specific Actions

a. **MOH** supported by **MOEY** will enforce public order and social legislation, particularly those aimed at minors; and strengthen rehabilitation and therapeutic programmes in accordance with international conventions for the trafficking of children and the National Plan of Action for an Integrated Response to Children and Violence.

b. **OPM** will lead on strengthening mechanisms for the coordination of community development programmes to enhance parenting skills.

c. **MOEY, MNS** and **MOH** will strengthen collaboration on social intervention programmes which highlight mentoring, parenting, recreational and sports development, educational and cultural achievements.

Capability 5

3.31.5 An integrated multi-sectoral mechanism for coordinating the myriad organisations, programmes and initiatives for addressing socio-economic problems that contributes to crime and violence with particular reference to the high-risk segments of the population.

Objective 1

- **Coordinated social reintegration programmes, to provide opportunities for the reintegration of ex-offenders, including youth offenders and youth-at-risk.**

Specific Actions

a. **MLSS** will in the development of a coordinated government response to facilitate the reintegration of ex-offenders and deportees. The programmes will aid in countering social ills, such as illiteracy, unemployment and poverty, which have a direct impact on the level of crime, economic growth and development.

b. **MLGE, MOEY** and **MITEC** will expand community- training programmes in business development (self-start, micro businesses) in order to reduce poverty and expand employment opportunities. Assistance will be sought from relevant NGOs and private sector firms.

Objective 2

- **Further integrate policies and programmes to promote positive values and attitudes throughout State- sponsored initiatives**.

Specific Actions

a. **MID** supported by **MOEY,** will intensify programmes to create better public awareness of civic responsibilities and include promotion of positive values and attitudes.

b. **MOEY** will institute measures to ensure increased inter-agency coordination of issues relating to youth.

c. **MLSS** supported by **MLGE,** will enhance social welfare programmes to protect the most vulnerable citizens and groups from abuse (e.g. people who are institutionalised, homeless, mentally and physically challenged).

d. **Development Division (Cabinet Office)** supported by **MLGE, MOEY, MITEC** and **MTEC** will facilitate opportunities for alternate income-generating projects in communities, to replace income from illicit activities.

e**.** **MOH** supported by **MLSS** and **MOEY** will implement HIV policies in the workplace and expand HIV prevention and control programmes in schools and the health services.

Capability 6

3.31.6 The capability to prevent and respond effectively to the problem of drug abuse and to strengthen demand- management policies and programmes.

Objective

- **To sustain and strengthen drug eradication programmes and intensify programmes for the reduction of drug demand and use, including public education about the types and inherent dangers of substance abuse.**

Specific Action

MOEY, with support from **MOH** and **MNS**, will include preventive substance abuse programmes in the curricula of schools and other training institutions. Concurrently, public education programmes about substance abuse will also be expanded via the **MID** and the **JIS**. **MOJ** will also ensure that the Drug Court is expanded, by providing for special sittings in each parish, to facilitate early intervention for first- time offenders.

Capability 7

3.31.7 The capacity to provide security services to ensure safe environments to sustain the delivery of critical social services.

Objective 1

- **Promote the establishment of comprehensive security systems for health and education facilities supported by partnerships with relevant stakeholders within the public and private sectors.**

Specific Actions

a. **MOEY**, in partnership with **MNS**, School Boards of Management and Parent Teachers' Associations will ensure the development of comprehensive school security systems, aimed at preventing and reducing violence in schools. Additionally, dispute resolution and anger management programmes will be introduced in schools and 'peace ambassadors' appointed.

b. **MOH,** supported by **MN**S, will, in partnership with 'Friends' of Hospitals/Health Centres, community organisations and other stakeholders within the public and private sectors, develop comprehensive security systems to reduce crime and violence at health facilities. Where possible, sterile areas/security zones will be created around health facilities for patrol and surveillance purposes.

c. **MOEY,** with support from PTAs, School Boards and other community stakeholders, will expand parenting skills training and mentoring whilst encouraging Service Clubs and professional groups to participate.

Objective 2

- **Sustain community development initiatives in support of community safety objectives.**

Specific Actions

a. **MOEY** will expand parenting skills training and mentoring programmes in schools and communities and encourage service clubs and professional groups to participate. It will also expand the family life component of the guidance counselling programmes in schools.

b. **Cabinet Office** (**Development Division)** supported by **MLGE** will expand community development programmes and provide opportunities to develop the community economy, in partnership with the private sector.

c. **MOH,** with support from **MOEY** and **MNS**, will expand social intervention programmes to provide guidance and support for vulnerable children in accordance with the National Plan of Action for an Integrated Response to Children and Violence.

d. **OPM** is to coordinate a massive public education and incentive programme, to promote community development. Business enterprises, civic groups and families will be encouraged to participate in and support youth- at- risk programmes.

