Final Report
I. BACKGROUND

The Statute of the Inter-American Drug Abuse Control Commission (CICAD) provides in Article 21 that the Commission shall hold two regular sessions per year, one to deal with general matters, the other to address specific technical topics determined by the Commission or such other matters as may require its special attention. The Statute also provides that special sessions shall be held whenever the Commission so decides, or at the request of a majority of its member states.

At its forty-first regular session, the Commission decided, in accordance with Articles 20 and 21 of the Statute, that the forty-second regular session would be held in Santa Marta, Colombia in November 2007.

II. PROCEEDINGS OF THE FORTY-SECOND REGULAR SESSION

A. OPENING SESSION

In the opening remarks of the inaugural session, Dr. Carlos Albornoz, the Director of the National Narcotics Directorate (DNE) of Colombia, welcomed the delegates to the city of Santa Marta, reminding them that the South American liberator Simon Bolivar died there in 1830 (CICAD/INF.13/07). He invoked the Pan-American legacy and ideals of Bolivar to underscore the importance of the work that CICAD has undertaken and will continue to advance in the future. He also laid out the Colombian government’s policy to confront the social, political and economic consequences of drug trafficking, especially the violence that has consumed so many lives and resources in Colombia over the past four decades.

OAS Secretary General Jose Miguel Insulza, unable to attend the meeting due to prior commitments, greeted the CICAD participants via a video recording. He commended the Colombian government for turning the occasion of the meeting into an opportunity to educate the commissioners on the impact of drug trafficking on Colombian society. He encouraged the delegates to come up with innovative responses to the issues that they would be discussing, especially on new drug trends in the hemisphere and alternative development (CICAD/INF.08/07).

The outgoing CICAD Chair, General Paulo Roberto Yog de Miranda Uchôa, head of Brazil’s National Anti-Drug Secretariat (SENAD), gave a summary of CICAD’s activities during his term in office (CICAD/INF.12/07). The Commission expressed its appreciation for his tireless efforts in support of CICAD and its mission.
B. DECISIONS ADOPTED

1. Approval of the agenda and schedule of activities

The draft agenda (CICAD/doc.1572/07) and the draft schedule of activities (CICAD/doc.1573/07) were adopted without modifications.

At the request of the Chair, a working group was set up to review the annual report (CICAD/doc.1570/07) and proposed resolutions (CICAD/doc.1552/07) to the OAS General Assembly in June 2008. The working group was chaired by Mr. Mauricio Baquero of the Colombian delegation and held its meetings parallel to the plenary.

2. Election of the Chair and Vice Chair of the Commission

In accordance with Articles 22 and 23 of CICAD’s Statute, the Commission elected Colombia in the person of Mr. Guillermo Reyes, Vice Minister of Justice, as the CICAD Chair (CICAD/doc.1576/07). The Commission also elected Chile as the Vice Chair in the person of Ms. Soledad Weinstein, head of international affairs of Chile’s National Council for the Control of Narcotics (CONACE) in representation of Ms. María Teresa Chadwick, Executive Secretary of CONACE (CICAD/doc.1575/07).

The delegate of the United States announced the intention of the U.S. government to submit its candidacy for the CICAD Vice Chair at the forty-fourth regular session in late 2008 (CICAD/doc.1636/07).

2. The Multilateral Evaluation Mechanism (MEM)


The GEG Coordinator, Lic. Alberto del Río of Mexico, made his report on the second GEG meeting of the Fourth Evaluation Round (2005-2006) of the Multilateral Evaluation Mechanism (MEM). Responding to concerns which had been expressed by the government experts themselves, he proposed that the Commission convene a pre-Inter-governmental Working Group (IWG) in 2008 to determine how the MEM process could be improved for the Fifth Evaluation Round. He suggested four tasks:

- Review the MEM questionnaire and its indicators;
- Explore the procedures and methods to carry out more deliberations via the Internet;
- Define the desired professional qualifications and expertise of GEG members; and
- Determine the means for improving the role and preparation of the national coordinating entity (NCE) in each country.

While the IWG normally reviews MEM procedures, indicators and other issues prior to a new evaluation round, a pre-IWG event would allow the process to begin while the Fourth Evaluation Round is still fresh in the minds of the participants. In addition, due to staff rotations in member states, there is no guarantee that the same people would be available for such a review in 2009.

