



THE HENRY L.
STIMSON CENTER

**THE NEXT 100 PROJECT:
RESPONDING TO UN RESOLUTION 1540 WITH DEVELOPMENT AND
CAPACITY BUILDING ASSISTANCE IN THE CARIBBEAN**

February 29, 2008

SYMPOSIUM

Santo Domingo - Dominican Republic

EXECUTIVE SUMMARY

In February 2008, the Henry L. Stimson Center, in collaboration with the Office of the Assistant Secretary General of the Organization of American States, the Stanley Foundation, and the Government of Canada, hosted an experts meeting on implementation of UN Security Council Resolution 1540 in the Dominican Republic. The purpose of this meeting was to identify development and capacity building needs in six countries of the Caribbean Basin—Barbados, the Dominican Republic, Haiti, Jamaica, St. Kitts and Nevis, and Trinidad and Tobago. The meeting of key government officials and select experts focused on an array of local issues including: (1) citizen security, (2) public health, (3) business and industrial development, (4) disaster prevention and response, and (5) legal training, education and capacity building. The goal was to identify specific development needs and to pair those needs with assistance from donor states as it relates to implementation of 1540.

Participating countries and the event sponsors agreed that such an approach promises to ensure more sustainable non-proliferation capabilities in developing countries by engendering greater recipient state buy-in. We believe that taking this approach (bridging the 'hard'-'soft' security divide) was key to generating the lively discussion in Santo Domingo that has been conspicuously absent during previous regional 1540 workshops--including in the Caribbean. Moreover, it has facilitated preliminary work by several participating countries to both submit their formal reports to the Committee, as well as prepare formal requests for assistance in implementation of the Resolution.

The event highlighted an array of cross-over benefits from 1540 to local development needs. Below we highlight three:

(A) Disease Surveillance

It was universally agreed that public health is pivotal for both development and sustainable security across the Caribbean Basin. Currently, the Caribbean faces three critical health problems: non-communicable diseases, HIV/AIDS, and the negative effects of increasing violence. Infrastructure and systems to respond to these problems throughout the Caribbean are lacking.

Disease surveillance was suggested as a particularly fruitful area for potential cooperation with the obligations of 1540. Surveillance is not only a local priority, regional cooperation organized in conjunction with interagency needs for 1540 implementation would help bring together health and information systems professionals. A Caribbean surveillance network could tap into a larger, global surveillance network. The region currently relies on the Pan American Health Organization (PAHO) for much of its existing surveillance capacity, but that PAHO's budget in many Caribbean states is being reduced so that resources must be diverted to the least developed states.

One participant encouraged fellow regional governments to look at existing initiatives with an eye toward donor cooperation, using the Global Health Security Initiative, a forum of G7 health ministers, as an example. The Initiative looks at the effects of chemical, biological, nuclear, and radiological (CBRN) weapons, but also at preparedness issues. Both CBRN and pandemic threats link to facets of Resolution 1540. During the Cricket World Cup the region spent \$22 million to prevent significant attacks. Those funds could be met by donors and used as critical, ongoing assistance in support of 1540 implementation and local public health needs.

(B) Trade Facilitation

In 2002, President Bush signed into law the Maritime Transportation Security Act (MTSA). The goal was to protect the United States' maritime community from terrorism attacks. One month later, the International Maritime Organization adopted the International Maritime Security and Port Facility Code (ISPS), which requires ships on international voyages and the port facilities that serve them to take appropriate measures against security incidents. Failure of ports, vessels, and companies engaged in international maritime commerce to achieve the specified compliance standards will result in widespread economic dislocation. Meeting these standards is not only in the economic interest of all Caribbean countries, but capacity to meet them threatens to cut off the Eastern Caribbean from their neighbors in the region.

Port and border security is not only important to free commerce, it is critical to the prevention of WMD proliferation. Since 2002, governments and non-governmental organizations have joined the OAS and CARICOM to address this looming challenge to regional economic stability. Various efforts have focused attention on reviewing the status of compliance of ports across the Caribbean and generally raise awareness of these new standards.

But while educational efforts across governments and the private sector are critical to meet the standards imposed by MTSA and ISPS, unless the financial resources exist to make the necessary investments and meet these standards, serious economic dislocation is certain. Participants recognized that 1540 implementation will not only benefit their port and border security needs, it will simultaneously promote their economic interests through compliance with MTSA and ISPS standards. Assistance requests are forthcoming.