Objective 3

- **Expand programmes for literacy and skills development, particularly to youth- at- risk.**

Specific Actions

a. **MOEY** will expand access to basic educational facilities for the young and expand adult literacy programmes. It will also provide alternative education/ skills training programmes for persons who are unable to progress beyond grade nine.

b. **MOEY** will expand access to basic educational facilities for the young and expand adult literacy programmes whilst providing alternative education/skills training programmes for Grade Nine school leavers. Employment readiness programmes will be created for these young

persons who are without employable skills and who do not qualify for HEART/NTA programmes.

c. **MNS, MOJ, MLGE** and **MLSS** will review and expand community programmes in the various parishes, to ensure that they cater to social reintegration programmes for ex-offenders, youth offenders and other youth-at-risk.

d. **MNS** and **MOJ** will develop community correction programmes, targeting youth and first offenders. This will involve the provision of supervised facilities within the community, such as appropriately prepared churches, to house and rehabilitate non-violent, first time, low risk offenders.

Goal 8 - To Protect Jamaica's Natural Resources and Reduce the Risk of Disasters

3.32 Jamaica's natural resources are important national assets, which need to be protected. Measures to prevent, limit and respond to activities, which cause unsustainable degradation of precious natural resources, are a security concern. With sustainable development as an underlying theme, this goal first focuses on the protection of natural resources by ensuring sustainable use of land, marine and ecosystems, through education, enforcement and further development of environmental regulations. It also includes regional and international cooperation to prevent and reduce global environmental problems, including climate change and desertification.

3.33 Jamaica has continuously been affected by natural and man-made hazards. These have created significant physical damage, severely disrupted the livelihoods of many, impeded the country's economic growth and threatened national security.

3.34 This goal further concentrates on: disaster management, which includes the development or revision of disaster plans for all hazards; national awareness programmes; development planning, and forecasting; and improved response capabilities. Implementation of sustainable mitigation measures from international, regional, national and community levels is included. The goal additionally focuses on the island's capability to deal with emerging man-made disaster risks such as terrorism and major shipping accidents involving nuclear materials.

3.35 In the case of a major airline accident, Jamaica is adequately equipped to respond to incidents at the two international airports but responders should receive additional training and resources as there may be challenges should an aviation disaster occur elsewhere. In the case of a major shipping accident, Jamaica has a first response capability, but the resources to sustain effective actions are limited. In the specific case of nuclear hazards, Jamaica will need to discourage the transit of such materials through international and regional lobbying.

3.36 First responder to disasters, such as the **JDF** and the **Jamaica Fire Brigade**, require adequate resources and additional training in specialised areas. These include the capacity to handle hazardous, noxious spills and other man-made disasters, including chemical and other fires.

Protection of natural resources

Capability 1

3.36.1 The capability to provide surveillance and monitoring of the use of natural resources on land, air and sea.

Objective

- **Increase capacity on land, sea and in the air for surveillance and monitoring of the use of natural resources for regulation and enforcement purposes**.

Specific Actions- Short Term

a. **MLGE** and **MOJ** will strengthen the overall monitoring and enforcement capabilities of NEPA. This revamping will begin by conducting a comprehensive audit of the islands natural resources and will require the input of all agencies which have similar resource management mandates.

b. **MLGE** will initiate a training programme to sensitise the **ISCF** to the various environmental and planning issues that will require enforcement monitoring, and improve the interface between the **ISCF** and NEPA.

c. **MLGE** and **MNS** will formalise arrangements for support by way of air and sea assets, for monitoring and enforcement of natural resources protection laws.

d. **MLGE** and **MNS** will provide adequate equipment and training to the regulating body's enforcement apparatus.

Capability 2

3.36.2 The capacity to develop and implement appropriate government policies, laws, protocols and to enforce penalties to deter and prevent over-exploitation of and encroachment on Jamaica's natural resources.

