



Council of the
European Union

Brussels, 1 December 2015
(OR. en)

14817/15

CORDROGUE 96
COLAC 118

NOTE

From: Spanish regional chair of the Dublin Group
To: Dublin Group
Subject: Regional report on South America

PARAGUAY

1. General situation

Paraguay is still facing major challenges in the fight against drug trafficking. In terms of supply, it remains a producer country and, together with Colombia, it is the largest marijuana producer in South America (2014 report by the International Narcotics Control Board). No new data are available on the area under cultivation, which is still estimated to stand at around 6 000 ha and to produce approximately 16 500 tonnes, accounting for around 15 % of world production. Although not a new development, it is important to note that, despite those figures, Paraguay still has not made progress on the necessary mapping of areas under cultivation. The meeting highlighted that around 65 % of cannabis crops are grown on privately owned property that cannot be fully controlled by the owners of the land.

The National Antidrug Secretariat (SENAD) pointed to the progress made in reducing supply compared with 2014, stating that in 2015, it had seized 23 light aircraft being used to transport drugs, as against 3 in 2014. It also highlighted the destruction of marijuana crops, with the help of the DEA. Paraguay is also being helped by Brazil to destroy crops in the northern part of the country. Furthermore, in October 2015, it destroyed 80 % of the drugs seized in 2014.

On the demand side, the most worrying aspects included difficulties in providing appropriate treatment for drug addicts, and the widespread use of base paste (popularly known as 'crack'), primarily among minors, due to its very low cost. SENAD drew attention to a survey of schoolgoers carried out in cooperation with UNODC, as part of the National Integrated Plan (NIP), the results of which would be available at the end of the year. The Procer programme, intended to offer training qualifications to people working in drug treatment centres, was also mentioned. In addition, a farm school for young addicts had opened in Piribeby, around 75 km from Asunción, and had received 80 000 dollars through Japanese cooperation. As part of the BIDAL project on the administration of seized and forfeited assets, SENAD highlighted training sessions by a technical-legal team which were beneficial for all the administrations in charge of seizures. The ultimate objective, the law on forfeiture of assets, is still being discussed by parliament.

Paraguay remains a transit country, with the meeting highlighting cocaine trafficking using light aircraft and the need for greater control of borders and airspace. It was pointed out that one of Germany's largest cocaine seizures had its origins in Paraguay.

Other challenges include the possible links between drug trafficking and the Paraguayan People's Army (EPP), the links between drug trafficking and State powers, and the need for a greater State presence in the north of the country, which would help in combating the growth of drug trafficking networks.

2. Institutional framework

Action against drug trafficking is managed and conducted primarily by SENAD, which is at ministerial level and reports to the office of the President of the Republic. The National Anti-Corruption Secretariat (SENAC) also plays a growing role in the fight against drugs due to the interrelationship between politics and drugs, popularly known as 'narcopolitics', reports on which are an increasingly frequent feature in the Paraguayan media. The Secretariat for the Prevention of Money Laundering (SEPRELAD), the national police, the armed forces and the prosecution service complete the institutional framework.

3. International cooperation

SENAD. SENAD highlighted the increase in the number of meetings held and cooperation agreements signed in 2014 and 2015, emphasising that there are agreements in place with almost all countries in the Americas. It pointed to recent meetings with Spanish representatives on preparations for the second meeting of the Joint Hispano-Paraguayan Committee on Drugs, and stated that it wished to cooperate more with other EU countries.

MERCOSUR. SENAD referred to the meeting of the Mercosur anti-drugs network, held in Asunción on 24 September 2015, which was attended by leading figures in the fight against drugs and focused on reducing supply and demand at regional level by sharing experiences and planning joint programmes.

UNODC. UNODC outlined new developments regarding the implementation of the National Integrated Plan (NIP), on the basis of its three sub-programmes. Under sub-programme 1 (organised crime and illicit trafficking), a number of specific measures were taken, but the major challenge is to secure funding to relaunch it. To this end, Rafael Franzini, secretary-general of UNODC, is due to visit Paraguay at the end of October. Sub-programme 2 (transparency, justice and anti-corruption), on the other hand, has secured funding, mainly from the German government, thanks to which it has been able to carry out various actions, such as providing equipment for the Ministry of Justice's Centre for Prison Studies and organising a follow-up workshop to training given in Panama to 15 Paraguayan officials on preventing corruption.

Also, the national anti-corruption strategy is due to be presented soon. The plan is to present it before the end of the year, ideally on 9 December 2015 to coincide with International Anti-Corruption Day. There are other projects under sub-programme 2, such as a possible 'anti-corruption' week organised by the Ministry of Justice, a mock trial project for the judiciary, and the addition of transparency modules to the diplomatic academy's training curriculum. Lastly, funding is being sought for a study on the situation of female prisoners with children by the Ministry of Justice's Department of Criminal Policy. As regards funding for sub-programme 3 (drug demand reduction and treatment), coordinated by SENAD, a contribution of EUR 40 000 from Spain – allocated from the Fund of Proceeds from Drug Trafficking and Related Offences – and a similar contribution from SENAD were highlighted. In this regard, much emphasis was placed on the national drug policy presentation given on 26 June 2015 (International Anti-Drugs Day) by the President of the Republic and attended in large numbers. Together with the anti-corruption strategy, these two areas will have an impact on capacity-building in the country.

Japan. The sum of USD 81 525 was contributed to the extension of the 'Granja Don Bosco' therapeutic centre, a treatment and rehabilitation facility for addicts, as part of the '*Por un futuro libre de dependencias*' ('For an addiction-free future') project, as well as a project to open a similar centre for women next year.

US. The US runs support programmes for several Paraguayan institutions: (a) SENAD, supporting its demand reduction office; (b) SEPRELAD and the public prosecutor's office, providing advice on the fight against money laundering and the financing of terrorism; (c) the Ministry of Justice, supporting a prison system reform programme involving training for Ministry officials, which has made considerable progress under the current Minister for Justice, Sheila Abed.

EU delegation. The head of division for South America recently visited Paraguay and, in meetings with SENAD, discussed various aspects of the fight against drugs.

United Kingdom: its liaison officer, based in Sao Paulo, recently visited and had meetings with SENAD on bilateral cooperation matters and, specifically, future plans for courses for SENAD officers, as well as a meeting with the Central Bank of Paraguay on money laundering.

Spain:¹ After the meeting, Spain shared some results of police drug seizure operations carried out over the past few months:

- Seizure of a lorry carrying 17 000 kg of marijuana (intercepted opposite the ANDE substation on the 'ruta Eugenio A. Garay' between San Lorenzo and the city of Luque). The operation was carried out by personnel from the central unit (*Brigada Central*) of the national police.
- In a joint operation by the prosecution service and the national police, three persons were arrested transporting 10 000 kg of marijuana in a lorry travelling between Santa Rosa del Mbutuy and Simón Bolívar in the Caaguazú department. They were subsequently charged by the prosecution service.
- Seizure of 3 tonnes of marijuana being transported along the Paraguay River in the boat 'Asunción B' in a joint operation involving SENAD, the port authorities and the prosecution service. The captain of the ship killed himself with a firearm, having asked the police guarding him for permission to go to the toilet
- Seizure of 120 tonnes of marijuana and destruction of 280 hectares of marijuana crops along the border with Brazil, specifically in the Amambay department, by means of an air and ground operation carried out by SENAD, the military and the Brazilian federal police.

¹ Comments provided after the meeting, along with the distribution of this report.

4. Recommendations

- Map the areas under marijuana cultivation. At the meeting, the EU delegation stressed that it wished to see EU programmes that could provide funds to that end. UNODC indicated that the Andean experience of satellite mapping could be useful.
- Continue to destroy crops as an effective method of combating production.
- Improve institutional coordination among the various Paraguayan actors responsible for all aspects of the fight against drugs (SENAD, SENAC, SEPRELAD, national police, armed forces, customs authorities and narcotics prosecution service).
- Expand the public network of drug treatment centres across the country, and continue training personnel in such centres and carrying out surveys of schoolgoers and early awareness-raising schemes.
- It is important that the law on forfeiture of assets – intended to make assets deriving from criminal activities available immediately, without having to wait for a final judgment – enter into force.

ECUADOR

1. Evaluation of the general situation in Ecuador with regard to drugs

Ecuador is located in a potential cultivation, production and consumption area as regards narcotic and psychotropic substances. Owing to its geographic location 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, especially in the border areas with those countries. It has become a transit country for drugs to the markets in the USA and in Europe. This is not only due to its geographical location, but also to the fact that its control bodies are poorly coordinated and it lacks a properly institutionalised judiciary. Its judiciary is also marked by corruption (on 4 January 2015, armed clashes in Esmeraldas resulted in the deaths of two police officers, serious injury to a third, and the seizure of 31 kg of marijuana from a police patrol car that was being driven by three uniformed agents) and impunity; the legal reforms put in place, however, are beginning to improve this situation.

The analysis of the general drugs situation in the country in the first half of 2015 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, but various international organised crime networks are establishing themselves in the country. In spite of this, the Ecuadorian national police are becoming more effective in combating drug trafficking. It is possible that the peace process under way in Colombia may have implications for Ecuador with regard to drug trafficking.