(C) Disaster Prevention

The Caribbean Basin is the second most natural disaster prone region in the world. Recent trends indicate that it is growing more hazardous as a result of changing climatic circumstances. In the past decade, the countries of the Caribbean have experienced hurricanes, earthquakes, volcanic eruptions, flooding and droughts. In 2004 alone, St. Vincent and the Grenadines, and St. Lucia suffered in excess of one hundred million dollars worth of damages from hurricane Ivan.

Participants agreed that disaster preparedness and response should also be a key element of development policy in order to ensure that progress in the Caribbean Basin is sustainable. The destruction associated with a natural disaster in the region sets back the progress of development significantly, as monies previously allocated to various development projects have to be re-distributed to address the immediate needs associated with relief and re-construction.

The response to natural disasters has clear overlap with WMD-related incidents. Emergency managers across the Caribbean must know when to get involved with a potential WMD event. Civil defense efforts must be synchronized with the full security apparatus. An improved Caribbean response plan requires three essential parts: civil-military protocols for humanitarian response; a disaster reduction response curriculum for military forces dealing with civilians; and robust communication capabilities and protocols for major crises.

Under the auspices of UNSC Resolution 1540, participating states have identified new sources of technical support and financial assistance to manage both man-made and natural disasters. Requests for assistance to the Committee will be forthcoming.

Moving Forward

Through 2008 and 2009, the Center will follow-up on the positive momentum generated through the Santo Domingo workshop so that we can begin to move from awareness-raising of the importance and benefits of 1540 toward more tangible implementation of the Resolution's broad provisions in the Caribbean. We also seek to replicate this positive model for implementing 1540 in other regions of the globe.

DISCUSSION SUMMARY

Making Assistance Requests for Implementing UNSC Resolution 1540 (2004)

Expert: Dr. Olivia Bosch, 1540 Committee Expert

Work on Resolution 1540 is always timely, and the recent news reports about police finding ricin in Las Vegas prove that. But to implement 1540, the 1540 Committee needs more detailed requests from states in need of assistance. Previous work on awareness and reporting is no longer sufficient. In many of our previous meetings, states come to us and ask, "What can you give me?" We want to find 1540 requirements that dovetail with states' other priorities. The US experience does not always translate to other states. The models a state can use and the approaches that will be most successful depend on where the state is located and the specific details of its situation.

While the 1540 Committee's mandate is up in April, the Resolution's requirements will last until another resolution removes them. Resolution 1540 is not just about WMD, but also WMD delivery systems. The term "weapons of mass destruction" is never used; rather, the weapons are simply referred to as nuclear, chemical, and biological weapons. The assumption of the Security Council at the time was that terrorists, if able to get their hands on these weapons, would not be capable of carrying out "mass destruction" attacks.

While 1540 is seen as a counter-terrorism resolution, it is actually a nonproliferation resolution. The Resolution establishes illicit trafficking as a critical new dimension of proliferation, and includes all steps in the supply chain of WMDs up through use. Preventing trafficking and securing the chain-of-custody are critical elements of 1540. Some of the requirements in Resolution 1373 dovetail with 1540. Governments are required to adopt and enforce laws. The enforcement component is what necessitates capacity building. Laws and regulations must be adopted, then implemented.

Resolution 1540 is not meant to hurt states' economies. Legitimate trade is encouraged, but protections must be in place. Licensing processes used to protect trade meet some of the requirements for Resolution 1540, which is not a traditional arms control resolution. While 1540 does reinforce existing obligations under treaties, it also adds additional obligations that states must fulfill. The 1540 Committee asks that states consider these obligations during interagency processes by adding the Resolution as an agenda item. For states that lack interagency processes, compiling the required national report can be a successful start to interagency cooperation on implementation.

Because licensing and protection efforts can fail, states need a border security system in place. Most states already have risk assessment processes to monitor issues like human trafficking and drug smuggling which can be applied to 1540. The World Customs Organization has set up a regional training center in the Dominican Republic to help Caribbean states build customs capacity. Export/import controls are also important, and should involve industry, the public, and law enforcement agencies.

The 1540 Committee encourages all countries to take their individual history and norms into account when choosing models and approaches for 1540 implementation. The Committee wants to minimize the implementation burden on states. Doing so will require using existing governmental processes and finding links to agencies without a traditional nonproliferation role. International cooperation is increasingly important, so states should be quick to go to international organizations with requests for assistance. To facilitate assistance, states that have not yet filed their national reports should do so as soon as possible. The reports serve as a baseline both for the 1540 Committee and for donors, and will help donors build security onto existing safety regulations.

The UN Office of Drugs and Crime and the Counter-Terrorism Committee Executive Directorate can help with legislation drafting. While the assistance process has so far been vague, the 1540 Committee is working toward greater clarity. We encourage all states to send letters to international and regional organizations asking them to make 1540 a higher priority. States can use existing foreign aid channels to receive 1540 assistance. Coordination is the name of the game for training, equipment, and legislation.