Objective

- **Revise and strengthen Jamaica's environmental and physical planning laws and improve NEPA's enforcement capacity.**

Specific Actions

a. **MLGE** in collaboration with **MOJ** will lead the revision of Jamaica's environmental and physical planning.

b. **MLGE** will promote proactive physical and environmental planning, and implement a standardised Geographic Information System (GIS) for resource management and planning.

c. **MLGE** with **MNS** will carry out a programme to enable the relocation of communities sited in marginal, vulnerable or environmentally sensitive areas.

d. **MLGE (NEPA)** in collaboration with **MNS** will prevent unregulated exploitation of natural resources.

e. **MLGE (NEPA)** will implement systematic surveillance and monitoring of vital natural assets.

f. **MLGE** will regulate and monitor the transportation and disposal of hazardous materials within the island, and designate areas and facilities as disposal sites.

g. **MLGE** in collaboration with relevant international bodies will monitor the transiting of hazardous materials through Jamaica's maritime space.

Capability 3

3.36.3 Mechanisms for increased public awareness and education in order to have active public participation in planning processes and the reporting of violations.

Objective

- **To encourage active public participation in planning processes and the reporting of violations through public awareness and education programmes.**

Specific Actions

a. **MLGE** and **MID** will increase efforts to inform the public about environmental and physical planning issues and recommendations. Additionally, conservation incentives will be developed and implemented to reward sound conservation and environmental management practices.

b. **MOEY** with the support of **ODPEM** and **NEPA,** will ensure that students at all levels are sensitised about the protection of natural resources and sustainable environmental practices.

Disaster management

Capability 4

3.36.4 The capacity to give strategic direction to disaster management and crisis response activities.

Objective

- **To improve coordination mechanisms for managing disasters.**

Specific Actions

a. **MLGE (ODPEM**) is to strengthen the parish and community networking capabilities, particularly in vulnerable communities.

b. **MLGE** and **ODPEM** will review existing disaster mitigation policies and programmes and update them.

Capability 5

3.36.5 The capacity to establish legislation to provide for disaster mitigation and policy direction in the development- planning processes, especially in specific vulnerable areas.

Objective

- **To fully incorporate disaster mitigation planning into physical planning and formalise the acceptance and enforcement of national building codes.**

Specific Action

MLGE and NEPA will complete the review and update of the National Building Code, to reduce the vulnerability of the islands' structures to natural hazards, in collaboration with Jamaica Institution of Engineers.

Capability 6

3.36.6 The existence of dedicated resources in a national disaster fund to provide for adoption and promotion of preventative measures and recovery effort to expedite national emergency relief assistance before, during and after the occurrence of a disaster.

Objective

- **To provide for a dedicated managed national disaster response fund for major disasters.**

Specific Actions

a. **MLGE** will introduce legislation to establish a national disaster fund.

b. **MLGE** will establish strategically located storage facilities for the pre-positioning of emergency relief supplies.

c. **MFP** will increase budgetary allocation to first responders for disaster mitigation, preparedness programmes and community mitigation projects, in collaboration with international donors.

d. **MLGE** will seek to secure continued international support for disaster-related projects.

Capability 7

3.36.7 Emergency management agencies that are able to adequately respond to unconventional disaster scenarios (e.g. biological and chemical attacks, and man-made disasters such as fires, chemical, and oil spills and explosions).

Objective 1

- **To increase capability of emergency management agencies to respond to unconventional situations (e.g. mass casualties from terror attack, aviation and marine disasters).**

Specific Actions

a. **MLGE (ODPEM)** and **MNS** should develop contingency plans for various disaster scenarios and conduct periodic drills and exercises in order to test these plans.

b. **MNS, MLGE** and **MAL** will implement phased training of first responders to adequately manage post- terrorist attack.

Objective 2

- **To expand capacity of national disaster management agency (ODPEM) to coordinate response to expected increase in disasters.**

Specific Actions

a. **MHTWW** and **MLGE** will expand programmes for the relocation of vulnerable communities on an ongoing basis, backed by a public education programme.

b. **MLGE supported by MAL** will prepare comprehensive hazard inventory maps for the island to include identification of areas considered to be high risk for development.

Capability 8

3.36.8 The capacity to deliver public information on disaster awareness and promote readiness for all phases of the disaster management process.

Objective

- **To strengthen inter-agency communication, information sharing and public awareness to support disaster management.**

Specific Action

MLGE will upgrade the communication system to allow operations to the community level for effective uninterrupted communication before, during and post- disaster recovery.

CHAPTER 4: – COORDINATING AND MONITORING MECHANISMS

- Conceptual framework
- National Security Strategy Implementation Unit (NSSIU)
- Specific mechanisms
- Coordination of intelligence
- Enhancing programmes to promote community safety and security
- National Strategic Communications Programme
- The public's involvement in implementing the NSP
- Funding priorities

Conceptual framework

4.1 Taken together, the policy direction and actions articulated in this strategy are intended to bring about transformation in attitudes, processes and practices in relation to how Jamaica goes about assuring its security. The analysis identified many capabilities that already exist and initiatives that are at various stages of implementation; these provide a very good base on which to construct Jamaica's desired future.

