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INTRODUCTION

The purpose of this report is to present the South America regional group's assessment of the drug problem in 2011 and part of 2012, to highlight the main foreign aid requirements identified by national authorities in the region and to put to the Central Dublin Group the recommendations made in the relevant mini Dublin groups.

Information from the mini Dublin groups for Argentina, Bolivia, Brazil, Colombia, Chile, Ecuador, Paraguay, Peru, Uruguay and Venezuela is set out below.

Before going into detail about the situation in each country, it should be pointed out that all Latin American countries, that is to say, not just those countries covered by this report, but also the Central American countries as well as Mexico, are beneficiaries of the **Cooperation Programme on Drug Policies between Latin America and the European Union (COPOLAD)**. The COPOLAD programme, which is funded by the European Commission to the tune of EUR 6 000 000 for its duration of four years, was launched on 31 January 2011.

It is managed by a consortium of countries, including Argentina, Brazil, Chile, Colombia, France, Germany, Peru, Portugal and Uruguay, led by Spain.

COPOLAD has been organised around four components:

1. Consolidation of the EU-Latin America and Caribbean Anti-Drugs Coordination and Cooperation Mechanisms (CCMs) by enhancing bi-regional dialogue.
2. Consolidation of the national drugs observatories.
3. Capacity-building on demand reduction.
4. Capacity-building on supply reduction.

The Programme has been running since January 2011 and has been fully operational now for over a year. A comprehensive review of the Programme will take place at the second Annual Conference which is due to be held in Brussels on 6 and 7 June 2012, immediately after the high-level meeting of the EU-Latin America and Caribbean Anti-Drugs Coordination and Cooperation Mechanisms (CCMs).

In addition to the reports submitted by the Dublin Groups in the different countries, this summary cannot but allude to the **debate** which is currently raging across the whole of Latin America and not only the southern part, on the **current approach to combating drugs**. The leaders of many of the region's countries have spoken publicly on the matter. The Colombian President, Juan Manuel Santos, even broached the subject during his speech at the Summit of the Americas in Cartagena de Indias on 14 and 15 April 2012.

Moving away from scepticism about the achievements of the current drug policy, which focuses mainly on supply reduction and the criminalisation of consumption, it is being argued that there is a need to launch an objective and rational debate, based on figures backed up by experts and on verified proof, about whether the current anti-drugs policy is as good as can be implemented. It is necessary to investigate whether any more effective and less costly alternatives exist, somewhere between the "purely repressive model" and the other extreme, which would be to legalise drug production, transit, distribution and consumption. Somewhere in the middle ground, various approaches are possible, which include for example decriminalising drugs consumption and treating drug use as a public-health problem, to paraphrase the words of the Colombian President.

In this regard, one of the outcomes of the **Summit of the Americas** has been the mandate given to the Organization of American States to analyse the results of the current anti-drugs policy in the Americas and explore new approaches to strengthen this policy and make it more effective. The interest in this debate in Latin America has been sparked by concern generated by the impact of the fight against drug trafficking on the security and stability of the State, and the violence and corruption associated with the illegal drugs trade.

1. ARGENTINA

1.1. General situation

The trend noted in the last report in 2011 has been maintained: there has been an increase in transit traffic and in local consumption. The situation is especially precarious in the urban slums, with the resulting problems of social exclusion and an increasing lack of public safety. Police operations and drug seizures have continued along the same lines as before.

As in most Latin American countries, cocaine is still the main problem. But in Argentina, current-day drugs consumption has two novel features: an increase in the quantity consumed/trafficked and diversification of supply.

While Argentina continues to be primarily used by international drug-trafficking criminal organisations as a transit country for cocaine bound for Europe and Africa, this report confirms that there has been an increase in small-time drug dealing and points to the existence of local cocaine processing networks (sourcing mainly from Bolivia, with its highly porous border), and the manufacture of synthetic drugs.

Though the increase in drug consumption affects all social classes, Argentina has officially expressed concern about the increasing consumption of a derivative of cocaine base paste known as "paco" and the amount of violence it generates.

It could be said that drugs use is, sadly, class-based. Cocaine paste or "paco" is neurologically and physically more destructive than other less adulterated drugs. Being cheaper, it greatly impacts on the most vulnerable sectors of Argentinian society, especially so in the shanty towns, and there has been a growing number of crimes against life or property of persons associated with the consumption of this drug.

As regards the debate on the legalisation of drugs and whether or not to revise the current model and explore alternatives, the report highlighted the discussions by Heads of State of the Hemisphere at the Summit of the Americas, held in Cartagena de Indias on 13 to 15 April. While officially, Argentina does not support full decriminalisation, it has not opposed the study commissioned by the Organisation of American States (OAS), featuring contributions from other bodies such as the Pan-American Health Organisation, based in Buenos Aires, and the United Nations Office on Drugs and Crime (UNODC). The very fact that there has been a debate on the subject is seen as a positive step by the Argentinian government.

In this context, Argentina could conceivably agree to the decriminalisation of the possession of drugs for personal use, on a small scale. This would require a change of legislation, as currently Article 14 of Law 23.737 on Narcotic Drugs (1989) punishes the possession of drugs for personal consumption with imprisonment, ranging from one month to two years (replaceable with educational measures or treatment at the judge's discretion). There has been a direct correlation, in the past twenty years, between the tightening of legislation and the increase in the foreign and female prison population incarcerated for drug-related crime. In 2009, the Supreme Court ruled that Article 14 was unconstitutional in the case of possession of small amounts of cannabis (Arriola case). On 29 March the ruling party tabled a draft amendment in the Senate, with a view to decriminalising small-scale possession and personal consumption of all kinds of drugs.

With respect to the fight against money laundering, in December 2011 the government adopted the amendment to the anti-money-laundering Law sought by the Financial Action Task Force (FATF) in the context of the G-20 commitments. The FATF will continue to monitor the situation.

1.2. International cooperation

There is a satisfactory level of cooperation by local authorities in combating drugs.

EU: Argentina participates in and benefits from the Cooperation Programme on Drug Policies between Latin America and the European Union (COPOLAD). In the context of this programme, a seminar entitled "Drug policies: Decentralization" was held in Buenos Aires in April 2012. In May, also in Buenos Aires, an Institutional Seminar for Police and Prosecutors is to be held in the context of the AMERIPOL-EU Project (Strengthening cooperation - the cocaine route to Europe) and a Stakeholders' Conference will be organised as part of the CORMS (Cocaine Route Monitoring and Support) project.

Germany: There is some operational cooperation in the fight against international drug trafficking with the presence of the Federal Criminal Police Office (BKA), which analyses the various possible forms of assistance measures on an ongoing basis, though there are no specific plans for 2012.

France: Is seeking to address illicit drug trafficking by means of training programmes and seminars, generally on a regional basis. Is part of the COPOLAD programme, through the inter-ministerial centre for anti-drugs training (CIFAD) in Martinique.

Spain: Heads up the EU's COPOLAD programme. In addition to this, the Ministry of the Interior and the Spanish Agency for International Development Cooperation fund training programmes.

US: Supports Argentina in combating drug trafficking by various means. One of the main means of support is the multilateral support mechanism provided by the Organisation of American States (OAS) and the Inter-American Drug Abuse Control Commission (CICAD). The USA also provides limited bilateral assistance through the Bureau for International Narcotics and Law Enforcement Affairs (INL) of the US Department of State. Cooperation with the Security Forces in combating drug trafficking is channelled through various offices of the US Government Agencies in Buenos Aires, including the Drug Enforcement Administration (DEA), the Department of Homeland Security, the Department of Defence and the Federal Bureau of Investigation (FBI). Most of the bilateral assistance in the fight against drug trafficking was frozen in February 2011, after the Argentine Government seized the cargo of a US military plane in Buenos Aires international airport. Subsequently, the Argentine Government temporarily suspended cooperation with the DEA.

United Kingdom: During the past six months cooperation has been mainly with Paraguay, no new projects having been set up with Argentina. Work with the Serious Organised Crime Agency (SOCA) is ongoing in order to analyse patterns of drug consumption and trafficking in Argentina.

Italy: Operational cooperation on the fight against international drug trafficking with the presence in the Italian Embassy of the Office of the Police Attaché of the Central Directorate for Anti-Drug Services of the Italian Ministry of the Interior (DCSA).

1.3. Recommendations

As has been said in previous reports, there is room for improvement and there is a need to step up international cooperation (on corruption, porousness of the border, adolescents, prevention and rehabilitation, alerts, money laundering alerts, administrative and police coordination).

To the above, the following key concerns for the future can be added:

- The profound problem of poverty created by enormous social disparities (35 % of poverty, according to Catholic Church sources) compounds the problem of drug addiction. As the environmental response capacity is disproportionately diminished in this social context, there is a need to promote neighbourhood welfare services. The Argentinian authorities are aware of this problem.
- Growing correlation between drugs and children in slums, which is worrying.
- Lack of coordination between drug demand reduction policies at various levels of the Federal / Provincial / Local Administration. It would be good to have a joined-up policy that would serve as a framework for the thirty or so relevant drug demand reduction bodies. The problem is not so much a question of the availability of funds (globally, some USD 90 million are available for drug demand reduction), but rather of the need to create synergies. On the Federal front, the National Secretariat for the Prevention of Drug Addiction and Narcotics Trafficking (SEDRONAR) has published its short-term objectives:
 - "territorialising" its action: involving the provinces and municipalities in combating drugs.
 - prioritising efforts to combat the manufacture, sale and consumption of cocaine paste "paco", though not at the expense of other long-standing objectives such as tackling cocaine / heroin / marijuana or new synthetic drugs manufactured using illegal chemical precursors.
 - improving coordination and efficiency of expenditure.

- Solving the lack of continuity in the police chain of command and the lack of a central coordinating body for combating supply (Federal Police, National Gendarmerie, Naval Prefecture, Airport Security, provincial and local police).
 - Improving international / bilateral mechanisms for exchanging police information and intelligence with the aim of reducing response time and carrying out joint operations.
 - Improving statistical measurement (the National Drugs Observatory has been operational since 2005; setting up provincial observatories).
 - Tackling corruption in all police, judicial and civilian authorities. Recent little-publicised cases, such as the raid on SEDRONAR headquarters for evidence as part of an investigation into alleged false import permits for precursor chemicals (27 000 kg of ephedrine during 2007-2008) are positive signs that, despite the fact that there may have been breaches of the law by bodies coordinating the fight against drug trafficking, the current national authorities are committed to prosecuting those responsible.
 - More thorough inspections of containers at ports.
 - Formulating comprehensive drug dependence care plans, ending the idea that repression is the only way of dealing with the drugs problem. Treating addiction and drug-related illnesses.
 - Improving the socioeconomic conditions of populations in border areas - that are disadvantaged to begin with - in order to reduce drug trafficking at retail level by "mules".
 - Expediting legal proceedings in drugs-related cases.
 - With greater interministerial coordination, there could be more refined control of chemical precursors, as these substances are legal, dual-use items.
- Some progress has been made, particularly in relation to recording the production /import / export / transport /distribution of these substances on the National Register of Precursor Chemicals and providing training for judicial personnel on the prosecution of the manufacture of chemical precursors above the nationally authorised quota.
- Despite positive efforts by the relatively new Ministry of Security to combat supply, there would appear to be a degree of slowness in getting operational measures off the ground and allocating resources.

- The Security Forces' budget for monitoring the northern border could do with being increased.

2. BOLIVIA

2.1. General situation

The Bolivian government's policy on coca leaf growing is based on respect for traditional uses, voluntary rationalisation of crops and self-regulation by producers, focusing on the difference between traditional uses and illegal crops and products (saying yes to coca, but no to cocaine). The government strategy rules out the use of force to eradicate crops (except in specific locations, such as national parks), aims at both national and regional action to combat drug trafficking and highlights the idea of sharing responsibility between producing and consuming countries.

National law (Law 1008 of 1988) allows cultivation of 12 000 hectares in the Yungas region for traditional purposes, a limit which has been increased twice, in 2004 and in 2008, to 20 000 hectares, by means of agreements, which do not have the force of law, between the Government and the six coca-growers' federations in the Chapare region and coca-growers' federations in other regions. In the Chapare region, cultivation of a "cato" (0.16 ha) by each member of the region's six farmers' federations is tolerated. It is currently estimated that, in this region alone, 40 000 coca producers are members of one of the coca growers' unions (there are some 85 000 countrywide). Under Bolivian law, coca plantations in national parks are illegal (though there are legal or authorised plantations in Carrasco and Isiboro Sécure national parks, which existed before these areas were turned into national parks) and face eradication. Lawful production should be marketed via two outlets controlled by the National Directorate of Coca Leaf Control and Industrialisation (DIGCOIN) in Villa Fátima (La Paz) and Sacaba (Cochabamba).