Citizen Security

Introduction: O'Neil Hamilton, Visiting Fellow, University of the West Indies at Mona

When conducting security planning for the Cricket World Cup, which was held in the West Indies last year, significant challenges of capacity arose. We undertook a huge outreach campaign to engage our partners, but we needed to do a lot just to identify gaps. Any capacity building aimed at bolstering security must be sustainable and must have international buy-in. International organizations and donors should come into the region to exchange information. We face tremendous challenges for conducting basic risk assessment. When considering the various requirements related to citizen security, sequencing is key. Governments must pay attention to the hierarchy of needs.

Expert: Ambassador Denneth Modeste, Senior Advisor, Secretariat of Multidimensional Security, Organization of American States

The Latin America/Caribbean region is the second most violent in the world. The Caribbean's homicide rate is 22.9 per 100,000 people. Security is a precondition for development, so the region must fix its security environment. Pandemics, natural disasters, terrorism, and internal crime all pose threats. These problems are exacerbated by geography, the nature of small, island states, and the volatility of the tourism market. The drug menace to Caribbean states is intractable, and includes problems of production, transportation, and consumption. To deal with the drug problem, states have to reduce the demand for drugs (through awareness programs and education), strengthen international cooperation, curb money laundering, and increase maritime cooperation.

To improve citizen security, the Caribbean must take a preventative approach by informing the public, instituting school and workplace programs, and coordinating with the international community. A tendency exists to look for quick-fix solutions. But these problems cannot be fixed by law enforcement alone; solutions must be multi-dimensional.

Any effort to improve security should start by designing a system to collect information. Once that information is collected, states should mobilize the community, assess resource needs and investments, develop a violence and crime prevention strategy, and implement that strategy. While crime prevention continues to be a priority among governments in the region, these governments often respond with solutions that are too traditional. Deterrence through punishment does not work. Reactive policing is not effective; community policing is much more likely to succeed. Strategies should include integrated local programs and environmental design. For example, increasing the supply of low-income housing can help reduce crime.

The Latin American Development Bank has funded a citizen security and justice program that focuses on reducing violence, strengthening crime management, and improving judicial services. Surveys of citizen security programs have shown continuing education to be a critical best practice. Life-long education programs, combined with supervised after-school programs for youth, have helped reduce crime. In Jamaica, skills and leadership training have helped, as has an integrated crime/violence strategy. Among the main risks to regional youth are failing to finish school, homicide, and risky sexual behavior.

The deportation of criminals from the developing world to the Caribbean is a serious problem. Non-governmental organizations provide most of the services to deal with these individuals, with regional governments taking a back seat. Reintegration of deportees must be a coordinated effort among countries, included the countries from which the individuals are being deported.

In 2004, Trinidad and Tobago established the National Drug Observatory to strengthen regional cooperation and facilitate information sharing. The Observatory has a 360-degree radar surveillance system. The Cricket World Cup is another good example of security cooperation. Matches were held in nine different states. Efforts to increase security for the World Cup should be seen as catalysts for greater improvements. There is enormous scope for collaboration with the Organization of American States and other inter-American institutions. The OAS Secretary General has proposed a public security meeting in Jamaica, with a series of preparatory events, to deal with violent crime.

Discussion

When asked about the region's plans to deal with trade in small arms and light weapons (SALW), one participant responded that the issue is complicated by the US's failure to adequately address the problem. He also mentioned that the US has not properly dealt with the issue of deportation. The US sends criminals back to the Caribbean without adequate notification and does not expect problems. Incarceration rates in the Caribbean are very high. There may be avenues, he stated, for 1540 to help address these issues.

Another discussant mentioned Haiti's national border commission that brings together disparate government agencies. Institutions are starting to talk to each other, he said, which is integral to securing Haiti's sea, land, and air borders. He mentioned the Cricket World Cup as a pleasant surprise regarding the Caribbean's ability to address security issues. He agreed that deportee issues have to be discussed. Another participant agreed, saying that many deportees are already linked into international crime and drug networks.

Regarding SALW, another discussant highlighted political will within the region as a major challenge, saying that the time has come to look at the issue differently. Rather than waiting for solutions from the US, which has its own legal and administrative constraints, Caribbean states have to respond to prevent arms from crossing their borders. Greater cooperation would be better, but Caribbean states cannot wait for others. He described the provision of detection equipment and training for detection teams as critical. Several participants agreed with the need for assistance with detection, while some called for efforts to mark and trace SALW. Others called for greater coordination in licensing efforts, as well as a comprehensive treaty on SALW.