4.2 Transformation does not result from the normal course of development. The many laudable actions being undertaken by Ministries of Government, private sector groups, churches, NGOs, academia and the rest of civil society, will lose the potential to transform unless there is unity of purpose, mutual support, and continuous reinforcing. Transformation requires first, an injection of energy at several institutional levels to drive change processes in the direction of unity of purpose for collective survival. Second, an injection of capital to close the critical capabilities gap to neutralise our critical vulnerabilities, must accompany the other change processes. Third, unity of effort and capacity building should be sustained for lasting transformation.

4.3 Existing mechanisms for coordinating Government priorities were examined and it has been determined that **the National Security Council (NSC)**, chaired by the Prime Minister, is best suited to own the responsibility for the implementation of the NSP. The mandate of the NSC is to be expanded to reflect this added responsibility and to include a formal biennial review of the National Security Policy. It may be necessary to include on the Council, the ministers holding responsibility for finance, foreign affairs and information. This additional mandate will necessitate a schedule of regular meetings with specific agenda items relating directly to the implementation of the NSP. The NSC will report to Cabinet, and Cabinet to Parliament. Parliament has recently established a Select Committee on National Security. See Annex D for a diagram of Jamaica's future security sector and coordinating mechanism.

National Security Strategy Implementation Unit

4.4 **A National Security Strategy Implementation Unit (NSSIU)** appointed by the **National Security Council (NSC)** is to be established in the Cabinet Office as a forerunner to the permanent structures of the NSC. The NSSIU will carry out the day- to -day co-ordination, target setting, monitoring and assessments required to implement the NSP, in addition to driving the transformation process on behalf of the NSC. The Executive Director of the NSSIU, who should be of the rank of Permanent Secretary, will be accountable to the NSC. Other senior members of the NSSIU staff would be drawn from relevant ministries that have a primary stake in achieving NSP goals. A small research. evaluation and administrative staff will be required.

4.5 The Executive Director of the NSSIU will report ultimately to the Prime Minister, but routinely to the Cabinet Secretary. He/She will temporarily function as the Secretary to the NSC, in addition to providing direction and control of the NSSIU and ensuring that the NSP is implemented across government on behalf of the NSC.

4.6 Functions to be performed by the **NSSIU** include:

- Assisting Permanent Secretaries, CEOs, and managers in making operational, key elements of the NSP and managing the integration of the NSP across government;

- The convening of joint meetings to confirm responsibilities, actions and timelines as mandated by the NSP. The NSSIU will be responsible for developing a mechanism for target setting and monitoring, which will allow for easy identification of actions required, responsibilities and the effective meeting of deadlines;

- Monitoring and technical assessment of progress in implementing the NSP. The evidence of implementation will include confirming that the required structures, policies, infrastructure, personnel and equipment are in place where necessary;

- Evaluation of general implementation of the NSP (and its Special Security Initiatives, in particular). The NSSIU will determine benchmarks in order to verify that the actions being carried out are effective in meeting the Strategic Security Goals and Objectives. Indicators of progress will be developed and this will include sector performance targets;

- Channelling of information and technical assessments on the progress of the implementation process to the NSC. The NSSIU will do some troubleshooting, and will keep the NSC regularly informed on progress and challenges encountered;

- Resolving conflicts that arise during the course of implementation of the NSP as MDAs seek to coordinate their actions;

- Promoting and supporting a programme of public information to improve understanding of national security issues and to communicate progress towards achievements of National Security goals;

- Reviewing policies being developed by MDAs to ensure consistency with the NSP;

- The coordination of actions relating to the implementation and review of the NSP;

- Providing an interface with the international development community for the identification of Government security priorities under the NSP;

- Continuous review and updating of the NSP and production of an annual report.

Specific Mechanisms

4.7 Specific mechanisms to facilitate the effective functioning of the NSSIU will include:

- **Establishment of Joint Committees at the levels of:**
  - Relevant Permanent Secretaries
  - Heads of Departments and Agencies
  - Relevant Local Government Authorities and Civil Society Groups
  - Regional and International Partners

- **Establishment of agreed standards, procedures and indicators of progress.**

- **Formalisation of written reporting systems, visits and consultations**.

