



DRAFT
NATIONAL
PLAN ON
JUSTICE,
PEACE AND
SECURITY

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Justice, Peace, Security And Liberty In Barbados

In the latter half of 2002, the Office of the Attorney General embarked on an investigation of the situation with



law and order in Barbados, as stated by the Attorney-General in her foreword to the Draft Plan on Justice, Peace and Security, through a series of meetings-sectoral and public-conducted by the Commission on Law an Order. The 14-man Commission, under the leadership of Sir Roy Marshall concluded that the problems with Law and order were associated with a wide variety of ills in the society, ranging from drug culture to the transportation system, but also including a need for looking at a 'governance approach' rather than a 'government approach' to assuring the Nation's future. There is also evidence of declining parental responsibility which has negatively impacted the education system.

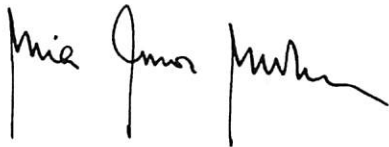
The Commission handed in its final Report in 2004. This Report has been passed through both the Parliament and the Senate, with broad acceptance at both levels and a number of meetings have been held with stakeholders in the various agencies regarding implementation on a phased basis, as proposed by the Consultant Mr. Christopher Nuttall.

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The National Task Force on Crime Prevention is currently conducting a Crime Survey to update the crime statistics and to provide information on the experiences of citizens with crime, but empirical evidence up to 2005 suggests that there has been a steady downturn in crime over the years.

The Office of the Attorney General has distributed copies of the Report widely and Ministries and other agencies are aware of what needs to be done to keep the crime situation in check and to incrementally implement the recommendations relevant to units under their control.

The Plan is now therefore presented in its final version, as the National Plan on Justice Peace and Security including the specific elements for which the Office of the Attorney General has direct responsibility. My advice to each citizen is to study it, digest it and have the sense of responsibility and nationalism to recognize the role you have to play in its success.

A handwritten signature in black ink, appearing to read 'Mia Amor Mottley', with a stylized flourish at the end.

MIA AMOR MOTTLEY, QC

Attorney-General & Minister of Home Affairs

Crime In Barbados

This National Plan on Justice, Peace and Security sets out a framework for reform of the criminal justice system and for a revitalization of our cultural values. The aim of government must be to help the people it serves to live in civil peace and harmony, knowing that crime levels are minimized and that the justice system is fair, effective and timely. The foundations for a peaceful, secure society are caring communities, supportive families and the restoration of positive cultural values.

This is not easy to achieve. The National Plan is therefore designed to produce desirable effects in the short term while setting a national agenda over the next 10 years for improving the quality of life in Barbados. This is premised on the reality that there is no quick fix for problems of law and order.

Crime levels and the fear of crime have changed over the last 30 to 40 years and there are new causes of stress. There has been an explosion of offences involving gun and drugs. In spite of this, Barbados is still a relatively peaceful and crime-free society, but we would like to see crime and the fear of crime falling, not rising. We must therefore make sure we are equipped to meet the new challenges presented by the changing nature of the crime we are experiencing.

In order to formulate an effective plan for reducing crime and the perception of crime, we must examine the available evidence on current level of crime, current fear of crime and related historical trends.

The Background

Incidence of Crime

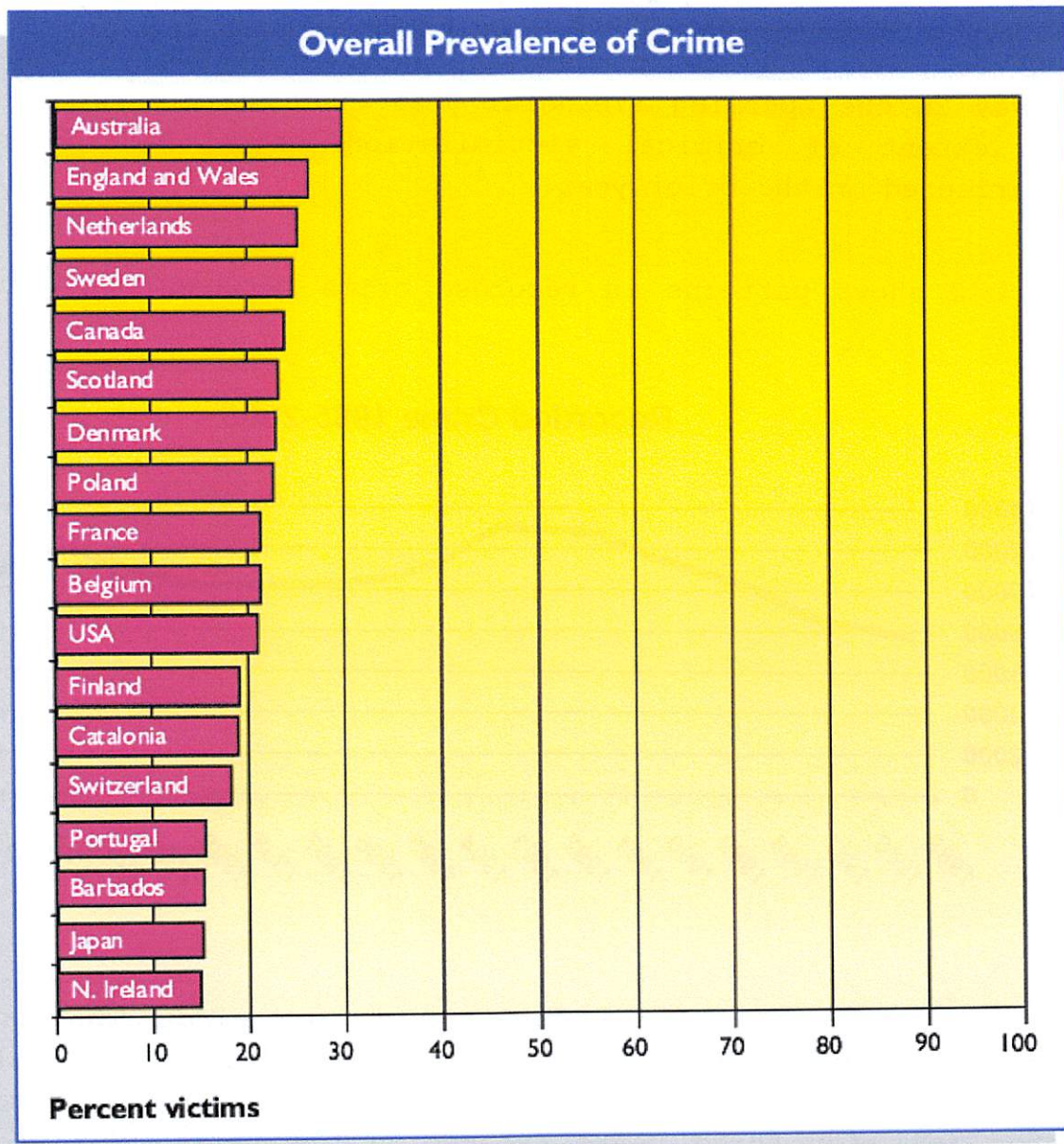
The evidence establishes that Barbados has one of the lowest crime rates in the world.

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We know this from the benchmark Barbados Crime Survey (BarCS) which the National Task Force on Crime Prevention carried out in 2002. The Crime Survey asked 8000 Barbadians, chosen at random, about their experiences of crime in 2001. The BarCS includes crimes not reported to the police and therefore produces a reliable estimate of the levels of household and personal crimes in Barbados.

The survey was designed to enable direct comparisons with the 17 industrialized and 17 developing countries which have carried out similar surveys over the last five years.

The survey reveals 15.4% of Barbadians were victims of one or more crimes in 2001. This compares with 30% of Australians, 26.4% of the British and 21.1% of Americans. Chart 1 illustrates the incidence of crime in industrialized countries in comparison with the Barbados experience.



For the great majority of individual categories of crime types, Barbados came in the bottom 20% of countries, though the burglary rate in Barbados was relatively high. Here, the Barbados rate was higher than that of most of the industrialized countries but lower than all but two of the developing countries.

Trends in Crime

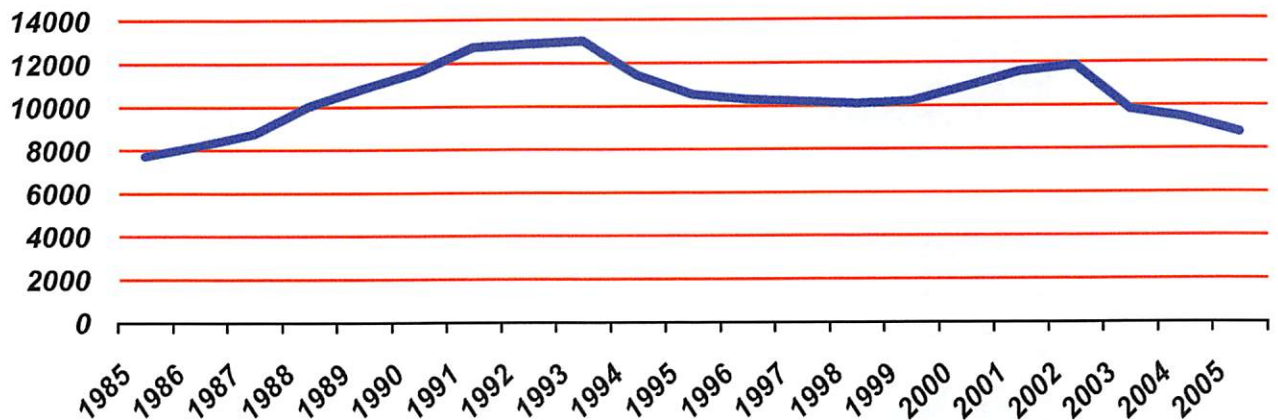
Since only one Barbados Crime Survey has been concluded, it cannot yet be used to measure whether crime is generally rising, declining or staying stable. For calculating trends, we have to use police-recorded crime figures, which

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obviously measure only those crimes reported to the police. However, we will be conducting another National Crime Survey in the upcoming financial year 2006-2007 to measure the extent of criminal victimization which Barbadians experienced in the prior year.

Chart 2 shows patterns in recorded crime between 1985 and 2005.

Recorded Crime 1985-2005



We can see that recorded crime has risen since the mid 1980s by around 50%. However, it is still below the level of crime recorded in the early 1990s. After 1993, crime rates fell for three years, stayed stable until 1999 and then rose marginally from 2000 to 2001. However, as the chart shows, crime has been decreasing from 2001.

The possession of drugs and crimes involving firearms are the two crimes which have increased most markedly over the last twenty years. A key factor in these increases is the incidence of robberies and burglary which have been largely drug-related.

There is also evidence to suggest that effective law enforcement often spurs the commission of both petty and serious crime in cases where narco-traffickers have their

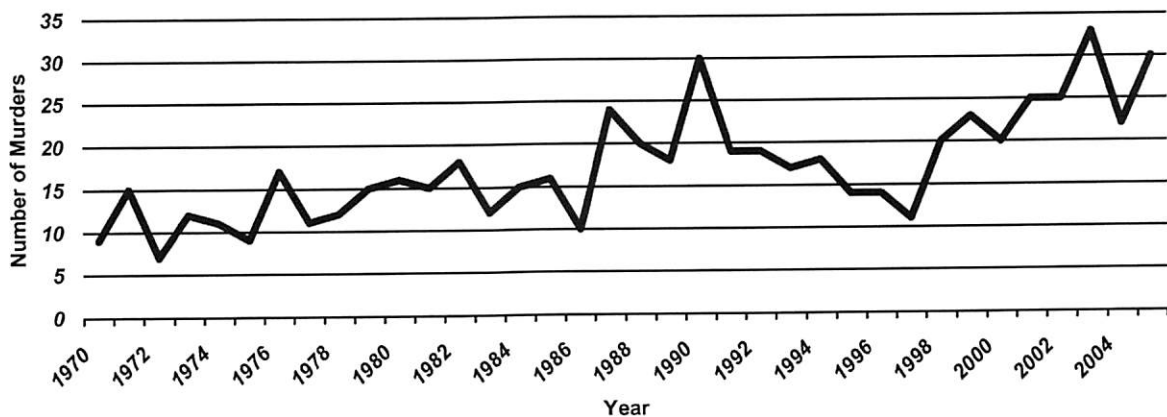
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supplies disrupted while still having to pay their debts to the suppliers.

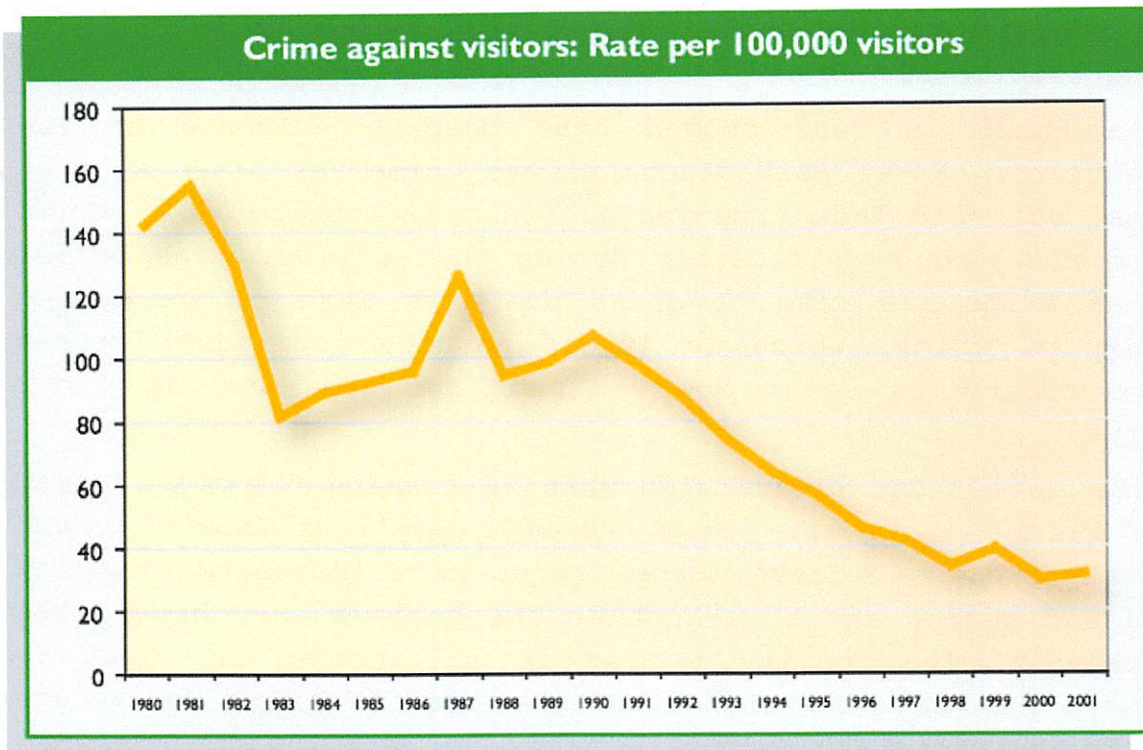
The BarCS in 2002 showed that despite evidence to the contrary, 68% of Barbadians believe crime has risen a great deal over the last five years. Figure 2 confirms that crime did not rise significantly during that period. The belief that crime has risen a great deal can lead to increasing fear of crime, which in itself induces individual stress and constrains us in how we spend our time and enjoy our lives.

This is further illustrated when we examine the most feared of crimes - murder. From the 2002 BarCS we know that 50% of Barbadians believe murder rates have increased over the last 5 years, and that another 26% believe they have risen somewhat. The reality is, as is illustrated in Chart 3, there has been no change in the overall trend in murder rates between 1970 to 2001.

Homicides 1970-2005



A review of the trends in crimes against visitors is equally instructive. The fact is, as can be seen in Chart 4, crimes against visitors have fallen dramatically over the last twenty years.