Citing the porous coastlines of many Caribbean states, one participant called for international assistance for maritime security to prevent illicit trafficking. Money spent on patrol boats and radar detection has helped, but more help is needed, she said. Another discussant agreed, saying that the Southern Caribbean is especially vulnerable to SALW trafficking. Despite government efforts, gaps still exist. Those gaps are worst in port and border security, but he thought the World Customs Organization might be able to provide 1540-relevant assistance to address those deficiencies.

SALW, drugs, and human trafficking cannot be treated in isolation, said another discussant. Deportation from the US and Europe may create national emergencies in the Caribbean. Deportees turn to crime and

exacerbate other security issues. All these issues must be dealt with in a unified, more serious effort. Another speaker followed-up by calling for a template or construct to reintegrate deportees.

Public Health

Expert: Ambassador Izben Williams, Embassy of St. Kitts and Nevis to the United States

Public health is pivotal for development. In 2001, the heads of the Caribbean Community (CARICOM) met and agreed to make health a priority for the region. In 2003 the Caribbean Commission on Health and Development was established to give substance to the 2001 declaration. A healthy nation is a wealthy nation.

Currently, the Caribbean faces three critical health problems: non-communicable diseases, HIV/AIDS, and the negative effects of increasing violence. Systems to respond to these problems are lacking, and a region-wide insurance program with greater coverage is sorely needed. HIV/AIDS is an enormous problem for the Caribbean. The rate of infection is second only to Africa, mainly through heterosexual transmission. This rate is driven by several causes, of which human mobility related to migration and tourism is key. The gender perspective of HIV/AIDS is critical as well. Consider that 35% of women in the Caribbean have their first child before they are 20. HIV/AIDS distorts markets, especially the labor, agriculture, and manufacturing markets. A 2005 United Nations report said that life expectancy in the Caribbean will decline by five to ten years by 2020. Increased effort with anti-retroviral medications can help. The Pan Caribbean Partnership Against HIV/AIDS (PANCAP) was established in 2001 to advocate HIV/AIDS issues at the government level, and can serve as a good model for other regions in an effort to widen the institutional framework against the disease. PANCAP has lobbied the US President's Emergency Plan for AIDS Relief for assistance, and is a successful example of an institution that addresses health, development, and security challenges. CARICOM has requested support on these issues from the United States.

The emergence of non-communicable diseases has become a serious threat to Caribbean development. Cardiovascular diseases, diabetes, and cancer are all on the rise. Prime Minister Denzil Douglas of St. Kitts and Nevis and Prime Minister Patrick Manning of Trinidad and Tobago helped convene a summit on these diseases which lead to a communiqué last year. The root causes of the increased prevalence of these diseases are both biological and behavioral. The Caribbean must work to modify behavior, as these diseases pose a significant threat. But poverty limits the choices a person can make. Individual responsibility only works when equal access to health insurance is ensured. Governments have legislation to slow tobacco use, which is a step in the right direction. The Caribbean Public Health Association was also established to address these issues, which are becoming more costly. The cost of treating all cases of diabetes in Jamaica for one year is now \$50 million.

Finally, the Caribbean is the most violent place on earth. All people in the region are threatened. Violent crime is the most troubling social and economic issue for the region. As mentioned earlier, part of this problem is due to returning deportees. Governments must develop protocols for reintegrating and profiling these people. In a 2007 report, the World Bank called for improved data collection to ensure that policy is evidence-based, improved deportation protocols, social and community based prevention strategies, increased efforts to stem SALW trafficking, and an enhanced criminal justice system. The OAS Committee on Hemispheric Security is setting out to create an epidemiological template to track violence in the region and create a master plan to stop it.

In general, the Caribbean has a shortage of human resources devoted to public health. Many of our nurses and doctors are trained here, using our resources, and then take jobs in the US. States need to keep these professionals in the region and seek partnerships with any states or organizations that can help.

Discussion

Following up on the discussion of HIV/AIDS, one participant said that the distribution of anti-retroviral medication is a problem globally. Why should people suffer just so big pharmaceutical companies can make more money? Brazil and India have defied World Trade Organization rules by distributing certain medications, but these drugs have efficacy problems. Despite the presence of regional clearing houses for drugs, anti-retroviral medications are still not easy to obtain.

Even if “silver bullet” vaccines were developed, said a discussant, the poor public health infrastructure would inhibit distribution. Another participant agreed, citing the lack of trained personnel. Developed countries actually damage Caribbean health by “stealing” away health care professionals from the Caribbean. If the developed countries would help pay for the training, he said, the brain drain would not be as big of an issue.