- **Special meetings with stakeholders.**

Coordination of intelligence

4.8 **National Security Advisor (NSA)** will in the immediate to short term, continue to oversee the establishment of the new National Strategic Intelligence Agency (NSIA). Once the NSIA is established, a Director of the Agency will be appointed, who will also coordinate the existing operational intelligence bodies through the use of agreed protocols. The Director of the NSIA will report to the NSA and the NSC and ultimately to the Prime Minister.

4.9 Over the medium term, the position of the NSA will be established at the Cabinet Office as the head of the NSC permanent staff, which will succeed the NSSIU. The NSA will provide progress reports on strategic security initiatives, advice on current major national security developments, and on the impact of regional and international security concerns for Jamaica. When the NSSIU is dissolved, the permanent staff of the NSC will perform the key functions and roles. The NSA will therefore continue to require a small-dedicated staff within the NSC Secretariat for this purpose. The NSA would support and report to the NSC, with a strong day- to -day reporting to the Prime Minister and Minister of National Security.

Enhancing programmes to promote community safety and security

4.10 A policy framework for action on revitalising community security, social inclusion and the social contract is to be approved by Government. The Development Division (Cabinet Office) has the mandate to coordinate the initiatives and programmes, which will fall within the ambit of social intervention, given the existence of an adequately stable environment. In communities which pose high risk for the social agencies of the State, the Ministry of National Security will use appropriate means to provide a secure environment for the regular delivery/provision of essential public services such as policing, solid waste management, public lighting and sewage disposal. When conditions for stability have been set, the Development Division will exercise its mandate on the ground. The profile of the Development Division is to be enhanced and additional resources provided.

4.11 Parish level and Community Safety and Security Groups, which have begun to be established, are to be linked in a network extending across the island, community by community. These volunteer groups will harness the inputs of community representatives, businesses, youth, emergency services, service clubs, and the local authorities. The Ministry of National Security will coordinate this social movement and will embrace legitimate community- based organisations. MNS will, within available resources, provide critical support to assist groups to achieve safety and security goals agreed by the community and which are in harmony with the priorities of the NSP.

The public's involvement in implementing the NSP

4.12 In keeping with the initiative to develop a stronger partnership between citizens, civil society and all Government organisations involved in delivering security services, it is important for all members of the public to understand the critical role that they are required to play in helping to make Jamaica a safe and more secure place. Generally, public interpretation of policing tends to be narrowly confined to the role of the JCF. There are other government bodies with enshrined law enforcement functions and powers that when not effectively discharged lead to disorder and can ultimately foster criminal activity, these agencies are to be held to stricter account for their law enforcement

functions. Greater public involvement and commitment in supporting all aspects of law enforcement activities is called for.

4.13 Public participation and partnerships with State agencies working to improve safety and security requires a structured medium to work effectively. In every parish there are significant stakeholders such as the Fire Brigade, the NWA, and Health Services who along with the Police and the JDF play a critical role in public safety and security. The related activities of these various bodies should be integrated through appropriate service level agreements or Memorandum of Understanding. These bodies should have mandatory meetings open to members of the public for citizens to voice their concerns, give feedback on the performance of the police and other State agencies and more importantly to allow citizens to question the police and other agencies.

4.14 The established parish and community groups should facilitate public forums to provide opportunities for local policing issues to be identified and for citizens to help the local police establish policing priorities. The body should also have an advisory, monitoring and evaluating role on security and safety matters. In this way, the true philosophy of community policing can be better served through strengthening of the partnership between the JCF and the communities as set out the 2005-8 Corporate Strategy. This type of partnership should lead to a broadening of police accountability that is desirous since it provides a way for the police to become more directly responsive to the citizens. It should, therefore, become easier to get public cooperation in dealing with crime and disorder.

Funding priorities

4.15 Security affects all areas of life in Jamaica and is in fact the number one priority for consideration at this stage of Jamaica's development. While it is recognised that there are limited resources, security must be seen as the most urgent sector to which priority must be given in providing financial and other resources by both the public and private sector. When the security sector has responded to the various actions required of the NSP, and the environment becomes safer and more stable, the strategic re-allocation of financial resources consistent with the improving security environment can be done. A more careful and efficient management of resources on the part of the security forces will also result in major savings. Development of detailed security- related budgets is beyond the scope of this policy document but MDAs are required to complete that exercise in keeping with their security mandates.

4.16 Areas to receive immediate allocation include the Special Security Initiatives already outlined, along with the provision of resources to continue the ongoing modernisation of key security organisations and all elements of the Criminal Justice System. This must include the establishment of a National Strategic Intelligence Agency, the provision of modern forensic equipment and the maintenance of a viable capability to provide for sustained, effective surveillance and monitoring of Jamaica's maritime borders.