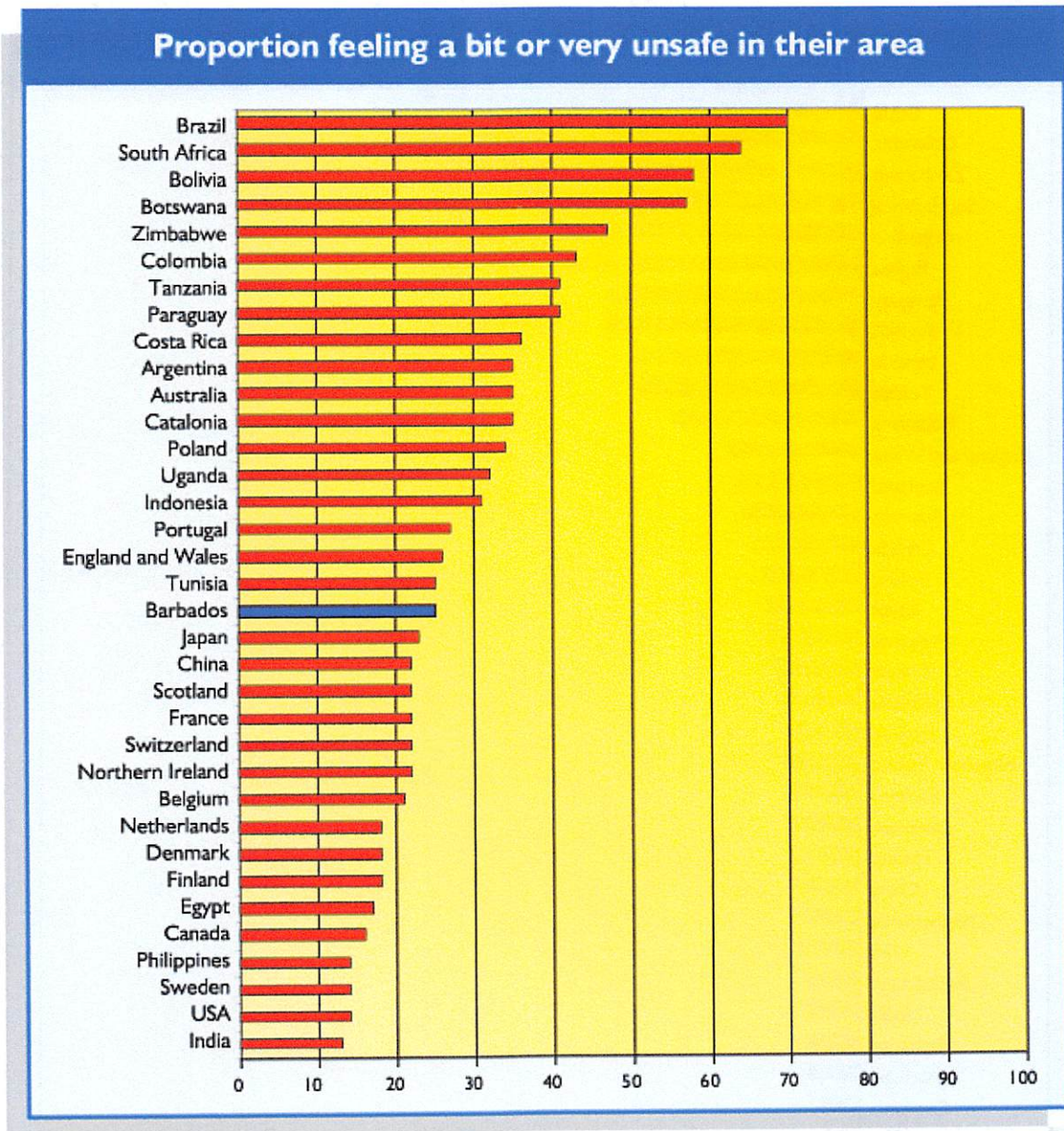


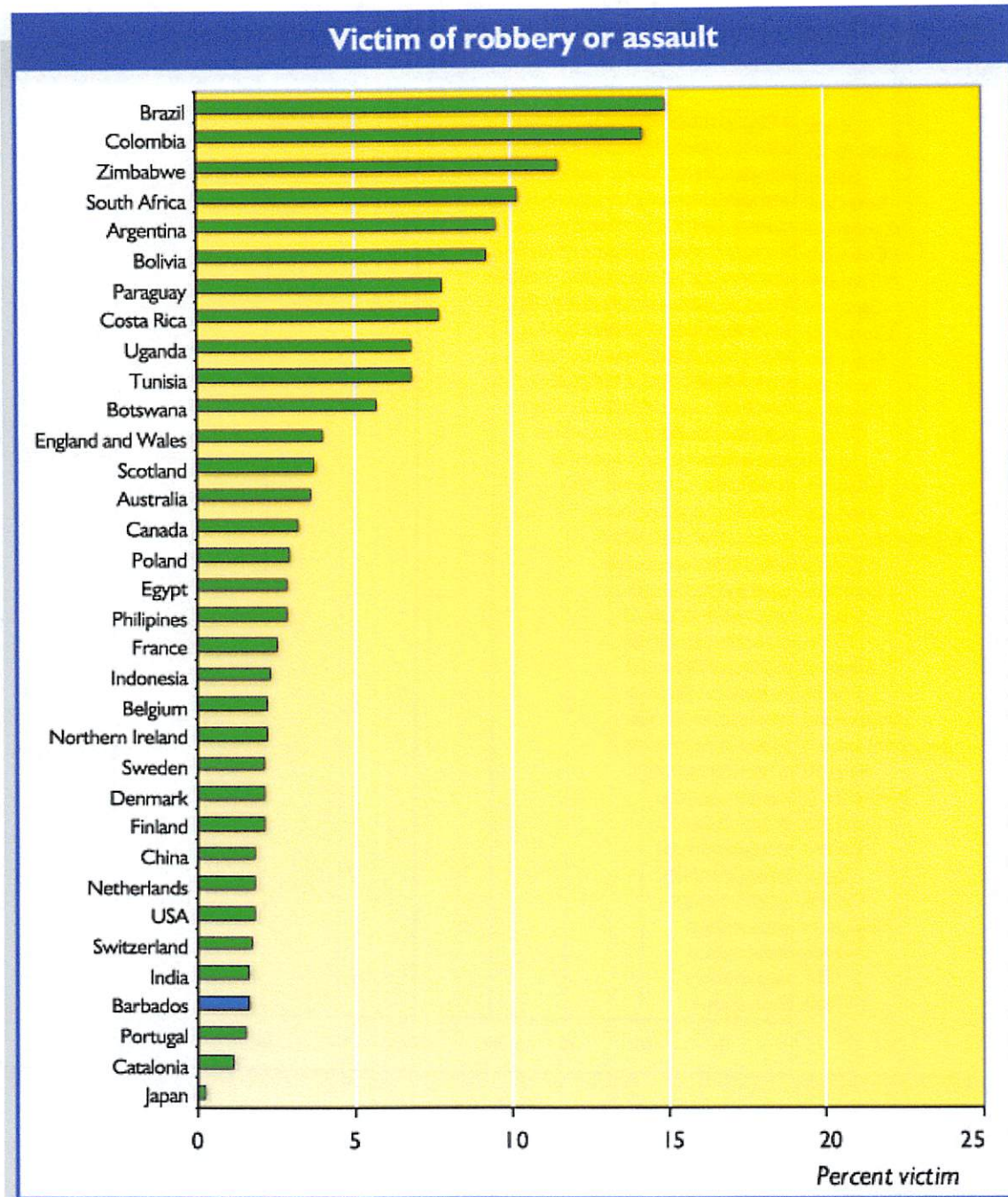
In the early 1980s there were about 150 crimes against visitors per 100,000 visitors. Crime against visitors has fallen dramatically and in 2002 was a mere 20% of the 1980 figure. However, even this is unacceptable, particularly given the importance of tourism to the Barbados economy.

Fear of Crime

The disconnect between the reality and the perception of crime is a critical factor in the BarCS finding that 25% of Barbadians feel unsafe being out in their neighbourhood at night.

While Barbados has among the lowest levels of robbery and violence in the 35 countries which carried out the survey, the fear of crime in Barbados is at the same level as in countries where the incidence of street crimes is substantially higher. This is shown in Charts 5 and 6.





This needs to be tackled.

The Challenge

These figures show that Barbados is still a relatively safe place. In our drive to improve the quality of life in Barbados we must, however, reduce the incidence of crime and the fear of crime.

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The problems surrounding crime and justice include:

- increased crime and fear of crime,
- reduction in social capital (trust, community spirit) and the undermining of cultural values,
- breakdown in extended families,
- children having to fend for themselves,
- negative influence of foreign media programming, especially videos,
- breakdown in informal social control,
- limited financial and human resources,
- justice institutions which are ill-equipped to deal with the complexity and volume of cases,
- the feeling among some persons that government does not attach importance to their views,
- marginalisation of sections of the community,
- media treatment of crime (a principal factor in the fear of crime).

The solutions must include:

- a holistic approach,
- a national effort,
- recognition that the police alone cannot deal with the problems,
- more emphasis on prevention than cure,
- working from evidence instead of assumptions
- an efficient, modern, effective, fair and timely criminal justice system,
- increased emphasis on rehabilitation in the penal system
- renewal of cultural values
- focus on youth at risk
- inclusion of those who feel marginalized, and all others in the community,
- close cooperation with the media so that the country gets a balanced view on crime matters.

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Community Involvement

We are particularly conscious of the importance of involving the whole community in the effort to renew our cultural values and to reduce crime. We must not leave it only to the police. The entire society needs to be committed and to contribute. We must all be involved.

To ensure a national effort in all of these areas, the National Commission on Law and Order was established. Its function is to assist the Government in achieving civil peace and harmony by promoting cultural renewal and social cohesion, thereby reducing crime and the fear of crime. The membership of the National Commission includes a wide range of representatives of civil society, such as the churches, the voluntary sector, the unions, the media, business, youth, political parties, the alternative culture, education and health. Thus all Barbadians will have a direct link with crime reduction and the improvement of the justice system.

The National Commission will carry out its function in two ways:

It will advise the Attorney General on:

- *strategies for promoting cultural renewal and social cohesion, and, in particular, for developing positive social behaviour in young people;*
- *other policies and programmes to promote law and order;*
- *the effective communication of its policies and programmes;*
- *the development of a process for involving civil society in cultural renewal and crime reduction through consultation, feedback and involvement in implementation.*

It will assist in the implementation of the policies and programmes by:

- *encouraging civil society's commitment to, and active involvement in, implementation, and making available to civil society information about opportunities and needs;*
- *coordinating practical inputs from different sections of civil society.*

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In carrying out these activities, the National Commission on Law and Order will ensure the involvement of the community at the local level by guiding the work of and consulting with and taking advice from Council of Guardians.

Council of Guardians

Council of Guardians will be set up to supplement the work of the National Commission at the local level. The Council of Guardians will be more operational than the National Commission and they will provide the opportunity for local people to work closely with the police to reduce crime and the fear of crime.

Volunteerism is a core value, and the Council of Guardians will be one of the key means of encouraging volunteerism.

They will be made up of volunteers selected from nominations made by groups within the parish and, among other activities will:

- *approve activities for fixed community penalties (see section 2),*
- *arrange voluntary service for young people,*
- *coordinate the work of volunteers who will supplement the work of the police - particularly in the area of victim support,*
- *devise a mentoring programme,*
- *be a resource for the Juvenile Liaison Scheme.*

Most parishes will have one Council of Guardians, but the more populous parishes will have more than one.

Conclusion

This Draft National Plan looks in some detail at the challenges facing the society and proposes solutions in the areas of:

- *Crime and Culture (Chapter 1);*
- *Strategic Intervention with Young People at Risk (Chapter 2);*
- *Strengthening Law Enforcement (Chapter 3);*

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- *Modernising Criminal Justice (Chapter 4);*
- *Effective Penal Reform (Chapter 5);*
- *The Legislative Framework (Chapter 6);*
- *Reducing Opportunities for Crime (Chapter 7)*

1. Crime And Culture

Despite Barbados' high level of social capital and relatively effective informal social controls, there is growing concern about the prevalence of antisocial behaviour and the rise in the levels of violent crime in the society. Indeed, it is of grave discomfort that while the overall incidence of crime remains virtually the same, the nature of violent crime itself has changed in that it has become more drug and gun related and therefore more threatening to the security and well-being of our citizens.

Crime is both responsive to and a determinant of social change and community reactions. It is therefore inextricably linked to cultural values.

What is working

- *Community Development Programmes*

What is not working

- *Nihilism among the youth*
- *Growing feelings of marginalization, anger, disillusionment and disenfranchisement*
- *De-structuring of village communities*
- *Increased lawlessness on the roads*
- *The rise of the ZR culture*
- *Promotion of violence through music and other media*

What we propose

- *Developing and expanding structured training programmes in cultural disciplines at both primary and secondary school levels*
- *Upgrading skills of teachers and other resource persons in a wide range of disciplines*
- *Designing Innovative programme which would attract interested persons from among the unemployed at the community level. Young people from within the communities should be involved in the development and management of these programmes.*
- *Highlighting nationally the successes, positive work and achievements within communities*
- *Increasing emphasis on the heritage, heroes both recognized and unsung, the games and wise sayings of our social history, the successful journey that many have made from abject circumstances. These will be used in the socialization of each child, and be reflected in all curricula and be integral parts of all school activities*
- *Developing support mechanisms at the community level to assist young people in preparing for job interviews, skills training, needs assessments, intervention and conflict resolution*
- *Establishing mentorship pairing with juveniles on the block and in the new Young Offender's Institution*
- *Providing regular fora to facilitate discussion and exchanges among youth*

On the issue of music and the media, we propose:

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Implementing measures to more closely monitor the content of materials provided through local media

Establishing principles and standards agreed to by the media on the dissemination of music. Reasonable sanctions will be imposed for the violation of these standards

Adherence by promoters and performers to a code of conduct. One will become liable for violations thereof.

On the issue of public transport, we propose:

- *Making owners of these vehicles assume liability and responsibility for their conduct and that of their crews*
- *Devising and implementing a National School Transportation system*
- *Implementing of measure to ensure that, with the implementation of a national school bus system, PSVs should not be allowed to transport school children in uniform*
- *Re-activating and employing the points demerit system for both the operators and owners of PSVs*
- *Impounding of vehicles for repeat offenders*
- *Removal of sound systems from Public Service vehicles*
- *Implementation of a special unit responsible solely for the effective policing of highways*
- *Installation of cameras on the highways*
- *Reactivating the body established to work with the relevant government departments to set standards for the conduct of PSVs*

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- *Implementing measures to ensure that tour operators are not given an unfair competitive advantage viz-a-viz independent taxi drivers operating at the ports of entry*

For the purposes of this Plan, cultural values are the beliefs held in common by members of a society. These beliefs govern the commitment of individual persons to pursue and support certain directions and types of action for that community. While the values do not set specific goals they do in fact determine the context within which a society decides on its objectives and they influence the direction of social change.

Some values are more easily subverted to foster criminal activity than others. For example, societies which value individualism, excessive competition and achievement have higher crime rates than those which value collective action, collaboration and consideration for others. For the optimal and wholesome development of a nation it is important to strike a happy balance by encouraging those values that will promote justice and help to reduce the propensity for crime while at the same time not undermining the drive for higher living standards.

Shaped by the experiences and conditions of history and geography our values and predispositions in turn determine behaviour, consequences and outcomes. A cursory glance at our past and our geographic profile is therefore instructive.

Clearly impacting our values and behaviour are historical issues from our agricultural past such as:

- *Slavery*
- *Landless emancipation and the post-slavery experience*
- *British colonialism*
- *Anti-black racism*
- *Anti-colonial movements*

The more recent industrial era was impacted by:

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- *The cold war phenomenon*
- *Independence and the development of democracy*
- *The deluge of modern communications and telecommunications technology - especially the foreign media*
- *Globalization and recent economic developments*

The geographic factors include:

- *The size, topography and location of the island*
- *The density and composition of the population*
- *The climate*

While dreams of fairness and freedom never died many of these historic and geographic factors initially produced a society that valued stability, hard work, obedience, patience, mutual support, thrift, education, living within one's means, resourcefulness, religious uniformity, collectivism, conflict avoidance, conformity, contentment, civility, and deference to authority.

These values did not ensure dignity, respect and social or economic justice for all. They were anathema to confidence and self-esteem. However, they helped to contain crime, keeping it manageable by means of a very high level of formal and informal social control. In addition the colonial experience had introduced rigid social boundaries taught us the subservient survival mechanism of "knowing your place".

For Independent Barbados the courtship dance of the cold war era with its handouts and give-aways ushered in a new set of values and behaviours which were to chip away at the pre-existing culture of conservation and habits of industry, self-help, self-reliance, resourcefulness, debt-free living and collective problem solving.