On the basis of a thousand-year-old tradition of coca leaf consumption for medicinal reasons in the Andes, Bolivia is in favour of decriminalising coca leaf consumption within its territory. On 29 June 2011, having failed in its efforts to delete two subparagraphs of Article 47 of the United Nations Convention on Narcotic Drugs (1961), requiring coca leaf chewing to be banned within 25 years of ratification of that Convention, Bolivia withdrew from the Convention, with effect from 1 January 2012, by means of a letter sent by President Evo Morales to UN Secretary-General Ban Ki-moon on 28 December 2011.

At the same time, Bolivia applied to immediately re-accede to the Convention with a reservation on the acceptance of coca leaf chewing and on legal coca leaf use in Bolivia. The readmission procedure is not immediate and is subject to more than one-third of the States parties not opposing the reservation, in which case reaccession will take effect during the first quarter of 2013. In any event, Bolivia has adopted a national law under which it undertakes to unilaterally fulfil its obligations under that Convention (with the obvious exception of the obligation to which its reservation relates).

In August 2010 Bolivia completed a national survey of household coca leaf consumption, carried out by the National Statistical Institute (INE) under the EU-sponsored Comprehensive Study of the Coca Leaf, to ascertain the level of lawful demand for coca. In April 2011, it also completed a study on the average productivity per cultivated hectare. However, the findings of those studies, which should help the Bolivian government to construct new public policy on coca and ascertain the volume of traditional consumption of coca, have yet to be published. The Government claims to be withholding the studies on the grounds that they are methodologically flawed, but not publishing their results creates an atmosphere of uncertainty and causes speculation.

In September 2011 the USA, for the fourth year running, issued a Presidential Determination in which it named Bolivia as a country that had "failed demonstrably" to meet its obligations under international counternarcotics agreements. However, the US State Department's Narcotics Affairs Section is continuing to support action to combat drug trafficking in Bolivia. Moreover, on 20 January 2012, Bolivia, Brazil and the USA signed up to a three-party agreement under which a pilot project is to be set up to monitor excess coca production using advanced technology, which will allow greater control of excessive coca cultivation in Bolivia.

On the other hand, the Bolivian government has started lobbying for the support of third countries, especially EU Member States, neighbouring countries and Russia, and has signed police and border cooperation agreements with Argentina, Brazil, Peru and Paraguay.

The UNODC report on the Plurinational State of Bolivia Coca Cultivation Survey for 2010 was presented on 9 September 2011, three months later than the reports for neighbouring countries, as the Bolivian Government and UNODC set up joint investigation teams to check the information on the ground. The UNODC report estimates that the total area under coca cultivation in the regions surveyed amounts to 31 000 ha. This represents an increase of 100 ha on the figures for 2009, which the report describes as "statistically insignificant". In contrast to the 1 % increase from 2008 to 2009, and 6 % from 2007 to 2008, the rationalisation and eradication campaigns have brought stability after the moderate pace of growth of recent years.

According to the report, the coca-growing area produces around 55 500 tonnes of coca leaf (+1.4 %), fetching farm-gate prices 16 % higher than in 2009 (having dropped 22 % in the previous year), put at USD 310 million for 2010. Cocaine base paste and cocaine hydrochloride prices have increased significantly this year. The total value of the coca leaf produced amounts to 1.7 % of the country's GDP for 2010, or 12 % of the agricultural sector. According to DIGCOIN data, only 19 182 tonnes (-1.5 % on 2009, or 35 % of production) were marketed through lawful channels controlled by DIGCOIN. The report highlighted coca leaf prices on the two legally authorised wholesale markets and elsewhere, i.e. in the farm gate production areas.

In both cases, the price per kilogram of coca increased considerably in 2010 (between 21 and 35 %). The price increase on authorised markets is probably due to a reduction in the supply of coca leaf since it is unlikely that large quantities are being diverted from these urban establishments. The price increase in production areas could be caused by a reduction in supply, following the eradication of a total of 20 000 ha during the past three years, as well as a growing demand from drug traffickers who are willing to pay increasingly high prices for diverted coca leaf.

The main coca-growing areas continue to be the Yungas of La Paz (20 500 ha, -2 %), and the Cochabamba Tropics (10 100 ha, + 4 %). The report also detects crops in the Cochabamba Tropics' two national parks, making up 22 % of the total for that region, an increase of 8 % compared with 2009.

According to figures presented by the Bolivian authorities in relation to eradication and seizures, 28.4 tonnes of cocaine base paste were seized from 1 January to 31 December 2011 (compared to 25.7 tonnes in 2010) and 5.6 tonnes of cocaine hydrochloride were seized (compared to 3.4 tonnes in 2010), representing a total of 34 tonnes (and an increase of 17 % on 2010). There were also 382 tonnes of marijuana and 1 328 896 pounds of coca leaf seized (as against 1 073 tonnes of marijuana and 2 240 694 pounds of coca leaf seized in 2010). Therefore according to the official Bolivian figures, 2011 saw an increase in seizures of cocaine base paste and cocaine hydrochloride and a decrease in seizures of marijuana and coca leaf. Also, according to the Bolivian government, 10 500 ha of excess coca crops were eradicated in 2011.

2009, 2010 and 2011 saw increases in crime connected with organised drug trafficking, associated with an increase in drug transiting through the country, particularly cocaine from Peru. There were significant seizures of precursors, apparently from Argentina, Chile and Brazil, and of cannabis, apparently from Paraguay. Another worrying trend is the increasing presence of non-nationals involved in organised crime. In this context, it is significant that the Bolivian and Colombian authorities announced on 15 March 2012 that they intend to establish a bilateral cooperation mechanism on drug trafficking, the exact nature of which is yet to be defined.

2.2. International cooperation

UNODC: In cooperation with the Bolivian government, in 2009 UNODC prepared a country programme covering various aspects of the fight against drug trafficking in Bolivia. The five-year programme, which UNODC unveiled in Brussels on 13 October 2010, has been allocated funding of USD 47 million and aims to get funding from the international community. To date, no major financial commitments have been made under this programme, which puts a question mark over UNODC's continued presence in Bolivia.

However, the Bolivian government has committed itself to providing USD 50 000 in direct support to the UNODC office in Bolivia for 2012.

Germany:

- Situation assessment of the institutions responsible for combating drugs and of strategies for strengthening their position (2011-2012, EUR 171 700), in cooperation with UNODC.
- For the integrated management of natural resources in the Yungas of La Paz (Municipality of La Asunta) for 2010-2012, Germany is funding the UNODC to the tune of USD 782 700, USD 255 900 of which have been disbursed.
- The BKA plans to run a training course in the city of Puno in 2012 for Bolivian and Peruvian officers, on border cooperation.

Belgium: Project for integrated, sustainable exploitation of forestry resources in the Cochabamba Tropics: Consolidation phase - EUR 2 400 000 (15.11.2010-14.11.2014) in cooperation with the Vice Ministry of Coca and Integrated Development.

European Commission:

- National integrated development plan involving coca: 2008-2013: EUR 26 million.
- Devising social control mechanisms: 2008-2012: EUR 10 million.
- Programme to support the establishment of the National Council to Combat Drug Trafficking (CONALTID): beginning in 2011: EUR 9 million.
- Support for UNODC: 2010-2011: EUR 500 000 (closure).
- At regional and sub-regional level (via Andean Community), the EU is funding 4 projects that also benefit Bolivia (total funding EUR 14 million).

Denmark:

- Has provided USD 360 000 for 2011 and 2012 in support of the UNODC coca crop survey of Bolivia.
- Has provided EUR 1 million for 2007-2013 in support of the fight against corruption, specifically to the Financial Investigations Unit in relation to money laundering, financing of terrorism, drug trafficking and corruption.

Spain:

- Technical assistance and courses on organised crime, preventing corruption, youth crime and synthetic drugs.
- Is providing USD 141 000 in 2012 in support for **UNODC** action.

USA: The USA State Department's Narcotics Affairs Section (NAS) supports action to combat drug trafficking in Bolivia, with a budget of USD 10.8 million for the current period. On 30 September 2012 the USA will cease to provide direct operational support for Bolivia's efforts on eradication, prohibition and police development. This support includes uniforms, food, medical evacuations and treatment, troop transport, field and office equipment; maintenance of facilities, vehicles, computer equipment and telephones; mobile phone services, Internet and postal services and drugs test kits.

Support will continue for air logistics, including helicopter and cargo aircraft maintenance; training of crews, training of police, prosecutors and judges; Garras de Valor training centres facilities; the canine programme, including dog food, veterinary care and transport costs; as well as several demand reduction projects.

The USA will provide GPS equipment and digital laser measurement equipment, training and personnel for the trilateral project between Bolivia, Brazil and the USA on monitoring excess coca cultivation.

France: France is cooperating in 2012 though its exact budget (approximately USD 150 000) for monitoring the cultivation of coca and drug prevention and drug treatment has yet to be decided. In terms of training, it plans to run four courses for members of the Special Force for the Fight against Drug Trafficking (FELCN) and counternarcotics prosecutors, on investigative techniques using mobile phones and the Internet, monitoring and surveillance techniques, and money laundering. It is also planned for two prosecutors to attend a week-long seminar in Paris on combating drug trafficking. The Attorney General and the Director of the Directorate for the Registration, Control and Administration of Seized Assets (DIRCABI) also plan to attend a seminar in Paris on seized assets. The Head of FELCN has been invited to a seminar organised by France in Venezuela, on cocaine routes.

Italy: Italy has disbursed USD 300 000 towards the UNODC country programme and has organised a course for 60 FELCN police officers on special anti-drug investigation techniques and methods for recycling illegal capital. Italy is also negotiating a bilateral cooperation agreement with Bolivia, to include means of combating drug trafficking and organised crime.

United Kingdom: In January 2011, the UK and Bolivia signed a bilateral agreement for cooperation in the fight against drug trafficking. Under this agreement, the United Kingdom is contributing USD 160 000 towards training for the FELCN, to include assistance in relation to controls at major airports and investigation techniques.

2.3. Recommendations

- Put the fight against drug trafficking at the top of the agenda in bilateral relations between Bolivia and Dublin Group member countries. Under present circumstances, there is a need to step up national and international efforts to tackle drug trafficking in Bolivia.
- By way of acknowledgement of the fact that the reports and recommendations of the mini Dublin groups have made no great impact in terms of financial or technical cooperation with Bolivia, it needs to be assessed whether a formal and regular dialogue should be established with the Bolivian authorities, especially at technical and institutional level, in order to advance the development and implementation of a joint work programme. A coordinating committee could also be set up to avoid duplication of efforts and promote cooperation, membership of which would include some countries that are active in the field though outside the mini Dublin group.
- Encourage the authorities in the Plurinational State of Bolivia to step up efforts to make substantial progress in significantly reducing coca growing, in prohibiting and destroying excess coca leaf, as well as prevention schemes designed to cut domestic drug use.
- Bear in mind the many regional, bilateral and multilateral initiatives in taking a regional view of the problem, to address issues such as cross-border trafficking in illegal substances and cross-border criminal organisations, while actively seeking to involve neighbouring countries so as to arrive at greater cooperation and coordination.

- Urge the Bolivian government to publish the results of the Comprehensive Study of the Coca Leaf in Bolivia.
- Impress upon the Bolivian government the need to identify current bottlenecks in public institutions and to submit an action plan identifying specific areas of cooperation. This action plan, coordinated through CONALTID, should focus on achieving better coordination between the Bolivian institutions with a specialist role in combating drug trafficking, particularly the FELCN, with the strengthening of their practical and technical facilities, particularly in areas such as intelligence, investigation and evidence gathering, and support for border control systems, coordinated support for the Bolivian administration to step up anti-corruption action, gathering of evidence usable in court, money laundering, improving the legal framework and means available to police for asset recovery, witness protection and undercover agents.
- Strengthen the Bolivian justice administration, focusing on issues such as serious crimes and the fight against organised crime.
- Continue with the Bolivian government's integrated development programmes so as to change the economic structure of coca-growing areas and create economic alternatives and employment for their inhabitants.
- Suggest that the UNODC, in coordination with the Bolivian government and with international support, should ensure its presence in Bolivia and update its 2010-2015 country programme, and adapt its programmes to the funds provided by the donor community.