The Commission discussed the proposal and approved the report and the scheduling of a pre-IWG meeting for 2008 in order to consolidate the MEM process and draw on the
lessons learned from the latest evaluation round. Argentina offered to serve as the host country for this meeting.

b. Consideration and approval of the MEM country reports for the Fourth Evaluation Round

The Commission approved the 34 MEM country reports (CICAD/doc.1580-1613/07), after listening to each delegation’s comments and acceptance. The Chair informed the delegates that the countries had until December 10 to submit any updated data or clarifications in their national reports to the MEM Section before publication. The delegate of Argentina reminded the other delegations that at the thirty seventh regular session of CICAD in Santo Domingo, the Commission had agreed that member states could send updates for inclusion in approved country reports to the MEM Section prior to their publication on the condition that the information did not alter the text of MEM recommendations.

c. MEM Section Coordinator’s report

Ms. Angela Crowdy, the MEM Section Coordinator, informed the Commission on how countries were participating in the process in terms of adherence to deadlines for submission of data and to participation in GEG session (CICAD/doc.1629/07). She also provided an overview of the distribution of recommendations among the four main areas (institutional strengthening, demand reduction, supply reduction and control measures) and a comparison between recommendations of the Third and Fourth Evaluation Rounds. The delegate of Argentina stated that at the forty first regular session, the Commission agreed that the MEM Coordinator would give a detailed report on attendance and participation at work sessions, including specifics on each expert, as well as on those countries that had not met submission deadlines.

Ms. Crowdy requested that the Commission allow the posting on the CICAD/MEM web pages of supplementary information that the member states had provided to sustain their country reports but was too voluminous to include in full in the print edition. The Commission approved the suggestion. Finally, Ms. Crowdy explained how the complementary MEM data, specifically in the areas of national drug control infrastructure, precursor control, eradication of illicit crops and demand reduction, would be used to support the global assessment of the implementation of UNGASS measures and declarations (See 2. f. for additional information).

d. In situ visit to St. Lucia and participation of Caribbean member states

The Commission approved a mission by representatives from the GEG and the Executive Secretariat to make an in situ visit to St. Lucia to meet with the government and MEM stakeholders to strengthen their participation in the MEM process.

The Commission also listened to the concern of several delegates that several Caribbean member states were not participating actively in the MEM and agreed to explore the means to increase their participation, including through setting up a mechanism for horizontal technical cooperation within the Caribbean region.

f. The role of CICAD in preparation for the UNGASS 1998 evaluation

CICAD Assistant Executive Secretary Rafael Franzini-Batlle informed the Commission about the activities that Executive Secretariat had undertaken to help member states comply with general guidelines and goals that the United Nations General Assembly had laid out in 1998 to deal with the world drug problem (CICAD/doc.1627/07 and
CICAD/Inf. 09/07). In particular, he highlighted the assistance that CICAD has provided to member states related to demand reduction, the control of amphetamine-type stimulants, the control of chemical precursors, measures to promote legal cooperation, money laundering control and the eradication of illicit crops and alternative development. He also stated that the MEM Section Coordinator had been collaborating closely with the UNODC to share MEM country and hemispheric reports to supplement UNODC’s own information.

Several delegates noted that it is not yet clear whether the review will take place in 2008 or the following year, and that the next meeting of the Commission on Narcotic Drugs (CND) in Vienna in March would determine how to proceed. The delegates of Mexico, Chile, Argentina and the United States stated that CICAD should adopt a strategy to define its participation and put forward the position of the hemisphere in the UNGASS evaluation process. The Commission agreed that the CICAD Executive Secretariat would attend the next CND session and deliver a strong message of CICAD's hemispheric commitment to dealing with the drug problem with a comprehensive strategy and multilateral cooperation.

3. New drug trends in the hemisphere

In response to a request from the delegation of Brazil at CICAD’s forty first session in May, especially in light of reports of increasing consumption of cocaine base or paste in several member states, the Commission heard a panel of specialists discuss the latest trends in drug production, trafficking and abuse in the Americas.