In addition the cultural penetration brought about by the media invasion from the United States of America, the increase in tourism into and out of the island with its attendant rise in conspicuous consumption, coupled with the breakup of traditional communities, the demise of the extended family and the glorification of self (do your own thing) effectively gave birth to a new set of beliefs,

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values and behaviours at a time when the demand for unskilled labour was reduced. All this significantly changed the cultural landscape. "Wealth without work", "fly now, pay later" became the deceptive values influencing behaviour and fostering attitudes which challenged the social equilibrium.

These shifts in values saw the rise of disenchantment manifested in:

- *A growing sense of deprivation relative to others*
- *A reduction in informal social control*
- *A drop in inter-generational and inter-class communication*
- *An expectation of instant gratification*
- *Pre-occupation with entitlement and getting at the expense of obligation and giving*
- *Discontentment*
- *Identity confusion and alienation*
- *Aspiration to the same high standard of living regardless of means*
- *New housing patterns away from traditional communities*
- *"Me-ism", materialism.*

The new spirit of comparison, competition and acquisition coincided with the over-riding of collectivism by individualism and achievement. Although the achievement ethic is needed for a vibrant economy, if allowed to run unchecked by social and moral considerations, both individualism and achievement can reinforce the anti-social tendencies and have been known to lead to an increase in crime in the society.

A people-rich nation, Barbados is rightly proud of its economic development. But there is little doubt that the prevalence of economic inequality has created some rather unsettling social challenges. When many people share the same living standard, regardless of whether it is high or low, there is little room for envy, resentment or any sense of deprivation. Such homogenous communities see people working

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together and tending to feel more at ease and at peace with themselves and each other.

The progress and rapid development of recent years have gone hand in hand with the breakdown of the extended family, the abandonment of the traditional communities and villages for the newer more impersonal housing developments and the increasing mobility from job to job. This creates a society in which people generally do not know each other and therefore tend not to have the same psychological stake in their community. They often choose to remain on the periphery rather than become involved in their new communities or return to their former villages to make a contribution.

Their community is reduced to the size of their immediate family sitting in silence in the living room, eyes glued to the television screen, minds awash with images which are culturally irrelevant and often detrimental to their own best interests. Conscious conversation is sacrificed before the mind-controlling box.

Television, films, popular music and radio are all powerful agents which introduce alien behaviours, values, ideas, fashion, language and habits to any society. In a place like Barbados they are particularly influential as they bring the seductive culture of the richest countries in the world into our homes and schools. "If these are the lifestyles of the rich and famous why should they not be our lifestyles?" This thinking can induce levels of dissatisfaction and coveting which can fuel negative tendencies and lead to crime and antisocial behaviour. All this is compounded by the fact that, as our largest income generator, tourism brings to our shores visitors whose lifestyles seem to project the ultimate in leisure, pleasure and wealth, without work. The problem is that some feel we should adopt their perceived values and way of living.

The constant diet of gratuitous violence designed to stimulate the jaded emotions of those who are already addicted to the adrenalin rush - the bombardment of 'Gangsta Rap' which continues to take over the minds of

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young people luring them to act out what they listen to - these influences further distort our values and predispose us to undesirable and criminal behaviour.

The challenge for us is to come fully to terms with the demands of a democratic society. We must face up to the inevitability of change and consciously build a confident, caring, productive, peaceful, progressive society based on sound values and enduring principles that will withstand negative foreign influences, increased prosperity and the aspects of globalization which might be detrimental to the well-being and sustainable development of a small, densely - populated, sovereign nation.

We believe therefore that there is need for rigorous national debate and analysis of our cultural values.

Our colonial history imposed a controlled and controlling environment rooted in a dominant spirit of fear among our people, and while appropriate for the development of loyal subjects, it was not intended to nurture the self confidence and esteem demanded for inner-directed citizenship. Thirty six years ago our independence freed us from this repressive colonial spirit without consciously replacing it with a suitably strong , alternative spirit capable of healing the psyche of our people and building a wholesome, sustainable nation of interdependent, caring, confident, creative citizens. Into the vacuum, a new spirit, of fear has returned spawning destructive values and behaviours which, very often, are at the root of negative personal lifestyle choices. The consequences of this development are now consuming more of our time and resources than is desirable.

Contemporary societies globally all face the negative consequences of the following values - envy, distrust, greed, anger, laziness, alienation, apathy, lack of self-awareness, disrespect for self , disrespect for and insensitivity to the needs of others, injustice, self-abuse and abuse of others.

Conclusion

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The new vision for Barbados must be accompanied by a blueprint which details a foundation to support the development of sound character, a keen sense of responsibility to self and family and community, care and concern for self and others, respect for the environment, celebration of diversity, industry and productivity, a sense of duty and obligation, generosity of spirit, non-violence, and, most of all, a strong religious core.

Nation building is everybody's business. Strong and credible leadership in families and communities as well as consistent and clear modelling are both needed to articulate and demonstrate the way forward.

Within five years we will:

- *Develop and expand structured training programmes in cultural disciplines at both primary and secondary school levels*
- *Incorporate into the school curricula and activities information on the heritage, heroes both recognized and unsung, the games and wise sayings of our social history, the successful journey that many have made from abject circumstances.*
- *Upgrade skills of teachers and other resource persons in a wide range of disciplines*
- *Implement measures to more closely monitor the content of materials provided through local media*
- *Develop support mechanisms at the community level to assist young people in preparing for job interviews, skills training, needs assessments, intervention and conflict resolution*
- *Establish mentorship pairing with juveniles on the block and in the new Young Offender's Institution*
- *Re-activate and employ the points demerit system for both the operators and owners of PSVs*

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- *Impound vehicles for repeat offenders`*
- *Remove sound systems from Public Service vehicles*

2. Strategic Intervention With Young People At Risk

The most effective ways to reduce crime are to reduce the propensity or willingness of people to commit crime and to have strong communities where people know each other and feel a responsibility for stopping anti-social and criminal behaviour.

The government will act at a strategic level to encourage actions and activities which will help to build strong communities and reduce the willingness of people to commit crime.

What is working

What is not working

- *Vandalism by young people on public property*
- *Indiscipline in schools*
- *Greed, envy, hedonism and consumerism*
- *Inability to delay gratification*
- *Inability to think ahead or consider the consequences of one's action*
- *Inability to see things from another person's viewpoint*
- *Perceived alienation and fatalism among disadvantaged groups*
- *Risque behaviours*
- *Negative peer influence*

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- *Poor parenting skills*
- *Erratic discipline*
- *Drug/sexual/physical abuse and violence in the household*
- *High youth unemployment*
- *Poverty*
- *School failure*
- *Suspension and exclusion from school*
- *Bullying and discrimination*
- *Deviant subcultures*
- *Violent, fractured and threatening communities*
- *Communities that are a source of drugs and criminal income*

What we propose

On the issue of schools:

- *Reviewing the selection process which is based on the Barbados Secondary School Entrance Examination*

Strengthening of the number, power and presence of school attendance officers

Re-implementing the Education Act and its regulations, in particular the use of searches.

Utilizing the power of Principals to call on the assistance of police where criminal acts are committed on the school premises

Providing challenging programmes which engage student interest.

Focusing on caring and empowerment as a means of creating a self-disciplined group of young citizens

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- *Establishing big brother/sister pairing between students identified as "at risk", and other students.*
- *Developing mentorship relations with other representatives of other agencies, including the private sector*
- *Continuing the use of Early Childhood Education, Care and Development (ECECD)*
- *Schools will advise parents on their role in child socialization and education and encourage them to accept responsibility in furthering their children's education*
- *Widening and reconsidering the role of the PTAs to include all aspects concerning the education and personal development of children and youths*
- *Encouraging parents to volunteer for school activities, in particular extra-curricular, after hours activities. Developing strategies to contact parents who do not participate*
- *Organizing discussion sessions between parents, teachers and representatives of other relevant agencies (e.g. the Juvenile Liaison Scheme) to deal with controversial issues, topical issues such as drug abuse, disciplinary practices and truancy.*
- *Continued training for principals and teachers by the Erdiston Teacher's Training College in the identification of "at risk" behaviours among school children, and reporting these children for early intervention in close collaboration with parents.*
- *Implementing heavy legal sanctions on parents and relatives who engage in verbal and physical violence on teachers*
- *Developing a concerted programme for public information about the work that is being done in education, both in schools and in the Ministry of Education, Youth Affairs and Sports.*

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- *Highlighting the role of the primary schools while increasing funding, teacher training, sharpening of administrative skills and parent involvement at this level*
- *Use new creative thinking in how the school day is organized, how subjects are grouped and integrated and how scarce resources are deployed.*
- *Compulsory involvement of all secondary school students in selected community activities or public service groups over an extended period (at least two years).*
- *Making the National Youth Service, or a period of voluntary/community service a compulsory part of each secondary school student's life.*
- *Implementing an effective after-school programme to help students, especially primary and lower secondary school students, use after school hours effectively.*
- *Conducting a study on the influence of the media and negative media images and messages on the lives of young people.*
- *Creating a closer collaboration with the private sector in preparing students for the world of work through work study programmes, job attachments and other relevant programmes*
- *Allow schools to share resources, students and teachers.*
- *Establishing a residential, alternative school to focus on the needs of the most deviant and disruptive students*
- *Increase access to post-secondary education, including more online courses, more intensive use of school and other building and equipment, more modular courses and the creative use of teaching talent already in the system*

- *Greater emphasis on the philosophy that “each one matters” as it applies to the disabled, particularly the severely mentally and physically disabled child.*

Issues of implementation of a National Youth Service and Trident Awards Scheme

We propose:

- *Establishing a National Youth Service*
- *Establishment of the Trident Awards Scheme as a means of motivating young people in Barbados*
- *Establishing community based groups spearheaded by churches and schools to promote opportunities for young persons and senior citizens to relate to each other on the basis of mutual voluntary service*
- *Expansion of the Royal Barbados Police Force’s community programmes, especially as they relate to young persons. The concept of Police Youth Clubs will be revived.*
- *Strengthening of efforts by Youth Affairs section of the Ministry of Education, Youth Affairs and Sports to re-integrate ‘marginalized youth’ by strategic support from the private sector and service organizations.*

On the issue of improving family life and parenting:

We propose:

- *Collaboration and partnerships with all relevant agencies – private sector, NGOs, Churches and Community Based Organisations (CBOs);*

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- *Special support will be made available for NGOs working with families, adolescents and children (e.g. Parent Education for Development in Barbados (PAREDOS), Verdun House, The National Forum against Domestic Violence, Men's Educational Support Association (MESA), Comfort, Assist, Reach Out and Education (CARE);*
- *Children and youth will be centred in national social policy and development with special attention devoted to providing space for their voices and participation, as a basic human right in matters concerning them, in families, schools and communities in particular.*
- *Parenting education will be an outreach, community based and home based intervention rather than located in an office.*
- *Parenting education will also be introduced at the workplace and private sector employers will be encouraged to take an interest.*
- *The participation of fathers and father figures will be encouraged and their roles considered being as important as that of mothers*
- *Officials and professionals will adopt supportive and encouraging attitudes and practices in communication with parents and other care-givers*
- *The development of programmes that will encourage and build community responsibility for children and youth in accordance with the adage that "it takes a whole village to raise a child".*
- *Community based organisations and neighbourhood groups will broaden their scope from neighbourhood security, leisure activities and infrastructural (sports, etc) development to include projects to assist vulnerable families and youth.*

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Parent Education programmes will:

- *Emphasise early intervention and prevention rather than sanctions and punishment*
- *Encourage effective communication and conflict resolution, particularly between the generations*
- *Challenge the view of children/youth as emotionally immature and unaffected by violence and family crisis or tough enough to survive*
- *Stress the need to protect them from or carry them through family crises*
- *Encourage parents and other caregivers to listen to children's voices and views rather than instruct and talk down to them*
- *Encourage game playing and other activities that promote family interaction and cohesion along with positive values*
- *Reduce the time spent on television and computer games*

We also propose:

- *Extension of Family Courts where cases are heard "in camera", where the emphasis is on arbitration and mediation rather than adversarial procedures, and where non-legal, social services personnel also participate, including Justices of the Peace*
- *A comprehensive review and harmonization of laws concerning family, youth and children*
- *The enforcement of the law to bring to justice the perpetrators of sexual abuse against minors;*

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- *re-examination of the disbursement of child support payments, to improve the conditions in the office and/or to distribute the funds by cheque in the mail.*
- *Garnishing of salaries of those persons defaulting on child support*
- *Invocation of proceedings for contempt of court in cases of parents who have the means to pay and wilfully refuse to do so*
- *Provision of affordable and accessible day care at places of work or nearby.*
- *Flexible hours for mothers of young children and the extension of maternity leave to those not covered by the National Insurance Scheme.*
- *Consideration of Paternity leave*
- *Provisions with schools to ensure that teenage mothers are comfortable as they return to complete their education*
- *Special assistance (community based, mentorship etc) for families and mothers of youths who are in trouble with the law, especially as a result of drug/alcohol abuse*
- *Domestic and spousal violence should be perceived as a social and cultural problem and as endemic in Barbadian society*
- *Creation of public messages and campaigns to educate against all forms of violence and abuse*
- *Support systems for victims (safe houses, etc), women, youth and children in particular*
- *Encouraging parents to use alternative methods of child discipline and be convinced of the effectiveness of these.*

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- *Continue the emphasis on developing a multi-sectored approach, shifting the concentration on health aspects to social and cultural dimensions.*
- *Greater emphasis on community based initiatives mobilizing and training local resources for counselling and family care and support*
- *Sponsorship and encouragement of social research into sexuality and at risk behaviours and the application of this research to policy interventions emphasizing prevention*
- *Increased emphasis on the necessary behavioural changes, including cultural and social and economic aspects, leading to safer sexual practices and preventive approaches with a view to controlling the spread of the disease*
- *Study best practices and lessons learned elsewhere, in Africa in particular, with a view to informing local policy*
- *Implementing efficient and effective monitoring and evaluation of the systems to assess the impact of all services and programmes*
- *Developing interventions specifically designed for youth such as drop-in centres and peer counselling and a review of educational and advocacy interventions in schools*
- *Continuing a broad based generalized campaign with the addition of specific messages targeted to particular social groups such as Commercial Sex Workers (CSWs) and men who have sex with men.*
- *Continuing emphasis on treatment and care, including the protection of special vulnerable groups such as those*

imprisoned or otherwise institutionalized, and therefore less able to provide care for themselves;

- *Review existing legislation and implementation of reforms should these prove necessary to ensure the protection of those vulnerable to or infected by HIV/AIDS;*
- *Implementation of legal sanctions against those infected persons who knowingly endanger the lives of others through unsafe sex*
- *Strengthen interventions to deal with discrimination and stigmatization to protect the human rights of persons living with HIV/AIDS (PLWHA), to ensure their employment and quality of life and to encourage their full participation in educational and advocacy programmes*
- *Support for businesses and workplaces that offer a supportive environment for PLWHA.*
- *Encourage voluntary testing and strengthened counselling so as to facilitate early intervention with drug therapies*
- *Protecting confidentiality and improving the attitudes of health care officials to providing a caring and supportive environment*
- *Appeal to the church for a massive outreach thrust into the community which would necessitate mobilization of its ideas, membership and property*
- *Reinvigorating initiatives in State schools, especially at the primary level for the promotion of Christian values.*
- *Emphasis on the Christian and biblical base of core values*

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Factors relating to criminality:

We know some of the factors that are related to criminality. They are:

- *the inability to think ahead or about the consequences of action,*
- *the inability to see things from another person's viewpoint,*
- *feeling cut off and distant from the larger community,*
- *feeling deprived of the things that are possessed by peers and having no way to get them legitimately,*
- *being bored and wanting excitement,*
- *having a poor self image,*
- *being rejected,*
- *taking illicit drugs.*

We also know the risk factors (those factors which increase the likelihood of experiencing negative outcomes) that are associated with or cause criminality and the protective factors which counter-balance such risks. It is because we believe that we do now know something about these factors that we believe we can act to protect our youth and improve the quality of life for all.

An excellent analysis of these factors at work in the Caribbean was recently published by the World Bank and we will draw on this work to help us formulate our strategies. We cite much of it here as its analysis is sound.

Risk and protective factors act at three levels and we must tackle all of them if we are to have a real impact. The first level is the macro level - these are the institutions and systems that affect an individual but with which the individual has only indirect contact on a daily basis. The second level is the micro level - the institutions and individuals with which people interact on a personal basis. The third is the individual level - that is the individual characteristics of people which affect everything they do.