3. BRAZIL

3.1. General situation

Brazil is currently regarded as a significant transit and consumer country for illegal drugs, mainly cocaine.

The most recent official data on consumption of drugs in Brazil, which date from 2005, give a figure of 900 000 cocaine users, with an estimated 0.9 % of those aged 15 to 64 using the drug, making Brazil the largest consumer in South America and one of the top consuming countries in the world. Moreover, most of these 900 000 cocaine users consume crack, with all the social consequences it entails.

The situation as regards other drugs is less dramatic. The number of cannabis users is apparently fairly stable, with approximately 6.3 % of young people aged 15 to 16 using the drug and only 2.6 % of the general population aged 15 to 64 (2005 data). This is one of the lowest figures in South America¹.

The figures for the use of amphetamine-type stimulants² is of more concern, with the 2005 figures showing that they are used by 0.7 % of the population, which is a high figure for the region. Although the estimated prevalence of ecstasy and other synthetic drugs (0.2 %) is still low for the region, a study carried out in Brazil in 2009 put the use of ecstasy among university students at 3.1 %.

Brazil also remains a significant hub for drug trafficking, particularly cocaine, as shown by the increase in the number of drugs seizures in Brazil in recent years. In fact, in 2009 Brazil was the main transit country for cocaine seizures carried out in Europe³.

¹ This is also low compared with Europe, where 5.2-5.3 % of the 15-64 age-group use the drug.
² The term amphetamine-type stimulants refers to a group of synthetic substances made up of substances in the amphetamine group (amphetamine, methamphetamine and methcathinone) and ecstasy-type substances (MDMA and analogous substances).
³ The number of drug seizures involving Brazil as a transit country rose from 25 in 2005 (339 kg of cocaine) to 260 in 2009 (1.5 tonnes), according to the 2011 World Drug Report.

Cocaine enters Brazil from Peru and Bolivia, either directly or via third countries such as Paraguay and, to a lesser extent, Argentina and Uruguay. In fact, a growing presence of Brazilian cocaine and cannabis traffickers has been detected in Paraguay (80 % of the cannabis consumed in Brazil comes from Paraguay). Paraguayan cocaine makes its way to Europe, through Brazil, where a significant quantity of the drug is offloaded, by various routes: along the north-eastern coast and directly to Europe or via Africa or even southeast through Argentina and Uruguay.

Brazil's long and uncontrollable borders (16 886 km) and coasts (7 408 km) make it very easy to smuggle drugs into the country. The lack of police resources (with just 982 police officers in 2010 to control the border regions), proximity to European markets via Western Africa and, increasingly, via the Balkans, a relatively well-developed communications network (with many international airports and over 40 major ports) as well as a modern banking system have made Brazil an ideal corridor for drug trafficking.

Cocaine enters Brazil mainly in the form of base paste which is then processed within Brazil in small laboratories scattered throughout the country rather than in a structured network.

With regard to national strategy, the Brazilian authorities appear to be aware of the seriousness of the general drugs situation and of its economic and social implications, and they have begun to take steps to address it. The National Drugs Policy Secretariat (SENAD) sees the issue of drug use and drug trafficking as one of the priorities of Dilma Rousseff's government.

An indicator of the determination of the Brazilian authorities to combat drug use and trafficking is the number of drug seizures on Brazilian territory: the federal police seized 27 tonnes of cocaine in 2012, and it is estimated that considerable amounts were also seized by the police forces in the various states. There being no common system for compiling seizure statistics, it is not possible to provide exact figures, but the total amount could be around 40 tonnes.

However, these significant figures should not lead us to believe that the forces of law and order are winning the war against drug traffickers. The police in Brazil have to deal with major obstacles, such as lack of personnel and resources and insufficient coordination between the different police forces.

Mention should be made of attempts to apply new control strategies, in particular the use in border areas of methods which do not require human resources. In general, the federal police have stepped up their operations and are focusing their efforts on border areas, in particular the borders with Paraguay, Peru and Bolivia. It is worth highlighting the "Operação Sentinela" initiative, a border control operation carried out between July and December 2011 on the borders with Peru, Paraguay and Bolivia.

Brazil is gradually changing the way it combats drug trafficking and drug use, making crop eradication a priority. It has recently carried out operations, not only within Brazil but also in producing countries ("Operação Aliança" with Paraguay to eradicate cannabis, and "Operação Trapézio" with Peru).

With regard to the institutional framework, a number of measures have been adopted to combat drugs in Brazil since the change of government at the beginning of 2011, leading to the conclusion that the Brazilian government has adopted a more proactive approach to this problem.

A good illustration of this new approach was the signing by the Brazilian government in March 2012 of an agreement with UNODC to contribute USD 2.5 million a year to its office in Brazilia.

In the course of 2010 and 2011, three studies were carried out to obtain an accurate overview of the current drugs situation in Brazil:

- A study designed to identify the so-called "*cracolândias*" (places in which crack is sold).

- A study aimed at drawing up a profile of crack users in those places (sex, age, social class, etc.).
- A study on drug abuse, i.e. the number of people using any drug (other than cannabis) for over 25 days in the previous 6 months.

The results of these studies have yet to be published, though most of the data has already been transmitted to the government.

It should be emphasised that no studies on drug use have been conducted since 2005, making it impossible to determine the true extent of drug use at present, given that the 2005 data are now very much out of date.

In December 2011 Brazil launched its second integrated plan against crack, based on the previous plan and with an increased budget of BRL 4 billion. Although the plan focuses primarily on treatment and rehabilitation programmes, it also contains anti-narcotic measures.

3.2. International cooperation

In recent times Brazil has attached increasing importance to the regional focus in the fight against drugs. As a result, it has signed a number of regional agreements in recent months. We would highlight in particular the agreement signed between Brazil, Bolivia and the **United States** in January 2012 aimed at controlling coca leaf crops in Bolivia.

Brazil has recently advocated the regional integration of certain organisations, particularly the Union of South American Nations (UNASUR), encouraging them to devote part of their work to combating drugs.

Brazil continues to cooperate with the **European Union** in the area of drugs and related crime. Brazil participates actively in regional programmes such as COPOLAD and in transnational projects (e.g. AIRCO, SEACOP, CORMS, AMERIPOL and PRELAC) aimed at combating cocaine routes.

3.3. Recommendations

In view of the trends observed, the outlook for the immediate future is that the number of drug users in Brazil will continue to increase. This growth will probably apply not only to cocaine but also to synthetic drugs (which, according to recent studies, are the drugs of choice in more than 10 Brazilian universities), particularly if economic growth continues at the same pace.

Against this background, the member countries of the mini Dublin group should:

- monitor publication of the findings of the national surveys carried out in 2010 and 2011, the results of which have not yet been published, and encourage the authorities to conduct more surveys, both general (to determine the extent of drug use) and specific (for particular target groups).
- maintain, or establish where necessary, channels of communication with the Brazilian drugs authorities, in particular SENAD and the federal police, in order to have access to updated information on drug use and drug trafficking in Brazil.
- encourage Brazil to sign bilateral agreements with its neighbouring countries to combat drug trafficking, and to continue to address drug trafficking in the regional organisations in which it plays an important role. Where appropriate, member countries of the mini Dublin group could join such agreements, creating three-way cooperation.
- Three-way cooperation could also be proposed in combating drug trafficking in West Africa, especially in the Portuguese-speaking countries with which Brazil has special links and interests.
- where appropriate, step up intelligence cooperation with the federal police in order to continue controlled deliveries.

4. CHILE

4.1. General situation

Controlling supply In 2011, the police forces reported a total of 51 273 cases involving breaches of the Drugs Law (Law No 20 000).

There were 77 987 arrests.

Drug seizures:

- Cocaine base paste: 7 059.77 kg
- Cocaine hydrochloride: 1 941.23 kg
- Processed marijuana: 14 565.59 kg
- Marijuana plants: 266 015 units
- Pharmaceutical products: 167 885 units

No seizures of heroin were reported.

As a result of the above operations, 754 firearms and 321 bladed weapons were also seized. In geographical terms, the main increases in police operations involving drugs offences occurred in the regions of Libertador Bernardo O'Higgins, Los Lagos and Tarapacá.

The figures for recent years enable a detailed analysis to be made of drugs seizures. There was a continued increase in seizures of both cannabis and marijuana plants. The amount of marijuana seized in 2011 was more than double the figure for 2007. There were also sharp rises in police operations under the drugs law and arrests as a result of increased activity by the two national police forces (the "*Carabineros*" and the criminal investigation police) in the fight against drugs, including micro-trafficking, driven by the government.

Both cocaine base paste and cocaine hydrochloride enter Chile via its 950 kilometres of shared borders with Peru and Bolivia, both of which are major cocaine producers and with which it shares a large number of uncontrolled border crossing points. The marijuana consumed in Chile comes mainly from Argentina and Paraguay and, to a far less extent, from small crops grown locally for domestic consumption.

The authorities have not detected the existence of laboratories for manufacturing illegal psychotropic substances.

The steps taken to curtail supply include the holding from 3 to 7 October 2011 in Santiago of the XXI Meeting of the Heads of National Drug Law Enforcement Agencies (HONLEA) in Latin America and the Caribbean. Led by UNODC, it brings together all the countries in the region, international organisations with responsibilities in the region in these areas (OAS, INTERPOL, GIFU, etc.), and certain other countries as observers.

The following topics were examined by working groups over the course of the meeting:

- Building partnerships with the chemical industry to strengthen precursor control
- Implementing effective border controls
- Addressing the proceeds of drug trafficking

In July 2011, Chile signed an agreement with UNODC committing itself to take part in the prevention of the diversion of drugs precursors in the Latin American and Caribbean Region (PRELAC) project.

In the context of this partnership, international PRELAC representatives met in Santiago with customs officials, officials from the public health institute, the national police ("*carabineros*"), the criminal investigation police, the public prosecution service and the Ministry of the Interior and Public Security.

The PRELAC programme, which seeks to extend the scope of its predecessor, the PRECAN programme (which was carried out with the Andean countries), is being implemented by UNODC, but is financed almost completely by the European Union (90 % of a total of EUR 2 437 075).

A UNODC mission spent the months of April and May 2011 performing a situation analysis in Chile so that efforts to control precursors could be stepped up.

The European External Action Service (EEAS) is currently appointing points of contact in each country where there is a delegation in order to coordinate work on drugs and chemical precursors. In particular, the EU is attempting to reactivate the agreements on chemical precursors signed with seven Latin American countries.

In Chile there are 5 047 companies associated with the production, manufacture or sale of chemicals that can be used for manufacturing drugs. Some 35 % of exports of such chemicals go to Peru and Bolivia. In 2009, 1 110 kg of precursors were seized, a figure which rose to 50 707 kg in 2010. In April 2010 the criminal investigation police, through "Operation Alcalis", carried out the biggest ever seizure of chemical precursors in Chile. In northern Chile, not far from the border with Bolivia, they intercepted a truck transporting to Santa Cruz de la Sierra (Bolivia) a total of 8 000 kg of sodium carbonate and 40 kg of sulphuric acid, which was intended to be used by a network of Bolivian drug traffickers to process seven tonnes of cocaine base and 700 kg of hydrochloride. The precursors were purchased by a company in Santiago which transferred them to warehouses in Arica in the north of Chile, from where they were transported via the Altiplano across the Chungará border crossing point (border with Bolivia) to Santa Cruz de la Sierra. Three Chileans and a Bolivian were arrested.

Faced with high crime rates in the Tarapacá region in northern Chile, which shares a 365 km long border with Bolivia, the Chilean government implemented the Iquique Plan, which includes a series of measures aimed at combating crime and reducing crime victim rates in that region, which is considered to be the main gateway for drugs into Chile.

Besides enhancing police resources (under Chilean law, the *Carabineros* or uniformed national police are responsible for border protection) and making more technical resources available to the police, the Iquique Plan proposes involving the Army in order to block unauthorised border crossing points, which have become common entry points for drugs. There are three legal, police-patrolled, border crossing points along the 365 km border with Bolivia, and at least 81 illegal crossing points that are used as transit points for drugs and vehicles carrying contraband.

