



**ORGANIZATION OF AMERICAN STATES  
Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)  
Governmental Expert Group (GEG)**

**DRAFT  
HEMISPHERIC REPORT  
ON THE IMPLEMENTATION  
OF RECOMMENDATIONS**

**THIRD EVALUATION ROUND  
2003-2004**

**MAY 2005**

**(pending final edition)**

## **HEMISPHERIC REPORT**

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## I. PREFACE

1. The Multilateral Evaluation Mechanism (MEM) is an instrument designed to measure the progress of actions taken by the 34 member states of the Organization of American States (OAS) to address the global drug problem and other related offenses.
2. The Inter-American Drug Abuse Control Commission (CICAD), an OAS specialized agency, implemented this Mechanism in 1998, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile in April 1988 and this mechanism was recognized at the Third Summit of the Americas in Quebec City in April 2001.
3. The MEM is not only a diagnostic tool but has also become a vehicle for disseminating information on the progress achieved by individual and collective efforts of OAS member state governments, catalyzing hemispheric cooperation, promoting dialogue among member state government authorities, and precisely channeling assistance to areas requiring greater attention by optimizing resources.
4. The evaluation reports cover the main subject areas contained in the 86-indicator MEM questionnaire: Institutional Building, Demand Reduction, Supply Reduction, and Control Measures, and are drafted by government experts designated by OAS member states. Each country is entitled to one main expert and alternate experts, with the specification that each country has only one voice, and experts do not participate in the evaluation of their own country.
5. The Third Evaluation Round, covering the period 2003-2004, consisted of two stages:
  - a) Full evaluation – including reports and recommendations on individual country and hemispheric progress in combating the drug problem in all its forms (reports published in June 2005), and
  - b) Evaluations on the implementation of recommendations – including reports on the individual country and hemispheric progress in complying with the recommendations assigned during the full evaluation phase (reports published in June 2006).
6. CICAD hereby publishes its third report on progress in implementing recommendations in each of 33<sup>(1)</sup> participating member states, as well as an overall Hemispheric perspective, which concludes the Third Evaluation Round of the Multilateral Evaluation Mechanism.

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<sup>(1)</sup> St. Vincent and the Grenadines was unable to participate in the second stage of the Third Evaluation Round due to lack of human resources and coordination difficulties within its internal structure.

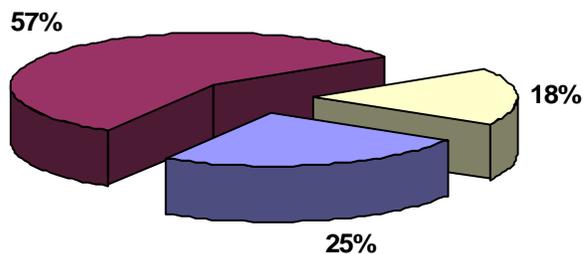
## II. INTRODUCTION

7. The Governmental Expert Group (GEG), a multidisciplinary group composed of experts from the 34 OAS/CICAD member states, evaluated the progress made by member states in October 2005 toward implementing the assigned recommendations and was updated in March 2006. The reports were based on the information supplied by 33 member states through follow-up forms. St. Vincent and the Grenadines did not meet this requirement. Each country is entitled to review and comment on the contents of the evaluation, thus ensuring a transparent participatory process.

8. The Group of Experts drafted their evaluation of compliance with recommendations in the second phase of the Third Evaluation Round, completed in two sessions held in Washington D.C. (the first in November 2005 and the second in March 2006).

FIGURE 2.1

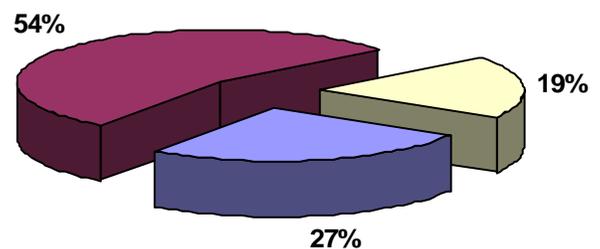
**Situation of the Recommendations  
in the Second Evaluation Round  
(Total = 325)**



■ Completed ■ In progress ■ Not started

FIGURE 2.2

**Situation of the Recommendations  
in the Third Evaluation Round  
(Total = 498\*)**



■ Completed ■ In progress ■ Not started

\* This total does not include the 16 recommendations assigned to St. Vincent and the Grenadines which could not be evaluated.

9. Countries have shown progress in the implementation of the majority of recommendations (54%) and have implemented 27% of all recommendations assigned. When compared to the figures from the Second Evaluation Round (**Figure 2.1**), during which countries had more time to implement recommendations, the rate of action taken by countries in response to the Third Round recommendations (**Figure 2.2**) is encouraging, particularly if we take into account that CICAD assigned more recommendations during the Third Evaluation Round (506) than in the Second Round (325).

10. This hemispheric report provides an evaluation of the degree of compliance with recommendations<sup>(2)</sup>, presented in thematic chapters that observe the Anti-drug Strategy in the Hemisphere structure— institutional strengthening, demand reduction, supply reduction and control measures - and by sub-regions – the Caribbean, Central America, North America, and South America. Figures in each chapter indicate to the reader the degree of compliance with recommendations recorded for each area. The analysis focuses on the areas in which countries have implemented the recommended actions and where more work needs to be undertaken.

**FIGURE 2.3**  
**Implementation of Recommendations from the**  
**Third Evaluation Round 2003-2004**

THEMATIC AREA	Completed	In Progress	Not started	Total
<b>INSTITUTIONAL STRENGTHENING</b>	<b>11</b>	<b>56</b>	<b>17</b>	<b>84</b>
National Plans	4	5	3	12
International Conventions	2	35	13	50
Information Systems	5	16	1	22
<b>DEMAND REDUCTION</b>	<b>39</b>	<b>82</b>	<b>31</b>	<b>152</b>
Prevention	11	30*	6	47*
Treatment	7	31*	15	53*
Statistics on Consumption	21	22	10	53
<b>SUPPLY REDUCTION</b>	<b>27</b>	<b>49</b>	<b>21</b>	<b>97</b>
Production and Alternative Development	10	6	3	19
Control of Pharmaceutical Products	8*	25*	8*	41*
Control of Chemical Substances	10*	19*	12*	41*
<b>CONTROL MEASURES</b>	<b>56</b>	<b>82</b>	<b>27</b>	<b>165</b>
Drug Trafficking	10	7	4	21
Firearms	11	15	10	36
Money Laundering	27	46	10	83
Corruption	5	10	1	16
Organized Crime	3	4	2	9
<b>TOTAL</b>	<b>133</b>	<b>269</b>	<b>96</b>	<b>498**</b>

\* This total includes one or more recommendations which belong to two different thematic areas, and are therefore counted only once for purposes of calculating totals.

\*\* This total does not include the 16 recommendations assigned to St. Vincent and the Grenadines which were not reported on by the country.

11. An important measure of progress over the evaluation rounds is the reduced number of recommendations reiterated from past rounds. This report illustrates how many of these recommendations are still outstanding, and in which thematic area they are more concentrated, together with a breakdown of pending reiterated recommendations per sub-region of the Hemisphere.