Macro environmental factors include:

- *the state of the national economy*

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- *poverty and inequality levels*
- *the institutional framework*
- *the political environment*
- *the cultural and historical background*
- *the media*
- *gender*
- *social exclusion*

Micro environmental factors include:

- *families*
- *peer groups*
- *role models*
- *schools*
- *churches*
- *the physical environment*

Individual factors include:

- *physiological characteristics*
- *cognitive skills*
- *behaviour patterns*
- *learned reactions to the social environment*

A brief description of the risks and protective factors associated with the factors listed above will help us understand what a strategy for interventions with youth at risk must include. It should be emphasized that whereas it is proposed to implement this programme almost immediately, some of the desired outcomes may not be realized for some years to come.

The Macro Environment

The state of the economy is crucial for the lives of all Barbadians.

It is protective when it is a source of well-paid jobs, tax revenues and financial resources.

It is a risk factor when it is volatile, uncertain and does not provide opportunities for young people. We know that

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in Barbados the economy is not based on the massive natural resources of some of the stable industrial states and therefore we will continue to make its health our overriding national priority.

The state of public institutions is also vital for our strategy for youth. Institutions are protective if they are efficient, effective and supportive. They increase risk if they are corrupt, unresponsive, inefficient and perceived to be distant from the needs of the people.

The mass media can be protective if they underline or reinforce the cultural norms and values which we need for our healthy survival. They are risky if they impede schoolwork and if they portray violence and life-styles (including individualism and poor sex-role stereotypes) that undermine or are inconsistent with Barbadian values.

The cultural and historical background is also a major factor. Obviously we cannot change it but we can be aware of its protective side (parliamentary traditions, the rule of law, mutual supportiveness and sporting values) and its risk factors (divisiveness, racism and the undermining of self-esteem, and family values).

In the macro-environment, the primary risk and protective factors that contribute to or impede positive youth development in Barbados (and in many instances in the region) are:

- weak demand for skilled workers,
- high youth unemployment,
- poverty,
- income inequality (demonstrated by drug dealers, tourists and the mass media),

all of the above encourage the engagement in easy money activities such as drug dealing and petty theft,

- the Common Entrance Exam - which can both boost or destroy self-esteem depending on the result,
- an academic education - which can both give skills and deny more practical education,

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- school uniforms - which either mark the members of the elite or those who have failed,
- health care systems which lack confidentiality for young people fail to realize their potential for reducing the numbers of unwanted pregnancies and the spread of HIV/AIDS,
- the slave/colonial culture of aggression, substance abuse, adolescent parents, distant fathers and splintered families, can all lead to risky behaviours with a very high negative impact.

The Micro Environment

There are two factors here of overwhelming importance - the family and the school. The family is critical to development.

Protective factors include:

- 'connectedness' with other positive family members
- discipline
- resources such as time and money
- cohesiveness
- family roles which stress equality and caring.

Risk factors include:

- low parenting skills
- criminal family members
- erratic discipline
- parental absence due to migration or abandonment
- abuse and violence in the household
- parental drug abuse

Schools are probably as important as families. Their protective factors include:

- "connectedness",
- providing relevant curricula for academic, technical and life skills,
- access to positive peer groups and friends,

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- activities for social development.

Risk factors are:

- school failure,
- suspensions and exclusions,
- bullying and discrimination,
- undermining confidence,
- increasing social distance,
- opportunity for negative peer influences.

Next come Social networks, peers and role models.

Positive factors include:

- having peers, networks and role models that are positive and provide connectedness
- peers and models with pro-social views and actions.

Risk factors include:

- participation in deviant sub-cultures
- perception of threat from peers
- music promoting violence, alienation and negative sex roles.

Communities and neighbourhoods are also crucial for development. They are positive if:

- they are a source of informal social control
- they are supportive and welcoming
- there is intergenerational interaction
- they are safe and clean
- they function well.

Communities, though, can increase risk if:

- they are violent
- they are fractured and threatening
- people don't care about their neighbourhoods
- they are a source of drugs and criminal income.

The factors in the micro-environment which are particularly important - for both protection and risk include:-

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- parental connectedness. This is crucial for without it the child is adrift and susceptible to most temptations and lacks self-esteem. With it they can resist most negative influences in the adult world.
- parenting skills. Children who are raised in families characterized by weak parenting skills are much more likely to engage in criminal and anti-social behaviour and to perpetuate the cycle of early pregnancy, weak parenting and the consequential social problems.
- physical, sexual and emotional abuse in the home.
- risky or criminal parental behaviour - clearly has a huge negative impact not only through the demonstration effect and weak social modelling by significant others but also through direct exposure to anti-social behaviour.
- presence of two biological parents - this is obviously a preferred household structure in both financial and emotional terms especially in a context of increased social pressures at the broader societal level.
- household income and the capacity to satisfy basic needs of household members.
- peers and social networks can be either positive or negative (gang membership is essentially a social network).
- presence of role models.
- school atmosphere - especially since feeling connected to school can be one of the most powerful protective factors.
- community organizations - membership of youth, social and community groups is universally acknowledged to support critical social skills such as a sense of identity, the development and formation of loyalty and decision-making.
- physical environment - because the "broken windows" research has shown how important graffiti, litter and decay can be in actually generating crime and delinquency.

Individual Factors

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Risk factors include:

- low intelligence
- characteristics that can be discriminated against (some disabilities, 'wrong' colour)
- rage and aggressive behaviour
- being unmotivated and ambivalent
- feeling no connection with others
- lack of self-confidence and self-worth

Protective factors include:

- high intelligence
- positive self-image
- social skills
- self confidence
- enterprise
- resilience

At an individual level the factors which have the greatest negative or positive effect include:

- self-esteem - mostly generated or destroyed at home or at school,
- rage - a primary factor behind youth tobacco, alcohol and drug use. It is produced by school expulsion, relative deprivation, physical abuse at school or home and a feeling that life is unfair,
- self-centredness - where young people do not understand anything but their own personal needs.

The more of the negative factors that there are in a child or young person's upbringing the greater the predisposition of that child or young person to engaging in anti-social and offending behaviour.

As is clear from this analysis, most of the factors related to future criminality are not the responsibility of the criminal justice system. They cover areas of life which are the primary responsibility of the broader social service agencies of government such as the Ministry of Education, Youth Affairs & Sports, Ministry of Social

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Transformation, Ministry of Health, Ministry of Culture and the Ministry of Housing.

Therefore as the first part of our strategy the government has created a Social Services Network with representatives of all these departments, the voluntary sector and the Office of the Attorney General and Ministry of Home Affairs. The Network will meet regularly to plan strategies to address the serious problems underlying criminality. The Network will have a common database and will focus on the individual in the context of family rather than narrowly on the service being delivered. The establishment of the Network constitutes the first step towards breaking down the departmental barriers to effective action and the development of a fully articulated framework for social service delivery.

Reducing the Predisposition to Commit Crime

Our strategy for reducing the predisposition of young people to commit crime will take into account the risks and protective factors identified here and will concentrate on the following areas:

Poverty Alleviation

Poverty has been identified as one of the most important risk factors for young people. The government is strongly committed to poverty alleviation and its first priority is the health of our economy. The Ministry of Social Transformation and the Poverty Alleviation Bureau, established in 1998, have been working to eradicate poverty through the empowerment of community organizations and individuals, ensuring their access to resources and opportunities.

We will continue to work closely with all the social and economic agencies whose job it is to improve the prosperity of all.

The Family

From all that has gone before it is obvious that the family is pivotal in our strategy. We will promote parental training by a number of different means towards the

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development of appropriate parenting skills. The Government has consistently enunciated policies to effect the rationalization of a number of departments and agencies (e.g. Welfare Department, Child Care Board, National Assistance Board) into an effective Department of Family Services. We will continue to work to this end. Further, the approach of the Youth Affairs Department in the use of comprehensive research data to inform policy formulation will be replicated.

Some of the most promising results in preventing crime are to be found in home visitation programmes. They involve trained workers - usually nurses, health visitors or social workers - supporting, helping and sometimes training parents of young children. The Government will continue to support such programmes - particularly in the most vulnerable areas.

Clinics for Family Therapy and Parental Training

Family therapy and parental training can help reduce future criminality because they help parents respond more constructively to their children's difficulties, use discipline less harshly and more consistently and avoid situations which may precipitate conflict.

The use of clinics for this training and therapy has been shown to be successful. Therefore we intend to establish a clinic-based program with:

- *clinics provided at convenient locations;*
- *professionals who will focus on parent/child relationships;*
- *a facility for working with families in danger of breaking down;*
- *treatment of anti-social behaviour, poor parenting practices and substance abuse by both parents and children;*
- *diagnostic testing of children to identify problems at an early stage.*

Clearly these clinics will have to be multi-agency and multi-disciplinary, involving several different Ministries

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and a range of professionals including nurses, social workers, psychologists and counsellors.

School-based Programmes

As can be seen from Curriculum 2000, the Government is determined to prepare all our children for the intellectual, emotional or social problems they will meet throughout life. However, school based programmes are not only aimed at the students. It is known that schools which are characterised by high quality classroom management, good leadership and organisation and where children feel emotionally as well as educationally supported are those best-placed to protect their children from engaging in criminal behaviour.

School is obviously one of the most important factors which influence the development of young people. And through the new curriculum it is intended that all young Barbadians will come out of school with a sense of self-worth, able to resist the pressures to use drugs and to reject the drug culture, able to communicate well, intellectually stretched, socially and emotionally prepared for adult life, imbued with an enterprise culture, with pro-social attitudes, trained in non-traditional skills such as art, music, design and sport and ready to use their leisure constructively. This will assist in reducing their predisposition to crime.

We will also be providing greater support for pre-school education programmes (which will include family support) for all children - but particularly children at risk. The Early Childhood Curriculum (described in Curriculum 2000) will cover children from 3 - 7. It will provide an enriched programme for young children. Research has shown that quality education has its roots in Early Childhood Education (ECE) and that a developmentally sound ECE programme enhances the child's emergent literacy, numeracy and oracy skills. It is therefore our intention to expand ECE to all three-year olds by providing places for them in public and private establishments.

More specifically we have already committed ourselves to:-

- *improve the quality of teachers by strengthening training;*

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- a greater role for continuous assessment now being piloted in 9 schools;
- revise the Common Entrance Exam selection process to reduce the drop out rate from primary to secondary school;
- reform the curriculum to include:
 - cognitive skills training through traditional methods and the integration of information and communication technologies,
 - social skills training,
 - emotional skills training including conflict resolution,
 - Health and Family Life Education including drugs and HIV/AIDS,
- ensure confidentiality in pupil/teacher discussions;
- work to enhance self-esteem through drama etc.;
- develop public education programmes on diet and the development of healthy bodies;
- expand extra-curricular activities through the development of a structured after- school programme;
- assist parents of children with behaviour and learning problems by creating supportive network of parents;
- continue to provide encouragement and support to those parents whose children do not attend school;
- continue to ensure that all children are at least functionally literate when they leave school;
- further encourage parents to take an active role in the education of their children;
- promote the concept that school and education are part and parcel of all other community activities (use schools after 3:30);

We will now build on these policies and programmes by:

- dealing with crime in schools by providing opportunities for rehabilitation;
- increasing the power and skill of School Attendance Officers;

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- *tackling truancy and school expulsions by examining their causes and seeking to provide solutions.*

In addition the programme to bridge the digital divide will be maintained and extended by providing community technology and internet access to ensure that persons who are not able to provide their own access are not alienated from the technological revolution and thus further marginalized by the society.

Reducing Demand for Drugs

One of the main causes of crime is drug addiction. Estimates in some countries suggest that up to a third of property crime is drug driven and there is no doubt that drug use and dealing can result in serious violence. The Government will increase direct intervention with drug users through the services of the National Council on Substance Abuse and through the Drug Courts. It is vital to fight against substance abuse through the facilitation of drug education, the reduction of drug use and the promotion of drug-free lifestyles in Barbados and drug treatment programmes.

The National Council on Substance Abuse has proposed a number of measures on drug reduction, education, prevention and treatment to the Office of the Attorney General. Increased direct intervention with drug users will be carried out by:

- *developing the drug treatment programme already operating in Glendairy Prison;*
- *establishing more drug demand reduction programmes;*
- *ensuring that prevention education and treatment and rehabilitation programmes attain high standards and some measure of synchronisation;*
- *ensuring that all addicted persons in Barbados are able to access adequate and cost effective health care.*

These measures will form the basis of proposals which will incorporate techniques and approaches that have proven successful when applied in other countries.

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The proposed strategies to promote the expansion of direct intervention with drug users are:

- the use of the drug court to promote a treatment-based, rather than punitive approach to drug users;
- the use of school-based programmes which focus on individual and environmental change strategies to foster positive behavioural change;
- community programmes that take various forms and include treatment components to address substance abuse within the community;
- family intervention programmes to target drug use within the home;
- court ordered community drug treatment.

The National Youth Service

The National Youth Service which is proposed by the Ministry of Education, Youth Affairs & Sports has now to be submitted to Cabinet for approval. Its rationale is that the society can no longer be assured of the socialization of the broad mass of its young people into mainstream norms, attitudes and values by the agencies which traditionally performed this role. It is against this background of the decline of traditional socializing agencies and the ineffectiveness or inappropriate nature of the new socialization that the concept of a socially engineered programme of support such as the National Youth Service is proposed. The National Youth Service as proposed will be organized on three tiers:

- Secondary School Based Citizenship Education and Community Service,
- Non-Residential National Service,
- Residential National Service.

Under this programme the development and concretization of such concepts as "nation", "society" and "national identity" will be realized. The National Youth Service, which is designed to replace the current Barbados Youth Service, will seek to capitalise on the period in the individual's life when his location in the social order and

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the establishment of wider functional relationships takes place. The programme will engender the important principles of communal living and the individual's responsibility for the development of self, community and country. An important element of the proposed National Youth Service is the residential component which will require that certain categories of first-time offenders enter a full-time, residential programme the main objectives of which will be behaviour modification through a rigorous disciplinary programme and re-orientation to a process of self-actualisation.

Building Strong Communities

We will build stronger communities through the promotion of social cohesion so as to increase informal social control.

Informal social control is the effective voluntary action of local residents to exert control over the behaviour of other residents or non-residents. It is an extremely powerful inhibitor of both property and violent crime.

If people in a neighbourhood know each other, feel responsible for each other and for the state of that neighbourhood, if they tell parents of children when those children misbehave (or deal with the problem themselves) and if parents take action as a result of such information then, delinquency will be minimised.

The available evidence suggests that a greater level of social cohesion exists in Barbados than in many other countries and this fosters informal control, however Barbados has clearly lost some of that cohesion over the last generation.

Residential patterns have changed so that there are fewer extended families living near each other. Single parent households sometimes lack the support of other members of their families; there is a greater percentage of working parents; housing developments have put people together who do not know each other; mobility has increased so that people no longer associate themselves emotionally with the place they live or with their neighbours; sport does not create bonds across generations and facilitate community cohesion as much as it used to; unemployment leaves people

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feeling rootless and hopeless; the churches do not have as much of their traditional influence as they once had and there is a greater gap between the expectations of many people and their ability to fulfill those expectations legitimately.

All these factors reduce social cohesion and thereby the ability of neighbourhoods to control their own deviants.

Once social cohesion has broken down it is difficult to rebuild it. But it is not impossible. Communities can be rebuilt and informal social control re-established.

Formal voluntary community and neighbourhood groups will be promoted. It has been shown that they can help rebuild communities and it is known that a very high proportion of prisoners have never been members of formal associations. The Government will work through the Ministry of Social Transformation and the Ministry of Youth Affairs to produce attractive programmes.

Community mentoring programmes will be started to facilitate strong bonds between juveniles at risk and their mentors. **Big Brother/Sister programmes** will be particularly encouraged as well as the use of sports as an appropriate platform for mentoring and bonding.

After school programmes will be started to ensure that all children and young people - particularly those disposed to deviant behaviour are exposed to and supported by pro-social young people and adults.

The church will be invited to play an active part in the revitalization of communities and the utilization of its considerable reach and resources in the development of social cohesion within communities.

And more generally, after neighbourhoods have been selected as special targets for the rebuilding of community the programme will:

- *form a multi-institutional project group to act as a constant advisory body;*
- *ensure that a neighbourhood association exists and is supported;*

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- identify current and potential neighbourhood leaders;
- give the project widespread publicity;
- integrate the local media in the programme;
- involve churches in the community building exercise;
- involve schools in the community building exercise;
- develop a neighbourhood newsletter to be distributed to everyone;
- promote the active participation of all residents by door-to-door canvassing within the community;
- launch leadership development programmes;
- train residents in conflict resolution, community organising and leadership skills utilizing the appropriate range of instructional methodologies;
- have a neighbourhood clean-up;
- have neighbourhood parties/events;
- form mutual support groups (teen parents, grand-parents, etc);
- establish safe places where children can go if they feel threatened;
- promote neighbourhood sports teams;
- encourage self-reliance through training and employment/career guidance.