- Dr. Francisco Cumsille, Chief of the Inter-American Observatory on Drugs (OID), led off the presentations with an introductory overview (CICAD/doc.1631/07). He emphasized the key role of problematic (heavy) users in influencing trends, the impact of migration on national and international trends, and the use of information system as early warning alerts on new shifts in trafficking and consumption.

- Dr. Hernan Bernal of the National Narcotics Directorate (DNE) of Colombia provided a technical-scientific orientation on extracting and refining coca alkaloids to understand the diversion of semi-finished cocaine derivatives into local markets, as well as the use of precursor chemicals in the refining process (CICAD/doc.1630/07).

- Dr. John Hall, speaking on behalf of the U.S. National Institute on Drug Abuse (NIDA), explained the NIDA Community Epidemiology Work Group and its history of developing innovative approaches to community-level studies and developing an early alert system on new trends in drug abuse (CICAD/doc.1578/07). He said in the United States poly-substance abuse was an emerging trend and that pharmaceutical opioids were replacing heroin as a drug of choice.

- CICAD Executive Secretary James Mack explained how CICAD was adapting its programs to the changing dynamics of drug trends in the region (CICAD/doc.1623/07). These measures include an increased use of the Internet to share information and intelligence among regional law enforcement agencies, stakeholders and the general public, and to deliver specialized distance training.

The delegates of Brazil, Mexico, Argentina, Chile, Suriname, Peru, Canada, Uruguay and the United States all intervened to provide additional perspectives on how the drug problem is showing up in their countries. The delegate of Argentina requested that the Inter-American Supply Control Data System (CICDAT) system be strengthened to complement the existing service on demand reduction information (Inter-American Drug Use Data
4. Alternative Development

The Executive Secretariat had prepared a preliminary concept paper for the thematic debate on Alternative Development (CICAD/INF. 03/07) and distributed it to the Commission several weeks before the meeting. The document laid the groundwork for understanding the issue, assessed past experience in the region and put forward several proposals for the Commission to consider.

a. Lessons Learned

A panel of donors, moderated by CICAD Assistant Executive Secretary Rafael Franzini-Batlle, discussed past experiences in delivering alternative development projects in the region in order to extract lessons learned.

- USAID: Mr. Sean Jones, Director of Alternative Development and Agriculture at the U.S. Embassy in Bogota, emphasized that alternative development programs have to be flexible and focus on initiatives that promote long-term, legal livelihoods with a strong and capable state presence rather than simple crop substitution and temporary income generation.

- United Nations Office on Drugs and Crime (UNODC): Mr. Aldo Lale-Demoz, representative of the Colombian office, singled out three success stories in alternative development: forest management in Bolivia, growers associations in Peru and the forest warden program in Colombia;

- European Commission: Ms. Valerie Jordán, cooperation officer of the Colombian office, said that her organization emphasized the principle of shared responsibility and encouraged all the countries involved to establish a unified position. She also mentioned the Laboratories for Peace program of Colombia as an example of good practices.

- CICAD: Ms. Adriana Henao, Alternative Development specialist, underscored the importance of understanding the cultural, social and anthropological context of the participating communities and the need to gain their commitment from the earliest planning stages of alternative development.

The moderator opened up the discussion to questions from the delegates (Panama, Uruguay, Jamaica, Bahamas, Argentina, Chile, Colombia, Honduras, Venezuela and Bolivia). An area of concern was how to apply the principles and methods of alternative development beyond its tradition sphere of producing countries to transit countries.

b. Interventions by member states

Several delegations brought to the meeting special presentations and papers that dealt with alternative development within individual governments’ experience. The delegate of Colombia ceded the floor to the representative of the Andean Community of Nations (CAN) who explained CAN’s regional approach to this problem. The representative said that these regional policies had been underscored in a CAN decision reaffirming sustainable alternative development strategy and in setting up a Committee on Alternative Development. It currently is working with the European Commission to advance this approach.

The delegate of Peru gave the floor to representatives from two producer associations, OROVERDE (coffee producers) (CICAD/INF.15/07) and ACOPAGRO (cacao
producers) (CICAD/INF.16/07), who explained how these associations had mustered the support and cooperation of local growers to give up their illicit crops and plant alternative crops. Venezuela (CICAD/INF.18/07), Ecuador and Bolivia also shared their experiences in alternative development.

