

**DRAFT INCEPTION REPORT
NATIONAL DRUG STRATEGY MASTER PLAN**

2013- 2017

Ministry Of Public Security

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INTRODUCTION

The Government of Guyana is in the process of formulating a new National Drug Strategy Master Plan (NDSMP) for 2013- 2017. The last National Drug Strategy Master Plan (2005 – 2009) has expired. As of September 2010, thirty- three of the thirty- six programmes of the last Plan had been implemented; eighteen had been completed while fifteen were on-going and yet to be completed. Three had not started.

This inception report proposes what will be done to ‘draft the [new drug master] Plan; that is, it is the “methodology [for] the preparation of the plan” (task 2 of the ToR).

Drug problem as used in this report refers to a situation which includes substance abuse of illicit drugs such as Cannabis and Cannabis resin (hashish); as well as Cocaine HCL, Crack and Ecstasy; and licit drugs which includes alcohol, tobacco, the overuse of prescription drugs and over the counter drugs, the diversion of precursor chemicals and pharmaceutical products. It also includes, drug trafficking and money laundering.

A proposed TABLE OF CONTENTS of the National Drug Strategy Master Plan is outlined on page five.

This inception report and the Master Plan are guided by CICAD’s publication How to Develop a National Drug Policy.

SITUATIONAL ANALYSIS /JUSTIFICATION

While surveys have to be conducted on several topics of the drug problem, the drug situation as reported anecdotally in the media still continues.

At the individual level, for example, the drug problem has contributed to health and mental health problems, death, and problems which arose from drunk and drugged driving.

And at the family level the drug problem has contributed to the breakdown of the family, financial problems, child abuse, domestic violence and divorce.

Also, at the community level, for example, crimes such as theft, murders, larceny and robbery due partially to the drug problem continue. In addition, there have been criminal activities involving druggangs, the annoyance and nuisance of “junkies”, and other social problems due to drugs.

At the National level, drugs have contributed to the challenges to public health and threats to law enforcement systems, threats to democracy/political instability, homelessness, prostitution, corruption, constraints on development, economic and social costs, and effects on the quality of life.

At the international level there has existed transnational organized criminal activities including trafficking in cannabis, cocaine, weapons and ammunition, and money laundering.

In the area of International Cooperation several developments have occurred from 2009 and were not included in the last Master Plan including the OAS Hemispheric Drug Strategy [May 2009], the OAS Hemispheric Plan of Action on Drugs, 2011-2015 [May 2011], the Union of South American Nations (UNASUR) Action Plan [October 2010] and the Caribbean Basin Security Initiative (CBSI) [September 2011]. These international developments will be expanded on in the Master Plan.

Nature and extent of the current drug situation.

a) The Guyana Drug Information Network (GUYDIN) Report of the Drug Information Network January 1 to November 30, 2011 [2011] noted that between January 1 and November 30, 2011, police data showed 369 seizures of cannabis leaf, 31 seizures of cannabis plants, 8 seizures of cannabis seeds, 1 seizure of cannabis resin (hashish), 77 seizures of crack, 14 seizures of cocaine and 2 seizures of ecstasy. These seizures amounted to 269 Kgs, 328 grams of Cocaine HCL, 1 kg, 644.1 grams Crack, 744,393 kg, 750 grams Cannabis plants, 3,137 kg, 838.91 grams, leaf Cannabis, 89 grams Cannabis resin (hashish), 47 Kgs Cannabis Seed, 4gms MDMA (Estacy) and derivatives. Also, 236 persons were charged for Marijuana possession, 24 for Cocaine, and 61 for Crack possession. In addition, 239,489 acres of cannabis were removed from cultivation. Additional information will be collected from stake holders (see below for a methodology to select stake holders).

b) Linkage between drugs and crime. Information will be collected from stakeholders.

Measures to address the drug problem

The Government of Guyana in 1988 formulated a drug plan “Guyana Strategy for Dealing with the Drug Problem”. Areas covered included legislation, education, enforcement, rehabilitation, and regional and international cooperation This was followed in the late 1990’s by the 1997 – 2000 Drug Master Plan and then by the 2005 – 2009 Drug Master Plan.

