

Multilateral
Evaluation
Mechanism
MEM

Colombia

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

Inter-American Drug Abuse Control Commission – **CICAD**

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1999
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Organización de los Estados Americanos – OEA
Comisión Interamericana para el Control del Abuso de Drogas – CICAD

Organization of American States – OAS
Inter-American Drug Abuse Control Commission – CICAD

Organização dos Estados Americanos – OEA
Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA
Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

NATIONAL ANTI-DRUG STRATEGY

Colombia has a National Anti-Drug Plan for 1998-2002, covering supply reduction, demand reduction, control measures, institutional framework, and an evaluation system. It does not cover budget. Its policies cover six strategic objectives: Alternative Development, Supply Reduction, Legal and Institutional Strengthening, Demand Reduction, Environmental Management, and International Cooperation. For each strategic objective, a series of goals is established, and the institutions responsible for their execution are assigned.

The National Narcotics Council is the ministerial-level body responsible for overseeing the development of the Plan through the National Narcotics Office (DNE), created through Decree 2159 of 1992. At the regional level, the Sectional Narcotics Councils work to ensure that the country's departments and municipalities pursue the strategic goals and objectives set in the Plan.

The National Narcotics Office is the central drug policy coordinating body, with administrative autonomy and funding from the national budget and other sources.

Colombia has ratified the United Nations Conventions of 1961, 1971 and 1988. It has ratified the Inter-American Convention Against Corruption. It has signed the Inter-American Convention on Mutual Assistance in Criminal Matters and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA); the ratification of these instruments by the National Congress is currently in process.

Furthermore, there are laws and regulations with respect to the issue of drugs in conformity with international conventions. Specific legislation with respect to money laundering, firearms and chemical substances is in accordance with CICAD model regulations.

Colombia has a National Drug Information Service, which serves to collect and maintain statistics and documents. It also has separate collections of documents and statistics on demand reduction, supply reduction, and control measures. There are no statistics or documents on the societal impact of drugs.

Recommendations

1. Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.
2. Ratify the Inter-American Convention Against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials (CIFTA).

DEMAND REDUCTION

Colombia has a Presidential Anti-Drug Use Program (RUMBOS), regulated by Decrees 2193 of 1998 and 1943 of 1999. It is responsible for coordinating the 16 government agencies and nongovernmental organizations charged with the implementation of demand reduction policies.

The prevention of drug consumption is carried out in the Colombia's different territorial subdivisions (departments, districts, municipalities) through the following basic processes: institutionalization and creation of networks; education and training; research, evaluation, information systems; communications and the use of the mass media and communication alternatives; the promotion and maintenance of public health; production and work; community participation and organization, and international cooperation. Different government agencies, nongovernmental organizations, and community bodies participate in each of these processes, according to their individual specialties and goals.

Colombia has adopted the United Nations Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action.

There is a national system of drug abuse prevention programs aimed at the school population, prisoners, prison authorities, community leaders, out of school youth, and other groups at risk.

Programs aimed at the school population are mainly developed in coordination with the Ministries of Education and Health, the Colombian Family Welfare Institute, the Colombian Institute for Higher Education (ICFES), and with agencies at department, district, and municipal levels responsible for directing and coordinating their respective prevention plans. Programs for prisoners and prison authorities are operated directly by the National Prison and Jail Institute (INPEC). There have been no widescale "Drugs in the Workplace" programs; the existing initiatives are provided by two nongovernmental organizations in the cities of Medellín and Cali and include awareness campaigns conducted by means of workshops and communication campaigns.

There are minimum standards of care for treating patients; these are currently being updated by the Ministry of Health.

Colombia has a national system of treatment programs covering all phases and modalities. Although some, such as those for young people, are offered through the Comprehensive Care Units for Psychoactive Substance Use, there are approximately 350 institutions providing treatment, rehabilitation and social reintegration. Most of these 350 institutions are operated by NGOs.

Training at graduate level for professionals specialized in drug abuse prevention and treatment is offered in Medellín, Manizales, Montería, and Bogotá. The Ministry of Health offers specialized training that does not lead to a professional title or academic degree.