3. Strengthening Law Enforcement

The Royal Barbados Police Force is the principal law enforcement agency in the country, and the Government is committed to improving its effectiveness and efficiency. It will do this by strengthening the Police Force's human, technological, scientific, and mechanical resources.

What is working

- *The Juvenile Liaison Scheme.*
- *Community Officers.*
- *The D.A.R.E Programme, which takes police officers into primary schools to counsel students on the dangers of drugs.*
- *Computer training for all members of the Police Force.*
- *The Rapid Response Unit.*
- *Neighbourhood Watches organised by communities to reduce the opportunities for crime.*
- *The Office of Professional Responsibility, which investigates police misconduct.*
- *The 2002 Barbados Crime Survey (BarCS) showed that 75% of Barbadians think the police are doing a good job controlling crime.*

What is not working

- *Physical accommodation at stations, which is generally inadequate.*
- *The levels of security at police stations.*
- *The standard of scientific equipment at the Police Forensic Unit*

- *Under-utilisation of computers.*
- *Inadequate management information systems.*
- *The 2002 Barbados Crime Survey (BarCS) showed that only 50% of victims of violent crimes were satisfied with the way the police handled their cases.*
- *Media Relations.*

What we propose

- *To focus on public safety and crime reduction.*
- *To identify community priorities through community consultation.*
- *To build formal partnerships involving communities, the business sector, non-governmental organisations, service clubs and government agencies.*
- *To move to the problem solving and intelligence-led approaches to policing.*
- *To make full use of modern technological and scientific aids.*
- *To increase the size of the police force.*
- *To improve the capability of the police force by focussing on training and retraining.*
- *To accelerate the computerisation of the Force.*
- *To integrate the police computer system with those of other criminal justice agencies.*
- *To upgrade the telecommunication system.*
- *To improve the security at police stations.*
- *To computerise the searching for fingerprints.*
- *To provide additional police stations.*

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- *To create an anti-corruption unit.*
- *To re-activate the Police Complaints Authority.*

The Government's vision for Barbados is that it will move from developing to developed country status by 2010. Maintaining civil peace and harmony will be central to achieving this objective. To this end, Barbados must have a police force that will meet developed country standards and performance.

To meet these demands, the police must be able to:

- *reduce crime through effective crime prevention strategies and detection methods which are predicated on partnership building and problem solving approaches,*
- *maintain the peace, and*
- *bolster respect for the rule of law.*

Overall Strategy

The Government supports the key priorities identified by the Force. These are to:

- *Focus on public safety and reduce crime. Core policing activities will target crimes that have a high incidence and crimes which cause most harm; such as violence, organized crime, road safety burglaries and social fabric crimes.*
- *Identify community priorities through community consultation.*
- *Build partnerships with civil society.*
- *Ensure that promotion is based on merit, that training is improved and that accelerated promotion is possible.*
- *Fully utilize, the problem-solving and intelligence-led approaches.*
- *Fully use modern technological and scientific aids to improve police efficiency and effectiveness.*
- *Allocate resources based on needs assessment.*

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- *Monitor and evaluate all programs to ensure that they remain relevant to RBPF's targeted outcomes and that they provide good value for money.*

This chapter looks in detail at the resources and approaches that will be required to implement these strategies.

Human Resources

People are the RBPF's most valuable resource. The Force must therefore make sure that it:

- *bases all personnel decisions on merit,*
- *attracts and retains recruits of the right calibre,*
- *uses all of its human resources efficiently and effectively,*
- *keeps its staffing needs under review to ensure it is up to required strength.*

Attracting and Retaining Recruits of the Right Calibre

Getting the right numbers of the right kind of people into the Royal Barbados Police Force is a critical task for government and for the Force itself. Nothing can substitute for excellent officers and the government believes that solving the problems of recruitment and retention must be tackled now.

The Force will:

- *Continue to improve pay levels and conditions of employment throughout the force so as to make it attractive to talented people;*
- *Speed up the promotion process;*
- *Ensure that promotion is strictly on merit;*
- *Introduce a system of accelerated promotions for those with special capabilities;*
- *Give special remuneration for special skills, and relevant academic achievement.*

Using all of its Human Resources Efficiently and Effectively

In order to ensure that the full potential of its current resources is utilised, the RBPF will carry out a

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comprehensive review of its structure, and will look in particular at:

- whether its management structures can be streamlined to avoid duplication, provide clearer leadership and release resources for front-line work;
- mechanisms for ensuring that the work of every officer is driven by and evaluated against progress towards the outcomes the force is trying to achieve;
- reprioritizing duties, allocating follow-ups to appropriate agencies, allowing breaches of the peace to be handled by Island Constables and Special Constables, and allowing police officers to focus on more hard-core crime.

Keeping its staffing needs under review to ensure it is at the strength required to carry out its work

The Force recently carried out a thorough review of its staffing needs. We will consider the outcome of this review in conjunction with the RBPF when the review of its structures has been completed. We will ensure that the Force has the resources it requires. However, in the short term, 100 special constables will be converted to Police Constables through a 16 week training course. They will be used as specialist traffic officers. We will also strengthen units of the Police Force:

- Special Branch
- Task Force
- Scenes of Crime section
- Traffic branch.

Other Human Resource Measures

The Force will also:

- Train officers for the transition to problem-oriented and intelligence-led policing.
- Strengthen the power of the Commissioner in disciplinary matters and give him the power to remove officers if he does not have confidence in their suitability to be police officers. (The legislation will be based on that currently in effect in New South Wales in Australia.)
- Provide more training courses for top management.

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- Continue training geared to support the revised Community Policing Strategy.
- Provide additional training for the technical support staff of the Criminal Records Office and Telecommunications Section.
- Continue the use of combined operations of the Royal Barbados Police Force and Barbados Defence Force as sanctioned under the Defence Act. This has been successful in reducing the landing of drugs on our shores, in maintaining order at major events and, more recently, in increasing the seizure of drugs and firearms on our streets.
- Refurbish and upgrade the Regional Police Training Centre so as to increase the capacity for senior training.

Technological Resources

One of the greatest challenges for the Royal Barbados Police Force today is to improve its efficiency by modernizing its management information systems. Currently they are on paper. They must be computerised.

The following areas are being tackled so that the Police Force can be made more technologically efficient:

- Increasing the computerisation process by providing appropriate technological solutions and linking it with all the other criminal justice agencies.
- Installing a state of the art telecommunication system.
- Obtaining various types of security equipment such as Closed Circuit Television for monitoring areas at risk of high criminal activity.
- Introducing portable computer systems for instant access to pertinent information and advice.
- Utilising contemporary fingerprint and intelligence technology.
- Ensuring proper security for wireless communications.
- Introducing two-way communications for all police officers by 2005.

Mechanical Resources

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The mechanical resources of the Police Force will be expanded by the acquisition of a minimum of 40 cars and jeeps. Vehicles more than five years old will be replaced. Vehicle maintenance will be improved by the introduction of computerized preventive maintenance.

The motorcycle unit will be increased by additional trained manpower.

Scientific Resources

Scientific crime solving is a priority of the Government. To this end, the Police Force will be equipped with a highly sophisticated computer system. This will allow for the quicker searching and identification of fingerprints of criminals. The Forensic Science Centre, now nearly constructed, will become a centre for the Eastern Caribbean region and will significantly improve the detection capabilities of the Force.

The Force will also upgrade its own facilities for forensic equipment, including the modernization of "scene of crime" equipment and training. This will include improvements in techniques for "lifting" fingerprints and the use of colour photography.

The link to Interpol will also be upgraded to take advantage of their 24/7 facility. This is particularly important given the increasing amount of trans-national crime, deportees from the United States and the greater movement of criminals within and outside the region.

Police Complaints Authority

Legislation exists which allows the government to set up an independent body to examine complaints about the police by the public. We will implement the legislation in 2003 to create the Independent "Police Complaints Authority".

The Authority must be seen to be outside the influence of the police and party politics. The members of the Authority will therefore be appointed by the Governor General. They will examine all complaints about police behaviour either by investigating the conduct of police investigations or conducting the investigation themselves.

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For optimum quality control, the Commissioner of Police will maintain his own unit to investigate civilian complaints about police officers.

Anti-corruption Unit

We will set up an anti-corruption unit within the police force. As signatories to the OAS and Vienna conventions, we will meet our obligations in this vital area.

Police Buildings

Many police buildings are badly dilapidated. The basic needs of an efficient force include proper accommodation.

The Government is committed to building additional police stations, or outposts; probably in collaboration with agencies such as the Barbados National Bank Limited and Barbados Tourism Investment Inc. They will be in the following areas:

- *Six Roads, St. Philip.*
- *Cane Gardens, St. Thomas.*
- *Speightstown, St. Peter.*
- *Pine Plantation Road, St. Michael.*

The current programmes of major renovations to existing buildings will continue.

The number of mobile police stations will be increased. The value of mobile police stations has been demonstrated by the reduction in crime in the St. Lawrence Gap since the mobile station was positioned there at the beginning of December 2002.

Public Views of the Police

The recent Barbados Crime Survey has produced detailed information on the way the public sees the police and their experience of the Police when they dealt with them. The survey shows that 75% of Barbadians have positive views about the ability of the police to control crime in the area. This is a higher satisfaction rating than in any of the developing countries in the International Crime Victim

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Survey except for China; and higher than any developed country except Australia, 76%; Canada, 87%; and United States of America, 89%.

In addition, 75% of Barbadians have positive views about the willingness of the police to help and be of service to people.

Crime victims, however, did not have so favourable a view of the way their cases were handled. 41% of victims of burglary, 47% of victims of robbery or violence and 84% of victims of sex offences were not satisfied with the way the police handled their cases. The main complaints were that the police were too slow to arrive and did not provide them with information on the progress of investigation. This is most unsatisfactory and must be addressed.

Police and the Media

The police must become media-friendly and establish a working partnership with the press. In the absence of such a partnership, the effectiveness of the police will be greatly inhibited and the welfare of the society will be compromised.

The police will, therefore, take a more pro-active approach with the media.

Policing Strategies

In addition to strong enforcement, various other policing strategies are needed to fight crime. Emphasis will be placed on community policing, problem oriented policing and intelligence-led policing. These approaches have been shown to reduce crime when practised in other police forces.

The effort to diversify police strategies in Barbados is not new. Some aspects of Community Policing were introduced in the early 1980s. The Resident Beat Officer Scheme was introduced in 1983; the Neighbourhood Watch Programme in 1986; the School Liaison Programme in 1992; Community Police Posts in 1993; the Care for the Elderly programme in 1992, the DARE programme in 1996, the victims support programme in 1995 and the Community Consultation Groups in 1998.

These initiatives have been useful but it is now necessary to consolidate and support them with a Community Policing

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Strategy and at the same time move forward with other approaches to policing that will be complimentary. Problem Oriented Policing (POP) in particular has been shown to be effective in areas that are prone to high crime and violence. Intelligence-led policing can be highly effective in dealing with drug crimes and large property crimes.

Community Policing

The title "Resident Beat Officer" has been changed to "Community Police Officer" in the Royal Barbados Police Force's revised approach to Community Policing. The role of the Community Police Officer is to interact with the communities to jointly develop long term solutions to problems defined by the communities. The communities must be responsive and supportive of these officers and it is important that police officers be allowed to build up and maintain continuous contact with the communities.

The administration of the Police Force has recently embarked on a revised version of the Force's Community Policing Programme. The features include:

- *an improved management structure and a Community Oriented Policing and Problem Solving model;*
- *requiring police officers to collaborate with the community, identify problems and create solutions for problems as defined by the community;*
- *building partnerships by targetting "communities of interest", such as the cricket and football fraternities, the mini-bus association and Parent Teacher Associations, with a view to developing working alliances;*
- *rededicating Community Posts and adding more staff;*
- *encouraging the public to take their concerns to Community Posts;*
- *employing the concept of "Special Populations" in order to reach groups with special needs (Groups such as "tourists" and the "boys on the block" will be included in this category);*

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- *assessing the entire Community Oriented Policing and Problem Solving model by the use of community surveys and making adjustments for improvements where appropriate;*
- *use of Special Constables and Island Constables, working alongside the soon-to-be established Parish Committees.*

Problem Oriented Policing

In addition to these plans for enhancing Community Policing in Barbados, there is need for the development of the more focused form of policing termed Problem Oriented Policing. Problem Oriented Policing is a highly pro-active management style which compliments Community Policing. It is a means of dealing with policing problems by examining the causes of the problems in a structured, systematic manner. It aims to prevent problems rather than react to them as they occur. This avoids having to return repeatedly to deal with the same matter.

This results-oriented approach should enable the resources already at the disposal of the Royal Barbados Police Force to be utilised with greater efficiency.

Victim Support

Victim support began in 1995 as a result of collaboration between Ms. Sylvia Leslie and the Royal Barbados Police Force. The scheme is available to victims of violence.

The current objective of the programme is to provide counselling for victims of violent crime and to help victims at court.

By the end of 2002, 298 cases had received victim support services.

The government believes that the Victim Support system should be expanded and be available to victims of any offence who would like assistance. It will therefore review the scheme with the intention of greatly increasing the assistance available to victims.

Special Constables

Special Constables are full-time, uniformed officers who have the same powers as full police officers. They have, however, a shorter training period than full constables and

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are largely employed to help keep order - for example on beaches or at mini-bus stands.

We believe that many Special Constables, with further training, could play an even more useful role in specialised areas like traffic policing. This will enable the Royal Barbados Police Force to provide a more extensive professional service to our citizens.

Island Constables and Justices of the Peace

Island Constables and Justices of the Peace are volunteers who have special powers and responsibilities in relation to law and order. Both groups have played an important role in the past. We believe that with uniform training and more effective deployment, both groups can play a more important role. We also believe we can increase the numbers of both groups by encouraging retired public servants to join them. We want both these groups to play a greater part in maintaining the peace by using their intimate local knowledge to help the police and the Parish Committees.

Increasing Civilianisation of the Police

Many administrative jobs within the Royal Barbados Police Force which are being carried out by trained law enforcement officers could be done by civilians, thus releasing officers for front-line duties. These include:

Personnel Management

Information Technology and Computer Operations

Telecommunications

Press and Public Relations

Research and Planning

Central Exhibit Store

Complaints and Discipline.

This transition will be a priority.

Greater community involvement through the Parish Committees

The setting up of the National Commission on Law and Order and Council of Guardians was described in the Introduction to this Plan. It is intended that the RBPF will

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collaborate closely with the Council of Guardians and that this will help to re-enforce desirable community values and reduce crime.

Increasing Cooperation between the Police, Defence Force and Customs and Immigration

It is the intention to increase collaboration between all the uniformed services which have responsibility for peace and security. We will do this by enhancing information sharing and by the establishment of formal inter-agency committees at the strategic and operational levels.

Increasing Regional and International Cooperation

We will build on our links with the Association of Caribbean Commissioners of Police and Interpol and will increase our links with United Kingdom, Canada and United States police forces so that we can keep up with all modern developments.

In Conclusion

The RBPF is a vital pillar in Barbados' strategy to renew cultural values and reduce crime. The Government is committed to ensuring it has the required physical resources, adopts and develops effective and appropriate strategies and, above all, recognises and utilises the vast potential in working in partnership with civil society.

Within five years we will:

- *review the structure of the police force;*
- *introduce computers to all aspects of police work;*
- *refurbish and upgrade the Police Training Centre;*
- *increase joint working with the Defence Force;*
- *have a modern forensic service speeding up detections and increasing the clear-up rates;*

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- *have five new police stations;*
- *be using problem oriented policing as our general approach;*
- *have a sophisticated victim support system that will be able to help all burglary victims and victims of violence;*
- *have more Island Constables;*
- *have increased the civilianisation of the police force;*
- *be working with Councils of Guardians to deliver service to the community;*
- *have increased the proportion of victims satisfied with the service they receive by 50%;*
- *have increased our clear-up rate by 20%;*
- *have reduced burglaries by 10%;*
- *have an anti-corruption unit in place;*
- *have people trained in assisting victims of crime.*

- 4. Modernizing Criminal Justice

The Government will reorganize the administration of justice to ensure the delivery of speedy, efficient and accessible justice for all who use the system. It will also bring the justice system closer to the people and will ensure that physical facilities will be upgraded to provide a better environment for all.