The 1997 – 2000 Plan. Its long term and short term objectives were to be achieved by activities and programmes targeted to “Crime Reduction”, “Public Education and Information”, “Youth Development” and “Health Promotion”. However, the 2005- 2009 Master Plan, noted that the “outcome of the Plan (1997- 2000) was constrained by a number of factors. MEM in its Evaluation of Progress in Drug Control 1999 – 2000 made 17 recommendations. And in its

Evaluation of Progress in Drug Control 2001-2002 made 18 recommendations. Its Evaluation of Progress in Drug Control 2003-2004 made 14 recommendations.

The Master Plan 2005 – 2009. Its long term and short term objectives were to be achieved by “Programmes and Activities of Control and Reduction of Supply”, “Programmes and Activities of Demand Reduction”, “Strengthening the Legal Framework”, Programmes and Activities to improve the “ Institutional and Managerial Framework” and Programmes and Activities to “Strengthen International Cooperation”.

a) In its assessment of this 2005-2009 Master Plan, MEM Evaluation of Progress in Drug Control 2005-2006 made 18 recommendations to assist Guyana in strengthening its policy. Regionally, with reference to the Evaluation of Progress Drug Control 2011 (Fifth Round) of the 33 OAS member states MEM suggested 350 recommendations.

b) The Report on Mid-Term Review of the National Drug Strategy Master Plan 2005-2009...April 11, 2008 noted that the “major failing of the Plan seemed to be a lack of coordination among Ministries and executing agencies and the nationalization of the objectives as between Ministries ‘Some were not seized by the urgency of the situation’”.

(c) The above observation was reinforced by CICAD’s Preliminary findings –In-situ visit, CICAD/OAS to Guyana from March 7-10, 2011 which noted “the majority of the stakeholders we met agreed that there is a serious lack of coordination of the overall anti-drug effort in Guyana”

DATA COLLECTION METHODOLOGY

Stakeholders will drive the process of formulating the Master Plan. They will be identified from the list of stakeholders in the 2005-2009 Master Plan as a starting point; the list can be changed (APPENDIX 2). Also, a tool to help with developing the final list of stake holders is provided by CICAD (APPENDIX 3).

After the group of stakeholders has been identified it is anticipated they will provide extensive information concerning sections of the Master Plan, for example, their perception of the prevalence of drug use. Information will be collected from stake holders using first a questionnaire and then by interviews in certain situations. Also, “sectorial meetings will be organized for Operatives in the area of Demand and Supply Reduction “and “multi-sectorial groups [will be identified] to crystallize the programmes for inclusion in the draft Plan as identified by the sectorial group meetings (Demand and Supply Reduction)” [ToR]. Questions to be asked will be based on the CICAD document [see Appendices 1, 2, and 3 below, for a list of questions].

Efforts should be made to include women as stakeholders to solicit their views of the drug situation because there is evidence, globally, which shows the number of women who are drug

abusers is increasing and that they have a ‘variety of unique issues to consider when developing drug related policies’. Also, young people, male and female, should be encouraged to share their views, experiences and recommendations.

INSTITUTIONAL FRAMEWORK ANALYSIS

The Master Plan will describe those Government agencies responsible for solving the drug problem. This information will be gathered from the 2005-2009 Master Plan and from stakeholders. Stake-holders should recommend strategies to improve the cooperation and coordination of the anti-drug agencies.

LEGAL FRAMEWORK ANALYSIS

The Master Plan will describe Guyana’s laws which address the problem focusing on those laws which were approved after 2009. Stake-holders should evaluate the adequacy of all anti-drug laws approved to help solve the drug problem.

STRATEGIC APPROACH

The Master Plan will utilize a strategic planning approach which will guide the Government of Guyana in its effort to formulate programmes to reduce the drug problem.

The stake-holders should recommend what the

- a) Vision
- b) Mission and
- c)Core values

of the Government of Guyana could be as it relates to the formulation and implementation of the plan.

A Vision “defines a desired ‘end-state’; a ‘vision statement’ is an inspirational description of the ultimate goal that ... States would like to see achieved”; for example, a drug free nation.

Mission “explains an organization’s role of how it will work to achieve the vision for the National Drug Strategy”; for example, “the organization will work to reduce drug use and its consequences”.

Core Values “are what constitutes the ‘ethical foundation’ that underlies a National Drug Policy. Core values identify the beliefs of the Member States about how it will approach the drug problem”; for example, ‘Member States that perceive the drug problem in terms of a public health model may express core values in terms of facilitating access to public health systems’.