National epidemiological studies on the extent of drug use have been conducted since 1970. In 1992 and 1996, the National Narcotics Office conducted two household surveys, and in 1999, the RUMBOS Program conducted the National Drug Use Survey, with the voluntary participation of 305,000 youths of 10 to 24 years of age in 29 Colombian cities. The 1999 survey reports that the average age of first use of any illicit drug was 15.8 years. The National Household Survey determined that the annual incidence of new drug users was 0.5% in 1996.

In addition, the country has an epidemiological window at Treatment Centers, which was strengthened during 1999. This window is part of OAS/CICAD's SIDUC.

An evaluation of the prevention programs in Medellín was also completed. The studies to evaluate the effectiveness of the different treatment and rehabilitation programs and modalities have not been completed but are currently underway.

Recommendations

1. **Launch systematic "Drugs in the Workplace" programs at the national level and in the public sector.**
2. **Utilize methodologies that ensure that comparable data are collected on the prevalence of use, age of first use, and drugs used.**
3. **Strengthen the evaluation of prevention, rehabilitation and treatment programs.**

SUPPLY REDUCTION

There are 103,500 hectares of illicit coca crops, 6,500 hectares of poppy, and 2,000 hectares of cannabis in Colombia.

To obtain information on the location and dimensions of illicit crops, analyze trends therein, and check the overall effectiveness of all the eradication processes, Colombia has a Comprehensive Illicit Crop Monitoring System, based on remote detection by satellites and the incorporation of data in the Geographic Information System. The National Airborne Census of illicit crops of February 2000 showed an increase of 25,300 hectares in areas planted with coca, especially in the Department of Putumayo.

For field crops, Colombia pursues forced eradication by aerial and manual fumigation. For marginal crops cultivated by small share farmers, and indigenous people, the alternative development strategy is used.

In 1999, a total of 44,195 hectares of coca were sprayed: 43,150 ha using aerial fumigation and 1,045 ha using the manual method. In addition, a total of 8,434 hectares of poppy were sprayed:¹ 8,260 ha by aerial fumigation, and 174 ha manually. Also, 316 laboratories were destroyed: 98 cocaine base, 208 cocaine hydrochloride, and 10 heroin.

Colombia has a presidential program called the National Alternative Development Plan (PLANTE), which is active in areas turned over to illegal crops. This program executes agroforestry production projects, mitigation projects, territorial environmental management activities, educational support projects, and others. It also supports the integrity of indigenous territories and promotes their cultural identity. PLANTE's efforts concentrate on 96 municipalities and 11 departments and it is aimed at peasant, settler, and indigenous families affected by and/or involved in illicit crop production as a means of subsistence, who are considered small producers.

In 1999, a total of 3,330 families and 1,240 indigenous families directly benefited from the productive projects developed and, indirectly benefited 22,400 persons. The general benefits of the productive projects assist 28,600 families, and approximately 100,000 individuals.

Regarding controlled chemical substances, administrative control is effected by the National Narcotics Office (DNE). The National Police's Anti-Narcotics Bureau is responsible for police control. Control of transportation is the responsibility of the Ministry of Transportation through the Highway Police. The National Customs and Taxation Office and the Ministry of Foreign Trade control imports. The Office of the Attorney General of Colombia is responsible for criminal prosecutions in this area. Colombia conducted a study to estimate legal requirements for potassium permanganate. The main results showed that Colombia requires 198 tons per year to supply legal industries.

Colombia has mechanisms for exchanging operational information and for authorizing chemical substance quotas. This operates through the DNE and the competent authorities. The DNE gathers information generated by the defense and control agencies together in its National Drug Information System. In addition, Colombia uses the RETCOD system of CICAD.

¹ The land turned over to poppy cultivation totals less than the fumigated area, because of replanting; poppy plants have a short cultivation cycle.