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GLOSSARY

Civil Defence	A range of emergency measures to be taken by an organised body of civilian volunteers for the protection of life and property in the event of natural disasters or other crisis.
Civil Society	Persons or organisations that comprise but are not limited to non-governmental, non-political or non-commercial enterprises.
Community Policing	An approach to policing in which police officers, citizens and community groups work together in an accepted partnership to solve mutually agreed policing problems.
Diversion Programme	Programme designated to overlook stereotypes and provide alternate means of gainful employment for persons engaged in illegal activities.
First Responders	Persons from authorised MDAs who are legally tasked with providing the requisite medical assistance and/or technical expertise in a disaster, accident, or other life-threatening situation.
Garrison Community	Political enclave that largely supports a major political party and where state authority is generally undermined.
Governance	Exercise of power in the economic, political and administrative management of a country's resources.
Human Security	The protection of individuals and communities from the threats of violence, poverty, diseases and natural disasters.
Illegal Paramilitary Groups	Groups of civilians who are organised in military fashion but lack legitimate authority.
Industrial Property	Inventions, trademarks, industrial designs, stock and interest-bearing securities of industrial companies.
Intellectual Property	Original creative work manifested in a tangible form (inventions, literary and artistic works, symbols, names, images and designs use in commerce) that can be legally protected by a patent, trademark or copyright.
Narco-trafficking	Illegal trade in narcotics and psychotropic substances.

National Security Policy (NSP)	A master plan providing strategic guidelines for accomplishing national security goals in support of the national interest.
Recidivism	Tendency of criminal offenders to relapse into their previous undesirable and illegal behaviour.
Restorative Justice	An approach to justice that emphasises restitution, forgiveness and healing of relationships where a wrong has been committed.
Retributive Justice	An approach to justice that punishes offenders for a crime.
Security Forces	Term normally used to refer to the JDF and JCF when working together on joint operations.
Transnational Threats	Threats that transcend national borders.
Vulnerable Groups	Groups of persons who are susceptible to abuse as a result of their age, disability, or the stigma associated with their lifestyle.
Zero Tolerance	Absence of any leniency or exception in the enforcement of a law, rule or regulation; and commitment to addressing rather than neglecting problems relating to justice and the Rule of Law.

ACRONYMS

AAJ	-	Airports Authority of Jamaica
ACS	-	Association of Caribbean States
ATF	-	Action Task Force
CAA	-	Civil Aviation Authority
CARICOM	-	Caribbean Community
CCN	-	Constabulary Communication Network
CJS	-	Criminal Justice System
CPC	-	Chief Parliamentary Counsel
CSME	-	CARICOM Single Market and Economy
CWC 2007	-	Cricket World Cup 2007
DCS	-	Department of Correctional Services
DPP	-	Director of Public Prosecutions
EEZ	-	Exclusive Economic Zone
FATF	-	Financial Action Task Force
FID	-	Financial Investigations Division
ISPS	-	International Ship and Port Facility Security
JCF	-	Jamaica Constabulary Force
JDF	-	Jamaica Defence Force
JIS	-	Jamaica Information Service
MAJ	-	Maritime Authority of Jamaica
MAL	-	Ministry of Agriculture and Lands

MDA’s	-	Ministries, Departments and Agencies of Government
MOEY	-	Ministry of Education and Youth
MFAFT	-	Ministry of Foreign Affairs and Foreign Trade
MFP	-	Ministry of Finance and Planning
MHTWW	-	Ministry of Housing, Transportation, Works and Water
MID	-	Minister of Information and Development
MITEC	-	Ministry of Industry, Technology, Energy, and Commerce
MLGE	-	Ministry of Local Government and the Environment
MLSS	-	Ministry of Labour and Social Security
MNS	-	Ministry of National Security
MOJ	-	Ministry of Justice
MOH	-	Ministry of Health
MOU	-	Memorandum of Understanding
MTEC	-	Ministry of Tourism, Entertainment and Culture
NBC	-	Nuclear Biological and Chemical
NCC	-	National Contracts Commission
NIB	-	National Intelligence Bureau
NIIA	-	National Independent Investigative Authority
NSC	-	National Security Council
NSIA	-	National Strategic Intelligence Agency
NSP	-	National Security Policy
NSSSG	-	National Security Security Steering Group
NSSWG	-	National Security Security Working Group

OAS	-	Organisation of American States
OCG	-	Office of the Contractor General
ODPEM	-	Office of Disaster Preparedness and Emergency Management
OPM	-	Office of the Prime Minister
PAJ	-	Port Authority of Jamaica
PCOA	-	Police Civilian Oversight Authority
PSRA	-	Private Security Regulation Authority
SALW	-	Small Arms and Light Weapons
SDC	-	Social Development Commission
SSG	-	Strategic Security Goal
SSI	-	Special Security Initiative

ANNEX A

METHODOLOGY FOR NATIONAL SECURITY STRATEGY DEVELOPMENT

ANNEX B

COMMITTEES

The names that appear in brackets are the replacements for the persons who were the original members of the groups.