What is working

- *An independent judiciary that dispenses justice impartially.*
- *A Legal Aid Scheme for the most needy criminal and civil cases.*
- *Phased computerisation of the Registration Department.*
- *Increase in use of psychiatric and social enquiry reports.*
- *95.4% of criminal cases are dealt with in the magistrates court.*
- *The sentencing powers of the courts have been reformed giving sentencers a wider range of disposals from which to chose.*

What is not working

- *Unacceptable delays in bringing persons to justice.*
- *A paper-based justice system that results in duplication and delay.*
- *Not enough Magistrates to administer cases.*
- *Improper accommodation for victims and witnesses.*
- *The absence of scheduling of cases in the law courts.*
- *Very low payment rate for fines in criminal matters and parking tickets.*
- *No compensation for victims of violence.*

What we are doing:

- *Expansion of the number of judges and magistrates*
- *Abolishing of assizes, giving away to continuous High Court Trials*
- *Issuing tickets for a wider variety of traffic cases*

In the next five years, we propose:

- *An Integrated Justice Information System that will result in the linkage of the Police, Prosecution Service, Courts, Corrections Services and the Immigration Service.*
- *A case management system for the Courts to help judges and magistrates reduce the inconvenience that adjournments and delays cause to victims, witnesses and attorneys-at-law.*
- *Time Tariffs which will stipulate limits for the hearing of cases.*
- *Issuing tickets for a wider variety of traffic cases.*
- *Providing for pre-paid parking within Bridgetown.*
- *A system of fixed community penalties.*
- *Introducing Restorative Justice for juveniles and some adult offenders.*
- *Decriminalization of certain offences associated with a colonial Barbados*
- *Increased use of suspended sentences*

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- *Compensation orders to ensure that convicted persons actually pay victims, especially for physical injuries.*
- *Special treatment for mentally challenged offenders*
- *Reviewing the treatment of certain juvenile crimes like truancy and running away from home*
- *Using attendance service orders for youth under 18 years of age, requiring them to attend specified centres for constructive activities like counselling, group work, skills training and education*
- *Explicit provision be made in sentencing for the rehabilitation of all criminals*
- *Speeding up trial processes to reduce the number of pre-trial prisoners*
- *Developing a more expeditious method of dispensing with parking offences which take up much court time and rob the system of valuable man hours by compelling busy people to sit in court houses;*
- *The use of selected members of the Clergy and Justices of the Peace in the general administration of justice, by assigning them under the authority of appropriate legislation to the management of a diversionary programme, similar to the caution given to juveniles through the Juvenile Liaison Scheme in dealing with matters of a minor or purely domestic nature*
- *An early study be carried out into the representativeness of the jury system and the selection process just before trial*
- *Urgent attention be given to the inordinate delays experienced in some criminal cases being tried indictably especially where accused persons are remanded in custody*

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- *Legal aid services be made available to all persons accused of serious criminal conduct*
- *Extending legal aid services to persons before actual trial, including situations where persons seek to surrender themselves to the police as suspects in very serious crimes*
- *Compensation be paid to victims of crimes involving substantial physical injury, psychological harm or monetary loss, certified by a judge or magistrate as being appropriate for compensation. This will be done by way of an Order for mediation between the parties, or an Order for the payment of a specified amount by the accused as compensation to the victim, or an Order for compensation to be paid from public funds as assessed by a Compensation Board, or a combination of these matters*
- *Adequate accommodation and facilities be made available for witnesses, attorneys-at-law and accused persons attending court*
- *Time schedules be introduced for the management of criminal cases both in the magistrates' courts and in the High Court;*
- *There be greater use of the ticket system for a larger number of traffic offences and better management of the system in order to ensure that fines are collected*
- *The introduction of opportunities for accused persons in minor matters to plead guilty by post;*
- *A National Prosecution Service be introduced and staffed by fully trained attorneys-at-law, under the direct control of the Director of Public Prosecutions, for the prosecution of all criminal cases, including those brought by police in the magistrates' courts, and the conduct of all coroners' inquiries*

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- *The construction of a new Judicial Centre at Whitepark Road, St Michael with the greatest dispatch ensuring that adequate security arrangements are made for the new complex and for the security of the courts while in session;*
- *A study be carried out into proposals for the centralization of the magistrates' courts*
- *A Drug Treatment Court be introduced to hear cases brought against frequent drug users and drug addicts in order to provide them with carefully thought out opportunities for rehabilitation*
- *Consideration be given to the establishment of Night Courts specifically to deal with traffic offences and minor summary cases;*
- *In considering the introduction of Night Courts, the most careful consideration should be given to the considerable staff implications that will follow and the security of such courts and their precincts.*

The Courts

At the heart of the administration of justice are the Courts. The justice they deliver underpins our democracy. If citizens feel that justice is not being done, then they will withdraw their fundamental support for the system of governance. The courts - both Magistrates and High Court - have served us well over the years but they are in need of modernisation and reform. The structure of Magistrates Courts and the High Court is sound. However, delays caused by inefficient administration and under-resourcing needs urgent attention.

The Magistrates Courts were set up in their current form in the 1950s. At that time there were 8 magistrates. Up to January 2006, there still are only 8 magistrates even

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though the number of cases they deal with has exploded. In the year 2001, Magistrates dealt with 22,379 cases.

One of the results of this huge increase in workload is an increase in delays. Over the last three years, 25% of all cases (including the majority in which the defendant pleaded guilty) took more than 6 months to adjudicate. The evidence is that the longer a case takes to adjudicate the more likely it is to be dismissed or discontinued. Indeed among the serious offences such as robbery, violence and burglary, 56% of the cases, which took more than 6 months were either dismissed or discontinued. This is bad for justice and for confidence in the justice system.

We will increase the resources for the Magistrate's Courts by appointing 3 more magistrates in February 2005.

We will also reduce the number of cases going to court, as described below.

The Assizes

The system of Assize Courts is as old as Barbados itself. It is based on quarterly sittings presided over by a High Court Judge. The workload has increased tremendously. Two months' Assizes are now routine, yet cases have to be postponed to the next Assizes. This means long delays, with serious High Court cases lasting an average 2-3 years.

We propose to abolish the Assize system and introduce a minimum of 2 full-time Criminal Courts by appointing two more High Court judges.

We will appoint one more Court of Appeal Judges to allow for speedier hearing of appeals.

We will provide for more effective scheduling of cases with advance notice being given to all parties, namely, attorneys-at-law, accused persons, witnesses and victims.

Drug Treatment Courts

Though drug offenders make up a quarter of all offenders in the Magistrates Courts, many persons charged with other offences are also consumers of drugs.

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We do not believe that dealing with them in the criminal courts is always the best way of reducing their propensity to take drugs. At the present time, the great majority of drug offenders are fined, while some are sent to prison. Neither of these sentences provides the necessary treatment for many of the offenders.

We intend, therefore, to introduce Drug Treatment Courts to Barbados. The primary purpose of these courts is to see that suitable offenders get the treatment they need, with the consent of all parties. Drug Treatment Courts will be an alternative to traditional criminal courts.

In the Drug Treatment Courts, the judge, prosecution, defence, Probation Service and drug treatment providers work together to produce a treatment plan that is acceptable to the State and to the offender. Only if the offenders fail to cooperate with the treatment plan will they be returned to the criminal court for processing.

Specially trained magistrates will preside and they will be provided with expert assistance. The key components of this system are:

- Integrating alcohol and other drug treatment services with justice system case processing.
- A non-adversarial approach with the prosecution and defence counsel promoting public safety and health while protecting the rights of eligible offenders.
- Eligible offenders are identified early and promptly placed within the programme.
- The provision of access to a continuum of alcohol, drug and other related treatment and rehabilitation services.
- Abstinence is monitored by frequent alcohol and other drug testing.
- Ongoing judicial interaction with each offender is essential.
- Forging partnerships among drug courts, public agencies, and community-based organizations, to generate local support and enhance drug court effectiveness.

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Drug Treatment Courts can only exist if suitable treatment is available for drug offenders. With the assistance of other agencies and civil society, we will ensure that such treatment is available. Cocaine and crack users will receive priority.

This Programme will commence in 2007 with a Pilot Project.

Restorative Justice

In order to protect the rights of accused persons, the criminal courts have developed a highly sophisticated set of working principles. They include:

- *a presumption of the innocence of the accused,*
- *an adversarial method for conducting the trial,*
- *the notion that society is the victim of crime and hence the State prosecutes the case.*

These principles, however, do not just govern the conduct of trials - they influence every aspect of the judicial process - including sentencing. They mean that:

- *victims have no role in the court,*
- *defence advocates work only on behalf of the interests of their clients,*
- *affected communities play no role in the process,*
- *offenders are insulated from the effects of their crimes on other people.*

We believe that these effects are harmful and, although we have no intention of changing the working principles for trials, we will reform the post-trial processes so as to try to minimise the effects.

The reforms will be based on the following principles and assumptions:

- *most crimes are offences against identifiable people and communities,*

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- victims and the community are central to judicial processes,
- the first priority of the justice processes is to assist victims,
- the second priority is to restore communities,
- the offender has personal responsibility to victims and communities,
- offenders will develop improved competencies and understanding through a restorative process.

The reforms will be operationalised by introducing "restorative justice" to the criminal justice system.

Restorative justice gives priority to repairing harm done to victims and communities and to making offenders assume responsibility for their crimes - including taking action to repair the harm. It involves bringing the offender face to face with members of affected communities, those victims who are willing to be involved, professional mediators and representatives of the criminal justice agencies, to work out a mutually acceptable way of making restitution.

We intend to use restorative justice for most juvenile cases because juvenile offenders have been shown to be more likely to respond positively than hardened criminals, but we will also use the methods for adults who are believed likely to respond and who have not committed offences which require imprisonment.

Computers at work

The existing justice system is paper-based. This results in massive duplication, delay, ineffectiveness and frustration. In fact, many people fail to pay fines but face no consequences because of the difficulty of finding their records and files. One of the most urgent needs of criminal justice is an efficient information technology system that provides the timely information it needs to carry on its business.

All parts of the justice system will see a massive increase in the use of IT over the next five years, but we are

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starting by building the core sector-wide system. By 2007 it will link the Police, Prosecution Service, Courts, Corrections Services and the Immigration Service. Information will flow where it is needed when it is needed and duplication will disappear.

We will start by ensuring that we immediately have in place a tracking system for all sentences and orders of the Magistrates Courts and High Court (Criminal Court) so as to improve the effectiveness of these sentences and orders. This will lead to increased confidence in the judicial system.

Work on the system has started and this first stage will be operational in 2006. The days will soon be gone when an offender appearing in Oistins could expect that his unpaid fines in Bridgetown will not be noticed!

As we work on the Integrated Justice Information System and the sentencing system we will also be working on a case management system for the Courts. This will help judges and magistrates plan their programmes and expedite justice and reduce the inconvenience that adjournments and delay cause to victims and witnesses.

Compensation and support for victims of violent crimes

We will examine the feasibility of a programme that will allow victims of violent crime to claim compensation.

In addition, we will expand the range of victim services that are available to assist the victims in dealing with the trauma they may be experiencing.

We will review legislation so as to ensure that the Courts have the necessary power to require offenders to make restitution to the victim whenever practical, and we will develop mechanisms to ensure compliance.

Together with the activities of the Police and the Parish Committees described above, these Court based systems will provide a general framework for improved services to victims of crime.

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Reducing Delays

Delays in the justice system reduce public confidence. They can also result in more crime because sentences lose their deterrent effect the further the sentencing is away from the crime.

Delays lead to large numbers of cases being discontinued or dismissed. Almost one half of those cases where the defendant pleads not guilty take over 6 months to conclude in the Magistrates Court and longer in the High Court.

Delays result in the over-crowding of Her Majesty's Prison as approximately a quarter of all inmates is on remand.

We will therefore introduce Time Tariffs which will stipulate limits for dealing with cases.

- *No case at the Magistrates Court should take more than 6 months.*
- *Cases going to the High Court should get there within 4 months.*
- *Cases at the High Court should then take no longer than 6 months.*
- *Unless it can be shown that the delay has been caused by the defendant, the case will be discontinued if it significantly breaches the Tariffs.*

Fixed Penalty Notices

Those who breach the peace must be made to help rebuild the social capital of our island.

Traditionally, fixed penalty notices related to monetary penalties. We will introduce a new form of fixed penalty - the fixed community penalty. This will be described in section 6.

The purpose is to deal with breaches of the peace immediately and appropriately by enabling police officers and special constables to give offenders notices which require them to carry out a specific number of hours of approved community service, depending on the offence (e.g.

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20 hours for littering, 15 hours for cursing on a highway - see section 6). The immediacy of the penalty will increase the deterrent effect, and dealing with them on the spot will reduce the number of cases going to court.

We also intend to use monetary fixed penalties for a wider range of offences than currently exists.

Traffic Cases

The number of traffic cases going to court causes many of the delays and inefficiencies that are described above. Given that the great majority of all traffic offences are dealt with by a fine (80% are fined and 18% are given a CRD or RD), we can vastly increase the efficiency and effectiveness of the system if we use more fixed penalty notices or tickets. We will also increase the deterrent effect of the penalty by dealing with the infraction immediately. It will also reduce productivity loss resulting from attendance at Court.

The law currently allows for ticketing a large range of traffic offences. However, ticketing is only used for parking offences. The reason is that only 20-25% of parking tickets are paid and there is a reluctance to increase the use of tickets before the system can be efficiently administered.

The administration of the system will be improved in 2006:

- *allowing payment to be made at police stations, post offices and those stores which currently handle utility bills,*
- *strengthening the Traffic Division on the RBDF to allow a greater number of police officers and special constables to be deployed to enforce traffic laws*
- *providing for pre- paid parking on streets in Bridgetown,*
- *employing traffic wardens to enforce the regulations.*

Once this happens, the system of ticketing for traffic offences can be substantially widened.

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The use of tickets for a significant number of traffic cases will divert at least 5,000 cases a year from the courts.

This will:

- *Free up court time for more serious offences,*
- *Free up the work of at least two magistrates,*
- *Reduce the number of motoring offences,*
- *Allow for more efficient use of human resources of the RBPF.*

Review of Obsolescent Legislation

There are a number of offences relating to commercial matters in current legislation which relate to a Barbados of old and which is not relevant 21st century Barbados. Many of those offences were intended to control the movement and economic activity of citizens. Examples are loitering, selling without a permit and hanging out washing near a highway.

As a general principle, we believe that no one should be criminalised for the pursuit of legitimate economic or private activity.

We will conduct a study to review this legislation with the intention of decriminalising activities which should no longer be offences or those which may need regulating but do not need the intervention of the courts. Further, it will examine and seek to repeal or reform all legislation which bears the scars of a time past in which the fundamental precepts of the *Constitution* are not reflected.

A National Prosecution Service

The police have done an excellent job in the prosecution of defendants, but as a matter of principle we believe that the crime investigation function should be kept separate from the prosecution function. We therefore intend to hand over all prosecutions to a National Prosecutions Service, to be developed by 2006.

The New Judicial Centre

Construction of the new Judicial Centre at Whitepark, St. Michael, will start in 2006. It will provide adequate accommodation for the judiciary and the public. There will be room for expansion of the number of courts within the Judicial Centre.

The new Centre will also provide separate accommodation for victims and witnesses so that they do not have to wait in the same area as the accused.

Conclusion

Taken together, these reforms will improve the quality of justice and increase the efficiency and effectiveness of the criminal justice system. We are always conscious that delays and dismissals undermine general confidence but, more importantly, delays distress victims of crime.

Our aim of ensuring that the innocent are not convicted, but that the guilty are, and that victims do not feel doubly victimized and that crime will be reduced can only really be met by the modern criminal justice system that our reforms will produce.

Within five years we will

- *have an integrated computerized justice information system,*
- *have Drug Treatment Courts,*
- *have compensation for victims of violent crime,*
- *have reduced delays by one-third,*
- *have a national prosecution service,*
- *have a new judicial center,*
- *have restorative justice,*

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- *have the decriminalization of certain offences associated with a colonial Barbados*

5. Effective Penal Reform

The treatment of offenders is central to the criminal justice system. As this Plan shows, the Government is putting great efforts into preventing crime and criminality. But some people will continue to offend and we must treat them in a way which is seen as just and which maximizes our chances of preventing them from offending in the future.