During 1999, Colombia reported a large number of seizures of chemical substances. These are detailed on the following table:

Controlled Chemical Substances	Amounts Seized
Motor oil	32,002.18 Lts
Butyl acetate	23,731.95 Lts
Ethyl acetate	97,698.42 Lts
Isopropyl acetate	6,358.80 Lts
Acetone	1,666,228.915 Lts
Hydrochloric acid	143,515.85 Lts
Sulfuric acid	286,929.50 Lts
Isopropyl alcohol	59,360.16 Lts
Ammoniac	124,140.43 Lts
Acetic anhydride	9,116.70 Lts
Butanol	757.00 Lts
Chloroform	461.77 Lts
Methylene chloride	416.35 Lts
Solvent 1	187,346.15 Lts
Solvent 2	6,506.42 Lts
Ethyl ether 2	05,983.49 Lts
Gasoline	620,588.60 Lts
Hexane	35,965.07 Lts
Meck	88,402.46 Lts
Methanol	269,026.45 Lts
Mik	55,033.90 Lts
Kerosene	129,662.75 Lts
Thinner	222,633.70 Lts
Toluene	92,982.31 Lts
Sodium bicarbonate	52 Kg
Calcium oxide	24,707 Kg
Sodium carbonate	566,356 Kg
Potassium carbonate	1,602 Kg
Cement	142,818 Kg
Calcium chloride	7,371 Kg
Potassium chloride	2,290 Kg
Sodium chloride	27,654 Kg
Potassium hydroxide	485 Kg
Potassium nitrate	2 Kg
Potassium permanganate	71,193 Kg
Sodium permanganate	404 Kg
Sodium hydroxide	71,748 Kg
Sodium sulfate	5,755 Kg
Urea	62,685 Kg

Chemicals disposed of:

Controlled Chemical Substances	Amount Disposed Of / Unit Kg
Motor oil	4,163
Butyl acetate	3.3
Ethyl acetate	42,943
Isopropyl acetate	16,276
Acetone	115,796
Hydrochloric acid	42,761
Sulfuric acid	256,011
Isopropyl alcohol	10,862
Ammoniac	18,253
Acetic anhydride	3
Solvent 1	110,324
Solvent 2	7,086
Ethyl ether	6,600
Gasoline	11,112
Meck	3,136
Methanol	353
Kerosene	6,782
Thinner	9432
Sodium bicarbonate	204
Calcium oxide	934
Sodium carbonate	81,322
Cement	23,950
Calcium chloride	9,976
Sodium chloride	468
Potassium permanganate	7,268
Sodium hydroxide	14,460
Sodium sulfate	10
Urea	2,145
Propyl acetate	35,041
Various acetates	18,293
Various ketones	44,125
Calcium carbonate	134
Various carbonates	14,797
Activated carbon	6,130
Various alcohols	14,077
Benzene	18.66
Tribilin ²	17,986

2 The substance identified as "tribilin" is a mixture of 3 solvents, which are generally not controlled, used in the extraction and purification of alkaloid.

Chemicals disposed of (Cont.):

Controlled Chemical Substances	Amount Disposed Of / Unit Kg
Calcium hypochlorite	10,762
Various solvents	60,729
Various hydrocarbons	11,331
Benzocaine	640
Sodium hypochlorite	136
Unidentified substances	21,715
Petroleum ether	739
Propyl alcohol	6,085
Acetic acid	2
Nitron	2,000
Total	1,067,373.96

Among the steps taken to control the diversion of chemicals are the measures finally adopted in connection with them after they have been seized, according to which they can be destroyed, redirected, or transformed. In 1999 the National Narcotics Office oversaw the construction and equipping of a plant to produce type-B liquid aluminum sulfate to transform seizures of hydrochloric acid into aluminum sulfate, a substance used to treat water for human consumption. By September 2000, a total of 13,728 kg of that acid had been transformed.

Colombia is a member of the Committee of Operation Purple, which is intended to gather together information on the actual consumption of potassium permanganate (PP), strengthen governmental coordination and control mechanisms, and improve human and technical resources. As a result of the operation, 119 tons of PP have been seized, 53 people have been arrested, and 21 handling certificates for this substance have been revoked. The operation owed its success to cooperation among countries.

