

***Security Imperatives for the Northern Caribbean***  
**Presentation by<sup>1</sup>**  
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**Panel on**  
**National Security, Threat of Drugs, Terrorism and Smuggling**  
**at the**  
**Northern Caribbean Conference on Economic Cooperation**  
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I am pleased to be participating in this very timely Northern Caribbean Conference on Economic Cooperation and to have the privilege of sharing this panel with two distinguished gentlemen – Minister of National Security of Jamaica the Hon. Dwight Nelson and Commissioner of Police of the Cayman Islands David Baines.

The broad-ranging subject-matter of this panel, “National Security, Threat of Drugs, Terrorism and Smuggling”, highlights important issues which have significant implications for any effort aimed at deepening relations and broadening economic cooperation in the Northern Caribbean sub-region.

While much of my presentation applies generally to the entire Caribbean region, for purposes of this discussion, I will try to tailor my remarks specifically to the designated countries of the Northern Caribbean sub-region. I will focus on what I refer to as the “Security Imperatives for the Northern Caribbean.”

It is widely recognized that development cannot take place where security is lacking, and that effective economic cooperation between countries requires a safe and secure economic space in order to achieve desired objectives. I refer often to this relationship between security and development as the Security-Development Nexus. The reality is the region’s future development and the ability of the countries in the sub-region to cooperate with each other and to enhance economic relations between them will depend on how effectively each country and the sub-region address the issues of security applicable to international trade and safety of the international supply chain, tourism, business travel, financial sector integrity, and the protection of the citizenry of the region from crime.

Traditional notions of security have undergone thorough evaluations and transformation during the post 9/11 period. Now, in a globalised world, security has taken on new meaning and the security architecture has to change in order to keep pace with new and evolving threats. As we are all well aware, no issue, in recent history, has affected international, regional and national security as has the terrorism phenomenon. Acts of terrorism have taken many forms in the past. However, globalization has sharply increased the terrorist threat to the world

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<sup>1</sup> This presentation was made in Ambassador Curtis A. Ward’s professional capacity and not as a representative of the Caribbean Research & Policy Center, Inc.

community and has enhanced its potential for greater damage. Similarly, transnational criminal activities – drug trafficking, illicit trade in small arms, smuggling of contraband, and money laundering – now take place across national borders with greater ease and increasing levels of sophistication. There is increasing evidence to support the widely held view that there is a link between transnational organized criminal activities and the financing of terrorism.

Each country in the sub-region has a national security interest in ensuring that its territory is secure, thereby reducing its vulnerability to possible threats from drug trafficking, terrorism, illicit arms trade, illegal migration, human trafficking, money laundering, smuggling of contraband, and the smuggling of nuclear, radiological, chemical and biological materials – precursors for WMDs – and contamination of cargo destined for the ports of international trading partners. The countries of the Northern Caribbean thus have a strong interest in ensuring a secure economic space conducive to the economic, social and political development of the countries of the region, in order to broaden economic cooperation between them, while enhancing and maintaining their traditional economic relationships with countries outside the region.

Perhaps the Caribbean's greatest asset, being astride the major shipping lanes from South America to North America and Europe, is also a major cause of its vulnerability. The region's geographic position and construct increase its vulnerability and pose even greater security challenges. Drug traffickers moving cocaine from South America, produced in Colombia, Peru and Bolivia, the world's largest cocaine producers, have taken advantage of the ease of transit through the region and the porous, unprotected maritime borders of the countries. Illicit arms trafficking and money-laundering, which support the drug trade, also have contributed significantly to increased crime and violence and raised the security risks and threat levels in a number of Caribbean countries.

Because of these vulnerabilities in their security infrastructure, Caribbean countries are exposed to possible abuse by international criminal elements. The risks to them include situations in which each country, while not necessarily the ultimate target, could be used as a possible staging area for the criminal enterprise – whether it is terrorism, drug trafficking, illicit trade in small arms, or smuggling of weapons of mass destruction, or other sensitive materials for use elsewhere.

Throughout the security spectrum, new international standards are constantly being established, particularly in areas such as border control – immigration and customs control – and in maritime and aviation security, as well as in the financial sector. All of these impact upon important economic sectors within the Caribbean, in particular in areas of trade, tourism and other critical areas of economic relations and development.

The Caribbean also has a vested interest in security, in order to protect its citizenry from crime, in particular international criminal activities which spawn and support domestic criminal activities; to protect the assets and citizenry of the countries to which they play hosts – foreign investments, tourism and business; and of even greater significance to the future of the

Caribbean, to provide a secure environment for domestic and foreign investment, trade, and economic and social development.

Because there are inherent security risks to the economies and social stability of each Northern Caribbean country, in particular where there are gaps existing in the level of security, or absence of minimum security requirements in any cooperating partner country, it is important that the countries of the Northern Caribbean sub-region collectively engage on the overall and specific security architecture of each participating country, as well as of the sub-region as a whole, to ensure that minimum international standards are implemented and best practices are employed and maintained.