Despite her government’s efforts to provide healthcare, one representative acknowledged that gaps still remain in the public health system. She said that HIV/AIDs must be treated not only as a health issue, but also as a socioeconomic issue. Her country received assistance through the World Bank and the European Union that helped provide fairly successful treatment for those who entered treatment. The biggest gaps appeared in regard to prevention; more behavior specialists are needed to discourage risky activities and lifestyles. Water is also a health issue, and her government needs help with its pipe-replacement program and to secure water sources. She called for a health facility at every Caribbean port to search for communicable diseases.

When asked if the cost of equipment negatively impacts the delivery of health services, many participants agreed. Most Caribbean states are very small, making shared facilities and personnel an attractive option. The island of Nevis is too small to have a CAT scan machine; the cost is prohibitive. However, according to several participants, the growth of regional health networks requires cheaper, more reliable airlines.

Disease surveillance was suggested as a particularly fruitful area for potential cooperation. Surveillance is a priority, and regional cooperation would help bring together health and information systems professionals. A Caribbean surveillance network could tap into a larger, global surveillance network. Another representative mentioned that the Caribbean currently relies on the Pan American Health Organization (PAHO) for much of its existing surveillance capacity, but that PAHO’s budget in many Caribbean states is falling so it can divert more attention to the least developed states.

One participant encouraged regional governments to look at existing initiatives with an eye toward donor cooperation, using the Global Health Security Initiative, a forum of G7 health ministers, as an example. The Initiative looks at the effects of chemical, biological, nuclear, and radiological (CBRN) weapons, but also at preparedness issues. Both CBRN and pandemic issues affect Resolution 1540. During the World Cup, he said, the region spent \$22 million to prevent significant attacks. Those funds could be matched by donors and used as critical, ongoing assistance.

In the end, said one discussant, no regional strategy can succeed without international support that recognizes the multi-dimensional aspects of public health. Violence and crime are not immutable—they should be prevented before their consequences require fixing. Prevention should become the priority, rather than repair.

Business and Industrial Development and Building up Socioeconomic Infrastructures

Expert: Anton Edmunds, Executive Director, Caribbean-Central American Action

The Caribbean’s economies face real challenges, especially with the end of preferential trade agreements. The region needs new investment and greater trade from new sources, including inter-regional trade.

Protecting transshipment through the region is also critical. The US economic slowdown will affect Caribbean economies. While large businesses may survive, many small and medium businesses will not.

The transportation and distribution of goods within and out of the region is difficult, but countries must get products to market through secure supply chains. The region is woefully unprepared in the area of trade security and facilitation. Not all countries are members of the World Customs Organization (WCO). States should look to regional integration as a tool for growth. Customs laws and other regulations should be streamlined, simplified, and more transparent. To have strong customs frameworks, countries must share information. Better management is also important, which implies the need for automation and e-business. Because standardization is critical, regional actors should come together with the private sector to develop a harmonized framework for customs, effective movement of goods, and security requirements.

Over 12 million containers enter and exit the Caribbean each year. Many of them are subject to double and triple handling, making Caribbean states soft targets for illicit trafficking. Some larger states have embarked on security improvements, but smaller countries lack the resources to sustain the security environment necessary for trade. The region may split into two groups: those states that can afford security and thus are able to trade, and those states that lack the resources and thus become cutoff from trade. US programs to advance economic security are not regional in scope, leaving many countries out. Only three ports in the Caribbean are taking part in the Container Security Initiative (CSI). However, it is unrealistic to expect US Customs and Border Protection to help secure all Caribbean ports; the effort would be much too costly.

The Caribbean must recognize its critical role in trade and security. Meeting the International Ship and Port Facility Security (ISPS) Code and WCO rules can be a baseline for measuring compliance. Customs should be used as a driver for regional security. Border security initiatives must encourage trade and help create regional standards. Many countries need training on the ISPS Code. Governments cannot cave to pressure to downplay how porous many Caribbean borders truly are. Any compliance audits should be honest and forthcoming. Port managers should undergo standardized training. Independent vendor training may not be sufficient. All efforts should include all the stakeholders, including ship owners.

Discussion:

When asked about outreach to industry, one participant noted that success is more likely when the private sector mobilized. When companies realize that their facilities may not be in compliance with security standards, and that they may lose business because of this, they will start pressing their governments to make investments in security infrastructure. Freight carriers will clamor to be part of the discussion, as speed and security is key for them. Governments must engage the private sector at both the local and international level, he said. For many regional businesses, the cost of ending up in a US port with contraband makes security a paramount issue. But major Caribbean countries may start looking at smaller countries the way the US looks at the Caribbean—all trade must be re-secured and screened, making the costs of trade prohibitive. Small eastern Caribbean states are most vulnerable to this potential change in policy, he said.