There are legal and regulatory provisions for the application of criminal and administrative sanctions for the diversion of controlled chemical substances. In 1999 and up until September 2000, 21 administrative sanctions were applied, ten of which are under investigation by the Office of the Attorney General of Colombia.

In 1999, 134 pre-export notifications of controlled chemicals were received; 123 were responded to on time, representing 92% of such notifications. Colombia only exports aliphatic solvents 1 and 2, for which prenotification is not required because they do not appear on Table 2 of the Vienna Convention of 1988. For that reason, the country does not issue pre-export notifications for its exports of chemical substances.

Colombia states that it is unable to provide figures for the quantities diverted from legitimate industry and those obtained through contraband.

Colombia made four requests for international cooperation, all of which received replies. It also received six requests for cooperation, through the RETCOD project; it responded to all of them.

Pharmaceuticals are controlled through the Health Ministry's National Narcotics Fund. This entity is responsible for handling 410 substances, of which 337 appear on international control lists and 73 solely on control lists for use inside the country.

Colombia handles pharmaceutical and controlled raw material requirements through annual forecasts. It also controls the amounts of such pharmaceuticals and raw materials imported, manufactured, and distributed, and reports forecasts and requirements to the International Narcotics Control Board (INCB). There is a system for monitoring and regulating professions involved in the distribution and use of pharmaceuticals, for which the Ministry of Health is responsible.

There are regulatory provisions for administrative sanctions regarding pharmaceuticals. There is a formal mechanism for information exchanges regarding pharmaceuticals between national authorities and competent authorities, which operates through the National Narcotics Fund.

Ten pre-export notifications were received in connection with pharmaceuticals, all of which were replied to on time.

Recommendations

1. Continue efforts to eradicate illicit cultivation and prevent its increase.
2. Improve control mechanisms for the diversion of chemical substances from legal industry to illicit industry.

CONTROL MEASURES

Colombia has interdiction, judicial, and administrative entities responsible for control of illicit drug trafficking. Agencies dedicated to control and interdiction are the National Police, Army, Navy, Air Force, the Administrative Security Department (DAS), and the National Customs and Duty Office (DIAN). Judicial agencies responsible for investigating and prosecuting this offense are the Supreme Court of Justice, the Higher Judicature Council, and the Office of the Attorney General of Colombia. In the administrative area, the responsible entities are the National Narcotics Office and the National Narcotics Fund.

Colombia has various mechanisms for the exchange of timely operational information in collaboration with national authorities, including the Condor Plan, the Oversight Units charged with monitoring the drugs plan, and the Extended Communications System.

Timely exchanges of information, coordination, and collaboration among countries under commitments acquired through international treaties are effected through the Ministry of Foreign Affairs, the office of the Attorney General, the Ministry of Justice and Law, and the Unit of Information and Financial Analysis.

Colombia provided information on various operations intended to dismantle drug trafficking organizations that were carried out as a result of coordination and collaboration among countries. Particularly noteworthy were Operations Millennium I and II, Operation Tango, and Operation Purple.

Colombia performed 1,306 operations on drug seizures carried by the National Police, and quantities of drugs seized in 1999 and up to September 2000 by all agencies that participated, which are detailed in the following chart:

Type of Drug	1999	First Semester 2000	Units
Cocaine	47,003	29,536	kg
Cocaine base	16,036	25,927	kg
Liquid coca	4,737	15,199	gl
Cocaine paste	365	52	kg
Liquid cocaine	4,882	470	gl
Basuco (residues or impurities)	543	409	kg
Total Deriv. Coca	73,565	55,924	kg
Total Deriv. Coca	2,041	15,669	gl
Coca leaf	307,783	645,405	kg
Coca leaf in process	9,702	2,050	gl
Opium paste	29,203	5,800	gr
Morphine	154,023	34,438	gr
Heroin	514,592	318,906.5	gr
Codeine	3,500		gr
Total Opium Deriv.	691,328	359,145	gr
Pressed cannabis	70,124	29,308	kg
Hashish, solid	338		kg
Poppy seeds	49,945	16,000	gr
Coca seeds	754,032	417,698	kg
Cannabis seeds	25,214	121,300	gr
Synthetic drugs (ecstasy)	1,022 83		pills

Source: National Police, Army, Navy, Air Force.
 Drawn up by: Strategic and Investigating Office, DNE

Colombia reports 5,127 arrests for drug trafficking offenses, which represents 12.34 arrests per 100,000 inhabitants. There have been 22,729 prosecutions, with 340 convictions.