NSS Steering Group (NSSSG) - Senior executives (including some Permanent Secretaries and Heads of Organisations) appointed to guide the NSS Working Group in the development of the NSS

Dr. the Hon. Carlton Davis, OJ	-	Cabinet Secretary, OPM
Mr. Gilbert Scott	-	Permanent Secretary, MNS
Miss Carol Charlton	-	Senior Director, Immigration, Citizenship & Passport Divisions, MNS
Major (Ret'd) Richard Reese	-	Commissioner of Corrections, DCS
Major (Ret'd) Dave Anderson	-	National Security Advisor, MNS
Rear Admiral Hardley Lewin	-	Chief of Staff, JDF
Mr. Francis Forbes (Mr. Lucius Thomas)	-	Commissioner of Police, JCF
Ambassador Douglas Saunders	-	Permanent Secretary, MFAFT
Dr. Alwin Hales	-	Permanent Secretary, MHTWW
Dr. the Hon. Noel Hylton, OJ	-	President/CEO, PAJ
Miss Shirley Tyndall	-	Financial Secretary, MFP
Mr. Hector Jones	-	Acting Commissioner of Customs, MFP
Mr. Michael Surridge	-	Chief Technical Director, FID
Mrs. Carole Palmer	-	Permanent Secretary, MOJ
Mr. Michael Hylton, QC	-	The Solicitor General, MOJ
RAdm (Ret'd) Peter Brady	-	NSS Team Leader
Dr. Owen Greene	-	NSS Facilitator, University of Bradford, UK

Lt Col Richard Sadler	-	Coordinator, NSS Secretariat

NSS Working Group (NSSWG) - Group of senior directors nominated by their MDAs to study, develop and report on the progress of the NSS.

RAdm (Ret'd) Peter Brady	-	NSS Team Leader/Chairman
Major (Ret'd) Vincent Anderson	-	National Security Advisor, MNS
Miss Annmarie Barnes (Lt Col Oral Khan)	-	Senior Director, Strategic Planning, MNS
Mr. Wesley Moss (Mrs. Thelma Ellis- Scott)	-	Director, PSRA
Mr. Leighton Wilson	-	Immigration, Citizenship and Passport Division
Mrs. Sonia Wallace (Miss Laura Plunkett)	-	DCS
Colonel Stewart Saunders	-	Colonel General Staff, JDF
Lt Col Rocky Meade	-	Headquarters, JDF
Miss Novelette Grant	-	Asst. Commissioner of Police, JCF
Mr. Allan Campbell	-	Cabinet Office
Mrs. Angella Brown	-	Asst. Director International Organization Department, MFAFT
Miss Sybil Williams	-	MFP
Mr. Cecil Brown	-	Assistant Commissioner of Compliance, Jamaica Customs Department, MFP
Mr. Omar Walker	-	Director Customs, Jamaica Customs Department, MFP
Mr. Keith Darien	-	FID
Miss Valerie Simpson	-	Director of Policy, MHTWW

Mrs. Jodi Barrow	-	MHTWW
Major (Ret'd) Christopher Naylor	-	AAJ
Supt. James Forbes	-	PAJ
Lt Col (Ret'd) Oscar Derby	-	CAA
Mrs. Judith Goodison	-	CAA
Mr. Canute Brown	-	Consultant Advisor of Justice Reform, MOJ
Mrs. Marilyn Dunbar	-	MOJ
Mrs. Symone Mayhew	-	Solicitor General's Office, MOJ
Mr. Brian Moodie	-	Attorney General's Chamber, MOJ
Mr. Rollin Alveranga	-	Senior Director Policy Planning and Standards Division, formerly MLE
Mr. Peter Wilson-Kelly	-	NEPA
Dr. Barbara Carby	-	ODPEM
Mrs. Joe-Ella Mitchell	-	ODPEM
Mrs. Onika Campbell	-	Senior Director Planning, MLGE
Major (Ret'd) H. G. Benson	-	Commissioner, Jamaica Fire Brigade
Mr. Fred Whyte	-	Jamaica Fire Brigade
Mr. Rupert Johnson	-	Director Facility and Property Management, MAL
Mr. Lauriston Wilson	-	Director Technical Services, MOEY
Mr. Ernest Smith	-	Spectrum Management Authority, MITEC
Mr. Wilbert McKnight	-	Director of Security and Transport, MHTWW
Mrs. Veronica Robinson (Mrs Faith Innerarity)	-	Director of Work Permits, MLSS
Mr. Denton Edwards	-	MTEC