Also, stakeholders will recommend:

- a) Strategies for Institutional strengthening
- b) Demand reduction strategies [logic models*].
- c) Supply reduction strategies [logic models*].
- d) Control strategies [logic models*]

*Logic models “are systematic and visual ways to present the ... relationship among the inputs/resources, the activities planned, the changes or results “(outputs, outcomes and impacts) the programs hope to achieve.

SWOT

A SWOT analysis of the Master Plan should be included to identify its Strengths, Weaknesses, Opportunities and Threats.

MONITORING AND EVALUATION

The Master Plan will identify a system of Monitoring and Evaluation based on UNODC formats. A Mid-term Evaluation will be conducted. A Mid-term evaluation of the 2005- 2009 Plan was conducted in 2008.

RESEARCH

Stake-holders will identify issues and topics to be researched.

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- Demand

- Supply

- Control Measurers

Objectives by area

- Institutional Strengthening

- Demand reduction (Prevention, Treatment, Risk mitigation/Harm

- Supply Goals and Reduction Measures (cultivation eradication, Pharmaceuticals, organized crime)

- Control Measures

CHAPTER 4.

Actions/Activities by areas

- Institutional Strengthening

- Demand reduction (Prevention, Treatment, Risk mitigation/Harm

- Supply Goals and Reduction Measures (cultivation eradication, Pharmaceuticals, organized crime)

- Control Measures

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.CHAPTER 6

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APPENDIX 1

QUESTIONNAIRES

Three types of questionnaires are listed below. The questions are based on How to Develop a National Drug Policy. The first one was designed from a law enforcement perspective and the second from a “health” perspective. Questionnaires should be distributed to informants depending on whether their organization’s approach is an administration of justice or a “health” perspective. The third questionnaire is designed for a general audience which cannot easily be fitted into the administration of justice or health perspective.

A cover letter should be attached to briefly explain the purpose of the questionnaire.

QUESTIONNAIRE 1

Audience: Attorney General, Police etc

Objectives: To get a full picture of the drug problem in Guyana and the different organizations, institutions, units and individuals engaged in delivering programs to prevent, reduce or treat the drug problem.

Name of Organization where the key informant works:

Key informant function in the organization

Date the questionnaire was sent

TEXT OF QUESTIONNAIRE

QUESTIONNAIRE TO COLLECT INFORMATION FOR THE NATIONAL DRUG STRATEGY MASTER PLAN 2013-2017

If there are questions which your organization does not have the information to answer, please mark an N/A against that question.

Questions:

- 1) What are the most problematic legal or illegal drugs in Guyana?
- 2) Why are these drugs the most problematic? What are the main problems caused by the use of these drugs?
- 3) What are those drugs that are mostly associated with:

Arrests/convictions

Seizures

- 4) What are the other drugs causing problems in Guyana? [list them]
- 5) Have you detected or are aware of any new drugs introduced to Guyana over the past 5 years?
- 6) Have you detected or are aware of any new trends of drug-taking behaviour in Guyana?
- 7) Based on your job [arrests etc.], which persons are most vulnerable for drug use here?
- 8) What can be done better to reduce or minimize drug related problems from a law enforcement perspective?
- 9) Are there any initiatives in that direction? If yes, please describe.
- 10) What are the main barriers and facilitators for improving the situation from a law enforcement perspective?

Barriers

Facilitators

- 11) What type of punishment or sanctions (fines, treatment, incarceration, etc) should be given to persons caught for

Pushing drugs

Drug usage

Drug- related crimes

- 12) Should we expect imprisonment to serve as deterrence and to contribute to re-socialization? (Is counselling offered and what is its relationship to recidivism)
- 13) Should there be alternative forms of correction?
- 14) With respect to the trafficking of drugs what are the source countries?

- 15) How much of the drugs coming in actually stay in the country versus moving further north?
- 16) Are most of the persons involved in trafficking, local?
- 17) Are there any international partnerships of which Guyana is a part to help in the fight against drug trafficking? If so, who are these partners?
- 18) What proportion of violent crimes would you say result from drugs?
- 19) What should happen in society at large to reduce drug related problems?
- 20) What strategies do you suggest will reduce the supply and demand for drugs?
- 21) What is the current status of Guyana's National Anti- Drug Strategy Plan?
- 22) Is the National Anti -Narcotics Commission, The National Anti-Narcotic Coordinating Secretariat, and other agencies, constituted and functional?
- 23) What about the National Anti -Narcotics Commission, The National Anti-Narcotic Coordinating Secretariat, and other agencies? Is there a high level of cooperation and coordination among the anti-drug agencies?
- 24) What are the things that need to happen in order to improve the function of the National Anti -Narcotics Commission, The National Anti-Narcotic Coordinating Secretariat, and other agencies?
- 25) What are your views on drug courts?
- 26) What are the national laws concerning the drug problem?
- 25) What are the international policies (international laws, regimes etc) concerning the drug problem?
- 26) What vision does your organization have of Guyana? For example, drug free Guyana.