In the area of international cooperation, based on Article 7 of the 1988 Vienna Convention, in 1999 the Office of the Public Prosecutor submitted 116 requests for legal assistance, to which it obtained 17 replies (14.6% of the total). In turn, the Ministry of Justice and Law reported that it had filed 11 requests for international cooperation, in connection with which it received three replies.

Colombia has criminalized the illicit manufacture, trafficking, export, and importation of firearms, ammunition, explosives, and other related materials.

In this regard, it has established administrative controls to prevent those activities, along with laws and regulations that allow those materials to be confiscated or forfeited.

The Military Industry (INDUMIL), a state company that manufactures and markets military equipment, is responsible for developing general government policy vis-à-vis importing, manufacturing, and selling firearms, ammunition, explosives and other related materials. INDUMIL employs several mechanisms that allow it proper control over imported weaponry, such as keeping records of products manufactured and sold. Weapons imported into Colombia must be marked and numbered by the exporting company before being shipped into the country; once they have been received by INDUMIL, they are recorded in its database and deleted when delivered to the sellers, who present the final purchaser with a document certifying delivery of the weapon. For the other elements, there are similarly clear registration and control mechanisms.

INDUMIL is also responsible for inter-agency coordination and exchanges of information, as set forth in Article 223 of the Criminal Code. It also serves as a liaison with other countries.

Colombia informs that the number of prosecutions related to firearms, ammunition, explosives and other related materials in 1999, the country initiated 237 processed out of 381 arrestees. From 1991 to the present, 6,256 persons have been charged; however, the country did not report the number of convictions. The country also states it is unable to report the number of operations conducted to seize firearms, ammunition, explosives, and other related materials connected to illicit drug trafficking, because those used in connection with drugs cannot be separated from those used in the armed conflict. The totals of weapons seized were as follows:

Type	1999
Revolvers and pistols	1,700
Submachine guns	122
Rifles	885
Shotguns and carbines	728

The country also identifies the origin of firearms, ammunition, explosives, and other related materials, as well as the routing employed in their diversion.

The country reports that it made 2 requests for international cooperation to investigate and prosecute the illicit manufacturing and trafficking of firearms, ammunition, explosives, and other related materials and has received 2 replies.

Colombia has criminalized money laundering including the suppression and prevention of the laundering of proceeds from drug trafficking and other serious crimes, such as rebellion, kidnapping with extortion, and illicit enrichment. Law 599 of 2000, the New Criminal Code, added to Article 323 crimes against the public administration (corruption), the financial system, and arms trafficking. At the same time, this new law updates provisions applicable to contraband, extending prison sentences and increasing fines.

The country also has preventive administrative controls and a legal framework that permits the freezing or seizure and forfeiture of these assets.

The Financial Intelligence and Analysis Unit (FIU), created in 1999, is responsible for the detection, prevention, and in general, the fight against money laundering in all economic activities. To that end, it centralizes, systematizes, and analyzes the information supplied by those "required to file reports". Under Colombian law, these include the financial system, the securities sector, and those engaged in foreign trade. It thus has legal and regulatory powers to require those sectors to report suspicious and/or unusual transactions to the competent authorities.

The National Narcotics Office is the agency responsible for the administration, custody, and disposal of 31,268 items of property stemming from drug trafficking and related offenses. Through forfeitures, seizures, and confiscations, the Colombian state can confiscate assets obtained with funds from illicit activities. The fruits of the confiscations are used to bolster the struggle against organized crime, to finance drug-abuse prevention programs, and to promote agrarian reform programs and other social investment initiatives.