<sup>(2)</sup> A total of 506 recommendations were assigned in the Third Evaluation Round reports. However, for the Hemispheric follow-up of recommendations, 498 recommendations are being taken into account: Saint Vincent and the Grenadines did not report on the implementation of its 16 recommendations and therefore could not be evaluated. However, Antigua and Barbuda was reincorporated into the process and the implementation of 8 recommendations pending in the Second Evaluation Round was evaluated.

12. This is not a situational report on the drug problem in the Hemisphere, rather, it is aimed at:

- Measuring progress of the implementation of recommended actions,
- Highlighting the most vulnerable areas in terms of drug control activities where recommendations have not been implemented,
- Identifying where cooperation needs to be channeled most and where efforts need to be strengthened.

13. Clearly, the recommendations assigned by CICAD to countries, lie at the core of the MEM process. The objectives of these recommendations are to identify the strengths, weaknesses, progress and setbacks in each OAS member state, and to guide their policies and programs to respond in a more effective manner to the drug problem.

14. In order to further their policies, countries are able to request financial or technical assistance to implement recommendations which they identify as priorities in their drug control strategies. The report highlights the subject areas in which countries have concentrated their requests for such assistance. It also identifies where in the Hemisphere the majority of requests lie.

15. Member state responses to MEM recommendations have been positive. The figures show that the progress made in national anti-drug policies through the implementation of recommendations stands at 81% of 498 recommendations in the Third Evaluation Round (Figure 2.2), comparable to the 82% of 325 recommendations (Figure 2.1) in the Second Evaluation Round, 2001-2002.

16. In practical terms, this high level of compliance by CICAD member states demonstrates their clear commitment to the MEM and to the principles of shared responsibility and multilateral cooperation.

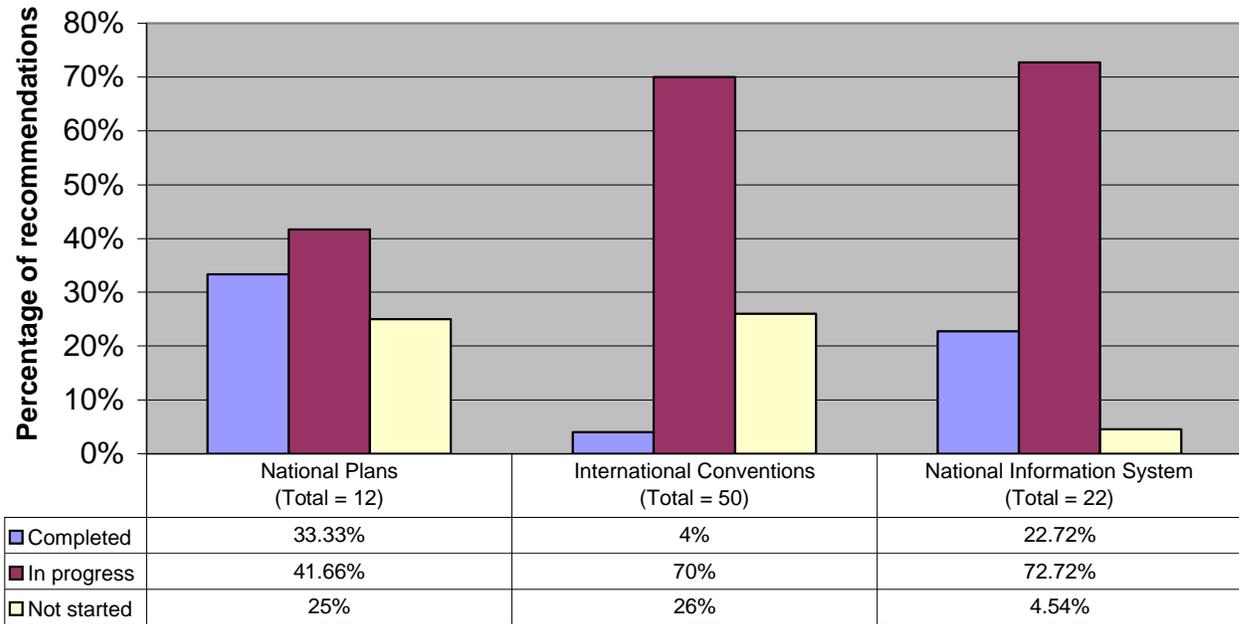
17. The MEM has proved to be one of the central pillars in strengthening capacities and commitment of the nations of the Americas to deal with the drug challenge, as well as encouraging more effective cooperation among them.

### III. ANALYSIS OF RECOMMENDATIONS BY THEMATIC AREA

#### A. INSTITUTIONAL STRENGTHENING

FIGURE 3.1 / (Pending removal of decimals)

**Implementation Status of Recommendations  
Institutional Strengthening**



18. The thematic area of institutional strengthening covers, in the first instance, aspects related to the existence of a national anti-drug strategy or plan in the country and an entity capable of coordinating the institutions involved in implementing that strategy. It also identifies whether the necessary budget and resources are available to develop and implement the strategy and cover the coordinating entity's operations. Secondly, it looks at the extent to which the country has signed onto inter-American and United Nations' treaties concerning the control of drugs and related crimes. Lastly, it examines whether a system has been established to generate information on the drug phenomenon in the country.

19. The existence of a national strategy or plan is the cornerstone that enables each government to implement an integral, balanced strategy to combat the drug problem. The Third Evaluation Round of the MEM found that the majority of states in the Hemisphere has a national anti-drug strategy or plan in place, or is in the process of updating one. It also noted that National Drug Commissions have been created as policy making entities and inter-institutional coordinators of that plan.

20. After three evaluation rounds, the majority of countries have made progress in building the basic institutional infrastructure to address the drug problem. Institutional development, then, is the thematic area for which the fewest recommendations, (84) were assigned during the MEM's Third Evaluation Round. Fifty of these refer to the ratification of international conventions, 22 relate to the establishment of national information systems and 12 are related to the development and implementation of national anti-drug strategies or plans.

21. As shown by the information in **Figure 2.3**, 56 of the recommendations in this thematic area are in different stages of implementation, and 11 have been completely fulfilled. At the same time, the implementation of 17 recommendations corresponding to 10 countries has yet to begin.

22. Compared with the follow-up stage of recommendations from the Second Evaluation Round, 2001-2002, the pace of compliance with national plans has slowed. As noted earlier, this is because the majority of countries have made progress in developing the strategies and institutional infrastructure necessary to address the drug phenomenon. Similarly, a slight increase has been observed in the pace of compliance with recommendations on the construction of national information systems, which serve as an important complement to that institutional infrastructure.

23. Nonetheless, in the case of some inter-American conventions, ratifications are still pending by a number of countries. In this regard, 16 countries still have not ratified the Inter-American Convention on Mutual Assistance in Criminal Matters (1992), while eight countries have not ratified the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials (1997). It should be noted that these recommendations carry over from the First Evaluation Round, 1999-2000. It would appear that the main challenges in ratification procedures have to do with government processes and arduous legislative negotiations.