Seizures of drugs in the period under examination (January-June 2015) amounted to 33 tonnes. Just over 29 tonnes were seized over the same period in 2014, and 25 tonnes over the same period in 2013. These data demonstrate that the Ecuadorian authorities continue to be effective in this field, despite the fact that the steady rise in drugs seizures suggests that the problem has taken on a worrying dimension. Attention should also be drawn to positive developments: the continued exchange of intelligence between the United States and Ecuador and the presence of Colombian and Peruvian police and military attachés in Quito. The Ministry of the Interior is planning to equip the anti-drugs directorate (DNA) of the national police with state-of-the-art scanners for checking containers in ports, which are a major departure point for drugs.

It is believed that around eight tonnes of drugs, mainly marijuana, were intended for domestic consumption.

The following aspects of the problem are of particular importance in the case of Ecuador:

a) **Maritime trafficking.** This continues to be the most common means of transferring large quantities of drugs. 5 538 kg of drugs transferred by container were seized in 15 operations, with nine arrests (this figure does not represent the largest share of the total, as the amount seized from warehouses totalled 13 tonnes); 1 286 kg of drugs transported using barges, speedboats, a submarine and fishing vessels for transport and logistical supplies (fuel and food) were seized in three operations with 16 arrests. The drug shipments originated from the coasts of southern Colombia, northern Peru and Ecuador. Container ships also sail through the Panama Canal, directly to Europe or stopping off in the ports of sub-Saharan Africa. It should be noted that most cocaine seizures in European ports involved containers originating from the port of Guayaquil.

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. The main destinations are the USA and Europe (via Spain and the Netherlands). The drugs are sent using postal agencies (248 cases, 1 052 162 kg of drugs seized and 22 arrests) and human couriers (68 cases, 262 853 kg of drugs seized and 77 arrests).

c) **Trafficking of chemical precursors.** The porous nature of the northern and southern borders continues to allow chemical precursors to be smuggled out of the country for laboratories, mainly via the northern border with Colombia by sea from Esmeraldas province and by river through Sucumbios province. To a lesser extent, they are also smuggled across the southern border with Peru (El Oro province). The seizure of 10 802 kg of chemical precursors shows a clear increase.

d) **Illegal crops.** There continues to be a marked decrease in the detection and eradication of illicit crops (20 cases, 5 720 coca plants, 178 152 poppy plants and 221 marijuana plants). Taking into account the poor quality of the coca plants, the wild nature of the poppy plants and domestic use of marijuana plants, it can be concluded that Ecuador is not a crop-growing country.

e) **Illicit drug laboratories.** A cocaine laboratory was discovered and dismantled in Sucumbios province.

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, 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 Intelligence Unit (linked to the Attorney General's Office) is combating this phenomenon by providing the public prosecutor's office with reports of unusual or unjustified financial operations and/or transactions (12 cases, USD 788 387, EUR 441 300, COP 2 834 010 and 17 arrests in the period under examination).

2. Ecuador's anti-drugs strategy within the institutional framework

The expectations raised by the enactment of the new Ecuadorian constitution which entered into force in October 2008 have not yet been fulfilled as the new legislation intended to improve the tools for combating organised crime, especially drug trafficking and related crimes, has not yet been enacted. When approved and implemented, the draft Organic Code on Citizen Security Entities currently before the National Assembly will bring about an organisational change with regard to the national police force and police careers, with a view to turning the force into a more efficient and coordinated institution and bringing it into line with the current requirements of a modern, citizen-friendly police force. 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.

In August 2014 the new Integral Organic Penal Code, which comprises the Penal Code, the Law on Criminal Procedure and a series of specific legal provisions including the Law on Narcotic and Psychotropic Substances, entered into force. Article 228 of the Code decriminalises the possession of drugs for personal use by referring to a regulation which does not yet exist, thereby creating uncertainty among the various institutions responsible for its application.

Finally, the ongoing reform of the judiciary should also lead to major political improvements in terms of reduced corruption, and to increased efficiency which should reduce the alarming levels of impunity for crime, with low ratios of crimes investigated to crimes committed and even lower conviction rates. Another major cause for concern are the numerous cases of remand prisoners released because they have not been sentenced within the time limit laid down by law for this type of detention.

The Ecuadorian government seems determined to maintain a zero-tolerance policy with regard to the cultivation, processing and trafficking of narcotics with a view to abating the alarming rise in consumption among teenagers and young people in recent months.

The authorities (the President and Interior Minister) recently decided to shift their focus to curbing micro-trafficking. Many DNA agents, most of whom had previously been working almost exclusively on combating drug trafficking, are now concentrating on micro-trafficking. It is possible that these changes could have a detrimental effect on future seizures of drugs bound for Europe. There is also reason to believe that the increase in coca-leaf production in Colombia will have a clear impact on the transit of drugs through Ecuador.

In the specific case of the port of Guayaquil, where most drugs leave the country, the problem of 'rip-offs' (*'gancho ciego'*), which seem to be the most common method of exporting cocaine, could be reduced if the international community were to propose that Ecuador should introduce electronic container seals, as a global experiment and naturally with assistance.

There are also other areas in which improvements could be made, such as maritime surveillance in the estuary leading to the sea. It seems that some containers are compromised in the four hours it takes for the boats to make their way out. Another positive step might be to reform the rules for the economic operators in the port.

With regard to money laundering, there is still some way to go but significant advances have nevertheless been made in terms of legislation and control procedures, as the FATF Plenary recently acknowledged when it took Ecuador off the list of countries with serious deficiencies in anti-money laundering legislation².

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

² Ecuador was removed from the FATF list on 22 October 2015.

In response to the rise in micro-trafficking in 2014 and 2015, the Interior Ministry has launched major initiatives such as controls in schools, more police investigations in the most affected provinces (Guayas, Pichincha, Manabí and El Oro), the creation of the Sub-directorate General for Trafficking and Domestic Consumption within the DNA, and a proposed lowering of the quantities in the CONSEP table³.

3. International cooperation

The cooperation involving Member States of the **Dublin Group** in the Republic of Ecuador can be considered significant, especially with regard to training. Examples include the activities of the UNODC, the European Commission and the United States (the project for specialised drugs courts in Cuenca was brought to an early close but a new project has been launched to provide training for trainers on local demand reduction, with the participation of the UNODC, the United States, and Ecuador in the form of its community police and anti-narcotics police). Bilaterally, efforts have also been made by France, Spain, the United Kingdom, Italy, Germany and the Netherlands.

Ecuador actively participates in drugs cooperation programs financed by the EU, such as COPOLAD, the second phase of which will be operational in early 2016 and will also include the Caribbean countries, PREDEM, AMERIPOL-EU, PRELAC, GAFISUD-EU and, in terms of political dialogue on this issue, EU-CELAC, in which Ecuador is a very active participant.

³ On 14 September, a table of quantities was introduced which substantially increased the penalties for micro-trafficking. In addition, a decision by the National Court of Justice (No 592 of 22 September 2015) increased the penalties for offences involving different types of narcotic substances (cumulative sentences).

4. Conclusions and recommendations

- a) Above all, increase the contribution towards training in the control and prosecution of money laundering, offering international advice on the development of Ecuadorian legislation to combat money laundering, a problem that has not been resolved in a satisfactory manner. The lack of an IT system for analysing unusual transfers undermines the effectiveness of the Financial Intelligence Unit.

- b) Stress the benefits of improved coordination among the member countries of the **Dublin Group** in their contributions and bilateral cooperation with the State of Ecuador, to avoid duplication that may have an impact on their effectiveness. In the specific case of the EU, arrangements for cooperation and coordination should be put in place to organise more seminars and courses, etc., with such activities being conducted by specialists from Member States wishing to participate.

- c) Urge Ecuador to exercise greater control over the country's port infrastructure, especially in the port of Guayaquil where, despite the rise in seizures in 2014, there are still serious problems of corruption which prevent the interception of significant quantities of drugs, which are subsequently seized in European ports of destination.

- d) Given the emergence of new synthetic drugs in Ecuador which are cheaper, more addictive and more accessible, a positive step would be to establish training activities (both theoretical and practical) within the Ecuadorian security forces in order to provide information about these new substances and thus combat the related criminal activity more effectively.

CHILE

1. General situation

This report is based on figures for police operations relating to infringements of Drug Law No 20.000, published by the Sub-Secretariat for Crime Prevention within the Chilean Ministry of the Interior and Public Security, which represent all data for the **first half of 2015**.

During this period in 2015, a total of 19 760 **operations** involving infringements of Drug Law No 20.000 were carried out. This figure represents a reduction of 2.66% compared with the number of operations carried out over the same period in 2014 (20 300), continuing the downward trend that has been a recurring feature of recent reports⁴. At regional level, nearly 43 % of operations took place in the area with the highest population concentration in Chile: the regions of Metropolitana (29.5 %) and Valparaíso (13 %). In 2014 these regions accounted for 56 % of operations.

⁴ In the second half of 2014 the total number of operations amounted to 17 160, representing an increase between consecutive semesters; however, this is because more operations are always carried out in the first half of the year (summer) than in the second half.