Another speaker described the efforts taken by the World Customs Organization. The WCO has worked to improve the regulatory frameworks of pharmaceutical-producing countries. In 2005, the WCO created a framework that incorporated security into its more traditional revenue collection framework. This was a fundamental change in the WCO's mandate. The World Health Organization has made similar changes with its safety guidelines. The WCO could be integral in developing a regional regulatory framework. The organization could also help with marrying customs and disease surveillance. Alluding to Haiti, she mentioned that a synchronized border framework (addressing internal, 1540, and 1373 requirements) would help the government approach donors.

One participant insisted upon the need to reinforce transportation and communication links among Caribbean countries. He said that when government officials meet, they often have good ideas, but they always run into the same problems of transportation and communication. He used the Dominican Republic and Haiti as examples of countries that do not communicate well with outside actors. Integration will aid security. Flying to different islands is much too difficult.

Implementation of economic development strategies will move forward when the private sector sees itself as integral, according to another discussant. Trade agreements benefit private entities because the private sector is the agent of trade. The private sector also can provide more resources for reform. Caribbean governments, he said, should focus on public-private partnerships. Because trade depends on regulatory compliance, he said that governments should work with the private sector to satisfy International Civil Aviation Organization (ICAO) guidelines. Caribbean states should seek technical assistance for seaports and airports to increase awareness of different agreements and acts; the region lacks a natural education structure for regulations. Trade will not wait for the bridge of outreach to be built. States should make private sector actors stakeholders instead of spoilers.

The concept of balance between security and trade was raised, and one participant called for a social partnership to maintain that balance. The balance is especially important regarding tourism. In most cases, she said, the government does not engage in trade—it only provides the framework. A partnership among government actors, the private sector, and unions allows for input from most major stakeholders. Tying economic development to 1540-related security concerns, she mentioned the need for enhanced maritime security equipment to protect the fishing industry, which is vulnerable to trafficking. The Regional Security System, a security and defense arrangement among several East Caribbean states, has succeeded, but has problems with financing. Security cooperation legislation from the Cricket World Cup is still on the table. She mentioned two upcoming CARICOM agreements—one on maritime surveillance on security, the other on arrest warrant harmonization—that will be on the agendas of heads of state to promote collaboration.

CARICOM has several programs geared toward economic development in the region. The EU funds a program aimed at developing single-market mechanisms. CARICOM is working with the governments of Canada and Haiti to strengthen Haiti's economy. The top priority for this program is trade and customs. Regarding Haiti, another participant stressed the need for attention regarding the land border between Haiti and the Dominican Republic. The region is so focused on ports that the land border gets neglected. The border has been strengthened in the last ten years, but problems still exist. Illicit networks have stronger cross-border ties than do the governments.

The relationship of supply chains in illicit trafficking to Resolution 1540 was raised by another discussant. The Proliferation Security Initiative (PSI) is working to secure supply chains, but most Caribbean nations are largely left out. PSI does not impose any new legal obligations. Rather, it is a forum for security and information sharing. PSI has achieved success in pushing the private sector. It is also beneficial for coordinating international anti-trafficking efforts. PSI members have to name their points-of-contact for trafficking questions. The Caribbean region is especially important, he said, because of its ship registries and transshipment hubs.

The importance of trade was reiterated by one participant. As trade increases, the need for security increases. Eventually, political cooperation will increase. Another participant mentioned the tendency of Caribbean states to jump on CARICOM for its failure to solve all the region's problems. He said that states must take individual responsibility. Rather than trying to create new institutions and programs related to border security and the supply chain, states should merely get the job done right. Most countries are noncompliant with many security standards. As pressure ratchets up, smaller countries will be squeezed out of the game. The urgency of the situation requires early buy-in from states and the private sector.

When making requests for assistance to the 1540 committee, said one representative, states should keep information sharing in mind. Border and maritime security training requests should be accompanied by requests for communication equipment. Container companies and freight forwarders should be at the table for negotiations, she said.

Disaster Prevention and Response

Expert: Jeremy Collymore, Coordinator, Caribbean Disaster Emergency Response Agency

When discussing disaster prevention and response, states must look at the capacity of the existing platform. Preparedness serves as a launching pad for dealing with new security breaches. The Caribbean is the second most hazard prone region in the world, and it is getting more hazardous. Disasters impact all sectors, but usually hit the social sector the hardest. Sustainable security strategies must take hazards into account.