What is working

PRISONS

- *Fundamental review of administration of Her Majesty's Prisons is under way*

- *Agreement that fundamental reform is necessary*

PROBATION SERVICE

- *Attachments at Prisons have begun*

- *Monitoring of those sentenced to Community Service*

- *Social Enquiry Reports*

- *Agreement that reform and modernization are necessary*

GOVERNMENT INDUSTRIAL SCHOOLS

- *Agreement that fundamental reforms and modernization are necessary*

- *High quality staff*

What is not working

PRISONS

- *Over crowding in the cells*
- *Prisoners are required to empty their night pans, a practice long outdated in more developed jurisdictions*
- *Totally inadequate release arrangements for prisoners*
- *No computerisation*
- *Staff relations*
- *Virtually no rehabilitation programmes*
- *High recidivism rates*
- *“Toxic” mixture of all imprisoned people in one institution*

PROBATION

- *No computerization*
- *Not enough Probation Officers to do the job*
- *Lack of a structured approach to assessment*
- *Inadequate training*

G.I.S

- *No computerisation of records*
- *Lack of a structured approach to assessment*
- *Too few staff*
- *No clear policy as to which children should be sent to G.I.S.*
- *Victorian buildings and curriculum*

What we have been doing

Commencement of Psychological testing for inmates

Drug Awareness programmes

Vocational and educational training

Provision of a programme of HIV/AIDS treatment for all infected prisoners

What we propose

Within the next five years, we propose:

Corrections

- *The creation of an amalgamation of all the institutions of punishment so that there is a coordinated and uniform approach to the whole matter of corrections – therefore a new Correctional Service involving the Probation Department, the Prisons and the Government Industrial Schools for better prison and financial management and policy cohesion*
- *Creating remand homes or a form of supervised housing for persons on remand so that they are not exposed to hardened criminals even before they face trial*
- *A Parole System*
- *Review of policy of imprisonment using imprisonment for very serious and most appropriate cases*

Prisons

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- *Expanded Psychological testing of inmates*
- *Improved security classification of inmates*
- *A new maximum/medium security prison*
- *Expansion of training in Functional Literacy*
- *Structured cognitive-behavioural programmes*
- *Expansion of Drug treatment programmes*
- *Skills marketing programmes*
- *Expansion of rehabilitative policies and programmes*
- *A system of after care for all prisoners on release from prison*
- *Clear physical demarcation between accommodations provided for remand prisoners and those actually serving a sentence of imprisonment*
- *A separate and distinct facility for first time accused persons on remand and other accused persons on remand who are not considered to be hardcore criminals*
- *Reform management and administration of the prison, paying particular attention to their welfare and development through training*
- *Training of all officers of the prison in correctional matters*
- *Fairness and transparency in the treatment of staff*
- *Continued provision of a reliable programme of HIV/AIDS treatment for all infected persons*
- *Review and revise all laws related to imprisonment to ensure that they are up-to-date and relevant*

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- *Create an appropriate remand facility at the former Glendairy Prisons for persons being detained for non serious, non violent first offences*
- *Creation of drug specific courts for non violent offenders who are there primarily due to substance addiction*
- *Sentencing of all drug offenders to rehabilitation outside of the new Prison*
- *Creation of an outpatient treatment programme, including frequent urine analysis*
-

Young Offenders' Institution

- *A new Young Offender Institution*
- *Reformed Young Offender's Institution programme based on education and rehabilitation programmes*
- *Increase the age limit for the admission of students to the new Young Offender's Institution*
- *Creation of a detention and training order where teenagers with sentences of less than two years will spend the second half of their sentence as a resident of a revamped National Youth Service under the supervision of a team of qualified persons. The seriousness of the offence must be taken into consideration*

Probation/Community Sentencing

- *Increase of probation opportunities*
- *All pre-sentence reports should have a recommendation identifying prognoses;*

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- *Use of house arrests using electronic monitors;*
- *Increased emphasis on community service for certain offences, including agricultural work*
- *Week-end sentences for certain offences*
- *Half way houses for some people with good records after serving two-thirds of the sentence, to help them to re-enter society*
- *Have community rehabilitation orders for young offenders who are supervised as they carry out community duties, especially related to repairing the harm they would have done*
- *Create referral orders where an offender is required to attend meetings with a panel, including volunteers and parents or guardians of the individual. The offender will be given specific chores and tasks and be required to report over the period of the sentence*
- *Curfew orders should be instituted, requiring young persons to remain for set periods of time at a specified place.*

The Correctional Service of Barbados

In the past, it was seen as sensible that the Prisons, the Probation Service and the Government Industrial Schools should be administered separately - they had very little contact with each other and each institution had its own problems. However, times have changed and we now believe that they do have more in common since many youthful offenders end up in adult court and the penal career of adult offenders can often involve both community and institutional treatment. In addition, the problems of rehabilitating offenders are common to all these agencies and finding out "what works" in one area will help in all the others.

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It is therefore logical that all correctional services should belong to a single department. It will mean that policy can be developed efficiently, coherently and consistently. The new Correctional Service of Barbados will have responsibility for directing the work of the prisons, the probation service, the new parole service (see below) and the Government Industrial Schools. It will be run by a Commissioner and a highly expert group of officials at 'Headquarters', whose job it will be to bring policy cohesion to the correctional systems and to ensure better human resource and financial management.

The Corrections Service will start work in financial year 2006-2007.

The construction of a New Prison

Glendairy Prison was burnt by inmates on March 29th and 30th 2005. Prisoners are now temporarily housed at Harrison Point in St Lucy. As a result of this incident, Government has had to fast track the plans for the construction of a new Prison at Dodds in St Philip. **(SOP: Please give details on the prison that can be used for public purposes, e.g. rehabilitative component, inmate housing capacity, security, mental wing, etc)**

The expected date of completion of the new prison is **(SOP: Please insert expected completion date)**. Prior to the incident of March 29th, it was long recognized that Glendairy Prison could not supply the needs of a modern prison service. Glendairy was built in 1855 to house 250 prisoners. The average prison population is currently approximately 900. All types of prisoners were and still are included from the most dangerous to the most petty convicted males, all women and all remand prisoners. Glendairy Prison also housed most of the prison farm animals. And worse it was situated on the most significant

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Zone 1 Water Protection Area in the island which supplies 33% of the national drinking water.

There was no plumbing in cells so all prisoners "slopped out" and the security arrangements and building structures were not designed for modern prisoners. The burning of Glendairy Prison, while unfortunate, heralded the beginning of the plans for the new medium/maximum security prison on the site of the Government Industrial School at Dodds in St. Philip to house **(SOP: please indicate capacity)** prisoners. This prison will be a modern penal facility and will focus on a strong rehabilitative component as part of its mandate to reduce offending.

All the prisoners will be held in suitable security and will have access to work and educational facilities.

The new prison should be completed by 2007.

The Prison Farm

SOP: Does the below information on the Prison Farm still hold?

A new prison farm of 165 acres will be opened at Dodds, St. Philip in 2007.

Farming has been carried out at Glendairy since the nineteenth century. However at the moment it has to be carried out at three different locations - one of which is in the prison itself. It is clearly inefficient to break up the activity in this way. In addition two of the sites are in Zone 1 of the Water Protection Areas, i.e. areas where it is prohibited to keep livestock.

The government has therefore decided to consolidate all the farming activity in one area in a more rural part of Barbados and increase the size of the farm to 165 acres. This consolidation will be effective in four areas:

- *it will reduce costs,*

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- it will mean that the prison can become self-sufficient in agricultural produce and sell produce to other government institutions,
- the farm will be very close to the new maximum/medium prison so that inmates will not have to travel far to work on it,
- it will help the environment.

Security Classification

At the core of the prison system is security classification. Until now, this has been done in an unscientific manner. We will change this. Psychological tests will continue to be used, as will research-based risk assessment tools, such as the LSI-R (Level of Service Inventory-Revised). The result will be that top security (which is very expensive) will only be used for the most risky prisoners and that other prisoners will be classified in a rational and efficient fashion.

Rehabilitation

The corrections service will also introduce more rehabilitation programmes in its institutions. These programmes are necessary if we are to reduce the likelihood of offenders returning to prison. We know that simply sending people to prison for a long time will not reduce their chances of re-offending (nor will it deter others) so we have to provide positive programmes that will enable and help offenders to go straight on release.

More specifically, we will introduce or develop both community and institutional programmes:

- *Literacy training.* Because non-literate people find it difficult to get the jobs which will help them go straight.
- *Cognitive-behavioural programmes.* Because many offenders have failed to acquire certain cognitive skills (i.e. those skills which allow them to reason ahead or think

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through the impact of their behaviour on others) or have learned inappropriate ways of behaving. These can be tackled through intensive programmes.

- Drug treatment programmes. These will be developed further and carried out in association with thorough drug-testing programmes.

- Skills marketing. An ex-offenders skills marketing centre housing shops for training in carpentry, joinery, tailoring and special craft will be opened because getting and keeping a job is one of the best ways of avoiding a return to crime.

Rehabilitative programmes will be designed to create a strong link to the business sector, with the view of using rehabilitated and skilled ex-offenders as a pool of labour.

Psychological testing and counselling will be introduced on a much greater scale than up to now.

The implementation of a holistic and integrated programme which incorporates prison and the probation service and reflects the 'what works' principles will undoubtedly reduce offending and help us to move to a safer, happier Barbados.

Juvenile Offenders

The current treatment of institutionalized juvenile offenders is based on Victorian methods in a Victorian institution. We will change both.

We will move from a punitive regime which has some vocational training, to a therapeutic regime with the emphasis on rehabilitation and education for life after Institutionalization. The education will be fitted to the needs of the individual.

The new regime will need new buildings and classrooms, so we will build a new institution at ???Dodds. This will have separate accommodation for boys and girls, but they will share classrooms and other facilities.

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Currently, a third of the boys committed to Dodds end up in the adult prison system. Our target will be to halve that figure.

A Parole Scheme for Barbados

Research in other countries shows that if suitable prisoners (i.e. those who have shown a genuine desire to reform themselves and who are not considered to be a risk to the public) are released under supervision before the end of their sentence, on a carefully managed programme aimed at helping their re-integration into society, then the re-offending rate of ex-prisoners can be reduced. We will therefore introduce a parole scheme in Barbados by 2007.

Prisoners serving sentences of three (3) years or more will be eligible for parole unless the trial judge has vetoed parole eligibility. Selected prisoners will be eligible for release after they have served one half of their sentence and will be on parole until the date they would have been released if they had not been paroled.

Decisions to release prisoners on parole will be taken by the Attorney General on the recommendations of a nine-person Parole Board. The Attorney General will not be able to release someone on parole without a positive recommendation by the Board.

The parole scheme will be administered by specially trained probation officers within the probation service. Their job will be to supervise the parolees, make sure they meet the conditions of parole, help find jobs and accommodation and counsel them if necessary.

The parole scheme should be operational by 2007.

Prisoner Exchanges

A properly legislated prisoner exchange system was implemented in 2003??. This is a scheme whereby nationals of other countries who are imprisoned here, or Barbadian

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residents who are imprisoned overseas, can apply to be transferred back home. The purpose of this is to help in rehabilitation as there is little that can be done for prisoners who are not in their home country. They cannot receive visits from family or friends and they cannot start the crucial job of finding proper accommodation and employment on release.

We have so far signed agreements with the United Kingdom, Canada and Switzerland. We hope to expand the system significantly over the next few years.

The Probation Service

The Probation Service will become the core of the corrections system. The purpose of the Penal System Reform Act of 1998 was to increase the range of non-custodial penalties available to the Court and reduce the use of imprisonment. The Act also mandated the use of Pre-sentence Reports before most sentences of imprisonment or community service or before attendance center orders could be imposed.

All of these changes have put an increased burden on the Probation Service and more staff have been employed.

However, even more demands are going to be made on the service with the introduction of parole because parolees will be supervised by probation officers. These officers will also have to work in the prisons preparing the prisoners for release so that a proper system of "through care" can be introduced.

These changes will require changes in organisation, style of working and expertise. We will therefore be carrying out a careful review of the management, training and staffing needs of the Service.

The probation service will also be strengthened by modern IT systems and will be able to use effective risk/needs analysis tools when making recommendations about offender treatment.

Conclusion

The urgency of reform in the penal system is underlined by the high reconviction rates of current offenders. Over half of prisoners are reconvicted within two years of release from prison and the great majority are returned to prison. If we are to stop this cycle of offending we must improve the quality of our decisions about what to do with offenders when they are sentenced and about the treatment they receive when under sentence.

Within five years we will have:

- *a correctional service of Barbados;*
- *a new maximum/medium security prison;*
- *a new prison farm;*
- *an expanded rehabilitation programmes in prison;*
- *a parole scheme;*
- *a reformed and expanded Probation Service;*
- *computerization throughout;*
- *a new Young Offender's Institution*

6. The Legislative Framework

It is incontrovertible that a reduction in crime and the fear of crime and an increase in our quality of life must be a national effort that must be based on a solid framework of laws.

The law prescribing criminal acts has its genesis in the old customs and practices that crystallized into the common law of England. As moral mores and circumstances changed, the common law, which required a crystallization period, failed to keep pace with new conduct or innovative ways of engaging in established criminal conduct.

This section highlights the legislative framework within which the reduction of crime is being approached.

Reform of criminal law was demanded and the initial attempts at such reform were undertaken in the 19th century and continue to be addressed at ever-increasing rates as new challenges are presented.

Barbados in its efforts to provide a society where its citizens, residents and visitors can co-exist peacefully and without undue anxiety has been diligent in ensuring that the law keeps in step and indeed contemplates the activities that are inimical to the maintenance of law, order and peaceful co-existence.

It is indubitable that the foundation of the law is the unwavering adherence to the provisions of the Constitution which guarantee the protection of fundamental rights and freedoms of the individual, the right to life, liberty and security of the persons, the protection of the law subject to respect for the rights and freedom of others and for the public interest.

The mechanism to ensure that the rights guaranteed are not circumscribed or eroded is a system of justice that is under-pinned by a recognition and effectuation of the due process of law. Accordingly, the right to a fair trial,

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the recognition of the presumption of innocence, the prohibition against arbitrary or unlawful deprivation of liberty, a court system that is not subject to political or other interference are all complementary to a sound, fair legal system.

The Constitution

This is the fundamental law with which all law must comply. Because it is the touchstone for the law, it cannot be amended for arbitrary or capricious reasons. At the same time, the *Constitution* must not become outdated. Therefore, when amendment is necessary to deal with situations that were not contemplated by the drafters amendments have been made after careful and fulsome deliberation and in accordance with the provisions within the Constitution that enable amendment.

One such amendment was necessitated by the decision of the Judicial Committee of the Privy Council in the case familiarly known as the *Pratt and Morgan case*, which effectively extinguished principles respecting capital punishment that were hitherto sanctioned and applied by the same Privy Council in earlier decisions. The Constitution was amended to place beyond doubt the policy of the Barbados Government to retain capital punishment.

The effect of the amendments is to ensure that:

- *delays in executing death sentences shall not render the execution unconstitutional,*
- *mandatory death sentences as provided for by the law may be imposed,*
- *appeals by prisoners under sentence of death to outside human rights bodies can be time limited.*

A major review of the Constitution was recently concluded by a Constitutional Review Commission that was charged with examining the Constitution and making recommendations for reform. The Commission, in keeping with its mandate, has laid a report containing its recommendations in Parliament.

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Since these recommendations must be allowed ample time for consideration the changes made to the Constitution in the interim were mandated by the urgency of the matters which they addressed.

It is however anticipated that a new Constitution will be presented to Parliament for its consideration and approval within the near future.

The Penal System Reform Act 1998

The Penal System Reform Act 1998, recognized the need for a broader approach to penalizing criminal acts taking into account the seriousness of the act, the age of the offender, the circumstances in which the offence was committed and the possibility of correction and rehabilitation in an environment not as austere as that which exists in a prison. The Act also enabled the use of civil mediation instead of criminal prosecution in dealing with certain offences and provides a sentencing framework and principles available to the courts. Most of this Act was proclaimed in 2000.