The following table sets out the **seizures** by type of drug and shows the variations compared with the first half of 2014:

TYPE OF DRUG	FIRST HALF		VARIATION %
	2014	2015	2015/2014
Cocaine Hydrochloride (kg)	2 215	2 668	16.97
Cocaine base paste (kg)	5 023	4 437	-13.21
Processed marijuana (kg)	8 254	11 375	27.44
Marijuana plants (units)	241 792	256 925	5.89
Pharmaceutical products (units)	22 563	34 091	33.81
Heroin	0	0	0

Although synthetic drugs are not reflected in terms of units in the official seizure statistics, the increase in seizures of such drugs (since 2013), particularly in the north of the country (over 60 % of operations take place in Antofagasta and Arica y Parinacota), is a cause for concern, as is the proliferation of different types of synthetic drugs; many of these drugs are not classified, with the consequent risk that they may be distributed with impunity.

27 202 **arrests** were made in the first half of 2015, a minimal reduction of 0.4% compared with the number made during the same period in 2014. The greatest number of arrests were made for possession, followed by trafficking and, lastly, consumption.

2. Institutional framework

In Chile, the prosecution of all criminal behaviour connected in one way or another to drugs comes under the scope of Drug Law No 20.000. This law has been developed since its enactment in 2005 by various regulations and decrees, of which the following should be highlighted: Regulation 1.215 of 2006 establishing rules governing methods for the prevention of drug consumption within state administration bodies, Decree 1.358 of 2006 regulating measures to control precursors and essential chemical substances, Regulation 967 of 2008 listing narcotic or psychotropic substances and drugs that induce physical or psychological dependency, and Decree 820 of 2011 approving the Special Fund for the National Service for the prevention and rehabilitation of drug and alcohol use.

The Health Committee of the Chamber of Deputies has given the green light to a draft law on decriminalising the growing of marijuana by individuals for recreational and medicinal use, which is currently on its passage through parliament. Under current Chilean legislation, marijuana is classified as a hard drug. It may be consumed in private places, but it is an offence to sell or grow it. Once the law is adopted, marijuana will be transferred onto the list of soft drugs such as alcohol.

The Criminal Investigation Police Department (CIPD) is also implementing the "Zero Micro-trafficking" scheme under which it monitors those with a record of drug-related offences. By the end of the year, the number of drug selling points is expected to have fallen by at least 10 %.

3. International cooperation

The Chilean government, through the National Service for the Prevention and Rehabilitation of Drug and Alcohol Use (SENDA), participates actively in multilateral specialist bodies. Amongst these are the United Nations (UN), the Organisation of American States (OAS), the Southern Common Market (MERCOSUR), and the Financial Action Task Force of South America (GAFISUD).

Chile is also part of the Coordination and Cooperation Mechanism on Drugs between the European Union and the Community of Latin American and Caribbean States (CELAC), and attends all of the annual high-level meetings of the Mechanism (including the most recent meeting held on 11 and 12 February in Montevideo). In 1998 Chile signed an agreement with the EU on the control of precursors used in the illegal manufacture of drugs, and as such actively participates in the annual meetings of the joint Group (comprising the EU and the six signatory States to these agreements in South America), the last meeting having taken place on 9 February in Montevideo.

Finally, Chile also participates in various EU regional cooperation programmes in the area of drugs, particularly the Cooperation Programme between Latin America and the EU on Drugs (COPOLAD), as well as in two of the components of the Cocaine Route Programme: Prevention of the diversion of drug precursors in the Latin American and Caribbean region (PRELAC) and the Financial Action Task Force of Latin America (GAFILAT).

4. Recommendations

- a) Do more to develop comprehensive plans to combat drug addiction that include children and youths in order to reverse the current trend with regard to the age at which consumption begins, ensuring that the most vulnerable groups receive accurate information as to the risks associated with the consumption of different drugs.
- b) Strengthen existing bilateral police relations with bordering countries with the aim of providing real-time access to information on activities connected with the influx of drugs, allowing effective mechanisms to be established that would, at the very least, make bringing drugs into Chile more difficult.
- c) Strengthen the existing mechanism for registering the bodies which import chemical precursors.
- d) Suggest that the Chilean authorities set up a central office for combating drug trafficking; provide support where necessary. Such a structure could involve the CIPD, the police and the prosecution service in order to encourage an overall approach to the issue and - under the control of the judicial authority - exchanges of information and investigations between the various departments.

ARGENTINA

Introduction: the mini Dublin Group in Argentina considers that there has been little change in the overall situation of the country or the state of play of policies to combat drug trafficking in Argentina since the end of March 2015, because of the ongoing pre-election campaign. It will be very important to analyse the new government's decisions in this area. The key findings of the March 2015 report are still valid, although some of the content has been updated as follows:

1. General situation

For domestic policy reasons, there has still been no publication of official statistics since 2011. Since 2012 the annual recommendations of the Argentina mini Dublin Group have emphasised the need to update and improve the reliability of official sources.

The national government considers that any statement saying that Argentina has gone from being a transit country for drug trafficking to one that also manufactures and consumes drugs would have a destabilising effect. The opposition has been making political capital out of this issue since 2013. Other figures such as Pope Francis, who receives information directly from the local Catholic social assistance network, have warned of the alarming increase in drug trafficking in Argentina.

a) Legislative and institutional framework

Argentina is a party to the New York Single Convention on Narcotic Drugs (1961), the Vienna Convention on Psychotropic Substances (1971) and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988). In this framework, Argentina works with the United Nations Office on Drugs and Crime (UNODC), follows the proceedings of the Commission on Narcotic Drugs of the United Nations Economic and Social Council (ECOSOC) and is subject to the jurisdiction of the International Narcotics Control Board (INCB). At regional level, it participates in the Inter-American Drug Abuse Control Commission (CICAD) of the OAS and in the Multilateral Evaluation Mechanism (MEM). It is also part of the South American World Drug Problem Council (UNASUR), the Specialised Enforcement Authorities Meeting on drugs, drug abuse and the rehabilitation of drug addicts (MERCOSUR) and the Coordination and Cooperation Mechanism on Drugs between Latin America, the Caribbean and the European Union (EU-LAC). At national and provincial level, Argentina has specific laws on combating drug trafficking and preventing drug addiction. The main institutions responsible for implementing this legislation are the Ministry of Security and the Planning Secretariat for the Prevention of Drug Addiction and Drug Trafficking (SEDRONAR).

b) Consumption

The Argentinian Drug Observatory provides data from studies carried out up to 2011.

- According to information published by the Drug Observatory and reported in the 2014 World Drug Report, the annual prevalence rate for **marijuana** among those aged between 12 and 65 was 3.2 %, and the annual prevalence rate for cocaine in that age group was 0.8 % (2010 figures). According to estimates by the UNODC, published in the 2014 report, annual prevalence rates for those substances in South America were 5.7 % and 1.2 % respectively.

- According to the national study on patients receiving treatment in 2010, including for alcohol- and tobacco-related addictions, 38 % were requesting treatment for **cocaine** addiction. This percentage rises to 48.6 % if demand for treatment for addiction to illegal drugs alone is taken into account.
- As for **synthetic drugs**, Argentina has one of the highest lifetime prevalences among secondary school students (the prevalence rate for ecstasy in this age group is 2.3 % according to UNODC estimates based on 2011 data provided by Argentina).
- Legal purchases of **psychotropic drugs** remain at a high level (1.5 million boxes per month in the Province of Buenos Aires, with sales having increased by 75 % in the past 10 years, according to the Ministry of Health). The medical prescriptions system was improved in 2014. There is a dangerous trend towards mixing such drugs with alcohol.
- Consumption of ecstasy, measured in terms of lifetime prevalence, went from 0.2 % in 2001 to 2.1 % in 2011, i.e. a tenfold increase. Consumption of cocaine, measured in terms of lifetime prevalence, increased from 0.3 % in 2001 to 0.9 % in 2011, i.e. a threefold increase.

The government of Argentina believes that the comparisons drawn between Latin American countries in some international reports on drugs consumption are incomplete, since the international bodies concerned do not use their own data but instead rely on information from the participating States, and not all the countries supply data (including Argentina itself, which supplied data only up to 2011). Argentina feels that it will be placed artificially high in the rankings. In early March 2015 Security Minister Sergio Berni travelled to Vienna, where he met officials from the International Narcotics Control Board (INCB) and the United Nations (UNODC).

c) Combating supply

There are no aggregated data on drug seizures. Each of the four federal forces (federal police, the national gendarmerie, the port authorities and the airport police) and each provincial and local police force keeps its own figures, which are not made public. The Ministry of Security ceased to provide half-yearly statistics in June 2012 (3 389 kg of cocaine, 60 782 kg of marijuana). The figures are lower than the volume of seizures in the drug destination countries in the West, mainly Europe, but there has been a considerable increase in seizures in Argentina in the last decade. Cocaine is the drug most frequently trafficked in transit to third States. According to the UN, between 2001 and 2012 Argentina ranked third, after Brazil and Colombia, as the last country through which cocaine passed before arriving at its final markets. Drug traffickers use the commercial maritime and air routes already existing between Argentina and the rest of the world. The Security Minister, Sergio Berni, announced several large-scale anti-drug operations and the arrest of 400 drug traffickers in the past year. According to unpublished data from the Ministry of Security, 5 tonnes of cocaine were seized in 2014.