24. In addition, significant progress was made in the ratification of international conventions, relative to the follow-up stage of the Second Evaluation Round, 2001-2002. Twenty-five countries had ratified the United Nations Convention against Transnational Organized Crime, 22 the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children and 18 the Protocol against the Smuggling of Migrants by Land, Air, and Sea. With respect to the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, it should be noted that only 10 countries have ratified this instrument.

25. The MEM serves as a mechanism to promote the full ratification, by all member states in the Hemisphere, of instruments relating to the international drug problem. Therefore, in cases where ratification of the Conventions and Protocols have not occurred, countries should be urged to complete these processes to ensure common hemispheric standards in addressing the problem of drugs and related crimes.

(Pending: change of percentages to numbers)

FIGURE 3.2

RATIFICATION OF CONVENTIONS

	United Nations Conventions							Inter-American Conventions			
	Convention against Transnational Organized Crime (Palermo)	Palermo Convention - Protocol to Prevent the Trafficking in Persons	Palermo Convention - Protocol against the Smuggling of Migrants	Palermo Convention - Protocol against the Illicit Manufacturing of Firearms	Single Convention on Narcotic Drugs	Convention on Psychotropic Substances, 1971	Conv. Against the Illicit Trafficking in Narcotic Drugs and Psychotropic Substances, 1988	Firearms (CIFTA)	Corruption	Mutual Assistance in Criminal Matters	
Antigua and Barbuda											Antigua and Barbuda
Argentina											Argentina
Bahamas											Bahamas
Barbados											Barbados
Belize											Belize
Bolivia											Bolivia
Brazil											Brazil
Canada											Canada
Chile											Chile
Colombia											Colombia
Costa Rica											Costa Rica
Dominica											Dominica
Dominican Republic											Dominican Republic
Ecuador											Ecuador
El Salvador											El Salvador
Grenada											Grenada
Guatemala											Guatemala
Guyana											Guyana
Haiti											Haiti
Honduras											Honduras
Jamaica											Jamaica
Mexico											Mexico
Nicaragua											Nicaragua
Panama											Panama
Paraguay											Paraguay
Peru											Peru
St Kitts and Nevis											St Kitts and Nevis
St. Lucia											St. Lucia
St Vincent and the Grenadines											St Vincent and the Grenadines
Suriname											Suriname
Trinidad and Tobago											Trinidad and Tobago
United States											United States
Uruguay											Uruguay
Venezuela											Venezuela
<b>Total countries</b>	<b>25</b>	<b>22</b>	<b>18</b>	<b>10</b>	<b>34</b>	<b>33</b>	<b>34</b>	<b>26</b>	<b>33</b>	<b>18</b>	
Percentage increment compared to the 2nd Evaluation Round rec. follow-up	<b>66%</b>	<b>120%</b>	<b>100%</b>	<b>100%</b>	<b>N/A</b>	<b>3%</b>	<b>N/A</b>	<b>18%</b>	<b>9%</b>	<b>63%</b>	Percentage increment compared to the 2nd Evaluation Round rec. follow-up

 Ratification of treaties/conventions

26. A drug observatory should ensure governments a supply of high quality information on drug production, trafficking, and use, as well as related crimes. The Third Evaluation Round also found that 19 of the 34 member states have made progress in establishing a centralized office, such as a national drug observatory, for the compilation of information and statistics. Nonetheless, 18 countries are experiencing persistent difficulties in implementing and developing national data collection and management systems due to shortages of human, financial, and technological resources, as well as to inter-institutional coordination. Of the 22 recommendations assigned on this subject to those countries, five have been fulfilled, 16 are in the process of being implemented, and one has not been started.

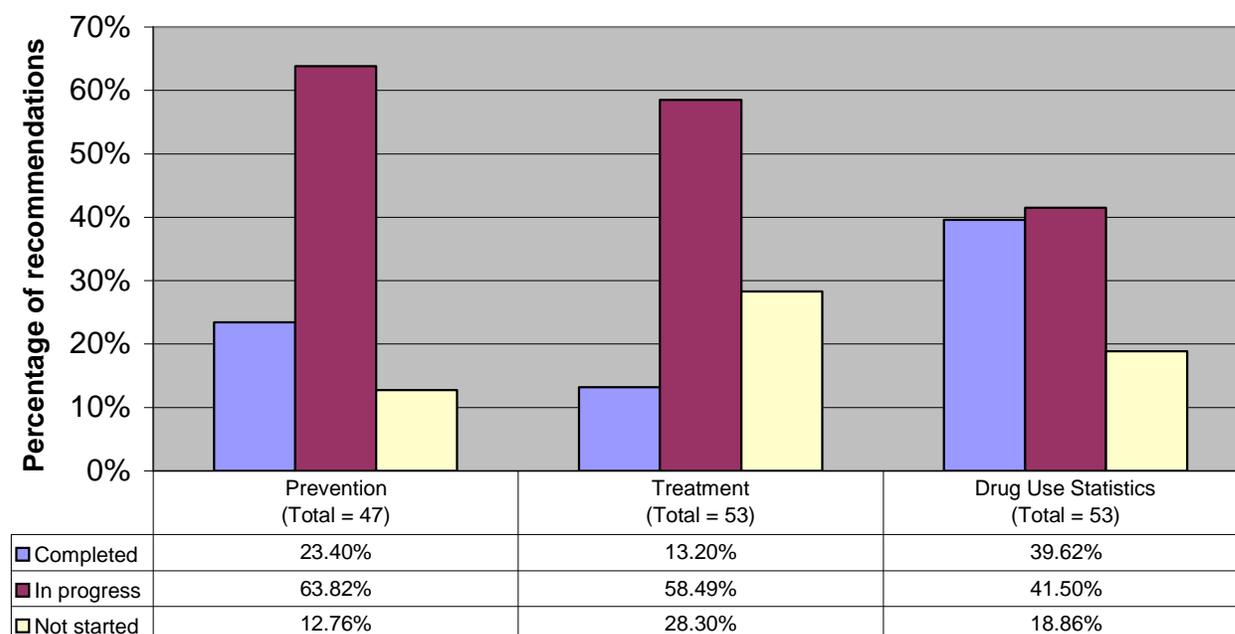
27. It is encouraging to note the progress made in this area, considering that a system to produce and analyze information on the drug phenomenon must serve as the basis for decision-making and guide the adoption of policies and strategies from an integral perspective, so as to reduce drug supply and demand.

28. In addition to this, it is necessary to build the technical, financial, and human capacity to disseminate specialized information to the scientific community and to professionals and experts working on the drug problem. Moreover, the existence of information systems helps meet the need to inform the general public in order to raise awareness about the phenomenon and foster social participation in actions that may be undertaken in accordance with the country's strategy. Countries will continue to be encouraged to undertake activities in this regard.

## B. DEMAND REDUCTION

FIGURE 3.3 \*

### Implementation Status of Recommendations Demand Reduction



\* The totals in this figure include one or more recommendations which belong to two different thematic areas, and are therefore counted only once for purposes of calculating totals.