Meanwhile, the northern border plan to seal the 950 km border Chile shares with Peru and Bolivia, and the 380 km border it shares with Argentina (of a total of 5 308), part of the "Safe Chile" public security plan for 2010-2014, remains stalled.

Another point of conflict relates to the 1904 peace treaty, which put an end to the second Pacific war between Chile on one side, and Peru and Bolivia on the other. As a result of that treaty, goods from Bolivia enjoy the right of free transit to the Chilean ports of Arica and Antofagasta, with practically no controls by the Chilean police except where they have well-grounded suspicions. This procedure is frequently used by front companies based in Santa Cruz de la Sierra (Bolivia) to send cocaine, hidden in containers, to ports in Europe, Africa and the United States. Chile has acquired additional scanner trucks for the detection of drugs in containers.

4.2. International cooperation

European Union: in addition to the Agreement on Precursors mentioned above, Chile is part of the COPOLAD programme consortium.

Spain: by way of the Spanish Agency for International Development Cooperation (AECID), Spain continued to organise seminars throughout the year at the Latin American training centres in Cartagena de Indias (Colombia), Santa Cruz de la Sierra (Bolivia), La Antigua (Guatemala) and Montevideo (Uruguay), for police and criminal investigation officers, on topics including cooperation in addressing the threat posed by drug trafficking and organised crime. There have also been exchanges of police officers, and seminars and courses held at Spanish civil guard and national police training centres.

Romania signed a bilateral agreement with Chile in 2004 on preventing and combating the illegal consumption and trafficking of drugs and psychotropic substances, on the basis of which Romania provides legal assistance in criminal matters involving drug trafficking.

France cooperates in the fight against drug trafficking mainly through CIFAD, the inter-ministerial centre for anti-drugs training - Martinique. Chilean officials took part in a seminar on new drugs investigation methods and a course on aerial surveillance organised by the internal security service of the Southern Cone in 2011. There are plans to organise further training courses in 2012, including a specific course in Santiago de Chile for the *Carabineros*, the criminal investigation police and customs officers.

The Netherlands are examining ways in which to exchange experiences with Chile in the field of customs operations. The emphasis will be on risk management and authorised economic operators, drawing on the experience and procedures in use in the port of Rotterdam.

4.3. Recommendations

- Drug use has increased in Chile in recent years as a result of the strong economic growth experienced by the country (after Argentina, it is currently the second country in South American in terms of per capita drugs consumption). Apart from some small cannabis plantations, Chile is not a drugs producing country.

- Chile's weak point as regards the fight against drugs is the porous nature of its borders with drug-producing countries such as Peru and Bolivia, aggravated by the fact that merchandise from Bolivia enjoy the right of access to Chilean ports under the 1904 treaty referred to above.
- Cooperation needs to be strengthened between the Bolivian and Chilean authorities in order to resolve the problem posed by the lax controls at Chilean ports on containers intended for export. It is of prime importance for the two countries to negotiate a joint strategy to ensure that application of the 1904 treaty does not facilitate drug trafficking.
- The police forces of Peru, Bolivia and Chile should cooperate effectively in the fight against drugs and in gathering intelligence. Cooperation with Argentina is satisfactory in this regard.
- The "*Frontera Norte*" project has been put on hold, possibly for budgetary reasons. Given the mountainous terrain and climatic conditions along the shared borders with Peru and Bolivia, it is impossible for such controls to be carried out effectively by land patrols, even with aerial support ("*Plan Vigía*").
- It is important to underline the genuine determination with which the Chilean presidency, the Ministry of the Interior and the forces of law and order are tackling the fight against drugs, a task to which ever-increasing human and material resources are being assigned. The criminal investigation police and the *carabineros* are reliable and effective partners. It is also worth drawing attention to the very low level of corruption among police and judicial authorities.

5. COLOMBIA

5.1. Current situation

Colombia has stood out in recent years in terms of the decisive action taken by the authorities to combat drug trafficking. Drug trafficking in Colombia covers all aspects: production, consumption, trafficking and money laundering, in the face of which

- the policies aimed at eradicating illicit crops, destroying laboratories, controlling ports and airports, dismantling criminal organisations involved in drug trafficking, etc., have continued;
- constant efforts are being made to control the cocaine problem at source;
- a further significant improvement in tackling all aspects of drug trafficking would require closer cooperation among the Andean countries to combat the cocaine-trafficking trends which have become apparent in recent years;
- greater international support is required in order to consolidate the results already obtained;
- the National Narcotics Directorate (DNE) is being disbanded and is currently being remodelled, though this has yet to materialise.

The Colombia Plan and the National Plan for Alternative Development have created an appropriate institutional framework which has resulted in the manual eradication of illicit crops, both forced and voluntary, as well as growth in alternative crops to replace coca leaves and opium poppy. With the support of the United Nations Office on Drugs and Crime, Colombia has set up an Integrated Illicit Crop Monitoring System (SIMCI), which is mapping illicit crops with considerable rigour and accuracy despite the difficulties presented by the Colombian topography and weather (frequent cloud cover hinders the operation).

The Colombian government has put in place an efficient system of legal instruments for terminating ownership of assets illicitly acquired by drug traffickers, although their implementation still faces significant challenges.

The citizen security law (Law 1453 of 2011), enacted on 24 June 2011, considerably increases the penalties for carrying or trafficking drugs (up to 30 years), re-criminalises personal use, criminalises illegal trafficking in chemical precursors for the manufacture of synthetic drugs and regulates the control of several chemicals that are not included in international agreements.

As shown in the most recent survey on drug use in Colombia, drug consumption is becoming a serious problem in Colombia and will require considerable attention from the Colombian authorities over the coming years.

On the supply side, this report does not contain information for 2011 as this will not be available for several months, but it does draw attention to the trends under certain headings (area under cultivation, size of holdings, etc.), based on the very useful information provided by UNODC and by the US embassy.

While Colombia continues to be the world's biggest coca leaf producer, the area under coca is decreasing, whereas in Peru, the next most significant producing country, the area under coca has increased in recent years, leaving Peru very close to Colombia in terms of coca leaf production.

In 2010, there was a reduction in the area under coca and in cocaine production, according to the UNODC Integrated Illicit Crops Monitoring System (UNODC/SIMCI) programme in Colombia. Coca cultivation fell to 62 000 ha, a reduction of 15 %, spread over 23 of the 32 departments in the country, while potential cocaine production fell by 19 %, from 410 tonnes in 2009 to 350 in 2010. The results for 2010 are the lowest this decade and they confirm the downward trend witnessed each year.

Both the US and UNODC consider that the 2011 data will reveal a fall in both productivity and coca field size, and estimate that the average size could even fall to 0.4 ha.

The bulk of the cultivated area (77 %) is still within eight departments: Nariño, Cauca, Guaviare, Antioquia, Putumayo, Córdoba, Bolívar and Choco.

Territories governed by the Community Councils of the Afro-Colombian Communities accounted for 14 500 ha of the coca crops, 23 % of the national total.

There are a total of 5 805 ha under coca in the Indigenous Reserves, an increase of 22 % as compared with 2009.

In 2010, coca crops were found in 19 of Colombia's 56 natural parks, one more than reported in 2009. They cover an area of 3 675 ha, which represents some 6 % of the total area of coca cultivation, and is 11 % lower than the level in 2009. It must be borne in mind that last year's figures were up 19 % on the previous year, and that historically there has been little variation. The United States confirms that 2011 is likely to see an increase in coca crops in border areas (in particular, the border with Ecuador), in national parks and in indigenous reservations. Apart from these areas, there has also been an increase in the Choco department.

Studies show that there has been a reduction in the capacity of the coca fields to produce coca leaves. This, coupled with the fact that the reductions in the areas under coca were greatest in the most productive zones, has resulted in a reduction in cocaine production which is greater than the reduction in the area under coca.

According to information supplied by the US, cocaine and coca base seizures in Colombia in 2011 amounted to 205 650 kg., a very significant increase on 2010.

According to US data, 50 % fewer laboratories were found in Colombia in 2011 as against the previous year; a number of laboratories were found in Venezuela and other countries that border Colombia.

The UNODC Illicit Crop Monitoring Programme has helped the Colombian government to implement and improve its coca crop monitoring system since 1999. Since 2001, annual surveys have been conducted, covering the whole of Colombia and facilitating the analysis of trends and the setting of objectives by bodies responsible for eradication; this is a fundamental tool in the fight against drugs. The long-term success of the strategy also requires active alternative development policies.

As part of the 2011 eradication campaign, 33 727 hectares of coca crops were eradicated manually, 10 000 less than the previous year, and 103 302 hectares were sprayed, which is in line with 2010.

The manual eradication strategy is largely the responsibility of the Special Administrative Unit for Territorial Consolidation, which operates under the new Department for Social Prosperity (previously, the Presidential Agency for Social Action) and is carried out by Mobile Eradication Groups (GME) with the support of the Anti-Narcotics Police and the Army. The forces of law and order (army, police and navy) also carry out separate eradication campaigns.

The Colombian government has also continued its alternative development policies as part of the new strategy of territorial consolidation, which focuses resources in regions of the country (currently 9) which have serious problems of governance and security. The "Productive Projects Programme" and the "Forest Warden Families Programme" remain in force. The former has supported 613 rural organisations (47 000 persons) involved in producing commercially viable agricultural products in Colombia. The latter has provided technical, social and environmental assistance to 122 000 families, allowing 222 000 ha of forest to be regenerated, 1 213 000 ha to be preserved, and 75 million tonnes of carbon to be captured.

The trend in large-scale trafficking in narcotics is as follows:

- There is still a large demand for cocaine from consumers in the US, Brazil, Europe and other Latin American countries.
- It should also be noted that there is a major stockpile of cocaine in a number of West African countries, which are used to store cocaine for delivery to European countries; the extent of trafficking on this route is not known. According to studies conducted by the UK's Serious Organised Crime Agency (SOCA), 14 % of the drugs that reach Europe pass through Africa.
- The corridors to Europe go mainly via Argentina, Paraguay, Peru, Venezuela, Brazil, Ecuador, Central America and the Caribbean.
- Drugs are smuggled into the United States either via the Caribbean and along the Central American corridor, or via the Pacific.
- Submersibles are increasingly being used to transport drugs. Colombia adopted a law to control the manufacture and use of such vehicles, the results of which have been very positive.

- An important indicator of the efforts being made by Colombia to reduce cocaine production, and of the efforts by both Colombia and other countries to intercept cocaine trafficking both within and outside Colombia, is the degree of purity of cocaine on the markets. The purity of the cocaine seized in the United States fell from 85 % in 2006 to 73 % in 2011, with 95 % of the cocaine sold in the US coming from Colombia. Another significant development is that, while only between 20 % and 30 % of the cocaine that reached the US in 2000 was adulterated, at present, over 80 % of the cocaine sold in the US is adulterated before leaving Colombia.

Small-scale narcotic drug trafficking relies on couriers and postal service companies and its particular features are as follows:

- Almost 3 tonnes of cocaine were seized at Colombian airports in 2011. Two thirds of the drugs seized were intended for the European market.
- Europe is now unquestionably one of the prime destinations not only for large but also for medium-sized trafficking networks, owing to the stringent checks established by the North American authorities both in the countries of origin and at the point of entry;
- The modus operandi has changed in recent years, as regards not only ways of concealing the drugs but also the nationalities of the couriers, most of whom are Colombian.

The use of synthetic drugs has not yet reached the levels seen in the European Union or the United States, although in recent years there has been an increase in the trafficking of these substances, mainly from Europe according to the Colombian national police.

Trafficking of precursor chemicals used in the clandestine manufacture of drugs is another problem that must be examined with greater attention and scientific analysis in order to obtain a better understanding of the origin and final use of these precursors.

With respect to the fight against money laundering and seizing of assets, it is worth pointing out the major step forward taken with the adoption and entry into force of Laws 785 and 793 in 2002, which govern the seizure of drug traffickers' assets and their administration by the Colombian State.

Controlling demand is undoubtedly the most neglected aspect of the Colombian anti-drug strategy. In 2008 the Administration carried out a general survey of drug use. It was the first comprehensive and objective national study on that issue to be carried out in the last 12 years, and was conducted with technical assistance from the UNODC and the Inter-American Drug Abuse Control Commission (CICAD) of the Organisation of American States (OAS). The survey is similar to those carried out in other Latin American countries. Some progress can also be noted in decentralising drug prevention policies from the central government to the provincial drug control committees.