The main entry route for cocaine continues to be the northern border with Bolivia and Paraguay, although micro-trafficking has also been detected on the Andean border with Chile. In 2014 border surveillance was reinforced by the presence of the army, but the national gendarmerie is the body responsible for arresting drug traffickers at the border. The electronic tracking devices ('North Shield' radars) have been improved. However, the borders continue to be permeable. The law enforcement authorities have detected 1 600 clandestine airstrips for light transport aircraft, 750 illegal crossing points on the Bolivia - Argentina border and 60 illegal crossing points on the Paraguay - Argentina border. In 2014 the national and provincial aviation authorities signed a coordination protocol on the cross-checking of data on aircraft and the closure of illegal airstrips, particularly near the Paraná river, where the drugs are transferred to boats.

The exit routes for cocaine are primarily the ports (containers - 75-80 % of traffic according to the Ministry of Security) and Ezeiza international airport in Buenos Aires ('mules'). In 2013, the General Auditing Office denounced the ineffective use of scanners of containers in river and maritime ports, and the inadequacy of the equipment employed to distinguish between organic and inorganic matter.

Mention should be made of the Report on Customs and Border Control published on 2 December 2014 by the General Auditor's Office (a constitutional body independent of State control, chaired by the opposition, which reports to Congress). It confirms that the greatest risk of illicit trafficking in plant-based drugs and controlled chemical substances is concentrated in areas near the country's northern border, and the risk of synthetic drugs is present at the major airports, primarily at Ezeiza international airport.

Since 2013 and during the election campaign, initiatives have been put forward to use the armed forces in the fight against drug trafficking (law on the downing of aircraft suspected of drug trafficking, presence of armed forces in difficult locations) and to reinforce the position of the judiciary.

In any case, successful joint operations have taken place, with arrests of those responsible for drug trafficking at the source and destination. According to the INCB's 2013 report, 1.5 tonnes of cocaine from Argentina were seized in Europe, and there is an upward trend.

Argentina is not a coca leaf producer, although it is a transit country for cocaine. There are also signs of production of cocaine hydrochloride, according to the register of operations to dismantle laboratories for this product in 2014; the extent of this phenomenon and its geographical distribution remain to be established. There is also evidence of local production of LSD and hallucinogenics. The Argentinian law enforcement authorities consider that synthetic drugs are the market with the highest growth potential in Argentina. In the province of Buenos Aires alone, seizures increased from 1 700 pills in 2011 to 50 000 pills in 2013, according to journalistic sources. Thefts of veterinary ketamine have also been recorded. The CICAD considers that Argentina should establish procedures for dismantling laboratories illicitly manufacturing drugs of synthetic or natural origin.

Violent conflicts for the control of territory take place between drug trafficking gangs, particularly in the provinces of Santa Fe, Cordoba, Buenos Aires and Mendoza. They seek to consolidate zones of influence and distribution quotas, and are linked to the increase in consumption and in local production. The level of small-scale drug-dealing in "kiosks" and 'bunkers' has risen. The violence associated with drug trafficking has led to an increase in kidnappings and killings to settle scores. On 9 April 2014 the Ministry of Security decided to concentrate 3 000 federal police officers in Rosario. The federal forces withdrew at the end of 2014, but gradually returned as from June 2015, due to a persistently high rate of killings. A rise in the number of hired assassins has been detected throughout the country.

Drug use and trafficking are largely responsible for the crime rate at national level: 46.3 % of those committing any kind of offence (65 % of thefts) claim to be under the influence of illegal substances (SEDRONAR 2014).

2. Follow-up to policies to combat drug trafficking

a) Division of competences in combating supply and demand:

Decree 481/2014 abolished SEDRONAR's powers of overall coordination with regard to drugs. It transferred to the Ministry of Security full responsibility for coordinating and implementing measures to combat drug trafficking (supply). SEDRONAR retains the role of drawing up public policies to mitigate demand (rehabilitation, education, combating social exclusion, and respect for human rights) and responsibility for control of chemical precursors (Laws No 23.737 and No 26.045). In March 2014 SEDRONAR launched the 'Recuperar Inclusión' (Inclusion Recovery) programme with funding amounting to USD 225 million for the next two years, quadrupling the budget allocated in previous years, although there are questions concerning the extent to which the budget is being implemented.

In 2015 SEDRONAR presented the sixth national study on the consumption of psychoactive substances by secondary school students; it should be pointed out that the biannual study, which measures the use of psychoactive substances in the entire population, had not been published since 2011.

In May 2015 Dr Gabriel Lerner was appointed as the new Secretary of SEDRONAR.

According to the Sixth Evaluation Round on Argentina by CICAD (OAS), the Integrated Federal Plan for the Prevention of Drug Addiction and the Control of Drug Trafficking 2012-2017 is 'mostly complete', requiring updating of 'policies, plans and programs'.

In February 2015 a new Federal Intelligence Agency was set up, with increased powers to fight drug trafficking.

b) Money laundering:

a) FATF: In October 2014 the FATF decided to remove Argentina from the grey list of countries with shortcomings in their regulatory standards for combating money laundering and the financing of terrorism. The application of Laws No 25.246 and No 26.863, which independently define the offence of money laundering and facilitate the seizure of the proceeds of illegal activity, was taken into account. The FATF took note of the sanction procedures under way at the FIU (Financial Intelligence Unit) and in the Argentinian courts.

b) Extensions of Law 26.860: In June 2013 the Congress approved a law on voluntary repatriation of foreign currency holdings in Argentina and abroad. It was organised through the mandatory purchase of Certificates of Deposit for Investment (CEDINs), Argentine Economic Development Bonds (BAADEs) and Promissory Notes for Economic Development, all subsequently listed on the secondary market. The purpose of the law was to stem the flight of capital, repatriate funds and draw on foreign currency for the country's strategic macroeconomic needs (investing in hydrocarbons, reactivating the property market, reducing the fiscal deficit, increasing the Central Bank's reserves, and controlling the informal exchange rate).

c) Chemical precursors: Decree 2061191 regulates the control of precursors used in the preparation of drugs. It is complemented by specific legislation on chemicals and pharmaceuticals, both of which are important industries in Argentina. In April 2014 the online National Register of Chemical Precursors came into operation. The objective is to reduce the risk of diversion of precursors for use in the illicit manufacture of drugs. The trial relating to the ephedrine trafficking scandal which occurred between 2005 and 2008 is continuing. On 6 May 2015, Decree 772/15 extended by executive action the list of prohibited narcotic drugs in Argentina, adding 49 substances to the Register.

- d) Political debate on the decriminalisation of drugs: The case law of the Supreme Court ('Arriola' case, 2009) qualified Law 23.737, declaring punishment for the private possession of marijuana for personal adult use to be unconstitutional, provided third parties are not affected. Following the Court ruling, three bills were also presented in Congress for decriminalisation of use in both public and private places, but they have been before parliament for two years. The bill does not define the quantity that must be considered to be for personal use, leaving the judge to decide on a case-by-case basis.

In Argentina there are arguments in favour and against decriminalisation. In 2014 the head of SEDRONAR at the time, Father Juan Carlos Molina, requested that the use of all kinds of drugs be decriminalised, because he considers that drug use is a problem of social welfare rather than of public insecurity. Nevertheless, opposition political parties, NGOs and the President of the Supreme Court were opposed to this view. The Catholic Church in Argentina - which plays an important role because of its presence in the shanty towns and the priority given by Pope Francis to the fight against drugs - does not agree with Molina's proposal because the priests working on the ground have condemned the lack of any efficient system of prevention and rehabilitation, which is essential before taking any decriminalisation measure in order to avoid encouraging use. A bill is in Congress to amend Articles 5 and 12 of Law 23.737.

The situation is complex because the current legislation foments the inefficient use of police and judicial resources in tackling drug trafficking. However, the operations in the provinces had more impact because large-scale trafficking was concentrated there.

- e) Debate on the expulsion of foreign offenders: According to data from the *Procuración Penitenciaria de la Nación* (National Prison Ombudsman's Office), 56.09 % of the 10 205 detainees in Argentina's federal prison system have links to drug trafficking offences. According to this same source, 20.60 % of inmates are foreign, mainly from Paraguay, Bolivia, Peru and Colombia, most of whom are illegal immigrants.

At present, most nationals of EU countries in Argentinian prisons have been sentenced for offences linked to drug trafficking. When they have completed half of their sentence they may ask to be released and automatically expelled from the country, with a ban on their return to Argentina.

- f) Communication and the fight against drug trafficking: Assessing the problem of drug trafficking in Argentina is a highly politicised issue, particularly in view of the presidential elections at the end of 2015. Until recently the Argentinian authorities denied the real magnitude of the problem, but the Security Minister has acknowledged a 'state of permanent vulnerability'. The national government's communication strategy aims to minimise the opposition's criticisms concerning the inefficiency of the policy against drug trafficking and to undermine the actions of the provincial governors, whether or not they are politically affiliated. The Security Minister, Sergio Berni, has managed to be appointed Interpol representative for Latin America.

As for prevention policies, both the Ministry of Security and SEDRONAR organise their activities via citizen participation, relying primarily on political groupings and neighbourhood associations close to the government.

- g) Corruption: According to journalistic sources, in 2014 several police officers from Córdoba, Rosario, Mendoza, Formosa and Buenos Aires province were arrested for offences related to drug trafficking. Several members of the national gendarmerie and two officials from the National Institute of Statistics and Censuses (INDEC) were also arrested. It must be pointed out that there are internal conflicts between the executive and the judiciary, as well as those arising from the change made to the Secretariat for State Intelligence.