- 27) What should be the mission of the Inter Agency Taskforce on Narcotics and illicit Weapons. That is, how the mission should be achieved, for example by reducing the use of drugs?
- 28) What should the core value of the government be in achieving its vision. That is, what ethical foundation should underlie the Master Plan, for example should the focus be on demand or supply reduction?
- 29) What else would you like to see addressed in the Master Plan?

QUESTIONNAIRE 2

AUDIENCE: Health Organizations,

Objectives: To get a full picture of the drug problem and drug misuse in Guyana and the different services, organizations, institutions and individuals engaged in delivering programmes to prevent, reduce or treat drug misuse

Name of Organization where the key informant works:

Key informant function in the organization

Date the questionnaire was sent.

TEXT OF QUESTIONNAIRE

QUESTIONNAIRE TO COLLECT INFORMATION FOR THE NATIONAL DRUG STRATEGY MASTER PLAN 2013-2017

There may be questions which your organization does not have the information to answer.

Please mark an N/A against that question.

Questions:

- 1) What is the role and mandate of your organization?
- 2) How does your organization carry out its mandate?
- 3) What are the most problematic legal or illegal drugs in Guyana?
- 4) Why are these drugs the most problematic?
- 5) In what ways are they problematic?
- 6) Are there new trends of drug-taking behaviour in Guyana? If yes, which?
- 7) Which persons are most vulnerable for drug use here?
- 8) What are the major factors related to drug use?

- 9) What are the social consequences of drug use? Impact on families, communities, and on services.
- 10) What can be done better in the area of preventing drug-related problems?
- 11) Are there any initiatives in that direction, either in the planning phase or recently implemented? Please describe.
- 12) What are the main barriers and facilitators for improving the situation in prevention?

Barriers:

Facilitators:

- 13) What should happen to persons who are already taking drugs?
- 14) Is your organization sufficiently linked to the community. If yes, how do these links operate?
- 15) What should happen in society at large to reduce drug-related problems?
- 16) Do you know about any programmes which deal with drug related problems from a health perspective?
- 17). What strategies do you suggest to reduce the supply and demand for drugs?
- 18) Are there any comments you would like to make about the drug-related problems in Guyana?
- 19) What is the current status of Guyana's National Drug Strategy Master Plan?
- 20) What are your views on drug courts?

21) What are the national laws concerning the drug problem?

22) What are the international policies (international laws, regimes etc) concerning the drug problem?

23) What vision does your organization have of Guyana? For example, a drug free Guyana.

24) What should be the mission of the Inter Agency Task Force on Narcotics and Illicit Weapons? That is, how the mission should be achieved, for example by reducing the use of drugs.

25) What should the core value of the government be in achieving its vision? That is, what ethical foundation should underlie the Master Plan, for example should the focus be on demand or supply reduction?

26) What else would you like to see addressed in the Master Plan?

QUESTIONNAIRE 3

Audience: General

Objectives: To get a full picture of the drug problem in Guyana and the different services, organizations, institutions and individuals engaged in delivering programmes to prevent, reduce or treat the drug problem.

Name of Organization where the key informant works:

Key informant function in the organization

Date the questionnaire was sent

TEXT OF QUESTIONNAIRE

QUESTIONNAIRE TO COLLECT INFORMATION FOR THE NATIONAL DRUG STRATEGY MASTER PLAN 2013-2017

If there are questions which your organization does not have the information to answer, please mark an N/A against that question.

Questions:

- 1) What is the role and mandate of your organization?

- 2) How does your organization carry out its mandate?

- 3) What are the most problematic legal or illegal drugs in Guyana?

- 4) Why are these drugs the most problematic? What are the main problems caused by the use of these drugs?

- 5) What are the other drugs causing problems in Guyana? [list them]

- 6) Have you detected or are aware of any new drugs introduced to Guyana over the past 5 years?

- 7) Have you detected or are aware of any new trends of drug-taking behaviour in Guyana? If yes, which?