29. Demand reduction is one of the two thematic areas for which the most recommendations, a total of 152, have been issued during the Third Evaluation Round, 2003-2004. This area encompasses three issues for which a similar number of recommendations were received: prevention - 47 recommendations; treatment - 53 recommendations; and consumption statistics - 53 recommendations. The most prominent recommendations addressed the evaluation of the effectiveness of prevention programs; establishing national prevention programs targeting key sectors; establishing minimum standards of care for the treatment and rehabilitation of drug addicts; evaluating existing treatment programs and the quality of the services provided; and, conducting national studies on drug abuse prevalence.

30. Figure 3.3 presents important data regarding the efforts of member countries in this thematic area of drug control. Here, the most salient figures in terms of demand reduction, as a reflection of progress in the Hemisphere, relate to prevention and treatment. These areas account for the highest number of recommendations in progress (61, as seen in Figure 2.3), which represents over 50% of the total number of recommendations on this subject. Consumption statistics is the area that presents the

highest number of recommendations fulfilled (40%), and an additional 42% are in progress.

31. It is important to underscore certain significant aspects when comparing this Third Evaluation Round of the MEM with the Second Evaluation Round, 2001 - 2002. In the area of demand reduction, during the third round, CICAD assigned twice as many recommendations than in the previous round, particularly in the areas of treatment and consumption statistics. Yet despite this increase in the number of recommendations, the hemispheric rate for compliance with the recommendations on prevention rose from 21% during the second round to 23% during the Third Round, and on consumption statistics from 12% during the Second Round to 40% during the Third Round. The fulfillment rate for recommendations concerning treatment fell from 23% during the Second Round to 13% during the Third.

32. Regarding the improved compliance with recommendations by the countries in the Third Round, compared to the Second Round, it appears that there is more understanding and commitment on the part of the authorities and those responsible for directing prevention activities. It is significant to note that the countries also have been able to carry out more studies on drug consumption, with findings that show that consumption is present, and at truly alarming levels in some countries. The availability of up-to-date information, in the context of the commitment to comply with the MEM, can be reflected in the progress the countries have made in implementing prevention programs among various population groups thereby achieving greater coverage.

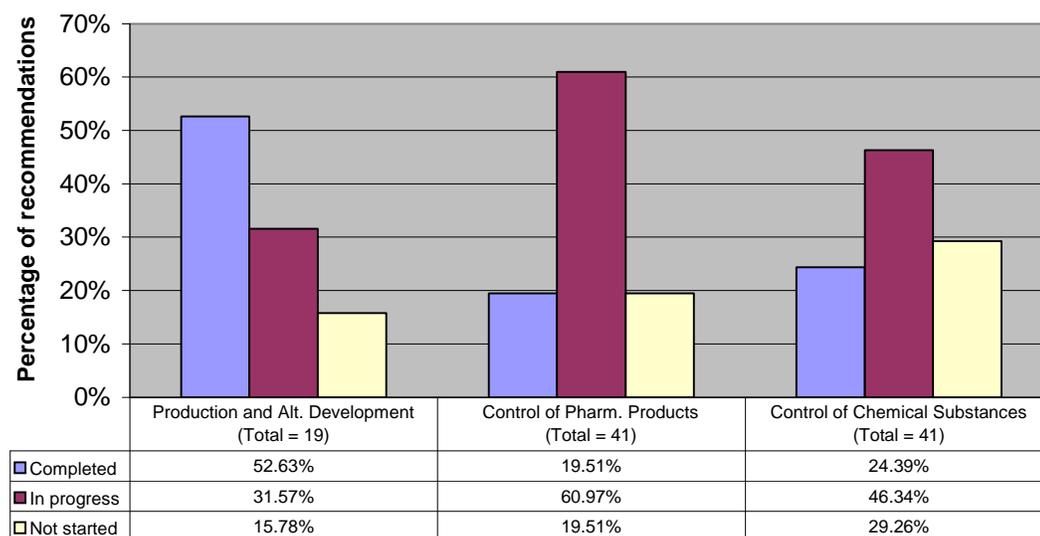
33. The decrease in compliance with treatment-related recommendations relative to the previous round can be explained by the nature of the recommendations. In the second round, they were oriented toward the in-country implementation of minimum standards of quality of care in rehabilitation centers. The third round recommendations have focused more on evaluating the impact or effectiveness of the treatment models implemented by the institutions involved. This is more complex, as there are many therapeutic models available and they are contingent upon the professional background of the specialists working in treatment centers.

34. Moreover, in the limited time frame available to fulfill the recommendations, it is very difficult to show progress in this field, as such evaluations require, depending on their methodology, more time before specific findings can be presented.

## C. SUPPLY REDUCTION

**FIGURE 3.4**

**Implementation Status of Recommendations  
Supply Reduction**



35. During the Third Evaluation Round, 2003-2004, 97 recommendations were issued in the area of supply reduction, comprising 19% of the total recommendations issued in the Hemisphere. This area included an evaluation of the progress made by countries in fulfilling the assigned recommendations on the subjects of drug production and alternative development, and control of pharmaceutical products and chemical substances.

36. As shown in Figure 3.4, there is a high degree of compliance with recommendations on illicit crops and alternative development, with 10 out of 19 recommendations implemented. Most of these are relevant to the implementation of systems to determine the surface area of illicit crops in the countries and to monitor the appearance of new crops.

37. In addition to this high level of compliance by member countries, the progress observed in this Round relative to previous evaluation rounds should be noted. In the Second Round, three of the 16 recommendations issued on this subject were implemented; in other words, the rate of compliance rose from 19% in the Second Round to 53% in the current Round.

38. The degree of fulfillment in the area of control of pharmaceutical products and chemical substances is lower. It should be clarified that, although the control of pharmaceutical products and of chemical substances were addressed separately for the first time in the MEM process during this Round, many of the recommendations

issued in these subchapters applied to both issues, since in some countries of the Hemisphere the control of both falls under the purview of a single institution. Similarly, it can be observed that compliance trends in these two areas follow a similar pace although it is striking that implementation has not begun for 30% of the recommendations issued on controlled chemical substances.

39. One of the possible causes of the failure to comply relates to the nature of the recommendations. Many of them are based on updating laws, regulations, and applicable sanctions to strengthen control measures for pharmaceutical products and chemical substances. Such actions rarely can be carried out in the short term and progress in this regard might be apparent in future evaluation rounds. The adaptation of legal frameworks to improve control often comes up against barriers because industry associations and other consumers of controlled chemical inputs believe that stricter regulations may cause more impediments in production processes.

40. Another recurring type of recommendation on these two subjects relates to the establishment of mechanisms to evaluate the effectiveness of controls established by countries to prevent the diversion of pharmaceutical products and chemical substances. The implementation of such evaluation mechanisms faces serious difficulties in terms of financial, human, and technical resources, as well as methodologies that make it difficult to elicit real assessments of the outcomes achieved.