3. International cooperation

There continues to be good cooperation with police forces, judges and prosecutors in joint international operations to intercept drug consignments, and the speed of information exchange with the four Argentinian federal forces is satisfactory. The bureaucratic procedures for authorising officers to travel to take part in joint training programmes have been improved.

Specific programmes:

- **European Union:** Close cooperation is maintained via the COPOLAD programme of cooperation between the EU and Latin America on drugs policy. Its objectives are to improve the coherence, balance and impact of drugs policies, through the exchange of experience, bi-regional coordination and multisectoral capacity-building. The project has been extended to 2019.
- **France:** Training courses run by French experts for their Argentinian counterparts, on techniques for identifying and checking suspect containers, techniques for using container scanners and image analysis, training sniffer dogs, and money-laundering and economic offences.
- **Slovakia:** A bilateral agreement for cooperation on drugs is being negotiated with the Ministry of Security, and should be concluded in 2015.
- **Spain:** Leads the EU's COPOLAD programme.
- **Australia:** Two Australian Federal Police officers are based in Colombia, tasked with facilitating multinational investigations into illegal drug trafficking. They visit Argentina twice a year to expedite investigations involving Australia and Argentina, meeting regularly with the Argentinian Federal Police, Gendarmerie, Airport Police and the State Secretariat for Security.

- **Italy:** Close cooperation in the area of security is maintained by two experts posted in the country, specialising respectively in police matters and in combating economic and financial offences. Scheduled meetings also continue to be held to exchange experience gained in the fight against drug trafficking and money-laundering. Lastly, negotiations are in progress with the Ministry of Security with a view to a new bilateral security cooperation agreement, with a particular focus on the fight against organised crime and drug trafficking.

UNODC: For UNODC, Argentina is a high-priority country in terms of curbing the HIV epidemic among drug users: UNODC is carrying out activities in cooperation with the STD and AIDS Directorate of the national Ministry of Health to increase drug users' access to the healthcare system.

4. Recommendations

As assessed by the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD), in Argentina, as in other countries in the region, there are problems of drug consumption and trafficking, and of social integration and development. In CICAD's opinion, combating all these problems, by developing the institutions, will take time. The main challenges faced by Argentina continue to be:

- Internal coordination of the fight against drug trafficking.
- The need for reliable updating of statistics, coordination of aggregated national data and regular publication.
- Strengthening international cooperation to enhance joint operations and the exchange of information and knowledge.
- Enhancing police and judicial capacity-building.
- International cooperation to improve capacity-building by sharing best practice through training courses.

- Use of instruments to attack the economic power of the organisations engaged in drug trafficking and related offences, focusing police and judicial resources on larger-scale investigations and making use of international cooperation.
- Developing an early-warning system on new forms of crime in drug trafficking.
- Increasing internal checks and combating corruption in all areas of the fight against drug trafficking. Preventing law enforcement officers from being co-opted.
- Controlling imports of chemical precursors.
- Prevention, and rehabilitation of drug addicts: i) greater awareness-raising concerning the harmful effects of drugs, ii) presenting genuine alternatives to the social mobility which drug trafficking offers and iii) monitoring new synthetic drugs, to which the young urban market is especially receptive.
- Increasing contacts between the Argentinian units specialising in the fight against drug trafficking and the operational units of the security forces which have the same responsibilities in other countries; we particularly recommend visits to transport hubs (airports, ports etc).
- Using existing models of information analysis, for their advantages in terms of centralising information and avoiding overlap in investigations.
- Improving the material resources allocated to the judiciary and the police for combating drug trafficking. Monitoring efficiency in budgetary implementation and in combating both supply and demand.

BOLIVIA

1. Background

Since the group's last report was submitted in September 2015 there have been no changes either in the Bolivian legal framework or in the specific national administrative structure for combating drug trafficking.

- i) On 26 May, the President appointed Carlos Romero (who had been a Government Minister until the reshuffle in January 2015) as Minister following the resignation of Hugo Moldiz. It should also be noted that Deputy Minister Cáceres, who is primarily responsible for the progress made in combating drug trafficking, remains in post. Minister Romero has appointed Marcelo Elío as Deputy Minister for Home Affairs and Police, replacing Jorge Pérez.
- ii) According to data published by UNODC, coca cultivation decreased by 11% in 2014 compared with the previous year, with the area under cultivation falling from 23 000 to 20 400 hectares. From 2010 to 2014, the area given over to coca-growing in Bolivia was reduced by 10 600 hectares, or more than one third. This fact was widely reported in the national and international press.

In July 2015, the US Office of National Drug Control Policy (ONDCP) published its estimate of the area given over to coca cultivation in Bolivia in 2014: 35 000 hectares. The United States has proposed to Bolivia to coordinate a high-level meeting for policy exchange, but the meeting has not yet taken place owing to logistical issues.

Although, according to UNODC's statistics, Bolivia has reduced the area devoted to coca cultivation in accordance with the 2009 Political Declaration, very limited progress has been made towards achieving other objectives (combating illegal trafficking in drugs and precursors and money-laundering linked to illegal drugs).

Bolivia has assumed additional responsibilities as a result of its reservation to the 1961 Single Convention on Narcotic Drugs. The International Narcotics Control Board (INCB) has requested information on the quantities of coca leaf which are expected to be used for the purposes in respect of which Bolivia entered the reservation; the designation of the areas and plots of land where cultivation will be permitted; the issue of licences to coca farmers, etc. Another task to be addressed is developing and implementing a system for monitoring the end use of coca leaf sold in the country's legal markets, as well as closing down illegal markets.

- iii) Legal framework: although the Government has reiterated its intention to make progress in this regard, three fundamental laws in this area have yet to be adopted:
- 1) A general law on coca, including its use, consumption, transportation, specific cultivation areas and commercialisation.
 - 2) A law on controlled substances, including a distinction in terms of offences and penalties between the trafficking and micro-trafficking of drugs, updates to lists of controlled substances, the control of chemical precursors, and investigation into illicit profits.
 - 3) The government has also stated that it intends to push forward the law on forfeiture of assets so that it can use the seized assets to combat drug trafficking. Although the law is urgently needed in Bolivia, it is encountering serious difficulties which are delaying its adoption and implementation.
- iv) Bolivia is preparing its position with a view to the 2016 UNGASS on the World Drug Problem. In this connection, Bolivia took part in a preparatory UNASUR meeting in August.

- v) New EU budgetary support of EUR 60 million for the implementation of the national anti-drug-trafficking strategy and the reduction of excess coca cultivation has recently been approved. This programme also includes EU support for the Bolivian Government's anti-drugs efforts and a contribution to technical capacity-building with European police forces.

2. Recent events

The last six months have seen the following important developments in Bolivia's fight against drug trafficking:

- i) On 13 August, the UNODC presented the main results of the operations to incinerate/destroy illegal drugs seized in Bolivia. In the first half of 2015, Bolivia's anti-drug agency, the FELCN (*Fuerza Especial de Lucha contra el Narcotráfico*), seized 6 568 kg of cocaine base, 7 434 kg of cocaine hydrochloride and 8 244 kg of marijuana for retail sale - illegal drugs which were incinerated/destroyed in 212 operations carried out over this period. The UNODC verified that the incinerations were carried out in a transparent manner and in accordance with the regulations.
- i) On 17 August, the UNODC published the 2014 Coca Crop Monitoring report on Bolivia. The report shows that in the Yungas region of La Paz and the Cochabamba Tropics, which account for 99% of the area under coca cultivation in the country, reductions of 10% and 14% were achieved between 2013 and 2014, from 15 700 to 14 200 hectares and from 7 100 to 6 100 hectares, respectively. Between 2013 and 2014, the area rationalised/eradicated decreased by 2% nationally. Potential national production of coca leaf was estimated at 33 100 tonnes in 2014. The total value of coca leaf production in Bolivia fell from 294 to 282 million dollars compared with 2013. The quantity of coca leaf sold in the two authorised markets - Villa Fátima and Sacaba - amounted to 19 797 tonnes in 2014, equivalent to 60% of total coca leaf production.

- ii) The UNODC in Bolivia is developing a new 2016-2020 strategic framework, which envisages a series of interventions to contribute to the achievement of the country's priority objectives with regard to drugs, crime, corruption, criminal justice and terrorism.
- iii) In recent months there have been successive reports of corruption within the FELCN, in view of which measures may be taken in the months ahead.
- iv) President Morales has inaugurated the construction of an airport at Chimoré in the Chapare region. It is intended to facilitate transport and trade in this region of the country.
- v) After several months, the contract award process for five mobile radars to monitor airspace has not been concluded: a contract has not been awarded, nor has a date been set, for the purchase of this equipment.
- vi) It should be stressed that the training centres for anti-drugs police ('Garras del Valor') and drug-detection dogs have insufficient capabilities since training is not a real political priority.

3. Recommendations

We propose the following possible new recommendations to the Bolivian government with regard to combating drug trafficking:

- i) We recommend expediting the **reforms of the legal framework** to equip the various bodies and public authorities with the appropriate tools for combating drug trafficking (telephone tapping, judicial supervision for investigations into drug trafficking and related offences such as money laundering). We also recommend that the Government of Bolivia comply with the obligations arising from its reservation to the 1961 Single Convention on Narcotic Drugs.
- ii) We reiterate once again our recommendation to **strengthen regional cooperation** with Peru and Brazil, as also with Argentina, Paraguay and Chile, working to enhance reciprocal trust and thus facilitate cross-border cooperation in the fight against drug trafficking.