Mr. Lloyd Maxwell	-	Director Policy Planning and Development, MOH
Dr. Peter-John Gordon	-	PIOJ
Mr. Everton McFarlane	-	PIOJ
Lt Col Richard Sadler	-	Coordinator, NSS Secretariat
Lt (sg) Judy-Ann Neil (Capt. Godphey Sterling)	-	Asst. Coordinator, NSS Secretariat

NSS Drafting Team -Select members of the NSS Working Group tasked with the writing of the NSS document

RAdm (Ret'd) Peter Brady	-	NSS Team Leader/Chairman
Mrs. Sonia Wallace	-	DCS
Lt Col Oral Khan	-	MNS
Mr. Leighton Wilson	-	Immigration, Citizenship and Passport Division, MNS
Mr. Hugh Thomas	-	Immigration, Citizenship and Passport Division, MNS
Col Stewart Saunders	-	JDF
Lt Col Rocky Meade	-	JDF
ACP Novelette Grant	-	JCF
Miss Sybil Williams	-	MFP
Mr. Omar Walker	-	MFP
Mr. Keith Darien	-	FID
Mrs. Angella V Brown	-	MFAFT
Mr. Brian Moodie	-	MOJ
Mr. Everton McFarlane	-	PIOJ

Mrs. Onika Campbell	-	MLGE
Mr. Frederick Whyte	-	Jamaica Fire Brigade
Mr. Lauriston Wilson	-	MOEY
Mr. Lloyd Maxwell	-	MOH
Mrs. Joe-Ella Mitchell	-	ODPEM
Mr. Peter Wilson-Kelly	-	NEPA
Lt Col. Richard Sadler	-	Coordinator, NSS Secretariat

Staff of NSSIU – Preparation of the NSP White Paper 2007

Lt. Col. Oral Khan – Executive Director, (NSSIU)

Mrs. Jacinth Byles – Director, (NSSIU)

Ms. Roxanne Stephenson – Research and Monitoring Officer, (NSSIU)

ANNEX C

STAKEHOLDERS CONSULTED

Listed below are the persons/organizations from civil society who were invited to make public contributions or otherwise consulted. The highlighted list (**asterisk) denotes those persons and organizations that attended a Public Consultation Session or contributed otherwise.

** Dr. Tony Harriott, Lecturer, University of the West Indies (UWI)

Prof. Brian Meeks, Lecturer, UWI

** Prof. Barry Chevannes, Lecturer, UWI

** Mr. Headley Bernard, Lecturer, UWI

Jamaica Association of Evangelicals

** Jamaica Chamber of Commerce

Dispute Resolution Foundation

Jamaica Bar Association

Independent Jamaica Council for Human Rights Ltd

** Jamaicans for Justice

Jamaica Bankers' Association

** Private Sector Organisation of Jamaica

Jamaica Manufacturers' Association

** Jamaica Employers' Federation

Jamaica Council of Churches

** Jamaica Hotel and Tourist Association

Tourism Product Development Company

Jamaica Society for Industrial Security

** The Peace Management Initiative

Joint Trade Union Research Development Centre

Environmental Foundation of Jamaica

The Press Association of Jamaica

St. Mary Parish Council

Westmoreland Parish Council

** Clarendon Parish Council

Manchester Parish Council

Portland Parish Council

St. Ann Parish Council

St. Catherine Parish Council

St. Elizabeth Parish Council

St. James Parish Council

St. Thomas Parish Council

Hanover Parish Council

** Kingston and St. Andrew Corporation

Trelawny Parish Council

Custos of Clarendon

Custos of St. Catherine

Custos of St. Andrew

Custos of Hanover

Custos of Kingston

Custos of Westmoreland

Custos of St. James

Custos of Manchester

Custos of St. Ann

Custos of Portland

Custos of St. Elizabeth

Custos of St. Thomas

Custos of Trelawny

Custos of St. Mary

** The Jamaican Diaspora

ANNEX D

JAMAICA'S FUTURE SECURITY SECTOR AND COORDINATING MECHANISM