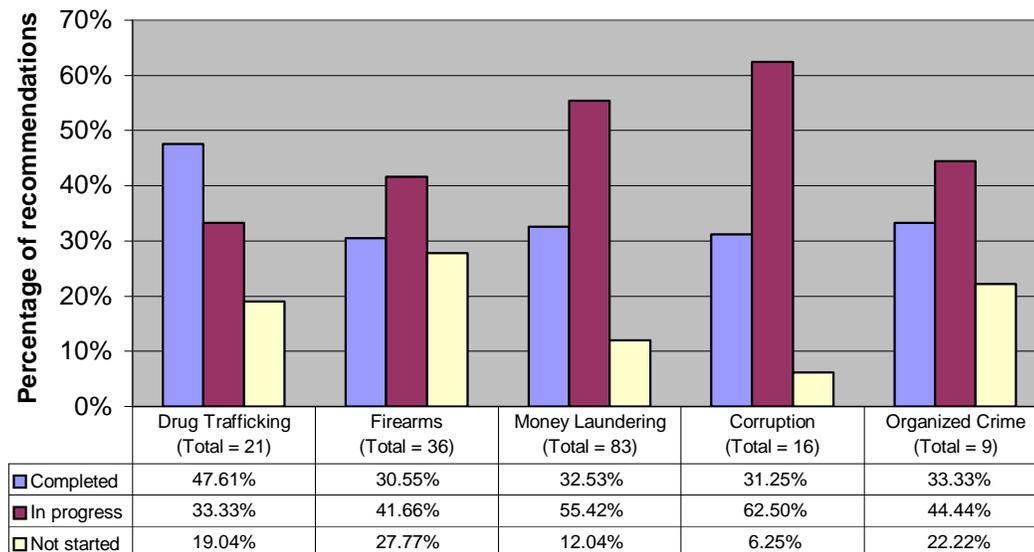
41. Compared to the Second Evaluation Round, the pace of compliance has slowed in the area of control of pharmaceutical products and chemical substances, dropping from 33% (in both areas) in 2003, to 20% and 24% in the Third Evaluation Round, respectively. While it was clear during the Second Round that this represented one of the weakest areas in the Hemisphere, the total number of recommendations issued climbed from 51 to 78 in the present round, while the rate of compliance decreased.

42. This slowdown in the pace of compliance could be attributed to many factors, including the need for some countries to firmly assume the commitments and obligations defined in the international laws to establish strict national regulations applicable to controlled pharmaceutical products and chemical substances. Additionally, the weaknesses found in the control systems could be caused by economic agents that fear potential losses in the competitiveness and profits of their commercial activities. Another important factor could be the need for specialized training in international control, in order to give the responsible national authorities the necessary elements to implement effective control alternatives without harming legal commercial activities.

## D. CONTROL MEASURES

**FIGURE 3.5**

**Implementation Status of Recommendations  
Control Measures**



43. in the thematic area of control measures, a total of 165 recommendations were assigned, accounting for 33% of the total received during the Third Evaluation Round, 2003-2004. The issues of money laundering and firearms, ammunition, explosives and other related materials accounted for 119 recommendations, whereas 46 recommendations. where related to corruption, drug trafficking, and organized crime. (refer to Figure 3.5).

44. Based on the information provided, it can be observed that 56 recommendations have been implemented by the countries, with money laundering accounting for 48%, or 27, of the recommendations. Organized crime was the issue for which the fewest recommendations were received, and three were fulfilled. Likewise, as can be observed, 82 recommendations are currently in progress, with the highest number relating, once again, to the issue of money laundering, followed by firearms, ammunition, explosives, and related materials. The implementation of 27 recommendations has not begun.

45. Total implementation of the recommendations from the Third Evaluation Round on control measures leads to the conclusion that while the number of recommendations fulfilled has increased, there has been a certain decrease in percentage relative to the Second Evaluation Round, 2001-2002. Similarly, the

percentage of recommendations for which implementation has not begun rose due to the increase in the overall number of recommendations.

## **ILLICIT DRUG TRAFFICKING**

46. Progress has been made in the establishment of national mechanisms for the systematic compilation of information on arrests, prosecutions, and convictions for illicit drug trafficking. There has also been progress in compliance with recommendations on the inclusion of a data system for legal cooperation and extradition requests related to illicit drug trafficking. A persistent challenge has been the lack of internal procedures for the timely exchange of such information, at the administrative and judicial levels.

## **FIREARMS, AMMUNITION, EXPLOSIVES, AND OTHER RELATED MATERIALS**

47. In several countries, recommendations are being implemented for legislative reforms enabling countries to establish preventive measures to keep seized firearms from returning to the illicit market. Despite the progress made, the completion of recommendations to create registries of seized firearms, ammunition, and explosives, as well as the establishment of registries of the national and international transit are still pending. The implementation of recommendations is important to promote timely information sharing at the national and international levels among institutions responsible for the control of firearms, ammunition, explosives and other related materials. The issue included in the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA), of marking firearms at the time of their manufacture and for their import, has been reiterated in some countries.

## **MONEY LAUNDERING**

48. Progress has been made in this area, with regard to the implementation of recommendations to establish systems to prevent money laundering for certain regulated activities such as real estate, exchange houses and casinos, but there has also been challenges to extending such systems to attorneys and notaries. There also has been ongoing compliance with recommendations on incorporating special investigative methods in this area. There has been overall compliance with recommendations to broaden the list of crimes which give rise to money laundering, an issue on which countries continue to make progress, as well as in defining the latter as an autonomous offense. In addition, particular emphasis has been placed on the implementation of systems to follow-up on suspicious transaction reports concerning money laundering, although in some cases the recommendation to fully implement financial intelligence units has been reiterated. The implementation of recommendations on specialized training for judges and prosecutors on this subject is ongoing.

## **CORRUPTION**

49. There have been challenges encountered with regard to the establishment of data registry systems on public officials associated with acts of corruption related to drug trafficking. Progress has been made in fulfilling recommendations to broaden legislation in several countries to define as an offense the acts of corruption set forth in the Inter-American Convention against Corruption.

## **ORGANIZED CRIME**

50. In this area, progress has been made in compliance with recommendations to update domestic laws in accordance with the United Nations Convention against Transnational Organized Crime. Nonetheless, the need must be stressed for ongoing training for the officials responsible for enforcing these laws. In addition, databases on prosecutions and convictions for activities associated with transnational organized crime are in the process of development.

#### IV. ANALYSIS OF RECOMMENDATIONS BY REGION

51. An analysis of the recommendations by region makes it possible to examine the status of compliance taking into account the political, economic, and social context of each one. It is also possible to determine the priority that countries have accorded recommendations in the different thematic areas of the fight against drugs.

52. In order to conduct the following analysis, the Hemisphere has been divided into four regions: the Caribbean, Central America, North America, and South America.

53. For the purposes of this analysis, and within the framework of the Organization of American States (OAS), the countries that make up each region are:

1. **Caribbean (14 countries)**<sup>(3)</sup>: Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Dominican Republic, St. Kitts and Nevis, Saint Lucia, Suriname, and Trinidad and Tobago.
2. **Central America (6 countries)**: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama.
3. **North America (3 countries)**: Canada, Mexico, and the United States.
4. **South America (10 countries)**: Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay and Venezuela.