The Act is reformatory in the following respects:

- *It will increase consistency in sentencing by laying down sentencing principles.*
- *It will allow for the increased use of non-custodial sentences:*
- *It places the emphasis on offences rather than offenders and restricts the use of imprisonment to those offences which are so serious that they cannot be justly dealt with in any other way. It also prohibits the taking of previous convictions into account when sentencing (except in very restricted circumstances).*

Non-custodial sentences that are provided for under the Act include:

- *community service orders, whereby an offender can be sentenced to do work in the community for a number of hours set by the court for the benefit of the community,*

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- *attendance center orders, whereby people under 21 can be sentenced to a number of hours in an Attendance Centre for "occupation or instruction",*
- *suspended sentences of imprisonment,*
- *curfew orders which restrict freedom for a number of hours a day.*

Under the Act, greater reliance is placed on information obtained from the probation service than taken into account in prescribing the sentences of the court. However, it is our assessment that greater use can be made of other information that will assist the court in determining the potential for rehabilitation and would justify the use of alternative sentencing.

Firearms Act

The Firearms Act 1998 -32 revoked and replaced the Act of the same name which existed since August 12, 1896. Although this earlier Act had been amended several times, it had clearly left unaddressed, several significant matters which had come to the fore after its latest amendment. This was because, within a short period of time there was a significant use of firearms by offenders who had progressed beyond a use of knives and other bladed weapons in the commission of serious offences. Twenty years ago guns were used in 10% of homicides, now they are used in 40%. We are determined to reduce the use of firearms.

Accordingly the Firearms Act provides for

- (a) *a prohibition against*
 - (i) *the use or possession of firearms,*
 - (ii) *the importation or exportation or other trade in firearms without the relevant licence;*
- (b) *the use or possession of an imitation firearm in a public place;*
- (c) *very strict screening of persons applying for licences;*

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(d) a monitoring regime by the Commissioner of Police; and

(e) very severe penalties.

The response to a demonstrated recklessness in the use of firearms in public places is the imposition of a penalty of mandatory imprisonment for 15 years.

The Anti-Terrorism Act 2002

This Act was passed following the tragic events at the World Trade Centre in September 2001. The Act has implemented the United Nations Convention Respecting the Suppression of the Financing of Terrorism and The United Nations Security Council Resolution 1373 on terrorism. The legislation

(a) identifies a wide range of acts any of which is intimidatory, disruptive and seriously injurious or that causes substantial property damage as a terrorist act;

(b) proscribes the direct or indirect participation in terrorist activity including the funding of terrorist activities; and

(c) prescribes penalties - including the death penalty where the terrorist activity results in the death of any victims.

The Act imports, by reference to a number of other conventions concerned with terrorism, other activities that also constitute terrorist acts. These include:

- unlawfully seizing aircraft
- acts against the safety of Civil Aviation and maritime navigation
- crimes against Internationally Protected Persons such as diplomats
- the taking of hostages
- and terrorist bombings

by a person who is a national of Barbados whether or not the person commits the act in or outside Barbados.

***Money Laundering (Prevention and Control) Act,
1998***

The stupendous growth in international commerce facilitated by the expansion in telecommunications, the proliferation of off-shore industries because of handsome returns on investments in favourable domiciles and a very competitive global market in both legitimate and illegitimate products and services have created a demand for international banking services and asset holding and transfer services. Barbados has a large offshore banking industry and is keen on providing these services to the persons who require them in the lawful conduct of their businesses. The challenge which must be faced is the use of the services for clandestine or otherwise unlawful activities

The *Money Laundering (Prevention and Control) Act* is very important in preventing the use of banks and other financial institutions for money-laundering purposes. (Money laundering is the process whereby money derived from criminal activity is deposited in a bank and is then taken out and used for legitimate business, thus hiding its origins).

The Act makes it illegal to

(a) engage in transactions that involve money or property derived from criminal conduct.

(b) receive, possess, hide, dispose of, import or export money or property which is obtained from criminal activity.

It also establishes the Anti-Money Laundering Authority which supervises financial institutions in accordance with the Act.

The Prosecution of Offences

This critical component of the programme of crime reduction cannot be overlooked. Its necessity is indisputable. Accordingly, provision is made in legislation to make the

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prosecution of offences easier without interfering with the rights of the accused. The *Magistrates Court Act* and the *Evidence Act* have already codified the Common law and have also consolidated and clarified the law. However, in the case of the *Evidence Act*, some provisions which would further enhance the prosecution of offences have not yet been proclaimed.

Of particular note is section 72 of the Act which would enable the introduction into evidence of tape and video recordings of police interrogations and also the provisions of the Act which allow the court to consider samples of illegal materials such as drugs, rather than have to see the entire bulk. Efforts are already in train to facilitate the use of video recordings. Some equipment for this process has been obtained, rooms within the police stations have been designed or re-fitted for this purpose in new police stations and a Code of Practice to govern this activity has been drafted. Respecting the use of samples in the court, this will allow the police to destroy the bulk of seized drugs before the end of the trial process.

Consideration is being given to amending the *Evidence Act* to allow evidence from closed circuit T.V. to be used directly in court.

In addition, this Act will be regularly reviewed to determine whether more efficacious means may be permitted in obtaining and presenting evidence before the court while at the same time ensuring that the accused is not prejudiced. Careful study and assessment will be made of the criminal activities for which offenders will be tried and the suitable methods provided for to assist the process of justice in this century. We will also be reviewing carefully in this regard the Report of the Commonwealth Group of Experts on the Laws of Evidence.

Legislation which will be proposed

It is appreciated that new legislation is needed to enable a more complete and effective response to the challenge of

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reducing crime. In this regard, the following legislation is proposed

- (a) *Forensic Science Bill;*
- (b) *Organised Crime Prevention Bill;*
- (c) *Interception of Telecommunications Bill;*
- (d) *Penal Reform Amendment Bill;*
- (e) *Juries (Amendment) Bill;*
- (f) *Rehabilitation of Offenders (Amendment) Act.*

The *Forensic Science Bill* will authorise the forensic science laboratory to conduct many tests and to use the results in the detection of the commission of offences as well as the prosecution of offences or in other respects to assist the court. The legislation will also permit the charging of fees for work done for private entities or for foreign governments. At the moment this is not possible. When the new laboratory is opened we expect significant demands to be made for its services and skills from outside Barbados. We further expect that the capacity for the Police to increase their detection rates in crime will be significantly enhanced.

The *Interception of Communications Bill* is intended to give the police power to apply to the court for authorization to intercept electronic communications when investigating serious crimes where the police can satisfy the court that that authorization is necessary to obtain information vital to preserving national security or for the detection or prevention of a prescribed offence. The court must also be satisfied that certain stipulated safeguards have been put in place. This power to tap telephones and electronic mail, will give the police the powers many police forces outside Barbados already have. We anticipate that this will help the fight against major crime.

The *Penal System Reform Bill* will be amended to enable Parish Committees to take part in mediation exercises. The role of Parish Committees has been discussed in the introduction. Allowing them to have a role in mediating minor offences will formalize part of our history whereby good neighbours would intervene in some local disputes in

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order to keep the peace. This is the principle behind "restorative justice" i.e. bringing people together to restore the equilibrium in a community. The Parish Committee will be able to bring victims and offenders together and decide on a suitable way to deal with the problems.

The *Juries (Amendment) Bill* will remove a deficiency which now exists in the legislation that prevents a jury from deliberating for a period of more than three hours. The evidence led in some cases is so complex that it is appreciated that a greater period of time must be allowed for the jury to properly consider the matter before it.

The Rehabilitation of Offenders (Amendment) Act

It is proposed to amend the Rehabilitation of Offenders Act. At the moment, only persons who have not had a sentence of more than 3 years and who were first offenders can apply to have their criminal record regarded as 'spent'.

We believe that this is too restrictive and that some people who have more than one conviction can be seen to be rehabilitated. This is likely to be the case where persons obtained the convictions while very young. These persons if rehabilitated should not be forced to carry the burden of a conviction that ought properly to be regarded as spent.

We will also change the maximum sentence for eligibility to 7 years.

Other Proposals for Legislation

Legislation will also focus on the modification of the behaviour of persons in matters where previously common sense and a civic responsibility dictated appropriate behaviour. It is clear that it is now imperative that the cavalier, anti-social and uncaring behaviour of persons that leads to damage to the environment or the social fabric of the community must be prohibited. Therefore,

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persons, for example, who litter or verbally abuse others in public or commit other anti-social acts, will be liable to penalties intended to jolt them into a sense of responsibility through the replacement of any thing belonging to the community that that person has destroyed whether material or comprising the social capital.

These penalties will involve work in the community, and will, to the extent possible, be related to the offence. Thus people who litter will have to work for the garbage disposal process in some way so that it can be brought home to them how much littering costs the community. It will also reassure the community that something can be done with selfish persons.

The kinds of penalties being considered are:

Fixed community service penalties

<i>Littering</i>	<i>20 hours</i>
<i>Abusive language</i>	<i>15 hours</i>
<i>Driving a jet ski within 100 meters of the beach</i>	<i>30 hours</i>
<i>Breaking the queue</i>	<i>10 hours</i>
<i>Indecent language</i>	<i>15 hours</i>
<i>Throwing stones on the highway</i>	<i>20 hours</i>
<i>Excessive noise</i>	<i>20 hours</i>

Second offences will attract a penalty that is double the first penalty. The scheme will be run by the Probation Service who will make recommendations periodically to the court as to suitable penalties. It is envisaged that this approach will be effective in engendering the appropriate behaviour without resort to harsh penal measures and equally important, will save many hours of court time while bringing home to offenders the seriousness of their offences to the community.

Legislation will also be proposed that will allow fixed monetary penalties to be imposed for minor criminal offences which are not seen to attack the social fabric. The purpose would be to cause the offender to appreciate immediately that he or she was breaking the law and to save valuable court time.

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Examples of offences are:

Gambling,

Obstructing a police officer in execution of duty.

The use of 'fixed penalty tickets' for motoring offences will also be greatly increased and therefore we will have to make it easier for people to admit to the commission of an offence and accept a penalty without resort to the court. Currently, these offences engage a significant part of the court's time. The legislation proposed will also provide for the payment at places other than the courts that are designated to accept such payments in addition to the courts. These could include police stations, places where people can currently pay utility Bills or by posting a cheque. This will result in a much higher proportion of people paying their tickets.

Legislation will also be proposed to create a Department of Corrections. Chapter 5 of this paper described our proposals for corrections in general. It is sufficient here to say that we believe that corrections (prisons, probation and the Industrial Schools) can be run far more efficiently and effectively if their management and policy-making is unified.

We will also propose legislation to establish a parole system. This too, is described in Chapter 5. The purpose of parole is to release early prisoners who will not be a public threat and who need structured assistance to help their rehabilitation. A properly run parole scheme will reduce the overall rate of crime.

Other Arrangements

We have now signed exchange of prisoners agreements with the United Kingdom, Canada and Switzerland. By this agreement nationals of foreign countries who wish to serve their sentence in their home country can apply to be transferred there. We need legislation to regularize the process.

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Finally as stated in Chapter 4, Barbados still has on its statute books many laws that are more suited to a time that is long past and one that does not reflect a progressive, fair and developmental approach. With this in mind we propose to order a study to review the laws that fall into this category and repeal or amend the same.

We will also seek to remove as offences those acts which may best be dealt with by administrative regulation rather than seeking to make persons criminals for the simple act of pursuing an otherwise legitimate activity. Further we will review the practice of persons being committed to jail for failure to pay civil debts or maintenance in circumstances where they are lacking the means to do so. It is not intended to interfere with the power of the courts to commit persons for contempt of court.

With this framework in place we will be in a much stronger position to reduce crime, improve the administration of justice and increase the quality of life of all Barbadians.

7. Reducing Opportunities For Crime

Crimes are committed because the opportunity to commit them exists.

If opportunities are reduced then crime will decrease.

Properly organized opportunity-reduction programmes have been shown to be the most cost-effective way to reduce crime.

What's Working

- *Lectures to schools and other groups by the Police Community Policing Department and the National Task Force On Crime Prevention*
- *Surveys in homes and business places by the National Task Force On Crime Prevention*
- *A property-marking scheme in the Brittons Hill/Maxwell and Grazettes/ Bush Hall districts*
- *An experimental improved street lighting programme in the Brittons Hill/Maxwell and Grazettes /Bush Hall districts*
- *Prosecuting of motorists for excessive speeding*
- *Closed Circuit Televisions in St Lawrence Gap*
- *Measures by hotels to reduce burglary*
- *Public Service Announcements educating citizens on crime*
- *Crime prevention booklets distributed to the public*
- *Increased use of surveillance by businesses*

What's not working

- *Citizens having inadequate security measures at their residences*
- *Too little property marking*
- *Too many over-grown areas near to residences allowing criminals to survey residences and occupants before committing crimes*
- *Too many dimly lit streets*
- *Not enough Police for crime prevention work*
- *Breakdown in community surveillance*

Within the next five years, we propose:

- *To encourage citizens to increase home and business security*
- *To start a national de-bushing campaign*
- *To commence a crime prevention and awareness campaign geared towards young children*
- *To improve the quality of street lighting across the island*
- *To install speed cameras on all of our highways and other stretches of roads known for excessive speeding*
- *To install closed circuit television in St. Lawrence Gap and Bridgetown*
- *To mark the property of house holders in high risk areas across the island*
- *To monitor the purchase of second hand gold and silver to jewellery establishments*
- *To control the issue of motor vehicle license plates*

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- *To broadcast Public Education programmes and Public Service Announcements aimed at reducing crime*
- *To shift the focus of the Police to problem solving policing which focuses on crime prevention*

We are therefore involved in a major programme to reduce opportunities for crime and this will be expanded over the next few years.

There are three main methods to reduce opportunities for crime. We will develop all of them. These methods are:

- *increasing the perceived effort of crime,*
- *increasing the perceived risks of crime,*
- *reducing the anticipated rewards of crime.*

Increasing the perceived effort of crime involves using approaches which make crime more difficult to commit. Therefore we will be:

- *Encouraging the target-hardening of residences and businesses. The National Task Force on Crime Prevention and the Royal Barbados Police Force will continue to issue booklets, leaflets and flyers to residents and business advising them how to better secure their premises to avoid burglaries.*

Increasing the perceived risks of crime conveys to potential offenders the fact that if they attempt the crime they are likely to be apprehended. In order to do this the following will be implemented:

- *The Ministry of Health and the Environment will debush shrubbery from areas in close proximity to residences and business and recover the expense from the owners of privately owned property, as appropriate.*
- *Residents will be mobilized to beautify the debushed areas and maintain them so as to deny potential offenders safe harbour.*
- *The National Task Force on Crime Prevention, the Ministry of Public Works and the Royal Barbados Police Force will combine efforts to improve the quality of street lighting*

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across the island. This will be done by increasing the number and intensity of lamps.

- Speed cameras will be installed on all of our highways and other stretches of roads known to be used for excessive speeding by motorists.

- Closed Circuit Television systems will be installed in Bridgetown. This will help to curb anti-social behaviour, robberies and theft from motor vehicles, and will help to detect other crimes.

- The Royal Barbados Police Force will shift to problem solving methods of policing, namely Community Policing and Problem Oriented Policing. This will involve the Police, the Communities, Ministries, Agencies and the Local Parish Committees in defining crime problems and implementing solutions to solve them.

- We will educate the public and most importantly young people on ways to avoid becoming a victim of crime - whether in the home or in the street.

The aim of reducing the anticipated rewards of crime is to show clearly to potential offenders that they will not benefit from their deeds. To this end, the following will be implemented:

- The Royal Barbados Police Force and National Task Force on Crime Prevention will continue to conduct property marking in selected areas across the island. This will be accompanied by a publicity campaign in the print and electronic media.

- We will introduce legislation requiring jewelry establishments to keep a register of purchases of used jewelry and making them liable for receiving stolen goods.

- The Licensing Authority will be made the sole manufacturers and issuers of vehicle plates which will carry clearly identifiable means of manufacture and detection if switched.

A crime prevention campaign will be designed for young school children with a crime prevention Mascot called

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Charlie the Crime Stopper. We propose to make Charlie a household name.

Government agencies alone cannot reduce crime. The Council of Guardians described in the Introduction will work with the Police and National Task Force on Crime Prevention in identifying problems and formulating strategies, and an invitation will be extended to the business sector to participate in this process through their associations.

If the general public works with official groups to identify problems and help design solutions for crime problems we will significantly reduce the levels of crime in Barbados.

Within five years we will:

- *have access to crime prevention information on a current basis*
- *have doubled the street lighting in high crime areas*
- *have a regular debushing service*
- *have speed cameras on the major roads*
- *have CCTV in Bridgetown*
- *have national licence plates*
- *have regulated the buying and selling of expensive jewelry*
- *have a national property marking system*
- *have an established crime prevention mascot for young children*

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