The Dominican Republic (CICAD/INF.17/07), Suriname and Costa Rica (CICAD/INF.14/07) spoke of the difficulties created by being transit countries on drug trafficking routes and the distortion that trafficking introduces in rural development. Argentina, Ecuador, Panama and Trinidad and Tobago all made suggestions to be included in CICAD’s work plan for alternative development.

c. Opportunities in trade and perspectives for local and regional producers

Mr. Luis Alonso García Muñoz-Najar, a Peruvian expert on international commerce, explained how a set of tools, like trademarks, certification logos or seals and indications of geographic origin, can promote a line of products resulting from alternative development programs in international markets (CICAD/doc.1619/07).

Ms. Adriana Henao explained to the Commission a proposed initiative to create an alternative development seal to promote legal products from drug crop areas (CICAD/doc. 1621/07). The discussion among the commissioners was inconclusive, with many points of view expressed. The United States, Canada and Argentina seriously questioned the advisability of CICAD’s launching an overly ambitious initiative, such as helping member states to develop a seal of alternative development products, asserting that this type of effort lies beyond CICAD’s mandate and overlaps with the competencies of other specialized international organizations, like the World Trade Organization (WTO). These delegates further argued that given CICAD’s budget constraints and competing priorities, a major new venture in Alternative Development would not be a wise use of scarce resources. Peru and Colombia, on the other hand, expressed their strong support for the seal proposal. Bolivia voiced general support for creating a seal for AD products, but expressed reservations about employing an outside certification process to award the seal to Bolivian products. Ms. Henao later clarified that this initiative had been developed in close collaboration with the Department of Commerce, Tourism and Competitively, the OAS agency with primary responsibility for trade issues.

After the Commission had heard the exposition of expert panel members and other interventions, the resulting discussion brought forward several proposals that the Commission considered Executive Secretariat should explore in the future. The Commission approved the creation of an Expert Group on Alternative Development to deepen the understanding the issues and initiatives discussed at the meeting and advise the Commission on future action. It requested that the Executive Secretariat prepare the group’s mandate and terms of reference for consideration at the next CICAD meeting.

To summarize the extensive discussion and identify specific ideas, Executive Secretary James Mack provided a tentative list of policy and project proposals that might be considered by the Expert Group:

- Approach the World Trade Organization (WTO), via the competent OAS body, to facilitate trade in Alternative Development products. (Argentina);
- Strengthen producer associations (Peru);
- Establish a mechanism for awarding an Alternative Development seal to licit, non-drug-related products produced in areas where drug-related crops are grown (Executive Secretary);
• Apply biodiversity strategies in alternative development programs (Executive Secretary);

• Develop programs that allow assets confiscated from drug trafficking to be used in prevention and treatment actions, among others (human development, Costa Rica);

• Develop programs to apply the lessons of alternative development strategies to transit countries to discourage drug trafficking (Ecuador, Venezuela);

• Facilitate the participation of isolated community groups in their local government (Strengthen the administration management capacity of, and inter-institutional coordination within local governments) (Bolivia);

• Undertake a study in the Caribbean region to analyze the viability of applying components of Alternative Development in that region (Antigua and Barbuda, Trinidad and Tobago).

d. Alternative Development Knowledge Network

Ms. Adriana Henao, CICAD’s alternative development specialist, gave a brief summary of an on-line resource that CICAD had developed with other specialized organizations from around the world that have been working in alternative development. The website [http://www.adkn.org](http://www.adkn.org) is available in English and Spanish (CICAD/doc. 1618/07).

e. Field trip

The Colombian government organized a field trip for the participants to a counter-drug operations base and an alternative development program near Santa Marta. The specialized police force gave participants demonstrations of the extraction and processing of cocaine. The government also took representatives of delegations in helicopters over the Sierra Nevada de Santa Marta to see the environmental impact of coca cultivation and processing in Colombia. In Tayrona National Park, the delegates saw several aspects of the Colombian government’s forest warden program that enlisted former coca growers into protecting biodiversity and making sound use of natural resources. The delegates were also shown how the government, private business and port authorities cooperate on port security and narcotics control in Santa Marta.