A very recent survey of the consumption of psychoactive substances by school-age population carried out by various Ministries with international technical assistance yielded data on consumption by young people which show the need for more determined policies to combat consumption. The survey focused on drug use among secondary school pupils aged between 11 and 18 attending 1 134 public and private establishments in 161 towns in all the departments of the country, with 92 929 pupils participating, representing a population of 3.5 million people in the educational system.

Among other findings, the survey inquires into the age when psychoactive substances start to be consumed, observing cases in which consumption of both legal substances (alcohol and tobacco) and illegal substances (narcotics) started very early (11 and 12 years). In the group of illegal drugs, marihuana continues to be the drug most widely used by young people in school. As in the case of most of the substances investigated, consumption increases with age and the school year. No significant differences between public and private schools were found.

Use of cocaine merits special attention in the light of the results of this survey. Lifetime prevalence and figures for the year and month of consumption of this drug are considerable. However, considerable differences between age groups are found when breaking down the data by age, ranging from 0.4 % in the 11-12 age group to 4 % in the 16-18 age group. The survey inquired separately into the use of inhalable substances (such as glues, solvents and paints) as well as poppers and dick (with the synonyms of ladies and fragrance). The high percentage of students who declare having used these substances once in their life is noteworthy, with lifetime prevalence of 3.1 % for inhalable substances, 2.5 % for poppers and 4.1 % for dick. With regard to the previous conclusion, dick is extremely prevalent, even nearing 9 % in some departments, and is the second illegal drug after marihuana.

A law was adopted in 2009 banning drug users from carrying drug doses for their own use and including measures to be developed in connection with drug prevention and the treatment of drug addicts. This is a matter which has not yet been settled by Colombia and is currently under discussion in the Senate.

5.2. International cooperation

The Dublin Group in Bogota has drawn attention to a series of urgent requirements in Colombia in the sphere of drug trafficking that should be dealt with by international cooperation. These requirements are as follows:

- Colombia needs to increase its regional cooperation capacity with regard to precursors.
- Although Colombian public prosecutors and police forces cooperate very well with the Dublin Group, cooperation between the various Colombian anti-drug agencies should be improved. Joint training programmes could contribute to this.
- The structure of the judicial system needs to be strengthened given the shortcomings that are evident, in order to incorporate the changes brought in by the adversarial criminal justice system.
- The USA, the United Kingdom and the Netherlands are financing the operating costs of police groups belonging to the Colombian anti-drug agencies. Other European Union countries could adopt similar measures.

- Countries apart from those that have funded phone tapping (the USA and the United Kingdom) have great difficulty in having access to it, which considerably hinders investigations into drug trafficking.
- Colombia is carrying out the most extensive and costly alternative development programme in the Andean region. Activities nevertheless need to be intensified, working directly with an even larger number of communities and offering integrated and sustainable solutions to the problem of illegal crops.
- Colombia needs to improve the quantitative and qualitative analysis of drugs seized in the country, the chemical inputs used in them and their relationship with other seizures.

5.3. Recommendations

- The foregoing shows the need for greater involvement in Colombia by the European Union both bilaterally and at Community level by means of a more operational, sustained policy focused on the fight against drug trafficking. It is suggested, for example, that Colombian law enforcement groups responsible for the investigation of offences involving European countries be established and funded, in a similar way to the programmes implemented by the USA, the United Kingdom and the Netherlands. The incorporation of this approach into future European Union Drug Programmes would be an important step forward in this strategy.
- Encourage the Colombian government to keep up voluntary eradication programmes and increase the State's presence in the most affected areas through the implementation of social programmes to promote development in these areas.
- Step up controls along the land and river corridors used for illicit trade. There is a particular and pressing need for increased security and controls in land border areas.
- Increase passenger and cargo controls at airports, devoting particular attention to postal service companies. The USA's experience and operations are yielding very good results in Colombia.

- Step up coordination between the various Colombian State agencies responsible for combating drug trafficking and continue efforts to combat corruption.
- Increase monitoring of the end use and final destination of the most commonly used chemical precursors, targeting activities and boosting the capacity for intraregional cooperation and knowledge transfer.
- Strengthen alternative development action via a broad strategy involving rural development, governance, the protection and promotion of human rights and the promotion of sustainable development in communities settled in illegal cultivation areas.
- Facilitate the access of legal products to international markets through generalised systems of preferences and similar measures. To that end, the free trade agreements being concluded by Colombia entail an important contribution to increasing exports of legal products, thus helping to increase GDP, improve wealth distribution and create greater social cohesion.
- Continue to strengthen the Colombian judicial system through international cooperation measures concerning its role in combating drug trafficking.
- Encourage and support the Colombian government's efforts, through three-way cooperation and South-South cooperation, to combat drug trafficking regionally and internationally, also in the sphere of alternative development.

6. ECUADOR

6.1. Current situation

Ecuador is located in an area with potential for cultivating, producing and dealing in narcotic and psychotropic substances. Specifically, located between the two largest producers of cocaine in the region, Colombia and Peru, drug trafficking organisations are seeking to expand their markets and related activities in Ecuador.

It has nevertheless become a transit country for drugs to the markets in the USA and in Europe. As regards cultivation, Ecuador remains at a statistically insignificant level. Small plantations of coca have been detected in the provinces of Esmeraldas and Pastaza, marihuana in Imbabura and poppies in Chimborazo, Imbabura and Bolívar.

The analysis of the general drugs situation in the country for 2011 confirms that not only is Ecuador used by transnational crime organisations as a repository and delivery platform for drugs through airports and seaports to the big consumer centres in North America and Europe, directly or via Africa, but different international organised crime networks are settling in the country, especially those related to drug trafficking, as can be deduced from the setting up of increasingly sophisticated laboratories ("kitchens") for processing drugs, kitted out with weapons to repel security forces and connected to escape tunnels. Attention should also be drawn to the sharp increase in violent crime, especially in the number of contract killings directly related to turf wars and market dominance.

The **seizure of drugs** during the study period (January-December 2011), 26 tonnes and 96 kg, represents an increase of 43.47 % over the previous year's seizures (14.4 tonnes). It consisted of 19.714 tonnes of cocaine, 1.622 kg of base paste, 0.155 tonnes of heroin and 4.605 tonnes of marihuana. Attention can be drawn, as positive aspects, to the continued exchange of intelligence between the USA and Ecuador in this field and the presence of Colombian police and military attachés in Quito and of Ecuadorian ones in Bogotá. However, the presence of a Peruvian police attaché on Ecuadorian territory has still not been formally agreed. This would certainly contribute to greater and better border control with that country. This fact becomes more relevant owing to the increase in cultivated acreage detected in Peru and the porous nature of the border between Ecuador and Peru, where fewer human and material resources are deployed for its control than along the northern border where there are no armed guerrilla groups.

In the case of Ecuador, the following points are to be noted in relation to different aspects of the problem:

(a) Maritime trafficking. Maritime trafficking is still the most common means of transferring large quantities of drugs, using container ships (10.578 tonnes of drugs seized in 2011, accounting for 40.53 % of total seizures at national level and in turn representing a 179 % increase over 2010), barges, speedboats and fishing vessels for transport and logistical suppliers of fuel and food (5 cases, 1 801 kg, 13 arrests). The drug shipments originate from the coasts of southern Colombia, northern Peru and Ecuador. The routes employed begin off the Ecuadorian coast and cross continental, island and international waters, covering approximately 2 200 nautical miles up to the coasts of Mexico and the USA. Container ships also sail through the Panama Canal, directly to Europe or stopping off in Sub-Saharan Africa. In this section, we should highlight the use, or at least the attempted use, of increasingly sophisticated, larger and higher-capacity submarines.

(b) Human courier and postal trafficking. Drug traffickers or organised crime networks are using these methods to transfer drugs with the help of drug concealment systems that, in some cases, are new so that decreases in drug seizures of 59 % (human couriers) and 43 % (postal deliveries) in relation to 2010 have been observed. The main destinations are the USA and Europe (via Spain and the Netherlands). Postal deliveries (836 cases, 1 038 kg of drugs seized and 69 arrests) and human couriers (283 cases, 1 460 kg of drugs seized and 340 arrests).

(c) Trafficking of chemical precursors. The porous nature of the northern and southern borders continues to allow such substances to be smuggled out of the country for laboratories, mainly along the northern border with Colombia (Esmeraldas province by sea and Sucumbíos province by river), but also - albeit to a lesser extent - along the southern border with Peru (El Oro province). The seizure of 7 444 kg and 7 824 l of these substances in 2011 is a decrease in relation to the previous year.

(d) Illicit crops. During this period, the localisation and eradication of illicit crops diminished (25 cases: 53 030 coca, 22 100 opium poppy and 596 marihuana plants). A decrease of 45 % in comparison with 2010 was observed.

(e) Illicit drug laboratories. Five laboratories with a high processing capacity (kitchens) were dismantled: 1 in Manabí, 2 in Guayas, 1 in Chimborazo and 1 in Orellana. It is worth mentioning that the setting up of these laboratories shows, as already mentioned, the increased number of organised criminal structures that have become established in the country.

(f) Money laundering. While there is no detailed, reliable information on money laundering, there is a perception that, because of the advantages of the dollarisation of the country's economy, many money-laundering operations take place in Ecuador on the proceeds of organised crime, particularly drug trafficking, in the form of trading operations with fictitious capital movements, purporting to be emigrant remittances, property development, etc. The Financial Analysis Unit (linked to the Attorney General's office) is working on this issue by providing the Public Prosecutor with reports of unusual or unwarranted financial operations and/or transactions detected (67 cases, USD 1 860 002, EUR 1 624 225, COP 22 496 000, 29 arrests).

With regard to the domestic consumption of illicit drugs, in general terms Ecuador is, together with Peru, one of the countries in the subregion with the lowest rates of consumption but there have been worrying signs such as the seizure of over 4 tonnes of marihuana, a drug which is generally for domestic use rather than export. The continually escalating and cruel turf war between rival groups of drug traffickers should also be borne in mind. Finally, studies highlighted Ecuador for signs of drug dependency among consumers last year.

The expectations raised by the enactment of the new Ecuadorian constitution which entered into force in October 2008 have still not yet been fulfilled as the new legislation intended to improve tools for combating organised crime, especially drug trafficking and related crimes, has not yet been enacted.

When approved and implemented, the Organic Code on Citizen Security Entities Bill currently before the National Assembly will bring about an organisational change with regard to the national police force and police careers, in order to turn the force into a more efficient and coordinated institution and bring it into line with the current requirements of a modern, citizen-friendly police. The draft Code also establishes the Civil Crime Investigation Service, with the aim of increasing technical and scientific investigative capacity, which will help put an end to the prevailing culture of impunity.

The new Integral Organic Penal Code, which will comprise the Penal Code, the Law on Criminal Procedure and a series of specific rules of law including the Law on Narcotic and Psychotropic Substances, is currently going through the National Assembly. In the context of the drafting of this law, thought is being given to depenalising the possession of certain quantities of drugs for personal consumption - quantities which are however relatively high in comparison with other countries' legislation (e.g. 10 g of cocaine or 5 g of marihuana).

Finally the ongoing reform of the judicial service should also lead to major political improvements with regard to reducing corruption and increased efficiency which should reduce the alarming levels of impunity of those committing crimes, with low ratios of crimes investigated to crimes committed and even lower conviction rates. The numerous cases of remand prisoners released because they have not been sentenced before the time limit laid down by law for this type of detention has passed are also a cause of great concern.

The government of Ecuador seems determined to maintain a policy of zero tolerance towards the cultivation, processing and trafficking of narcotics, encouraging concerted action by all the State bodies involved in the problems of combating drug trafficking.

In the field of money laundering, although there is still a long way to go in terms of legislation and control procedures, it can be said that significant progress has been made, and in particular that there is a political commitment on the part of the Ecuadorian authorities following the inclusion and subsequent removal of their country from the list of jurisdictions with serious weaknesses in their fight against money laundering and terrorist financing, published by the FATF (Financial Action Task Force). Thus, there is already a law reforming the Law on the Suppression of Money Laundering and an Action Plan which has already been approved by the National Money Laundering Council (CONCLA) that seeks to address some of the strategic deficiencies identified.

Coordination among judges, prosecutors, the CONSEP (National Council for Control of Narcotic Drugs and Psychotropic Substances) **and** the national police remains inadequate.