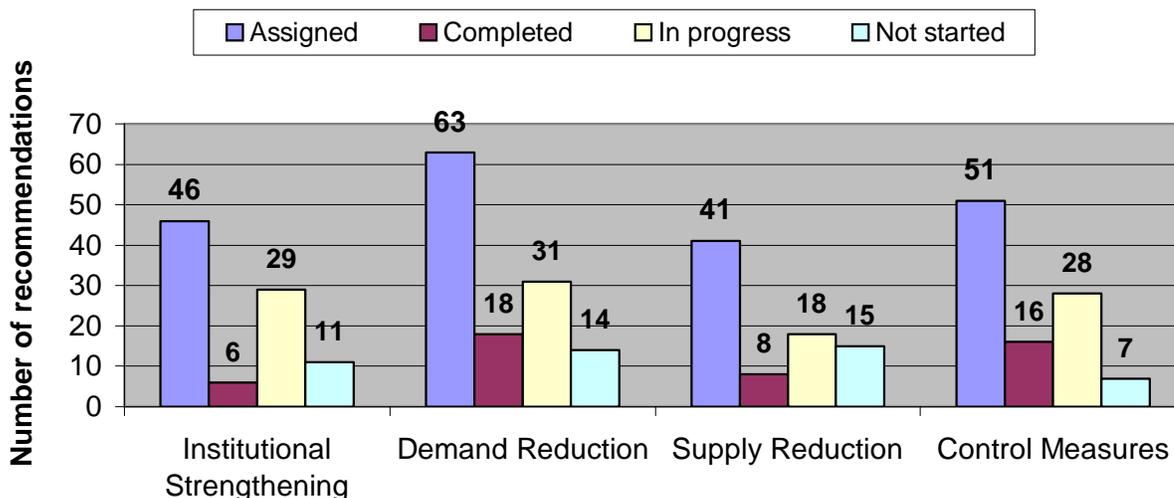
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<sup>(3)</sup> St. Vincent and the Grenadines did not participate in the second phase of the Third Evaluation Round.

**A. CARIBBEAN**

**FIGURE 4.1**

**Number of Recommendations Assigned, Completed, in Progress and Not Started in the Caribbean, by Thematic Area**



54. During the Third Evaluation Round, 2003-2004, Caribbean member states received a total of 201 recommendations, which account for 40% of the recommendations assigned to the Hemisphere. When assessed by thematic areas: 31% of recommendations were in the area of demand reduction, 25% in control measures, 23% in institutional strengthening, and 21% in the area of supply reduction. (See Figure 4.1).

55. Sixty-five percent of the recommendations were newly assigned in the Third Evaluation Round. Most of these new recommendations were relevant to the area of ratification of conventions (14%), followed by money laundering (13%), treatment (11%), and consumption (11%).

56. The region has complied with 24% of the recommendations, compared with the Hemisphere's average of 27%. Progress has been made on the majority of the pending recommendations (53%), while 23% of the recommendations have yet to be started. The majority of the pending recommendations are reiterated from the First and Second Evaluation Rounds (add %).

57. As mentioned above, the majority of the recommendations are related to demand reduction followed by control measures. Given the significant effects of drug trafficking in the region, the Caribbean states assigned a higher priority to recommendations in the area of control measures than drug cultivation or supply

reduction and show a higher number of completed recommendations in control measures (31%).

58. The data shows that the Caribbean countries reported more success with recommendations that could be easily implemented in the short term. For example, most countries reported successes in the areas of institutional strengthening (national plan, training, among others) and data gathering and reporting (surveys, studies, and statistics).

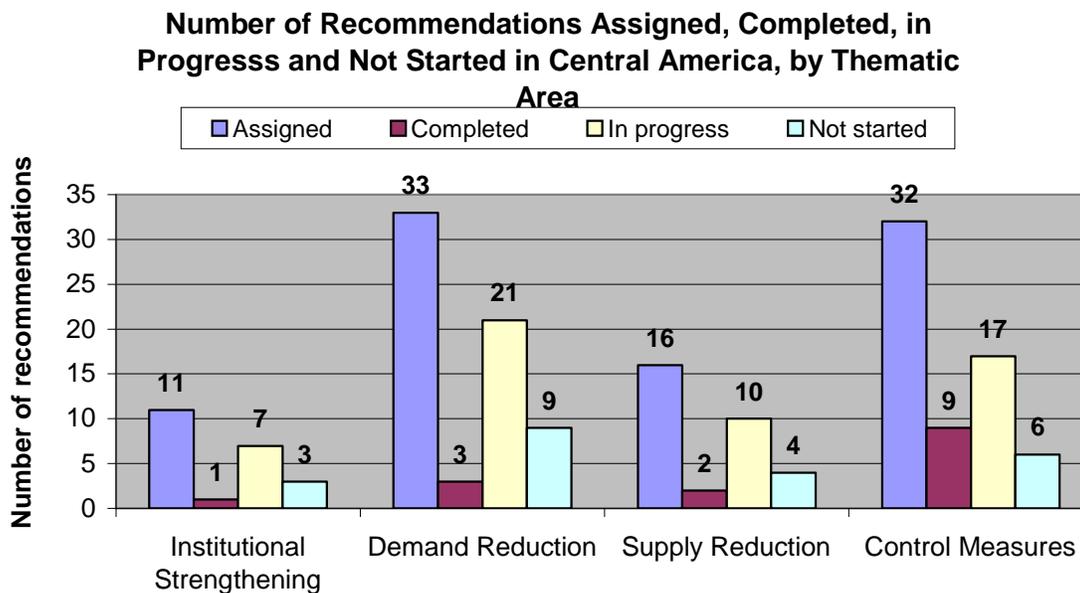
59. Regarding the recommendations which are in progress, these actions require more time in the preparatory and implementation phases. Most countries reported ongoing activities in the legislative area (chemical products/substances, pharmaceutical products, money laundering, ratification of conventions, treaties, protocols, etc) as well as in the evaluation of programs (prevention, treatment, and standards of care). These actions require increased resources.

60. Consequently, those recommendations that show no progress are related to activities that require more time in the preparatory and procedural phases and often involve political and judicial areas. These recommendations involve the drafting, approval, or adaptation of national legislation and the ratification of international conventions or treaties.

61. Caribbean member states highlighted the lack of human and financial resources and the various political and institutional situations found throughout the region as major challenges for the implementation of recommendations. The devastating effects of Hurricane Ivan in 2004 were also advanced as issues which presented various challenges for the region.