- iii) We recommend that the Bolivian Government improve **the supervision of legal markets** for the sale of coca leaf at all stages, including the final destination and use of the product.
- iv) We request that the entirety of the **comprehensive study on the coca leaf** in Bolivia be made available to the wider public.
- v) We recommend that the **high-level dialogue** between the EU and Bolivia to be held on 16 November 2015 take account of the background described in this report and include this Group's recommendations.

PERU

February 2012 saw the adoption of a **new national anti-drugs strategy 2012-2016 (ENLD)**, which sets out the guidelines for the Peruvian State's action to combat drug trafficking. It has now been in force for three years, and is working well. Peru is dedicating more resources and tackling the issue in its own right. There is clear leadership, and the National Commission for Development and Life Without Drugs (DEVIDA) has cemented its role as the lead agency.

The strategy aims to improve results using an integrated approach that addresses all aspects of the problem (eradication, alternative crops, control, rehabilitation and prevention), and establishes precise targets and indicators. Significant progress was made in 2014 and, according to the official UNODC and DEVIDA data, the area under coca leaf cultivation fell from 49 800 ha in 2013 to 42 900 ha this year, marking a major turning point.

1. General situation

a) Coca leaf, basic cocaine paste and cocaine hydrochloride

As mentioned above, in 2014 the net area occupied by coca crops in Peru fell by 13.9 %. This reduction continues the downward trend begun in 2012 and demonstrates that the political decisions adopted by the Peruvian government are on the right track.

According to UNODC data, potential dried coca leaf production amounted to 100 840 tonnes on 31 December 2014. No data is reported for potential cocaine production, as the conversion factors from coca leaf to cocaine are still not up-to-date. It is important to note that 9 000 tonnes of the total volume of dried coca leaf produced are chewed in the traditional way, according to data from the National Statistical Institute (INEI).

The main coca-growing areas in Peru are still the VRAEM or the Apurímac-Ene-Mantaro River Valley (18 845 ha), and La Convención y Lares (10 342 ha); Inambari-Tambopata (3 455 ha) and the lower Amazon are also important coca production areas. The VRAEM accounts for 43.9 % of the total area under cultivation in Peru, and 67.8 % of potential production.

In 2013 the largest reductions achieved through eradication efforts were in Aguaytia with a drop of 81.5 %, Alto Huallaga with a reduction of 63.9 % and Pichis-Paicazu-Pachitea with a drop of 53.9 %. The reductions in La Convención y Lares are the result of the abandonment of crops rather than eradication measures. The production areas which increased in size were Kcosñipata (19.1 %), Marañón (6.9 %) and San Gaban (5.9 %).

In 2014 eradication actions intensified, with 31 200 ha being eliminated. The target for 2015 is even higher - 35 000 ha.

The average price established for 2014 was USD 4.3 per kilogramme of dried leaf, similar to that of 2013. The average price of cocaine hydrochloride in Peru fell by 10 % in 2014, dropping to USD 1 178/kg. This reduction may have resulted from two factors: the purity of the cocaine and a probably more abundant supply due to a more efficient transformation of coca leaf into cocaine.

Recorded seizures improved slightly with respect to 2013 (33 844 kg of drugs seized in 2014, compared with 28 003 kg in the previous year). It is nevertheless still a low figure, which is why we believe that this control measure should be strengthened and extended in the same way as eradication, which has yielded significant results in the last two years (2013-2014). Of the drugs seized, base paste accounts for 11 116 kg, cocaine hydrochloride for 18 699 kg and marijuana for 4 018 kg.

In the last 10 years international drug trafficking has changed its modus operandi. Since 2000, in contrast to the 90s, the transportation of drugs from the production areas has essentially been carried out by internal criminal organisations ('creole cartels and family clans'), who first head for towns located mainly in the mountains, after which they make for the coastal towns or towns near the borders, where the contracted shipments are put together - a process which is supervised by the international cartels. All available means are used to take the coca derivatives (basic cocaine paste and cocaine hydrochloride) out of the country (shipments). Overland transportation primarily heads towards the south-eastern part of the country (the Puno and Madre de Dios departments) on its way towards Bolivia. As far as transport by waterway is concerned, the destination is mostly Brazil.

Drug trafficking currently also uses the sea route (through the creation and use of front export companies, with the "merchandise" being hidden in the numerous containers that leave the country's ports every day).

An extremely worrying phenomenon is drug traffickers' growing use of illegal light aircraft, which operate from increasingly dispersed clandestine airstrips. It is believed that a very considerable proportion of the drugs is currently being smuggled to neighbouring countries, particularly Bolivia, on such illegal flights, and the authorities are taking aggressive action to curb the practice.

b) Poppy and other opiates

There are no official statistics. The scant data available are not sufficient for a precise analysis of the situation, though the increased supply of heroin in some neighbouring countries suggests that cultivation could be on the rise in Peru.

c) Drug consumption

Not many statistics are available, but according to a 2013 study from CEDRO, the illegal drugs with the greatest lifetime prevalence in Peru are marijuana (7.5 %), basic cocaine paste (2.9 %) and cocaine (2.4 %). The situation is serious, since drugs can be obtained cheaply and from numerous sources. According to DEVIDA, around 106 000 Peruvians who consume illegal drugs urgently need treatment to tackle their addiction, a problem which clearly requires greater attention from the public authorities.

d) Main approaches and results in the fight against drugs

d.1.- Eradication: A total of 31 205 ha were eradicated in 2014, exceeding the targets set in the ENLD (30 000 ha). The eradication operations carried out in the Amazon Trapezium were especially significant, as it is an area with a very limited State presence and a substantial increase in illegal crops, which has now been curbed.

The Apurímac-Ene-Mantaro River Valley (VRAEM) continues to be the major producing region and the most problematic, and that is where efforts should be concentrated. No eradication took place in the VRAEM in 2014, despite the fact that the target of eliminating 5 000 ha had been set. At the beginning of the year, the Peruvian government changed its strategy and adopted, through the Ministry of Agriculture and Irrigation, a new package of projects for the productive reconversion of coca leaf to legal crops, as well as the financing of business plans in the area.

d.2.- Prohibition and seizures: In addition to the seizure of 33 844 kg of drugs, 1 045 maceration pits and 625 cocaine hydrochloride processing laboratories were destroyed. CONABI (the national commission on seized assets) has carried out a number of public auctions. Arrests of drug mules ("burriers") continue to increase, especially at Lima international airport.

2. Institutional framework

a) Policy framework

The strategy for 2012-2016 sets the **general strategic objective** of a drastic and lasting reduction in illegal trafficking and consumption of drugs and their adverse social, political, economic, cultural and environmental effects, while integrating those who produce illegal crops into the lawful economy. Within this general objective there are four major strategic aims: **1. Strategic objective of integrated and sustainable alternative development**, by making it more feasible for people to disengage themselves from illegal coca cultivation. **2. Strategic objective of prohibition and punishment**, through a significant reduction in the unlawful production and trafficking of drugs and related offences, dismantling organised crime organisations and bringing them to justice. Increased detection and investigation of money laundering is also proposed. **3. Strategic objective of prevention and rehabilitation**, decreasing drug consumption nationally using preventive and therapeutic measures. 4. The ENLD includes a **strategic objective of overall commitment**, under the principle of shared responsibility.

The strategy establishes **ambitious goals and monitoring indicators**, and if projections hold they will translate into significant achievements by 2016. However, there are some areas in which it has not been made clear what resources the Peruvian authorities plan to use to achieve the proposed aims, and others in which the strategy could be further refined.

b) Main institutions

Implementation of the national anti-drugs strategy is carried out by **DEVIDA**, which is designed to operate as the lead agency responsible for combating drugs in Peru and reports to the Prime Minister's Office. DEVIDA is headed by an Executive President and the position has been held by Alberto Otárola since June 2014.

There is a range of entities directly or indirectly involved in combating drugs in Peru, including the Ministry of the Interior, more specifically the Anti-drugs Directorate of the Peruvian National Police (DIRANDRO), the Ministry of Defence, the national tax administration (SUNAT), the Ministry of Agriculture and Irrigation, the Ministry of Justice, the Ministry of Foreign Affairs and the Ministry of Health. The National Coca Company (ENACO S.A.) is the public-sector company responsible for marketing and industrialising coca leaf and derived products, and it keeps a register of legal coca leaf producers. Other entities with relevant responsibilities are CONABI (national commission for confiscated goods), the regional governments, the local governments, the courts, the public prosecutor's 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 Eradication of Coca Leaf in Upper Huallaga), which reports to the Ministry of the Interior's drugs control office, the SBS (supervisory authority for banking, insurance and private pension fund administrators) and the Financial Intelligence Unit.