After some improvement in preventing drugs leaving Ecuadorian territory, a similar trend has not been observed in relation to incoming trafficking. Neither would any significant advances seem to be occurring in the reduction of demand since drug use is increasing despite projects such as "integrated drug abuse prevention in urban communities" or demand prevention campaigns carried out by the national police themselves ("There are 14 million of us against drugs and in favour of public security" or "Friends of the police against drugs": 891 training events and 81 637 participants).

6.2. International cooperation

The members of the Dublin Group agree that there is an excessive concentration of international cooperation in Colombia to the detriment of neighbouring countries such as Ecuador. They consider that assistance to that country should not be neglected because displacement of both trafficking connected with the production and sale of drugs and related crime is starting to be observed. This is the result of greater pressure in Colombia.

The cooperation being carried out by member countries of the Dublin Group in the Republic of Ecuador can be considered significant, especially with regard to training. The activities of UNODC and the European Commission can be singled out, and those of the USA, Canada, France, Spain, the United Kingdom, Italy, Germany and the Netherlands at a bilateral level.

In addition, many courses and seminars have been held during 2011, on subjects such as surveillance and monitoring techniques, maritime profiles (containers) and airport passenger profiling, synthetic drugs, precursors, narcoterrorism, money laundering, intelligence, corruption, special operating units, organised crime, dog handlers, hired assassins, etc. The Ecuadorian authorities should be urged to ensure that the people they send on courses, seminars and placements match the profiles sought by course organisers and to commit themselves to making the teaching investment worthwhile by keeping those people in posts for which what they have learned is relevant.

In the operational sphere, the collaborative processes conducted can be considered satisfactory, with exchanges of intelligence and joint operations successfully completed. Nevertheless, training in good governance and operational matters should be stepped up, satisfying current needs and supporting the development of specific anti-drug groups. To achieve better coordination in this sphere, it is important to advance the Ameripol project.

6.3. Recommendations

The conclusions and recommendations made in the previous report remain valid.

- Continue to support Ecuador's efforts in its policy of maintaining zero tolerance towards the drugs problem, contributing both by financing the acquisition of technological control systems and by more specialised training for the armed forces and police tasked with combating drug trafficking. Above all, increase the contribution towards training in the control and prosecution of money laundering.

- Stress the benefits of improved coordination between the member countries of the Dublin Group in their contributions and cooperation with the State of Ecuador, to avoid duplication that would render them less effective. In the specific case of the EU, ways of cooperation and coordination should be sought for the organisation of seminars and courses, etc. with such activities being conducted by specialists from Member States wishing to participate.
- Make a strong contribution by advising on legislative and organisational reforms that are occurring or in prospect, especially within the national police and the Civil Crime Investigation Service, in order to achieve the proposed aims better and more completely.
- Urge Ecuador to exercise greater control over institutions and their components to minimise the number of corruption cases. Put into practice the slogan "Zero tolerance for corruption".
- Remind the Ecuadorian authorities of the desirability of intensifying and improving public awareness campaigns against drugs to try to reduce demand, including through actions aimed at parents' and neighbourhood associations, schools and other educational establishments, through the CONSEP (National Council for the Control of Narcotic Drugs and Psychotropic Substances) and in coordination with the ministries concerned.

7. PARAGUAY

7.1. General situation

Despite its latest efforts, Paraguay still poses various challenges in the fight against drug trafficking.

Firstly, it is a producing country. Paraguay is the second largest cannabis producer in South America. According to data included in the draft UNODC National Integrated Programme, Paraguay produces 16 500 tonnes of marihuana per year, more than half of the marihuana produced in the whole of South America.

Although the main markets for Paraguay's cannabis are Brazil and Argentina, in recent years the Chilean market has grown, as have the Bolivian and Uruguayan markets, with the drugs being distributed using existing cocaine transit networks.

Secondly, and above all, it is a key transit country. Especially so for cocaine from Bolivia, Peru and Colombia destined for Brazil and other Southern Cone markets as well as for Europe, Africa, the Middle East and, to a lesser extent, the USA.

In addition, the Paraguayan authorities report a new trend - still limited in scale - in ephedrine trafficking from South America to Mexico (with the sporadic presence of cartels such as Sinaloa) and the USA. All of this is facilitated by the porousness of its extensive borders, the lack of State control at many points and the absence of any State presence in a large proportion of the territory.

The main achievements of the Paraguayan authorities in 2011 have been:

- the arrest of 795 individuals (nationals and aliens) linked to drug trafficking;
- the expulsion of 8 individuals from Paraguayan territory and the extradition of three individuals (two to the USA and one to Brazil);
- the interception of 14 "mules" in 2011;
- the seizure of approximately 2 749 kg of cocaine; 7 642 543 kg of locally grown marihuana; 33.791 kg of cannabis resin (hashish) and 3.085 kg of crack;
- the conducting of operations to eradicate marihuana, by SENAD on its own and in cooperation with the Brazilian federal police, mainly in the Amambay and Canindeyú departments;
- work on prevention of drug abuse: 190 information talks and 21 training days were held and a range of educational material on the subject was distributed (the guide entitled "Questions and answers for a healthier life"). The "Together we can" programme was also started up in the departments of Amambay, Itapúa, Alto Paraná and Guaira;

- training via the Paraguayan Drugs Observatory;
- media (radio) broadcasting of campaigns against drug consumption;
- the hosting of over a hundred (168) consultations for drug-dependent individuals (as well as 56 for family members).

To have a more exact picture of the efforts made by Paraguay in this sphere, account should be taken of the data in the following tables concerning seizures by the National Anti-Drugs Secretariat (SENAD) and the national police.

Cocaine (kg) seized in Paraguay, 2007-2011

2007	2008	2009	2010	2011
818.853	295.352	721.315	1 666.279	2 749.710

Marihuana (kg) seized in Paraguay, 2007-2011

2007	2008	2009	2010	2011
5 229 146	5 916 211	4 000 090	4 617 945	7 642 543

It should finally be stated that the conclusions of the latest **INCB** report on Paraguay are: observance of considerable progress in the fight against drugs (more thorough inspections of containers); consolidation as a transit country (30/40 tonnes of cocaine per year); increase in seizures and greater production of marihuana.

7.2. International cooperation

US cooperation with Paraguay in the fight against drug trafficking is based on an agreement in force since 1987, updated annually since then.

The USA supports National Anti-Drugs Secretariat (SENAD) operations via the DEA and the State Department and cooperates with the national police drug squad. In addition to close cooperation between the DEA and the SENAD for anti-drugs operations, the programme also purchases equipment, provides training, and supports specific projects such as the SENAD dog unit and infrastructure work. It also finances some parts of the demand-reduction programme being conducted by the SENAD.

Spain: There is regular cooperation between authorities in the Interior Ministries on various activities (training courses, operations, etc.). In September 2010 the bilateral joint committee on the subject was relaunched.

Italy has a Cooperation Agreement with Paraguay on combating organised crime which was signed in 2002 and ratified on 23 August 2010. A drugs expert in the Italian embassy, who works from La Paz, is cooperating with the SENAD on joint investigations.

In 2012 **France** will play its part by holding seminars for national police and SENAD experts (a training session was given by French experts in Buenos Aires from 26 to 30 March, specialists from the Interministerial Anti-drug Training Centre in Martinique will hold a course on containers in Asunción from 7 to 11 May and a selected Paraguayan police officer will go to France in July to complete his anti-drug training).

Japan has not entered into any anti-drug cooperation agreements to date and the objective of its cooperation projects is to fight poverty with no reference to preventing or fighting drug trafficking. However, in March 2009 the Japan Financial Intelligence Center (JAFIC) and SEPRELAD signed a memorandum of understanding to facilitate exchanges of information as part of investigations relating to money laundering, terrorist financing and related crimes.

The **European Commission** carries out and finances a number of related anti-drugs programmes. The COPOLAD and the Cocaine Route II programmes are up and running. The EU delegation in Paraguay is exploring with the relevant departments in Brussels the possibility of including Paraguay as a focus country for both programmes. In May 2011, the EU and the USA co-hosted an international symposium on Dismantling Transnational Illicit Networks.

On 20 October 2011 the **UNODC** and the Paraguayan Government signed the National Integrated Plan (NIP) which aims at taking action in three key spheres: fighting organised crime; justice and the fight against corruption; reduction of drug demand and treatment. The UNODC has seconded an expert to Asunción to carry out this project. Germany (second sphere) and the USA and Spain (third sphere) are participating in the project.

7.3. Recommendations

The recommendations made in previous reports are still valid:

- Improve institutional coordination in this sphere and policing and prosecution support for SENAD's activities, and increase the financial and technical resources available to it.
- Encourage alternative crops through international cooperation projects.
- Provide more extensive graduate and postgraduate specialised training for those involved in reducing drug demand in the country.
- Extend the coverage of school prevention programmes based on scientific evidence, with increased involvement of civil society within the framework of shared responsibility.
- Carry out periodic surveys of key population sectors (schoolchildren, households, emergency centres, prisons and treatment centres) on the prevalence of drug use, the trends and the risk factors involved.
- Increase the staffing of the narcotics prosecution service in order to reinforce judicial investigation of drug trafficking.

8. PERU

8.1. General situation

Peru is at an important juncture in its struggle against drug trafficking. In January a new President was appointed to the National Commission for Development and Life without Drugs (DEVIDA); and recently a document on the new national strategy for combating drugs 2012-2016 was published — this clearly expresses the importance the Peruvian government wants to attach to the subject, making it a high-priority national issue for the first time and setting clear targets and monitoring indicators with the intention of achieving results in the struggle against this scourge by 2016. It should be recalled too that Peru has just announced an international conference of foreign ministers and heads of national bodies specialising in addressing the global drugs problem, to be held in Lima on 25 and 26 June 2012.

On 16 February, the Council of Ministers approved the new national anti-drug strategy 2012-2016 (ENLD). The document concerned is a key one, in that it establishes the orientation of Peruvian state action to combat all aspects of the problem of drug production, trafficking and consumption.

Starting from the view that combating drugs is a high priority on the government's agenda, the new strategy seeks substantially to improve on the results so far achieved, by means of an integrated approach that addresses all aspects of the problem, eradication, alternative crops, controls, rehabilitation and prevention) and that for the first time sets precise targets and indicators, taking a novel approach to major issues such as money laundering. Several of the targets are ambitious and, if the targets announced are reached, major progress could be achieved in the anti-drug struggle. However, there are areas in which it is not made clear what resources the Peruvian authorities plan to use to achieve the proposed aims, and in which perhaps the strategy could be further refined.

The ENLD, it must be concluded, signals a positive trend, since it shows a stronger state commitment and political will to address the problem and also to accept responsibility for doing so. The general strategic objective is drastically and lastingly to reduce illegal trafficking in and consumption of drugs and their negative social, political, economic, cultural and environmental effects, while integrating those who produce illegal crops into the lawful economy.

To that end it establishes four major dimensions of strategy:

1- Strategic objective of integrated and sustainable alternative development (DAIS), by making it more feasible for people to cease involvement in illegal coca cultivation. The ENLD establishes indicators and goals in the following areas: number of families involved in the DAIS (from 64 800 families in 2010 to 84 000 in 2016); number of hectares supported per year of alternative crops (from 13 200 ha in 2011 to 25 000 ha in 2016); number of hectares reforested in the context of DAIS (from 3 500 ha in 2011 to 4 000 ha in 2016).

2 - Strategic objective on prohibition and punishment, through a significant reduction in the unlawful production and trafficking of drugs and related offences, separating judicial power from organised crime and bringing criminal organisations to justice. Increased detection and investigation of money laundering is also proposed. The specific targets are as follows: number of hectares of illegal coca leaf eradicated per year (from 10 290 ha in 2011 to 30 000 ha in 2016); chemical inputs confiscated per year in tonnes (from 1 053 tonnes in 2011 to 3 500 tonnes in 2016); potential illegal coca leaf production per year in tonnes (a 30 % reduction by comparison with 2011 is forecast, bearing in mind that the estimated potential amount in 2010 was 120 500 tonnes); number of prosecutions concluded per year for money laundering (from 25 cases in 2011 to 46 in 2016).