## B. CENTRAL AMERICA

FIGURE 4.2



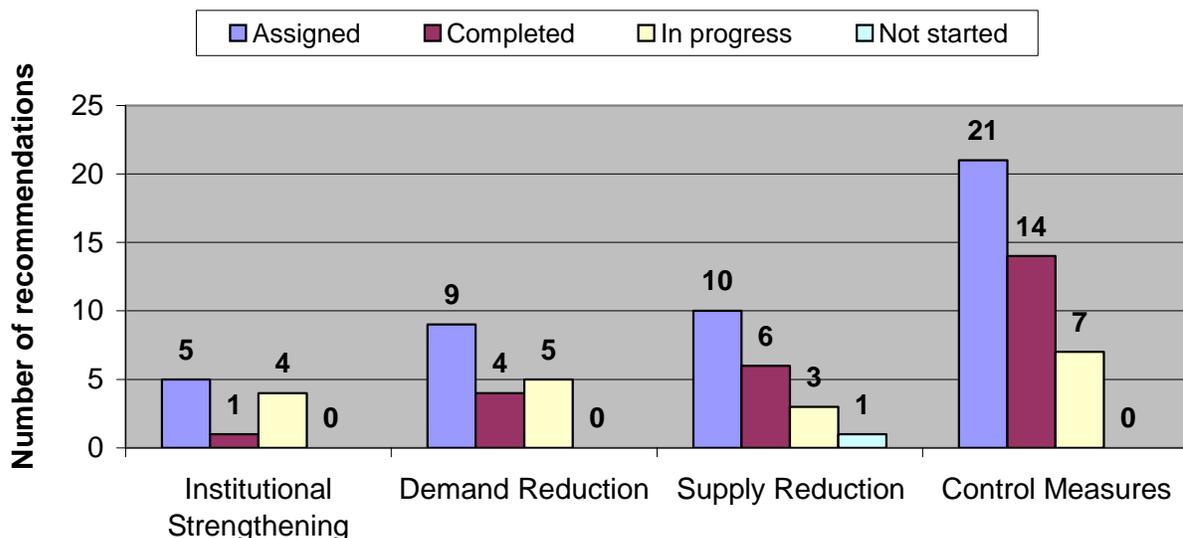
62. Despite constraints in the resources available to implement the recommendations, it is important to note that the Central American region has begun implementation of 55 recommendations, 43 of which were issued during the Third Round 2003-2004, 10 during the Second Round 2001-2002, and two in the first round 1999-2000. Additionally, 21 of the recommendations currently in the implementation process relate to demand reduction and include drug use prevention programs and treatment programs for drug users and addicts, issues that the countries previously had not prioritized since their efforts were being directed toward supply reduction. The data also shows that countries have not begun implementation of 22 recommendations, 17 of which were issued in the Third Round 2003-2004.

63. Some progress has been achieved by the countries in the Central American region, considering that 15 of the 92 recommendation issued by the GEG were implemented during the Third Evaluation Round, 2003-2004; of these, 13 were implemented during the time period corresponding to that round, while two had been carried over from the First Round, 1999-2000. Most of the recommendations, 11 of those fulfilled, were related to supply reduction, with the areas of control of pharmaceutical products and chemical substances; control of illicit trafficking; control of firearms, ammunition, explosives, and other related materials; money laundering; corruption, and organized crime.

## C. NORTH AMERICA

**FIGURE 4.3**

**Number of Recommendations Assigned, Completed, in Progress and Not Started in North America, by Thematic Area**



(Add introductory paragraphs with statistics)

64. The countries in the region received a total of 45 recommendations in the Third Evaluation Round, 2003-2004, more than half in the area of control measures, primarily money laundering.

65. As shown in **Figure 4.3**, the compliance rate for countries in this region is 55.5% of the total recommendations issued, more than double the hemispheric average. Significantly, progress has been made in nearly all of the recommendations issued, but particularly in supply reduction and control measures; only one recommendation has yet to be undertaken. In particular, compliance with the recommendations has occurred through the implementation of systematic training, reinforced control measures to prevent the diversion of pharmaceutical products, and dissemination of information on drugs and prevention programs. While institutional development has lagged behind in the percentage of recommendations fulfilled in the region, 80% of recommendations in this area are in progress.

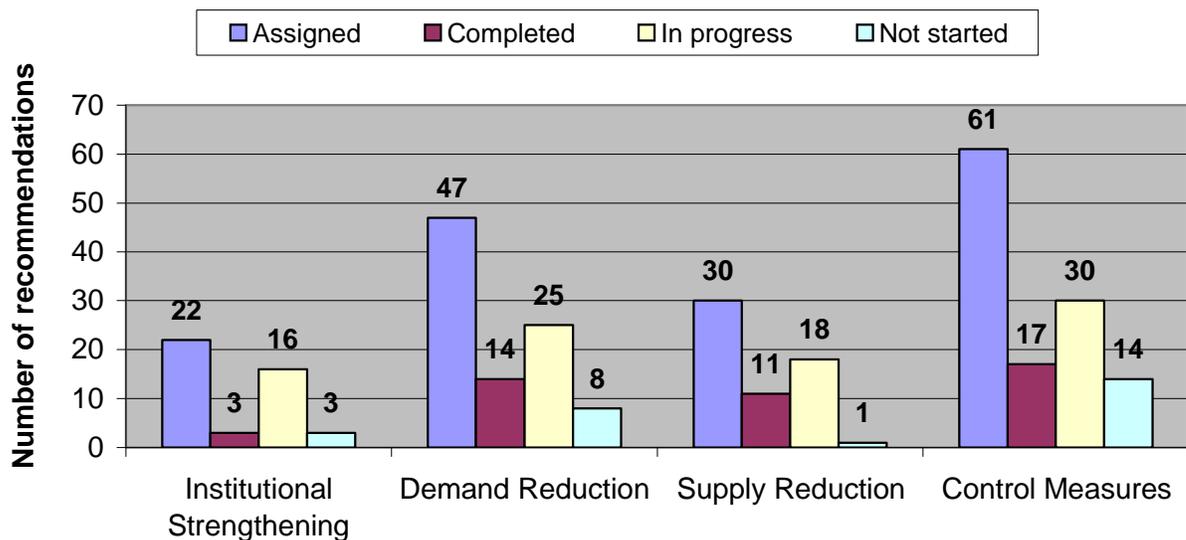
66. One item of note in trends toward progress in the region is that, despite the high compliance rate and overall progress, the total number of recommendations has increased, particularly in the area of demand reduction. In this area, the number of recommendations rose from three in the Second Evaluation Round, 2001-2002 to nine in the Third Round. In the latter case, emphasis has been on the establishment of national registry systems and such recommendations tend to be difficult to implement

given the administrative decentralization in some related areas. Moreover, there has been a regional trend toward compliance with recommendations on money laundering to follow up on suspicious transaction reports. Lastly, in the countries of North America, recommendations are pending implementation relating to the illicit manufacturing of and trafficking in firearms, including the ratification of the international instruments on the subject. In the region, the implementation of recommendations to expand money laundering prevention systems to include certain regulated activities is also pending.

#### D. SOUTH AMERICA

**FIGURE 4.4**

**Number of Recommendations Assigned, Completed, in Progress and Not Started in South America, by Thematic Area**



67. The region comprising the 10 South American countries received a total of 160 recommendations during the Third Evaluation Round, 2003-2004. Thirty-eight percent of these are in the area of control measures that are characterized for their operative complexity when measuring geographic areas of production, and quantities of drugs and psychotropic substances that are methodologically difficult to measure.

68. Of the total recommendations assigned to the region, 28% have been fulfilled, 56% are in the process of being implemented, and implementation of 16% has yet to begin. Hence, South America is the region with the second highest number of fulfilled recommendations in the Hemisphere.

69. In the South American region, of the 90 recommendations in process of being implemented from the Third Evaluation Round, 22 (26%) are pending from the Second Evaluation Round, 2001-2002, while eight (9%) are in the process of being implemented from the First Evaluation Round, 1999-2000.

70. Of the recommendations on control measures made to countries in the South American region, one was reiterated from the First Evaluation Round, 1999-2000, seven were reiterated from the Second Evaluation Round and 53 are recommendations from the Third Round. Evaluation factors relating to money laundering are prominent, followed by the complex issue of corruption and illicit trafficking.