5. Demand Reduction

a. CICAD drug treatment strategy

Dr. Anna Chisman, the chief of the CICAD Demand Reduction Section, presented a report on CICAD’s drug treatment strategy (CICAD/doc.1620/07) as part of the overall program for drug use prevention, treatment, and rehabilitation, as well as public policies, research and program evaluation. She also updated the Commission on the European Union-Latin America and the Caribbean Drug Treatment City Partnership initiative that was building towards its first forum in Santo Domingo in April 2008.

b. Addictions and Family Violence

Ms. Carmen Fernández Cáceres, General Operations Director of the Centers for Juvenile Integration, Mexico, reported on how the government has developed a multidimensional approach for the treatment and prevention of addictions and domestic violence (CICAD/doc.1615/07).
c. **Prisons and Drug Addictions in Chile**

Mr. Mariano Montenegro, head of the area of Treatment and Rehabilitation in CONACE, explained the design and implementation of the programs for treatment and rehabilitation under judicial supervision of problematic drug users who had committed crimes (CICAD/doc.1579/07).

### 6. National Drug Strategies

a. **Venezuela**

The delegate of Venezuela gave an overview of how the government was implementing its anti-drug strategy (CICAD/INF. 20/07).

b. **Canada**

The delegate of Canada explained the changes that the government has made to its national drug strategy, which underwent a major review and was approved in October 2007 (CICAD/doc. 1617/07).

c. **MERCOSUR and Associated Countries**

The delegate of Uruguay informed the Commission about decisions taken in at a specialized meeting of enforcement agencies concerned with drugs, the prevention of drug abuse and rehabilitation of drug dependents in early November 2007 (CICAD/INF.06/07). The countries present were Argentina, Brazil, Uruguay, Paraguay and Venezuela (full members), with Bolivia, Chile, Colombia, Ecuador and Peru (associated countries).

### 7. Expert Group Reports

a. **Demand Reduction**

On behalf of the chair of the Expert Group on Demand Reduction, Ms. Soledad Weinstein of Chile informed the Commission about the activities of the group at its meeting in Santiago. First, she reported on the work on the preliminary draft of the CICAD hemispheric guidelines for workplace prevention policy (CICAD/doc.11622/07). Then, she explained the approach taken by the group concerning the issue of prevention in three areas: recreation, universities and situations of social risk. The Commission accepted the report and approved the recommendations.

b. **Maritime Narcotrafficking**

On behalf of the chair of the Expert Group on Maritime Narcotrafficking, Mr. Edwin Roberto Guardia Alvarado of Panama informed the Commission about its two meetings in Brazil and Panama, especially with regard to its recommendations on best practices on the effective control of ports and maritime narcotrafficking (CICAD/doc.1624/07). The Commission accepted the report and approved the recommendations.

c. **Chemical Precursors and Pharmaceutical Products**

The chair of the Expert Group on Chemical Precursors, Mr. Jose Luis Herrera of Mexico reported on the activities of the drafting of three reference guides: control of chemicals in free trade zones, private sector administrative control of chemical substances and the establishment of national synthetic drug control systems (CICAD/doc.1625/07 and annex). On Pharmaceutical Products working group, he reported the preparation of a
reference guide on diversion investigation training curriculum (CICAD/doc. 1635/07). The Commission accepted the reports and approved the recommendations.

d. Money Laundering

As chair of the expert group, Mr. Álvaro del Barrio of Chile reported on the deliberations of the group (CICAD/doc. 1616/07), underscoring the drafting of recommendations for international cooperation among law enforcement agencies and confiscated assets. He also reported on the creation of a coordinating group for financial intelligence units (FIUs) and prosecutors, which would be chaired by Chile. The expert group also informed about a new program to assist member states in setting up national agencies to administer seized and forfeited assets. The Commission accepted the report and approved the recommendations.

e. Election of new chairs for expert working groups

In the closing session, the Commission elected Peru as the chair of Chemical Precursors and Pharmaceutical Products working groups; Colombia as the chair of the Maritime Narcotrafficking Working Group, and Mexico as the chair of Money Laundering Working Group, with Uruguay as the vice chair.

8. Statements by Permanent Observer countries to the OAS, international and regional organizations

- Russian Federation: Ambassador Yan A. Burylay emphasized that only with worldwide multilateral cooperation can governments hope to defeat the threat of drug trafficking, and offered increased cooperation between Russia and CICAD.