The landscape of disaster response is changing. The region has seen an increase in catastrophic hurricanes, which challenges the collective capacity of Caribbean states. The nature of hazards is diversifying, necessitating multi-hazard, integrated approaches. While information and communication technologies can be beneficial, their greater use has also fueled rumors. The technologies are not being used efficiently in information sharing, public education, and coordination. Caribbean states also face the rise of trans-boundary threats such as climate change and pandemics. The concept of homeland security has helped to synchronize law enforcement with disaster management, but many obstacles remain. The rise in hazards has caused a corresponding increase in the need for the military to respond. This requires greater clarity in protocol. Security and safety must be balanced. There is a tendency to suggest that security takes precedence—but what about humanitarian requirements? Emergency managers must know when to get involved with a potential WMD event.

Civil defense efforts must be synchronized with the full security apparatus. An improved Caribbean response plan requires three essential parts: civil-military protocols for humanitarian response; a disaster reduction response curriculum for military forces dealing with civilians; and robust communication protocols for major crises. In most countries, resources are not linked to sufficiently supported systems.

Disaster response should be a key element of development policy to ensure that development is sustainable. Policy planners must engage risk generators and managers and establish links between development and policy. Comprehensive disaster risk management leading to sustainable development should be the goal. Resilience, mainstreaming, knowledge management, and international support are all components of that goal. States should build hazard-resistant assets, embrace the Oslo Guidelines for disaster relief, and advance the Tsunami Early Warning System (TEWS). Earthquake readiness is also critical.

The aftermath of Hurricane Ivan in Grenada showed what can happen when a country's police cannot respond to a disaster. That scenario could easily happen again. Major facilities (generators, water supplies) are exposed and vulnerable. The Cricket World Cup opened the door for information sharing. Once a hazard is detected, preparedness plans must make sure that responders are not contaminated. The continuity of government is at the heart of many of these issues. The region should also consider the risk of a WMD attack when drafting its response plans.

Discussion

When asked about the Caribbean establishing regional centers of excellence as focal points for disaster response, one participant stated that the Caribbean is already divided into four sub-regions, with coordinating centers in Jamaica, Antigua and Barbuda, Barbados, and Trinidad and Tobago. These centers help manage the spread of disasters with early-warning systems and Communications Resilience Exchange Centers.

However, the region's search and rescue capacity is limited. The Caribbean also suffers from a deficit of environmental event specialists. The region does have coordination teams composed of military specialists. One participant raised the possibility of a "dual-use center" organized by the WCO and the International Atomic Energy Agency (IAEA) to deal with WMD-related disasters. The center could provide expertise on technical means necessary for detection, interdiction, and surveillance.

The Inter-American Defense Board, a quasi-OAS entity which became fully integrated two years ago, has attempted to find a role for the military in the civilian response system. Regional response organizations have tried to integrate security issues into discussions about the tourism sector. A security event in the tourism sector, agreed several participants, would do significant damage to the region's development. Regarding the risk of a WMD attack, one speaker discussed the two different kinds of events that could be classified as WMD terrorism. The first is an attack with a nuclear, biological, or chemical weapon. While the probability of such an attack is low, the consequences would be potentially cataclysmic. The other type of attack would be with a radiological dispersal device. The probability of an RDD attack is much higher, but the consequences are significantly lower. The 2006 Global Initiative to Combat Nuclear Terrorism has set up workshops to help first responders plan for each type of attack.

Another participant emphasized that hurricanes do not need to reach Categories 4 or 5 to cause considerable damage. Even tropical storms can paralyze a country. The role of donors and the private sector is critical, she said. However, getting the private sector involved can be difficult. A discussant responded that the private sector is an under-recognized resource, especially before a disaster. After events occur, the private sector is usually very good at supplying resources.

According to another participant, disaster response is the most consequential of all the issue clusters. In Jamaica, every Category 4 hurricane causes \$400 million worth of damage. As these disasters increase in frequency, the effect on the country is devastating. Grenada was decimated by Hurricane Ivan. The region has struggled to get commitments for catastrophe response. A disaster response template or matrix would help solve that problem.

The Caribbean has not made adequate preparations for disasters, argued one representative. The region's focus on hurricanes left it vulnerable to a recent earthquake that affected most of the archipelago. A cave-in in Barbados caused five deaths because of the lack of search-and-rescue capacity. Even traffic accidents have become problematic. The islands simply are not ready for new scenarios. States need training and equipment, and must augment awareness programs. The dual-use center would have to be a clearinghouse for technical expertise to facilitate consequence management.