3 - Strategic prevention and rehabilitation objective, decreasing drug consumption nationally, using preventive and therapeutic interventions that strengthen personal development and generate protective spaces in the community, family and school, and work based around central, regional and local government levels as well as civil society. As regards illegal drugs, the ENLD forecasts a reduction in annual consumption in the general population from 13 % to 1.2 % and in the school population from 4.6 % to 3.6 %.

4 - The ENLD also includes an overall commitment strategic objective in the context of the principle of **shared responsibility**, in accordance with which it estimates that the yearly amount committed to international cooperation in combating drugs will rise from USD 52.6 million in 2011 to USD 60 million in 2016.

Point 1.2 of the ENLD sets out a table of bodies responsible for implementation of each objective of the strategy. The following may be briefly mentioned:

- Ministry of Interior: there are three units specifically focusing on combating drugs: the national police of Peru, through DIRANDRO (anti-drugs directorate); OFECOD (drugs control executive office); and the public prosecutor's office at the Ministry of Defence.
- Presidency of the Council of Ministers: is responsible for implementing the VRAE plan (a strategy created by the government to address drug trafficking and terrorism in this area).
- Ministry of Production: registers and supervises companies that import or export chemical inputs.
- Ministry of Agriculture: sustainable development, reforestation and soil conservation and improvement of alternative crops.
- Ministry of Justice: is responsible for the prison system, the public defence system and for assisting the executive in designing relevant legislation. It is also responsible for appointing the anti-drug prosecutor.
- Ministry of External Relations: the Department for Multilateral Affairs has a drug control unit which coordinates actions and contacts with third countries. The Ministry also heads the Peruvian International Cooperation Agency.
- Ministry of Health: has set up a national network for integrated care to deal with health problems linked to alcohol/drug abuse and dependence.
- Ministry of Tourism: responsible for control of gaming establishments.
- ENACO S.A.: a public sector enterprise responsible for marketing and industrialising coca leaf and derived products. It maintains a register of legal coca-leaf producers.
- Other actors with relevant responsibilities are the regional and local governments, SUNAT (tax collection and transactions and customs), the courts, the public prosecutions office and the national congress (committee on defence, internal order, intelligence, alternative development and combating drugs).

To these should be added the special project named CORAH (control and reduction of coca crops in Alto Huallaga), attached to the Ministry of the Interior's drugs control office, the banking authority, insurance and the pension funds administration / private pensions system, and the financial intelligence unit.

As can be seen, there are numberless actors with a range of levels of responsibility, interest, funds, and importance, involved in the varied facets of fighting drugs in Peru, which poses a major coordination challenge. It is therefore essential that the executive president of DEVIDA can be sure of sufficient political backing to act usefully as a lead body.

Regarding supply reduction the following should be said:

1) Coca leaf, basic cocaine paste and cocaine hydrochloride

Peru is still — trailing by a very short nose — the **world's second-largest coca-leaf producer**, behind Colombia, with 61 200 ha of cocaine in production in 2010, representing 2.2 % more than recorded for 2009 (59 900 ha). This figure includes areas where coca leaf production is entirely linked to drug trafficking as well as those areas where coca leaf production is destined for traditional purposes. According to UNODC, potential production of dry coca leaf linked to drug trafficking is as much as 120 500 tonnes, and potential cocaine production 321 tonnes. In addition, it appears that a further 9 000 tonnes of dry coca leaf are chewed in the traditional way.

The main coca growing areas in Peru are still in the Apurimac-Ene river valley (VRAE) (19 723 ha) and the La Convención-Lares (13 330 ha) and Alto Huallaga (13 025 ha) river valleys. The reduction in the extent of coca crops in the Alto Huallaga compared to 2009 is notable (down by 25 %). This is thanks to eradication actions, which have succeeded in offsetting the increase in cultivated areas registered in other valleys (such as the VRAE, Palcazú-Pichis-Pachitea and Caballacocho).

According to UNODC studies, the **average efficiency in cocaine alkaloid extraction** is still rising. The **average price** established for the year 2010 was USD 3.1 / kg dry leaf (3.1 % down on 2009), as a result of increased availability of coca leaf on the illegal market.

In the last 10 years **international drug trafficking has changed its modus operandi**. Until the mid-1990s, Colombian cartels ruled the Peruvian drug trafficking enterprise. They maintained a presence in the river valleys and coca-growing areas and were involved at all stages of the production and sale of the drugs and in transport from the exit points to external markets. From 2000 to the present, the transportation of the drug from the point of production has been organised and supervised by domestic traffickers and carried out by groups known as backpackers ("cargachos" or "mochileros"). To that end they use the entire existing road network and their destinations include intermediate towns, generally in the sierra. Then they go to the coastal towns or border towns, where the loads contracted for by the international cartels are made up. Currently drug traffickers use **various ways to get the drugs out**. One way is by sea (involving the setting up and use of front export companies, hiding the "goods" in the innumerable containers that leave the country's various ports every day). However, it is believed that much of the drug is moved out by land, through neighbouring countries.

2) Poppy and other opiates

No official statistics exist. The scant data available do not suffice for a precise analysis of the situation, though crop growth seems to have increased in the north of Peru.

3) Herbal cannabis

Existing studies indicate that marijuana consumption is concentrated in the bigger towns and in the population segment aged 16-30, with most beginning to consume as teenagers. Survey-based data suggest that many users try the drug out of curiosity, since it is easily available, but do not continue using it.

4) Synthetic drugs

Ecstasy (methylenedioxymethamphetamine) is the main substance present on the market and in recreational areas, especially at festivals attracting large crowds. Although in the past it was mainly used by relatively affluent young people aged 18-22, its use has gradually become extended to other social groups. It is the illegal drug with the highest level of attraction (4 out of 10 persons offered it agreed to take it).

There are two main means of combating drug trafficking:

1. - Eradication: voluntary (substitution of legal crops, such as coffee, cocoa and dwarf palm) and compulsory eradication (also with substitution of alternative crops). In 2011 a total area of 10 290 ha was eradicated, compared to 12 033 ha in 2010 and 10 025 ha in 2009.

2. - Prohibition and seizures: The figures for 2009 and 2011 are as follows:

Seizures:

Type of seizure	2009 (kg)	2010 (kg)	2011 (kg)
basic cocaine paste	9 914	13 328	12 914
cocaine hydrochloride	10 744	17 544	9 488
opium poppy latex	75.25	21.06	4.21

Chemical inputs

Chemical inputs	2009 (kg)	2010 (kg)	2011 (kg)
kerosene	248 967	238 276	246 819
sulphuric acid	77 229	31 367	27 805
hydrochloric acid	72 629	172 803	144 199
calcium oxide	60 800	106 336	142 612
acetone	18 580	31 133	30 896
ammonia	4 955	8 436	6 727

Plants shut down: In 2011, 2 956 maceration pits for basic cocaine paste and 19 cocaine hydrochloride processing laboratories were dismantled.

There have been few results in the courts these past years, especially as regards money laundering.

As for Peru's drug consumption, a 2011 study from CEDRO (centre for information and education on drug abuse prevention), using 2010 data, indicates that the most widely used drugs in Peru are marijuana (5.62 %), basic cocaine paste (2.09 %), ecstasy (1.53 %) and cocaine (1.43 %). A rather larger percentage of men than women use drugs. Lifetime prevalence of marijuana, basic cocaine paste, and cocaine is higher in Lima than elsewhere (outside the capital, use is more widespread in the rainforest area, followed by the sierra and the coastal towns).

According to CEDRO, 26.4 % of the surveyed population had been offered marijuana at least once in 2010 (and 11 % basic cocaine paste, 4.4 % cocaine and 4 % ecstasy), which shows the seriousness of the situation, since drugs can be had cheaply and from numerous sources. The average age at the time of first use of illegal drugs is 18. DEVIDA says that 30 000 Peruvians start taking cocaine every year.

A noteworthy legislative initiative in May 2011 was the approval of the **new national plan to combat money laundering and the financing of terrorism**, which is awaiting implementation; another is Supreme Decree No 063-2011-PCM, dated 14 July 2011, which approves DEVIDA's internal rules.

8.2. International cooperation

International cooperation has continued to support the Peruvian government in various programmes, particularly in terms of alternative development, environmental conservation and restoration of damaged ecosystems.

Outstanding examples include the work of UNODC as well as funding from the US government, the EU Commission and several member states. The Organisation of American States (OAS) also provides support through the Inter-American Drug Abuse Control Commission (CICAD) for the programme to strengthen national drug commissions in Latin America, which receives financial support from Spain.

8.3. Recommendations

The mini Dublin group makes the following recommendations:

- The Group urges the Peruvian government - which, with the approval of the new Strategy, has shown its political will to take on the struggle against drug trafficking in a determined fashion - to take all possible steps to ensure that DEVIDA, as lead body in this field, has sufficient authority, budget and capacity to bring actors together to carry out its mission in a coordinated way, gaining the commitment of all the ministries and institutions involved.
If possible, and if the Peruvian government thought it appropriate, it would be desirable for DEVIDA to answer directly to the President of the Republic. This would make more visible the priority the government wants to give to combating drug trafficking, in line with President Humala's indications when setting out his government's objectives during his investiture speech. The Group further believes that ideally the Peruvian government should consider making DEVIDA an administrative unit at a level not lower than ministerial.
- The Group congratulates the Peruvian government on its approval of the new national strategy for combating drugs 2012-2016 and urges it to fulfil the ambitious goals it has set itself in numerous areas, such as eradication of illegal crops, seizing of chemical precursors and money laundering. The Group also urges Peru's government to rigorously monitor the implementation plans for the programmes it creates to achieve the goals it has set out, in accordance with the established indicators, so that it can assess whether it is progressing fast enough. The Group believes that the government has shown political will and, if it is successful, it will be able to see a real and positive impact in the fight against drug trafficking in Peru in the coming years.
- The countries and institutions that form the Dublin Group ask DEVIDA to supply it with the most continuous and exact information possible on the results being achieved in the execution of the new national strategy, particularly as regards the fulfilment of the goals set out and the development of the monitoring indicators, in accordance with the general continuous assessment outline set out in the ENLD.

- Since the effective capacity of DEVIDA as lead body is closely tied to an increase in its budget, the Group urges Peru's government to increase its funding so as to significantly improve its ability to carry out its programmes.
- On the diplomatic line of action undertaken by Peru on the notion of "shared responsibility", the countries support the need for international cooperation, while recalling the Peruvian state's own share of responsibility. They therefore welcome the government's intention to make fighting drug trafficking an essential part of its political activity. It is important that, while pursuing international cooperation, Peru achieves its stated goals, strengthening internal coordination mechanisms and applying its own laws strictly.
- The Group congratulates Peru's government on the capture of the terrorist leader Artemio and considers that this opens a window of opportunity for regularising the situation of illegal crops in the Huallaga. The Group further believes that both in this area and in the VRAE, where trafficking-linked terrorism is still very active, the Peruvian state must take a multisectoral approach covering economic, social, police and military aspects of the problem together. This, the Group considers, will increase effectiveness, avoiding the communication gaps and clashes regarding competences between the various ministries involved and between the State and the regional governments in the area.
- The Group repeats its recommendation that technical support, both national and international, for all authorities involved in combating drug trafficking should be increased, albeit with specific effectiveness criteria. One of the main problems is excessive rotation in the police chain of command, which in turn results in replacements at the lower levels. Technical assistance should also be increased in other sectors, such as the procurement of equipment, in which established procedures hamper the State's action. It is also necessary to evaluate training plans in order to show local authorities that excessive staff rotation makes staff training pointless in practice.

- The training of judges, prosecutors, public defence lawyers and lawyers in the criminal justice system in general should be stepped up. In trials against drug traffickers, they have to face teams of well-paid, well-prepared and well-equipped lawyers. In this case staff rotation is less frequent than in the police sphere, but appropriate measures for improving the effectiveness of these proceedings are also recommended.
- In addition, it is necessary to accentuate the message that efforts to combat corruption, which is intimately linked to the problem of drug trafficking, must also be increased to the utmost.
- The possibility of setting up a single special narcotics court (in Lima) for complex trials should be considered, preserving the jurisdiction of provincial judges and prosecutors but adopting the measures needed to ensure that they are not subjected to local pressures through extortion or bribery.
- The Group also strongly recommends closer cooperation between the governments of the member countries of the Dublin Group (especially within the EU) in the area of police controls and prohibition, in order to mitigate the impact of drug trafficking in our societies.
- We think it is appropriate to hold extraordinary meetings of the Group with guests who can provide information, in particular with the neighbouring countries through which, apparently, a large part of the drugs leaving Peru transits.
- The Group considers that, given the new strategy, and the fact that Peru has become an important factor in the world drugs trade, member countries should increase their international cooperation with Peru on this subject, increasing its resources.