- 8) Based on your job which persons are most vulnerable for drug use here?

9) What are the major factors related to drug use?

10) What are the social consequences of drug use? Impact on families, communities, and on services.

11) What can be done better in the area of preventing drug-related problems?

12) Are there any initiatives in that direction, either in the planning phase or recently implemented? Please describe.

13) What are the main barriers and facilitators for improving the situation in prevention?

Barriers:

Facilitators:

14) What should happen to persons who are already taking drugs?

15) What can be done better to reduce or minimize drug related problems from a law enforcement perspective?

16) Are there any initiatives in that direction? If yes, please describe.

17) What are the main barriers and facilitators for improving the situation from a law enforcement perspective?

Barriers

Facilitators

18) What type of punishment or sanctions (fines, treatment, incarceration) should be given to persons caught for

Pushing drugs

Drug usage

Drug- related crimes

- 19) Should we expect imprisonment to serve as deterrence and to contribute to re-socialization? (Is counselling offered and what is its relationship to recidivism)
- 20) Should there be alternative forms of correction?
- 21) What can be done better to reduce or minimize drug related problems from a health perspective?
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- 27) What proportion of your violent crimes would you say result from drugs?
- 28) What should happen in society at large to reduce drug related problems?
- 29) What strategies do you suggest will reduce the supply and demand for drugs?
- 30) What is the current status of Guyana's National Drug Strategy Master Plan?
- 31) What vision does your organization have of Guyana? For example, a drug free Guyana.
- 32) What should the core value of the government be in achieving its vision. That is, what ethical foundation should underlie the Master Plan, for example should the focus be on demand or supply reduction

34) What are your views on drug courts?

35) What else would you like to see addressed in the Master Plan

APPENDIX 2

LIST OF STAKE HOLDERS **NATIONAL DRUG STRATEGY MASTER PLAN** **2013-2017**

- Office of the President
- Ministry of Health
- Ministry of Tourism, Industry and Commerce
- Ministry of Culture, Youth and Sports
- Ministry of Labour, Human Services and Social Security
- Ministry of Foreign Affairs
- Ministry of Public Security
- Ministry of Local Government
- Ministry of Legal Affairs, Attorney General's Chambers
- Ministry of Amerindian Affairs
- Ministry of Finance
- Ministry of Natural Resources & the Environment
- Ministry of Education
- Guyana Forestry Commission
- Guyana Revenue Authority
- Chambers of the Director of Public Prosecutions
- Guyana Defence Force
- Guyana Police Force
- Customs Anti-Narcotics Unit
- Bank of Guyana
- Financial Intelligence Unit (FIU)
- Food and Drugs Department
- Guyana Prison Service
- Guyana Geology and Mines Commission (GGMC)
- Maritime Administration Department (MARAD)
- National Commission on Law and Order (NCLO)
- The Supreme Court
- A Partnership for National Unity (APNU)
- Alliance For Change (AFC)
- Association of Regional Chambers of Commerce (ARCC)
- Bank of Guyana
- CARICOM Secretariat
- Central Islamic Organisation of Guyana
- Chancellor of the Judiciary
- Cheddi Jagan International Airport Corporation
- Commercial Banks Association

- Federation of Independent Trade Unions of Guyana (FITUG)
- Food for the Poor (Guyana)
- Forest Product Association of Guyana
- Georgetown Chamber of Commerce and Industry
- Guyana Association of Trawler Owners and Seafood Processors
- Guyana Bar Association
- Guyana Council of Churches /Inter-Religious Organisations
- Guyana Girl Guides Association
- Guyana Gold and Diamond Miners Association (GGDMA)
- Guyana Hindu Dharmic Sabha
- Guyana Islamic Trust
- Guyana Medical council
- Guyana Press Association
- Guyana Red Cross
- Guyana Responsible Parenthood Association
- Guyana Teachers Union (GTU)
- Guyana Tourism Association
- Guyana Trade Union Congress
- Help & Shelter
- Lifeline Counselling Services
- Ogle International Airport
- Organization of American States (OAS)
- People's Progressive Party/Civic (PPP/C)
- Phoenix Recovery Project
- People's National Congress Reform (PNC/R)
- Private Aircraft Owners Association
- Private Sector Commission of Guyana Ltd
- Red Thread
- Rotary Club of Georgetown Central
- Shipping Association of Guyana
- The Salvation Army
- The Scout Association of Guyana
- University of Guyana