Given the number of entities involved, it is essential for DEVIDA to have sufficient political backing to take effective action as the lead agency and to carry out its coordination role.

c) Legal framework and main legislative developments in 2015

The Peruvian government's commitment to stepping up the fight against drugs can be seen in various legislative measures that have been adopted this year. These include Legislative Decree 1241 of 26 September 2015, which seeks to strengthen the fight against illegal drug trafficking and authorises the destruction of vehicles transporting illegal substances. It reintroduces the criminalisation of the replanting of coca leaves, which can be punished by imprisonment for three to eight years, and establishes a clearer definition of the competencies of the bodies involved in the fight against drug trafficking.

3. International cooperation

International cooperation has continued to support various programmes, particularly in the areas of alternative development, environmental conservation and the restoration of damaged ecosystems. Examples include the work of **the UNODC**, as well as the government's funding of the anti-drug trafficking program run by the **United States** government's Bureau of International Narcotics and Law Enforcement Affairs (which pledged USD 36 million to combating drugs in Peru in 2014) and the alternative development program run by the United States Agency for International Development (USAID), which pledged USD 25.5 million in 2014. The **EU** is implementing a support project worth EUR 32.2 million, including EUR 24 million earmarked for sectoral budget support, and EUR 6 million for a technical support programme to assist the Peruvian government in implementing its national anti-drugs strategy 2012-2016; there is also an alternative development programme for Satipo worth EUR 10.4 million (of which EUR 8 million has been provided by the EU and EUR 2.4 million by the Peruvian government), with support from various member states. More specifically, Japan has been focusing on community development projects, whilst Canada has been funding initiatives by the Organisation of American States (OAS) and the UNODC that benefit Peru (e.g. USD 1.5 million for the container checking programme of the UNODC to be implemented in the port of Callao) and providing direct support, such as training for the Peruvian national police by the Canadian mounted police. The OAS provides support through the Inter-American Drug Abuse Control Commission (CICAD) for the 'institutional strengthening' programme supporting national drug commissions in Latin America, which receives financial support from Spain. This year CICAD will hold its 58th regular session in the Peruvian city of Trujillo on 11-13 November 2015.

At the regional level, Peru is stepping up cooperation with neighbouring countries. Some very fruitful bi-national meetings have been held with Brazil, Ecuador, Colombia and Chile, and there is good cooperation with Bolivia. Nevertheless, it would be desirable to increase the level of joint activities, which remains insufficient. The **UNODC** is implementing a European Union project worth EUR 6.5 million to combat the demand for illegal drugs in the four countries of the Andean Community.

4. Recommendations

1. The Group congratulates the Peruvian government on the successful implementation thus far of the national anti-drug strategy 2012-2016, and on the achievement of a number of its goals, particularly on eradication, and welcomes the fact that the country is dedicating substantial resources to combating drug trafficking. The Group considers that the work should continue along the same lines so that a real, positive impact can be achieved in the fight against drug trafficking in Peru; this is feasible if current trends continue.

2. The Group urges the Peruvian government to continue the work being done by the lead agency and all the departments of the ministries and public bodies with responsibilities related to combating drug trafficking, so as to create a compact, well-coordinated and efficient state apparatus with adequate budgetary resources. The new government team is urged to continue with this policy, which should reflect a unified and sustained effort.

3. The Group urges the Peruvian government to keep up its efforts to ensure that the lead agency in the fight against drugs in Peru continues its process of consolidation, by increasing its authority, convening power across sectors, and budget, so that it can coordinate all the ministries and institutions involved.

4. The Dublin Group will attempt to promote a sustained dialogue with DEVIDA which will allow it to be regularly informed of the results – achievement of goals and development of monitoring indicators – that are being obtained through the implementation of the new national strategy.

5.- The Group considers it of the utmost importance that **a revised estimate of the potential cocaine production** be made available as soon as possible. To this end, it is necessary to complete the study aimed at updating the conversion factors from coca leaf to cocaine, as this is vital for evaluating real progress in the fight against drugs in Peru. To achieve this, the Peruvian government should urgently lift the current legal restrictions which are hindering investigations in this area.

6. The Group congratulates the Peruvian government on its success in eradicating crops in 2014, which has been accompanied by the development of alternative crops. The Group recognises **the efforts made as regards seizures**; DIRANDRO has been carrying out operations in this area with ever better results. Still, the government is urged to make greater efforts to dismantle the criminal networks involved in drug trafficking.

7. The Group also urges the Peruvian government to step up its efforts to combat money laundering, in accordance with its action plan, since money laundering is closely linked to drug trafficking.

8. The Group observed with concern the links that were established between certain candidates and drug trafficking in the recent municipal and regional elections. For this reason, we welcome the legislative reforms adopted by Congress this year for having introduced a 'one-stop shop', requiring that information on convictions be included in candidates' records, and that representatives with illegal drug trafficking and money laundering convictions lose their seats. The Group is therefore confident that those links will not be an issue in the presidential elections in 2016.

9. Since an increasing quantity of the drugs leaving Peru do so by air, the Group urges the Peruvian government to acquire the technical means and equipment to allow it to put a stop to illegal flights leaving the country, within the framework of international agreements.

10. The Group stresses the importance of effective action in the **VRAEM**, and urges Peru to pursue a multi-sectoral approach in this region that takes into account all the economic, social, law-enforcement and military aspects of the problem. The Group particularly urges the Peruvian government to improve coordination between the Ministry of Agriculture and Irrigation and DEVIDA in the VRAEM. It considers that the program for the productive reconversion of coca leaf to legal crops in that region needs to begin to yield verifiable results in the near future.

11. The Group repeats its recommendation that **national and international technical support should be increased for all authorities involved in combating drug trafficking, though they should be subject to specific effectiveness criteria, so as to ensure the continuity of ongoing technical programs**. One of the main problems is the high turnover of senior law enforcement officials, which can make dialogue and staff training difficult. Technical assistance should also be increased in sectors such as the one responsible for procurement of equipment, in which the current procedures are hampering the State's action.

12. **The training of judges, prosecutors, public defence lawyers and lawyers throughout the criminal justice system should be stepped up** so that they can carry out thorough investigations, since trials against drug traffickers often pit them against teams of well-paid, well-prepared and well-equipped lawyers. Staff turnover is lower in this area than in the police force, but appropriate measures for improving the effectiveness of such legal proceedings are also recommended. The Group is concerned about the low number of convictions recorded thus far in proceedings against large criminal networks involved in drug trafficking, and considers it vital to secure progress in the courts.

13. The Group wants to see a **faster exchange of accurate information** on the combating of drug trafficking between the Peruvian authorities themselves (given the lack of coordination that at times has been observed between the prosecution service and the Peruvian National Police) and the authorities of the Group's member countries, in particular via the attachés responsible for interior affairs of the various embassies in Lima. That information and the speed with which it is transmitted are vital for achieving success in the fight against drug trafficking and dismantling international networks.

14. The Group acknowledges **the efforts Peru has made over the last year to combat corruption linked to drug trafficking**, particularly at Jorge Chávez airport. It recommends that the Peruvian authorities intensify these efforts and remain extremely vigilant.

The Group is also concerned by the increase in drugs leaving by sea, especially from the ports of Callao and Paita and some river ports, and urges the port authorities to step up their port control measures.

15. The Group notes the **release of the funds needed** from the authorities **to co-finance the annual survey on monitoring of coca leaf crops in Peru**, which is essential for providing a rigorous, objective evaluation of the areas that have been cultivated or eradicated and, hence, of the extent to which the national strategy has been implemented. It trusts that the study can be financed in the same way next year.

16. In accordance with the principle of shared responsibility, and bearing in mind the success of the national strategy and the fact that Peru's status as a producer country means that it remains an important factor in global drug trafficking, the Group considers that **the member countries should continue their international cooperation with Peru on this issue**.

The Group also congratulates Peru on its increasing international cooperation with neighbouring countries in the fight against drug trafficking and recognises the ever more active role played by DIRANDRO within the American Police Community (Ameripol) in implementing a joint strategy to control drug trafficking.

17. The Group urges the Peruvian government **not to lose sight of the aim of reducing demand for drugs in the country**, by developing prevention programs which, whilst comprehensive, are particularly oriented towards the most vulnerable groups in society such as children, adolescents and women. This approach should facilitate the formulation of a policy which promotes the development of peoples' capacities and creates new educational, recreational and employment opportunities, thereby avoiding a situation where the most high-risk populations become involved in drug consumption and other associated behaviour.

VENEZUELA

E. The recommendations of the regional Dublin group are as follows:

- Venezuela must continue and step up the fight against money laundering and the criminal organisations involved in drug trafficking, basing investigations on direct operational action.
- The Bolivarian Republic must be urged to use those legal instruments provided for in the 1988 Vienna Convention which are designed to combat drug trafficking, especially those related to controlled deliveries.
- Promote cooperation and the exchange of information between Venezuela and the other countries, establishing fixed and secure channels to act as a 'one-stop shop' for accessing both operational information and intelligence.
- Offer courses in Venezuela delivered by European Union specialists on money laundering and drug trafficking, with the ultimate aim of creating 'trainers of trainers'.
- Encourage participation and active representation in the international fora and bodies that deal with these issues.
- Draw up a regional plan to analyse trends in consumption and drug-related illegal activity.
- Review the policies for the prevention of drug consumption, especially among the most disadvantaged groups.
- Establish mechanisms for greater control in the coastal areas to which organised groups are known to have moved.
- Request periodic access to the official drug statistics in order to carry out prospective and situation analyses in good time and in an appropriate manner.
- Acquire the formal commitment of the Venezuelan authorities to implementing and completing potential support programmes within the framework of international collaboration.