9. URUGUAY

9.1. Current situation

In general, the trends observed in recent years continue: the impact of the Colombia Plan and the campaign against drug trafficking in Mexico have caused upheaval in all the drug cartels in Latin America, developing new routes to Europe and the USA, such as the Southern Cone; in addition, Uruguay is increasingly a consumer country and no longer just a transit country.

As to developments in controlling supply, data from the Uruguayan drugs observatory indicate that the number of cases completed (resulting in actual substance seizures and arrests) from 2003 to December 2010 show a steady increase, such that the total number of cases has almost tripled. On average, numbers of cases look similar for 2011 as for 2010.

Substance seizure data show a pattern in the development of consumption. One outstanding trend is rising consumption of basic cocaine paste. A major consequence is a rise in citizen insecurity, which has led to growing social concern and in turn to constant pressure on government and institutions. The basic paste seizures register as such began in December 2003 (though it had been available in the country for some months previously, no specific register had been maintained and it was reported as cocaine). Its drugs-market presence was at that time not very large, and it is believed that it is generally produced for internal consumption. The quantities of this substance seized increased from 2004 up to 2010. A record amount was seized in 2010. The national drugs board (JND) states that there has been a plateau in the figures, and a downward trend has begun; in addition it is said to be a very localised problem, affecting specific areas of the capital (where consumption statistics are ten times higher than in the country overall, in which they are less than 0.8 %), and that it affects inherently marginal social groups (very low percentage of schoolchildren).

Second place for drug seizures goes to cocaine. Major confiscations of cocaine apparently intended for sale abroad began in 2006. 2011 shows a downward trend in seizures, but the JND points out that there is a very significant chance factor (much depends on "luck" in the outcome of any given police operation). The most seized substance in 2011 was marijuana but the JND points out that this was largely due to a single confiscation of 780 kg towards the end of the year, while otherwise the seizures trend is downward (contrasting with its extensive, and largely socially accepted, domestic consumption).

Certain changes have been noted in the profiles of those arrested and charged. The numbers have not changed a lot since 2005, but forms of distribution have changed (micro-trafficking) especially for basic cocaine paste; and the gender breakdown is changing: although the vast majority arrested are male (nearly 80 %), this preponderance is slowly decreasing. For 2010 three of every ten arrests were of women, confirming the trend whereby more and more women are involved in trafficking-related offences. The same is true of the higher proportion of women charged out of the total number arrested. This could be explained by the type of activity involved (a large percentage of "mules" are women).

The JND flatly rejects the idea that stable international criminal organisations are operating in Uruguay, though arrests of Mexican, Spanish, Colombian and Nigerian nationals in recent years indicate that the country is not closed to the major international crime groups, although it could be that they only work there on one-off operations.

As for chemical precursors control, the JND claims progress in this area, which it considers a major challenge. It is addressing the vulnerability presented by the entry, at the port of Montevideo, of substances used to develop lawful products. For example ephedrine is sold for influenza treatments. An agreement has therefore been sought with the pharmaceuticals industry and the consortium of traders and laboratories, to research alternative solutions involving chemical substitutes.

The growing citizen insecurity identified by the population as one of its main problems and linked in its view to drug trafficking has been a daily spur to the adapting of rules and organisations to increase the effectiveness of combating drug trafficking, especially basic cocaine paste. For instance, a recent proposal seeks not to apply the constitutional rule banning police raids on homes after sundown for houses identified as sales outlets (*bocas*, i.e. "mouths") for basic cocaine paste.

In 2011 the JND approved the national strategy for addressing the drugs problem, in force till 2015, which sets out a view of the complexity of the drugs phenomenon in continuity with and complementing actions from various areas of intervention, using the concept of shared responsibility and shared management of State and social risks, with a view to improving public health from a human-rights perspective. It is an integrated strategy, the outlines of which aspire to address all aspects of the problem, strengthening institutions, reducing demand, restricting supply, and addressing international links and money laundering.

The National Money Laundering Secretariat deals with a matter deemed a priority and concerning which, according to the Uruguayan authorities, significant progress has been made, such that they are now in a position to state that the complex Uruguayan financial legal setup can no longer be seen as an ally of organised crime. While it is true that some countries, such as the USA, include Uruguay in their lists of States where money laundering is easy, this is based on data provided by the Uruguayan State itself, which does not conceal its weakness - which it shares with other countries - in this matter. Uruguay is also a member of GAFISUD and other anti-money-laundering bodies.

Uruguay has taken part in the ongoing Latin American debate on the desirability of decriminalising consumption of some substances, and has been very favourable to that option. The four parties represented in the parliament support different proposals for legalising the use of cannabis (personal use is authorised in Uruguay's law, with constitutional support, but at the same time the act of consumption is subject to sanction, a legal inconsistency which the legislators are trying to resolve in this way) and also its cultivation (proposals support legalising the growing of up to eight plants. One of the proposals would simultaneously increase penalties for trafficking. One aim of these proposals would be to separate the cannabis market from the basic cocaine paste market. The underlying idea is that criminalising users is not the solution, or simply that it has not produced the desired results.

9.2. International cooperation

Uruguay is working to create cooperation alliances to strengthen national capacities and address the drugs problem as a whole, as a global and transnational issue. The country's authorities here highlight their work in COPOLAD and TRELAG (which it recently joined).

Generally speaking, Uruguay is of no particular concern for Dublin Group member countries, which is why they maintain their observation stance (Japan), and any specific cooperation projects are under the lines of cooperation for institution-building with Uruguay, such as the UN and the EU, which are working on improving the criminal justice and prison systems), and Spain, with a Ministry of the Interior line of cooperation; there is also a project working with the Spanish union called *Comisiones Obreras*, on preventing and treating drug use in the workplace.

9.3. Recommendations

- Maintain lines of cooperation on strengthening institutions, especially with the Ministry of the Interior and the JND, which is particularly receptive as regards technical capacity building.
- While Uruguay's work to ensure greater transparency in the banking system is appreciated, it is suggested that vigilance be maintained in that area.

10. VENEZUELA

10.1. General situation

Since the Venezuelan authorities have not provided statistical data for 2012, only those for 2011 will be given here.

Drug seizures by Venezuelan police saw a trend change in 2011 as compared to previous years: the most-seized drug had been marijuana but in 2011 it was cocaine. This may be due to the fall in the amount of marijuana seized, since the figures for cocaine are the same as the previous year, or even a little higher - 26 000 kg in 2011 compared to 22 000 kg in 2010 (it should be pointed out that in 2011, more than 10 000 kg were confiscated in 2 seizures alone). One notable figure is the 100 % rise in heroin seized - 81 kg in 2011 compared to 34.07 kg in 2010, the heroin figures for this year being closer to those for 2009.

But most noteworthy of all is the rise in seizures of drugs like crack, from 90 g in 2010 to almost 120 kg in 2011 and basuco, up from zero in 2010 to 87 kg this year; seizures of these drugs continue to increase. No data are available on seizures of synthetic drugs.

In overall figures, up to 30 November 2010 some 52 622.87 kg of drugs had been seized, while up to 30 December 2011 some 42 411.9 kg were seized, a drop of almost 20 % in quantities seized.

The breakdown of drug seizures per security body is similar to those at the last meeting. The National Guard is still the police force which seized the greatest quantity of drugs - 62.48 % (below last year's figure of 69.39 %). The Forensic, Penal and Criminology Department for its part seized 20.20 % as compared with 25.23 % in 2010. It is worth pointing out the involvement of the Venezuelan navy, which seized almost 10 % of the total (seizure of 3 640 kg of cocaine in a joint operation with the French navy, acting on US intelligence).

More than 3 000 tonnes of chemicals controlled under Venezuelan law were seized (compared with more than 11 000 in 2010), while more than 1 000 tonnes of non-controlled chemicals were seized (against only 49 000 kg in 2010). Notable among seized substances were inter alia 3000 tonnes of sodium carbonate, 400 tonnes of urea, 30 tonnes of sulphuric acid, 25 tonnes of hydrochloric acid and 15 tonnes of acetone.

During 2011 some 17 clandestine cocaine-processing laboratories were destroyed.

Analysis of the anti-drugs office ONA's data on arrests in 2011 shows that 14 052 people were arrested for drug trafficking, up from 11 483 in 2010; this continues, albeit not dramatically, the upward trend of recent years.

The number of foreigners among those arrested was down from the previous year's 3.9 % to this year's 2.9 %, of whom 64 % were Colombian and, in far smaller numbers, Spanish, Greek, Philippine, Brazilian and Italian nationals were also counted.

As for drug packages, roughly 1 315 kg of cocaine, 33 kg of marijuana and 34 kg of heroin (15 kg in a single seizure in Panama) were seized in 420 operations, with 33 arrests, of which 14 were of aliens. Spain stands out again, with 177 operations and more than 500 kg of drugs seized, followed by the United Kingdom, with 36 operations and 112 kg of cocaine, and the Netherlands, with more than 100 kg of drugs in 24 operations. There were 26 operations involving packages to Australia and South Africa. With regard to the modus operandi for the drugs seized in 2011, almost 50 % were concealed, 36 % in false bottoms and 14 % were impregnated. The company most used for sending drug packages is DHL.

With regard to the seizures conducted in airports, there were 141 operations, over 80 % of which were in Maiquetía, with 630 kg of drugs seized and 141 individuals arrested. Of the 64 operations carried out, 64 of them (37 %) were going to Spain, followed by Portugal with 15 operations. As for the modus operandi detected in the airport operations, over 46 % had ingested the drugs, 22 % were concealed and in false bottoms, in six operations the drugs were impregnated and in four they were stuck to the body.

Legislative changes: a law against organised crime and the funding of terrorism was approved and sanctioned on 31 January. Notable aspects of the law were the defining of "terrorist act", the setting up of a national office to combat organised crime and the funding of terrorism, a broadening of the categories of persons answerable under the law and the introduction of the possibility of criminalising dissidence.

10.2. International cooperation

It is very difficult for Venezuelan representatives to attend courses in some countries belonging to the Dublin Group, to which they are invited.

Spain: As to technical cooperation in 2012, Spain has yet to announce or carry out any activity this year. A seminar on organised crime had been planned for June, to which a CICPC Commissioner had been appointed, but it was cancelled for budgetary reasons.

Portugal and Italy: They are in the same situation as Spain; in principle no cooperative activities are planned.

USA: Still collaborating in deporting fugitives and Venezuela hopes for continuing cooperation with the US Coast Guard, though there have been no contacts so far this year.

France: Has provided two training courses. One in the Maiquetía airport, on profiling mules, and another in Puerto Cabello on containers. Planning to run a seminar in June with the ONA on drug-trafficking routes to West Africa.

European Union: Despite the crisis in Europe, the "Droga stop" project is going ahead. It is in its second stage and will end in December 2012. No activities involving cooperation with Venezuela are planned for the 2014-2020 period.

Germany: A member of the Venezuelan national guard is to go to Germany to take a course on securing evidence. A course with the ONA is planned, to be carried out in the ports, on places where drugs can be hidden in commercial vessels.

United Kingdom: Has carried out drug detection in containers and crime analysis.

10.3. Recommendations

- Promote international coordination through the use of the special investigation techniques cited in the 1988 Vienna Convention, including controlled deliveries, supporting the police and prosecutors to improve their capacity to investigate and intercept drug consignments.
- Adopt a regional focus in order to develop a plan covering the entire region, including Venezuela.
- Review the policy for prevention of drug consumption, especially among the most socially and financially deprived sectors of the population and those drugs which generate a high rate of violence and crime in those sectors of the population.
- Prioritise the fight against money laundering. To combat drug trafficking effectively, its funding must be attacked by stepping up the fight against money laundering and corruption.
- Address the increasing links between drug trafficking and crime in general.
- Visits by senior officials from member countries of the Dublin Group with responsibility for combating drug trafficking should be encouraged.
- The Bolivarian Republic of Venezuela should be encouraged to participate more and to be represented more actively in international fora and bodies concerned with combating drug trafficking.
- The Bolivarian Republic of Venezuela should be encouraged to sign and ratify the legal instruments designed to combat drug trafficking as soon as possible.