Fortunately, for the countries of the Caribbean, we do not have to create new standards or figure out which standards to implement. The challenge is to implement them effectively. The United Nations and a number of international specialized organizations have elaborated a number of international legal instruments to combat terrorism and transnational and related crimes, and in so doing provide standards and best practices on security-related legal and operational mechanisms. Caribbean countries, as active members of relevant international organizations have participated actively in the drafting exercises and approval of them in international fora. However, while Caribbean countries readily sign on to these international instruments, effective implementation of their provisions often lag far behind. And, even where countries of the region have become parties to these international instruments, the level of implementation – legal framework and operational mechanisms – often do not measure up to international standards. The level of implementation varies significantly from country to country.

In order to ensure the integrity of the cooperation process sought within the Northern Caribbean sub-region, it would be helpful if the governments of the participating countries agree on minimum standards of security for the countries of the sub-region in all sectors relevant to economic cooperation.

Beginning in the 1960s with the spate of hijackings and other threats to civil aviation, international organizations have been developing new standards and best practices in order to deal with security threats. The result is a series of international legal instruments promulgated and adopted by the United Nations, the International Civil Aviation Organization (ICAO), the International Maritime Organization (IMO), and World Customs Organization (WCO), and standards and best practices created by the Financial Action Task Force (FATF) and the Basel Committee on Banking Supervision of the Bank for International Settlements. The region's security architecture must be measured against the requirements of the international instruments and best practices offered by these organizations.

In the case of the United Nations, there are three primary international instruments dealing with transnational organized crime – the UN Convention on Transnational Organized Crime (UNTOC) and its three protocols dealing with human trafficking, migrant smuggling, and illicit

manufacture and trade in small arms; the UN Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances; and the UN Convention against Corruption.

*The UNCTOC is a legally-binding instrument through which States parties commit to taking a series of measures against transnational organized crime, including the creation of domestic offences to combat the problem, the adoption of new, sweeping frameworks for mutual legal assistance, extradition, law enforcement cooperation and technical assistance, and training.*

*The Illicit Trafficking in Drugs and Psychotropic Substances Convention provides comprehensive measures against drug trafficking, including provisions against money laundering and the diversion of precursor chemicals. It provides for international cooperation, including through extradition of drug traffickers, controlled deliveries and transfer of proceedings.*

*The Chart below designates in blue (light shade) the countries that are parties to each of the international crime conventions. Red (dark shade) designates non-parties.*

Northern Caribbean Countries	United Nations Convention against Transnational Organized Crime (2000)	Trafficking in Persons Protocol (2000)	Smuggling of Migrants Protocol (2000)	Firearms Protocol (2001)	UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances	United Nations Convention against Corruption
Bahamas	Blue	Blue	Blue	Blue	Blue	Blue
Cuba	Blue	Red	Red	Blue	Blue	Blue
Dominican Republic	Blue	Blue	Blue	Blue	Blue	Blue
Haiti	Red	Red	Red	Red	Blue	Blue
Jamaica	Blue	Blue	Blue	Blue	Blue	Blue
Cayman Islands (UK)	Blue	Blue	Blue	Red	Blue	Blue
Puerto Rico (USA)	Blue	Blue	Blue	Red	Blue	Blue

*As of November 2010*

Also, with respect to the United Nations, there are five anti-terrorism international conventions to which the Security Council under Resolution 1373 (2001) called on all countries to become parties. The Resolution was adopted under Chapter VII of the UN Charter, thus making its

provisions obligatory on all UN Member States. These Conventions define certain criminal acts as acts of terrorism with regard to the protection of diplomatic agents, the taking of hostages, terrorist bombing, terrorist financing, and nuclear terrorism.

*The Chart below designates in blue (light shade) the countries that are parties to each of the UN-adopted international anti-terrorism conventions. Red (dark shade) designates non-parties.*

Northern Caribbean Countries	Diplomatic Agents Convention (1973)	Hostages Convention (1979)	Terrorist Bombing Convention (1997)	Terrorist Financing Convention (1999)	Nuclear Terrorism Convention (2005)
Bahamas	Blue	Blue	Blue	Blue	Red
Cuba	Blue	Blue	Blue	Blue	Blue
Dominican Republic	Blue	Blue	Blue	Blue	Blue
Haiti	Blue	Blue	Red	Blue	Red
Jamaica	Blue	Blue	Blue	Blue	Red
Cayman Islands (UK)	Blue	Blue	Blue	Blue	Blue
Puerto Rico (USA)	Blue	Blue	Blue	Blue	Red

*As of November 2010*

The IMO's maritime conventions prohibit criminal acts against the safety of maritime navigation, and ships and port facilities, including the requirements of the International Ship and Port Facilities Security (ISPS) Code; and prohibited acts for the safety of fixed platforms on the continental shelf.

*The ISPS Code is a comprehensive set of measures to enhance the security of ships and port facilities.*

The Chart below designates in blue (light shade) the countries that are parties to each of the IMO international anti-terrorism conventions. Red (dark shade) designates non-parties.