With no other business to discuss, the President closed the MDG meeting two hours after it began.

1. Introduction

Colombia is one of the main catalysts behind the discussion on the need to adopt a new approach to combating drugs in South America. Between 2012 and 2014, discussion of this issue took off in political and social media. Colombia and other countries in the region are advocating a new approach to drug-related issues, which will probably materialise as a common position of many of the Latin American countries at the United Nations General Assembly Special Session (UNGASS) on drugs in April 2016.

Colombia considers that the response of the police and criminal legislation to drug trafficking must be redirected to focus on the intermediate and higher levels of the criminal chain and in particular on large-scale producers, suppliers and sellers. This idea is already reflected in the anti-drugs strategy published by the Ministry of Defence on 1 September 2015, as well as in the comprehensive plan for the replacement of illegal crops which was presented by President Santos on 22 September 2015.

On 1 October Colombia suspended the aerial spraying of coca-leaf crops with glyphosate, a potentially carcinogenic product according to the World Health Organisation. In May 2015 the National Drug Council, with the approval of President Juan Manuel Santos, announced the official shift in the anti-drugs strategy. The government will henceforth be committed to manual eradication and the replacement of illicit crops. The government's new strategy seeks to reach agreements with the communities who plant coca leaf so that they will voluntarily eradicate it.

Colombia is fully involved in combating criminal structures, especially those organisations with the largest presence in the country and internationally, and specifically the BACRIM. A clear example is 'Operation Agamenón' against 'Clan Úsuga', which currently controls 84 % of organised crime. This operation has been under way for more than 191 days and involves 1 250 law enforcement officers from a number of central directorates, including the anti-drugs directorate (DIRAN), criminal investigation directorate (DIJIN), police intelligence directorate (DIPOL), the national police and the transit directorate (DITRA), together with the Antioquia regional police force. The operation is yielding significant results, for example the arrests of more than 441 members, including 25 leaders and 23 front men, the seizure of 13.7 tonnes of drugs and the confiscation of assets and property valued at more than EUR 80 million at current exchange rates. The main objective of the operation continues to be to arrest the gang's commander Dairo Antonio Úsuga, more commonly known as Otoniel, who is the most wanted man in the country and is undoubtedly receiving assistance from the local population, which sees him as a Colombian 'Robin Hood'. However, the government's overall aim is to dismantle the entire network and thereby prevent a succession of power in the gang, and to recover not only the territory but also the institutional framework of Urabá Antioquia.

2. General drug situation in Colombia

Colombia still leads the world in coca growing and cocaine production, along with Peru and Bolivia, although progress in the negotiations with the FARC and the evolving demand for cocaine from the United States and Europe mean that the situation could change rapidly over the short and medium term.

According to crop data, at the end of 2014 the areas under cultivation covered an estimated 69 000 hectares, compared with 48 000 in 2013, representing a 44 % increase⁵ and breaking the downward trend of recent years.

The area covered by coca crops also rose by 23 % from 89 215 ha to 109 788 ha⁶.

In 2013, some 47 053 ha were sprayed, compared with 55 554 ha in 2014, an increase of 18%⁷. Forced manual eradication fell 44 % from 22 056 ha in 2013 to 11 799 ha in 2014³.

The number of departments in which coca is grown fell from 23 to 21 out of a total of 32, but potential cocaine production rose 52.5 % from 290 tonnes in 2013 to 442 tonnes in 2014. It is important to note that the previous year saw a 13 % reduction on 2012. Crops are grown in two natural parks in the east of the country, La Macarena and Nukak, in the Community Councils of the Afro-Colombian Communities and on indigenous reservations. The departments with the highest concentration of crops (73 %) are in the south – Nariño, Cauca, Putumayo and Caquetá – and in Catatumbo.

With regard to the fight against drug trafficking, seizures of cocaine hydrochloride, either in Colombia or of Colombian origin, amounted to 166 686 kg in 2013, compared with 166 192 kg in 2014, i.e. a decrease of 0.3 %⁸.

As to illegal drug consumption habits, there has been no update on the 2013 national study on the consumption of psychoactive substances in Colombia, which showed that 13 % of the Colombian population had taken some drug at least once. The peak age group is people aged 18 to 24, with a rate of 8.7 %, and as regards socio-economic strata, the highest consumption is in stratum three (the strata go from one to six, from lowest to highest purchasing power) at 4 % of those surveyed.

The most used drug is marijuana. Some 11.5 % of people have used it at least once. Cocaine comes in second place, with 3.2 % having used it at least once and 0.7 % at least once in the last 12 months.

Throughout the country, some 484 000 people meet abuse or dependency criteria and need some kind of help to cut down or end their consumption. Of each five such people, four are male and one female.

According to the Colombian Drug Observatory, the situation in Colombia falls in the middle of seven South American countries using the same methodology to estimate drug consumption, with figures that are similar to Bolivia's, higher than in Ecuador and Peru, and lower than in Argentina, Chile and Uruguay.

With regard to the university population, according to the comparative studies carried out in the Andean countries, Colombia has the highest consumption levels for the majority of substances.

⁵ Data from the UNODC/SIMCI report of July 2015.

⁶ The area affected represents the geographical sum of the reports of illicit crops based on spraying, manual eradication and the annual census. UNODC produces the data for manual eradication and the annual census, while the spraying report is from DIRAN.

⁷ Data from Anti-Drugs Directorate (DIRAN) of the Colombian police.

⁸ Data from the Colombian Drug Observatory.

3. **Assessment of the Colombian authorities' anti-drugs strategy within the institutional, production, demand and trafficking framework, including money laundering and chemical precursors**

The Colombian authorities continue to have a clear and decisive approach to the fight against all aspects of drug trafficking: **production, consumption, trafficking and money laundering**. The government continues to focus its activities on regionalisation, undertaking integrated action on economic development, access to justice, education and healthcare, among other things, and making significant investments.

As regards international cooperation, the various programmes mentioned in earlier reports from this group (Ameripol, COPOLAD, UNODC/SIMCI) remain in operation.

The principal destinations of large-scale drug trafficking are still the United States and Europe through the traditional corridors mentioned in previous reports. The use of sea cargo containers remains the most common method, together with human couriers and parcels in the case of small-scale trafficking. Some Member States continue to believe that the visa waiver for Colombian nationals could lead to an increase in the number of people travelling to the EU with the intention of trafficking drugs.

The Colombian government has launched two strategies, the Comprehensive Strategy against Drug Trafficking (EICON) and the National Strategy against Criminal Gangs (ENBAC), both of which have been implemented at all levels of the national police. A set of centralised and decentralised units has also been established within the national police, allowing it to be more responsive to the problem of drugs and other related offences.

In January 2014 the Code on Forfeiture of Assets, which reforms existing legislation in this area and is mainly aimed at reducing the time required for implementation, was approved by Law 178.

Finally, the Colombian authorities remain concerned about synthetic drugs, the control of chemical precursors and other 'psychedelic' substances derived from herbal preparations that are traditionally used on indigenous reservations and whose basic ingredient is dimethyltryptamine (DMT).

4. **Priority needs in terms of external assistance**

The following should be highlighted:

- Renew the European Union/Ameripol programme on combating drug trafficking to Europe, which ends at the end of this year (Second Phase-Ameripol II).
- Consolidate the Bogota Platform for the exchange of strategic information and the development of operational projects to combat drug trafficking and related offences committed by organised groups.
- Increase Colombia's regional cooperation capacity with regard to precursors, synthetic drugs and money laundering.
- Increase multinational or bilateral external funding for Colombian institutions that combat drug trafficking and related offences.
- Intensify the actions which Colombia is carrying out in the most extensive and costly alternative development programme in the Andean region, working directly with an even larger number of communities and offering integrated and sustainable solutions to the problem of illegal crops.

5. Recommendations by the Dublin Group in Bogotá

- Step up controls along the land, river and air corridors used for illicit trade and in land border areas, strengthening cooperation with countries in the region.
- Increase the intelligence and technical resources of the Colombian entities responsible for the controls carried out on people and merchandise in ports and airports to reduce drug trafficking.
- Increase monitoring of the end use and final destination of the most commonly used chemical precursors, targeting activities and increasing the capacity for intraregional cooperation and knowledge transfer.
- Promote more involvement of EU Member States in Colombia, at bilateral level as well as jointly, in a policy which also embraces the operational approach.
- Encourage and support the Colombian government's efforts, through three-way cooperation (bilateral between two countries of the continent and a third organisation or another country) and South-South cooperation, to combat drug trafficking regionally and internationally.
- Improve analysis and monitoring of the origins of the cocaine seized on the territories of Member States in order to identify where the threat is coming from and to plan the fight in accordance with the results, strengthening the exchange of information between countries in the region and the members of the Dublin Group.
- Encourage the members of the Dublin Group to support the Colombian government's efforts to implement comprehensive reform of the rural system.
- Support and encourage potential proactive measures by the Colombian institutions responsible for reducing domestic consumption of all types of narcotic substances.
- Strengthen control mechanisms at the European Union's external borders with the aim of reducing the potential risks of an anticipated increase in Colombian citizens transporting drugs as a result of the imminent lifting of the Schengen visa requirement.