In 1999 and up until September 2000, the Sectional Prosecutors Division of the Office of the Public Prosecutor reported a total of 96 arrests for money laundering offenses, 677 cases in pre-trial stage, 73 in initial trial stage, 11 subject to preventive measures, and 4 cases pending judgment.

The Banking Superintendency, the agency charged with controlling and supervising financial institutions, imposed eight administrative sanctions for shortcomings in money laundering prevention mechanisms. Since 1997, when the obligatory reporting of unusual or suspicious operations began, financial institutions have reported 50,000 operations: 32,000 to the Office of the Public Prosecutor and 18,000 to the FIU. Most of these cases were filed because no grounds warranting an investigation were found; consequently, over time the mechanisms used to detect suspicious operations have been improved in order to assess the process and refer only those more likely to involve money laundering.

In turn, the Securities Superintendency, charged with monitoring and surveillance of the public stock markets, applied six administrative sanctions during 1999. During 2000, its oversight visits have not led to any administrative sanctions.

Under international agreements, Colombia has made 67 requests for international cooperation in investigating and prosecuting money laundering offenses, to which 19 replies have been received.

Recommendations

- 1. Strengthen the information system based on the data register covering firearms, ammunition, explosives, and other related materials in order to provide follow-up to these elements, to related crimes and to application of the appropriate laws, in agreement with the terms of the Inter-American Convention Against Firearms, Ammunition, Explosives and Other Related Materials (CIFTA).**
- 2. Develop a system to compile information on the number of convictions handed down by the courts for crimes related to the manufacture, trafficking, and illegal importing of firearms, ammunition, explosives, and other related materials.**
- 3. Develop a system to compile information on the number of seizure operations.**
- 4. Develop a system to compile information to identify firearms, ammunition, explosives and other related materials used for drug trafficking.**

HUMAN, SOCIAL, AND ECONOMIC COST OF DRUGS

Estimating the human, social and economic cost of the drug problem in all of its manifestations constitutes a complex process and the country's effort to fulfill the requirement of this indicator is acknowledged. This information is relevant to each country's understanding of the magnitude of the drug problem. This would enable each country to appreciate the direct and indirect cost in proportion to their Gross National Product or national annual budget. Because many countries have difficulty in providing these estimates, CICAD is proposing a hemisphere-wide program involving training and technical assistance, which should assist the country in its effort in confronting the drug problem and fulfilling this indicator's requirements.

Recommendation

1. **Continue to develop the capacity to estimate the human, social, and economic cost of the drug problem.**

SUMMARY OF RECOMMENDATIONS

CICAD recommends that Colombia's national anti-drug efforts be strengthened by addressing the following:

1. Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.
2. Ratify the Inter-American Convention Against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials (CIFTA).
3. Launch systematic "Drugs in the Workplace" programs at the national level and in the public sector.
4. Utilize methodologies that ensure that comparable data are collected on the prevalence of use, age of first use, and drugs used.
5. Strengthen the evaluation of prevention, rehabilitation and treatment programs.
6. Continue efforts to eradicate illicit cultivation and prevent its increase.
7. Improve control mechanisms for the diversion of chemical substances from legal industry to illicit industry.
8. Strengthen the information system based on the data register covering firearms, ammunition, explosives, and other related materials in order to provide follow-up to these elements, to related crimes and to application of the appropriate laws, in agreement with the terms of the Inter-American Convention Against Firearms, Ammunition, Explosives and Other Related Materials (CIFTA).
9. Develop a system to compile information on the number of convictions handed down by the courts for crimes related to the manufacture, trafficking, and illegal importing of firearms, ammunition, explosives, and other related materials.
10. Develop a system to compile information on the number of seizure operations.
11. Develop a system to compile information to identify firearms, ammunition, explosives and other related materials used for drug trafficking.
12. Continue to develop the capacity to estimate the human, social, and economic cost of the drug problem.