When a nation is hit with a natural disaster, said another participant, the effects are wide-ranging. Thousands of acres of land are ruined, herds of cattle are lost, and little of this can be recovered. What is destroyed remains destroyed because states lack the resources to rebuild or prepare. Climate change makes the situation even more urgent. Haiti's deforestation is a perfect example, he said, of the failure to respond to disasters. The ecological catastrophe may be so great as to prevent the reinvigoration of the country's environment. Haiti's pine forest is being destroyed, but international donors refuse to help plant trees. Without trees, the land becomes prone to flooding. The country needs international expertise to help the government understand what is occurring.

The issue of psychology is important, said one speaker. Governments must prepare their citizens for these events. Mental readiness must be a part of any preparedness strategy. Most countries lack the infrastructure for rapid delivery of assistance. Another participant strongly agreed with the psychological aspect of disaster response. Caribbeans suffer immensely from the mental strain of worrying about hurricanes. People are ill-prepared, and the psychological toll of a hazard is tremendous. Hurricane Gilbert had an enormous impact throughout the islands. Governments must be sensitized to the need to treat psychological effects.

Legal Training, Education, and Legislative Capacity Building

Expert: Luís Henry Molina, Director, Escuela Nacional de la Judicatura

These issues require simple solutions. First, governments must clearly define their public policies in order to achieve implementation. Capacity building is not exempt from the need for good policy and explicit objectives. Commitment to a policy by a government is proven only through its budget. Without a budget, a policy is just words. The Dominican Republic's efforts for penal reform were not supported with funding, so no action was taken. Government spokespersons should define the strategy to achieve the policy, as well as provide indicators and goals so that the public can sufficiently manage the complexity.

Second, capacity building must be based on specific needs that stem from the clearly defined strategy. Policy makers cannot forget the concept of values, as values are critical for individual commitment. Ten years ago in the Dominican Republic, no judge was connected to the internet. Today, 70 percent of Dominican judges have taken classes over the internet. But technology is expensive, and Caribbean states must recognize that, in general, they are poor countries. Because they are poor, they must make poor peoples' decisions. Governments should use free software when it is available and take advantages of web 2.0 to create social networks. Finally, policies must not overlook giving hope to the people. Tragedies are making people hysterical. Without hope, any policy is doomed to fail.

Governments should avoid canned education, and instead use education and curriculum that fits their countries' history and culture. Not all problems should be made into legal problems. People should try to solve problems before coming to the courts.

Discussion:

The Caribbean needs a reliable investment framework, said one participant. Entrepreneurs in the region need to improve. While governments should create the legal framework, the legal system should not be responsible for policing investment. Less costly solutions would be preferable, especially for poorer countries. Political leaders must commit to growing investment, just as they should commit to attacking poverty and improving the environment. Foreign investment creates shared responsibility. Legal systems should talk through alternative conflict resolution mechanisms.

Another participant agreed that doing business in the Caribbean is not simple. But investment facilitation agencies are springing up throughout the archipelago. And although policy commitment is best evidenced by budget support, he said, most Caribbean countries are emerging economies that lack the resources to include all important programs in their budgets. Multilateral evaluation mechanisms can pay huge dividends. One speaker followed-up by describing a United Kingdom report on trade initiation and facilitation. The UK reformed trade enforcement by changing its approach. Rather than fines for companies that violate regulations, companies must fix the problems in their processes and learn how to follow the regulations.

The use of economic development as a sweetener for 1540 implementation was addressed. Assistance in drafting basic supporting legislation can help with legislation drafting in general. The Caribbean could greatly benefit from a basic model for legislation. Canada has offered such assistance already, while CARICOM has a dedicated Legislative Drafting Facility. However, the region has a severe expertise deficit, especially regarding compliance with international treaties and conventions. Amending legislation to cope with new requirements is also very difficult. One representative brought up the possibility of the Commonwealth Secretariat and the UN Office of Drug Control's Terrorism Prevention Branch helping with drafting. But UNODC is still seen with a wary eye in the Caribbean after it unilaterally left Barbados.

According to several participants, the banking sector is critical for capacity building. Banking systems often do not work well, which puts national savings and credibility at risk. Coordination among donors has been

mostly nonexistent. Free trade agreements have yet to be translated into public policy. The US, one participant said, uses calls for labor rights to prevent migration.

Laws are on the books in most countries, said another discussant; it depends on how they are applied. Gaps exist on transparency and law enforcement for foreign investors. But business must continue while reform is occurring. Layer upon layer of reform will not necessarily solve investment and job creation problems. While outreach has been made, the sustainability of training efforts is in question.