Northern Caribbean Countries	International Convention for the Safety of Life at Sea, 1974, as amended (includes ISPS Code)	Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation	Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf	Protocol to the Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation (2005)
Bahamas				
Cuba				
Dominican Republic				
Haiti				
Jamaica				
Cayman Islands (UK)				
Puerto Rico (USA)				

As of November 2010

The ICAO Conventions focus on the safety and security of civil aviation – airport facilities and aircraft – and ICAO has developed international standards for the issuance of travel documents.

The Chart below designates in blue (light shade) the countries that are parties to each of the ICAO international anti-terrorism conventions. Red (dark shade) designates non-parties.

Northern Caribbean Countries	Tokyo Convention - Acts Committed on Board Aircraft	Hague Convention - Unlawful Seizure of Aircraft	Montreal Convention – Unlawful Acts against Civil Aviation	Protocol to Montreal Convention (1988)	Plastics Explosives Convention (1991)
Bahamas					
Cuba					
Dominican Republic					
Haiti					
Jamaica					
Cayman Islands (UK)					
Puerto Rico (USA)					

As of November 2010

The World Customs Organization (WCO) has developed a framework of standards to secure and facilitate global trade, to secure the international supply chain; and has provided standards for customs security, administration and control, including the movement of people, goods and services across international borders and through customs, and to secure revenue collection.

The International Atomic Energy Agency (IAEA) monitors the implementation of the Convention on the Physical Protection of Nuclear Material and provides technical assistance to States to implement the Conventions provisions.

*The Chart below designates in blue (light shade) the countries that are parties to the IAEA international anti-terrorism convention. Red (dark shade) designates non-parties.*

Northern Caribbean Countries	Convention on the Physical Protection of Nuclear Material (1980)	Amendment to the Convention on the Physical Protection of Nuclear Material (2005 amendment not yet in effect)
Bahamas	Blue	Red
Cuba	Blue	Red
Dominican Republic	Blue	Red
Haiti	Red	Red
Jamaica	Blue	Red
Cayman Islands (UK)	Blue	Blue
Puerto Rico (USA)	Blue	Red

*As of November 2010*

In the financial sector, the Financial Action Task Force (FATF) has developed 40 recommendations aimed at building the capacity of countries to prevent and combat money laundering, and nine (9) recommendations to prevent the financing of terrorism.

*The FATF 40 Recommendations provide a complete set of counter-measures against money laundering covering the criminal justice system and law enforcement, the financial system and its regulation, and international cooperation.*

*The 9 FATF Recommendations, when combined with the FATF 40 Recommendations on money laundering, set out the basic framework to detect, prevent and suppress the financing of terrorism and terrorist acts.*

The FATF 40 + 9 Recommendations – together provide the international standards for combating money laundering and terrorist financing.

Also in the financial sector, the Basel Committee on Banking Supervision has developed rules and modalities to prevent criminal use of the banking system for the purpose of money laundering; to overcome bank secrecy and promote international cooperation; and for the sharing of financial records between jurisdictions in connection with the fight against terrorism.

There is also established within the UN Office on Drugs and Crime, the International Money Laundering Information Network (IMoLIN) – a network for international information sharing on prevention of money laundering.

In closing, I would emphasize the importance of capacity building in the legal and operational mechanisms required to deal with crime and security within each country and within the region. Each country must ensure capacity information sharing and cooperation with other countries within and outside the sub-region in investigations and prosecutions of international crimes.

Given limited resources and technical expertise in the region, building each country's capacity to meet international standards is a huge undertaking and there is need for significant technical assistance and other resources from external partners who have a stake in the region's security and development. There are significant available resources within the international community, starting with the international organizations within their specific competences. Countries of the region must acquaint themselves with these resources and actively seek them, not waiting for them to be offered.

Ensuring a safe and secure economic space for economic cooperation within the Northern Caribbean Sub-Region may require a number of steps, to include:

- Agreeing on and implementing **sub-regional minimum security standards** which conform to International Standards and Best Practices;
- Conducting Peer Review to ensure compliance by each country of minimum security standards in the relevant sectors for economic cooperation;
- Conducting a review of the sub-region's compliance with international standards and best practices to determine the capacity building needs of each partner country;
- Encouraging each country to pursue, as a matter of priority, capacity-building to combat transnational crime and to prevent and suppress international terrorism.



- Becoming aware of signs of disenchantment and radicalization of the youth population of the region, and of the conditions which make them vulnerable to recruitment into criminal organizations and activities, and devise means to address the problem before it becomes uncontrollable.

Finally, the Caribbean must pursue certain critical security elements that support cooperation in the sub-region. These include:

- Having appropriate policy, legislation, regulatory and institutional framework for managing security in the movement of people and goods between the countries of the sub-region, and between the sub-region and other countries;
- Establishing and maintaining the institutional systems to support the policies, including border management technology and travel document issuance systems;
- Engaging in human resources development systems that support the various cadres working in security training and management functions; and
- Establishing the mechanisms for cooperation within the sub-region and with external partners, including capacity for real time access to information and information exchange, in addressing challenges of common concern

I end with what should be an obvious conclusion: **Establishing minimum security standards is an imperative for the sub-region**, as the weakest link in the security architecture will define the sub-region's security integrity and determine its level of vulnerability, and its ability to advance the economic cooperation agenda within the Northern Caribbean sub-region.

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