- Caribbean Community: As Programme Manager for Human and Social Development, Ms. Beverly Reynolds spoke about the use of MEM recommendations in implementing a demand reduction program in the Caribbean as well as the collaboration with CICAD in developing an ongoing partnership in institutional strengthening.

- Inter-American Institution for Agricultural Cooperation (IICA): Ms. Claudia Angélica Ruíz Torres highlighted the importance of rural development in an effective strategy against illicit drugs, called for countries to open their borders to the importation of alternative products and welcomed further opportunities to collaborate with other multilateral organizations.

- Andean Community (CAN): Mr. Adolfo López Bustillo informed the Commission about how the CAN had used CICAD recommendations (firearms and precursor chemicals) to draft Andean regulations and would use them in the future (financial intelligence). It supported the creation of a CICAD Expert Group on Alternative Development and an alternative development seal of origin.

9. Other Business

On the first day of the meeting, the Executive Secretariat organized a working lunch for financial contributors, both member states and permanent observers, to lay out the stark prospects facing CICAD due to a stagnant OAS Regular Fund budget; the establishment by
the OAS of a new indirect cost recovery charge on all voluntary contributions to compensate for the additional regular fund administrative burden associated with servicing voluntary contributions; plus CICAD’s significant overall decline in voluntary contributions. Executive Secretary James Mack detailed how the Secretariat was seeking to adjust to budget constraints in a way to protect priority programs. He asked that traditional donors consider increasing their contributions and that those who had not previously contributed considering doing so now.

In addition, during the plenary, several delegates also mentioned the importance and relevance of CICAD’s work and called on all the delegations to support CICAD, both by participating in and contributing directly to program activities and by redressing the declining support from the OAS Regular Fund budget (the OAS Regular Fund only covers 25.6% of the 2007 budget, about US$1.97 million).

10. Working Group for Drafting Recommendations to the OAS General Assembly

Working group chair Mr. Mauricio Baquero (Colombia) reported on the group’s deliberations on the 2007 annual report of CICAD to the General Assembly (CICAD/doc.1577/07 rev.2) and on the resolutions containing recommendations on CICAD and MEM-specific topics (CICAD/doc. 1633/07 rev.3 and 1634/07 rev.2) to the OAS General Assembly. With regard to the annual report, he said that the group had completed most of the review work, but that several clauses were decisions pending consultations with governments. In this regard, the Group decided that the delegations would send comments or suggestions to the Executive Secretariat or the chair, which would be incorporated into the final version of the report that would be produced early in 2008. With regard to the resolutions, he reported that the group had decided to highlight the work of the MEM in a separate resolution, which was completed. He also reported that the resolution on recommendations and observations on the annual report required an additional consultation with governments so the final draft would be sent to the members of the working group via e-mail. The Commission thanked the working group and approved the annual report and resolutions.

11. Place, date and proposed topics for the Forty-third Regular Session of CICAD

The next regular session of CICAD was set tentatively for May 2008 in Washington, DC.

The Secretariat received a preliminary list of suggested topics for the agenda of the forty third regular session:

- Conceptual framework for treatment and therapeutic tools, including harm reduction (Uruguay) and
- The role of CICAD and the hemispheric position regarding UNGASS 1998 (Colombia).

C. PARTICIPANTS

The full list of participants at this regular session was published separately as document CICAD/doc.1574/07.

1. CICAD Member States
Representatives of Antigua and Barbuda, Argentina, the Commonwealth of the Bahamas, Barbados, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Suriname, Trinidad and Tobago, United States, Uruguay, and Venezuela attended the forty-second regular session of CICAD.

2. Permanent Observers

Also attending the session in their capacity as Permanent Observers to the Organization of American States were representatives of the European Union, France and the Russian Federation.

3. Inter-American Specialized Organizations and International Agencies

Representatives from the OAS Secretariat of Multidimensional Security, the Andean Community (CAN); the Caribbean Community Secretariat (CARICOM), the Inter-American Institute for Cooperation on Agriculture (IICA), the International Criminal Police Organization (INTERPOL), and the United Nations Office on Drugs and Crime (UNODC) also attended the event.

4. Civil Society

Representatives from civil society attended from the Ibero-American Network of Non-governmental Organizations Working on Drug Dependency (RIOD) and the Mentor Foundation.