71. Anti-drug strategies and action plans nationally and at the levels of the Andean Community of Nations (CAN) and the Southern Common Market (MERCOSUR), have been most evident in individual and joint efforts toward institutional development. This category accounts for just 14% of the recommendations issued. In this regard, only one country in South America has received the recommendation to update its national plan in this Third Evaluation Round.

72. While some countries have complied with the ratification of international conventions, this is the area that has been reiterated most since the First Evaluation Round, 1999-2000.

73. Drug demand reduction in South America is a constant effort and one that requires still greater investment of human and financial resources in order to sustain prevention programs, apply standards of treatment, rehabilitation, and social reinsertion. Resources are also needed to study trends, social costs, and other aspects of the issue in the countries of the region.

74. With regard to recommendations related to the area of drug abuse prevention, 13 were made to the countries of the region in the Third Evaluation Round, three are reiterated from the Second Round and one from the First Round.

75. In the treatment sphere, the countries have adopted minimum standards of treatment, which are mostly in the implementation phase. South America has one reiterated recommendation from the First Evaluation Round, two from the Second Evaluation Round and five for the Third Evaluation Round. The main difficulty described by the countries has been the lack of evaluation of treatment programs.

76. These countries have made a recognized contribution to knowledge on the situation of drug use, as they have conducted studies among the general population and among school children in eight countries. They also have presented findings estimating the social cost of the drug problem.

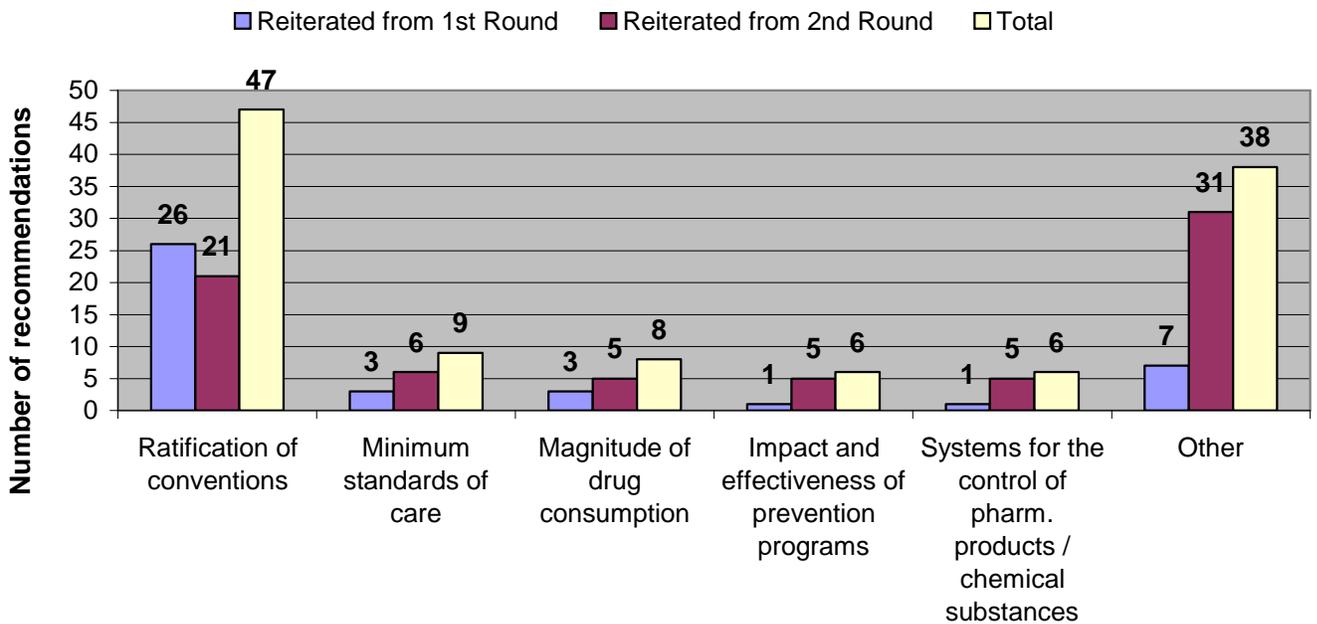
## V. REITERATED RECOMMENDATIONS

77. The Third Evaluation Round, 2003-2004 national reports show that there are a total of 114 recommendations still pending from the First and Second Evaluation Rounds. Specifically, there are 41 recommendations are still pending from the First Evaluation Round, 1999-2000, and 73 are from the Second Evaluation Round, 2001-2002.

78. As in the prior evaluation round, the majority of pending reiterated recommendations are related to the ratification of treaties, particularly the United Nations Convention against Transnational Organized Crime and its three Protocols, and the Inter-American Convention on Mutual Assistance in Criminal Matters. The next highest number of reiterated recommendations are related to the adoption of minimum standards of treatment, whereas in the Second Evaluation Round the second highest number of reiterated recommendations were relative to the gathering of data.

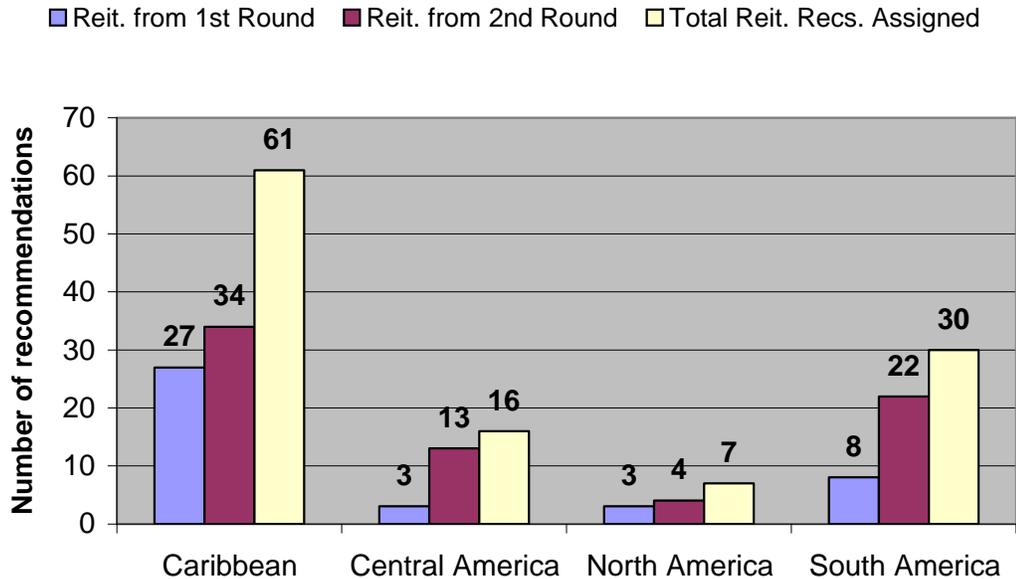
**FIGURE 5.1**

### Pending Reiterated Recommendations, Classified by Subject



**FIGURE 5.2**

**Number of Pending Reiterated Recommendations, by Region**



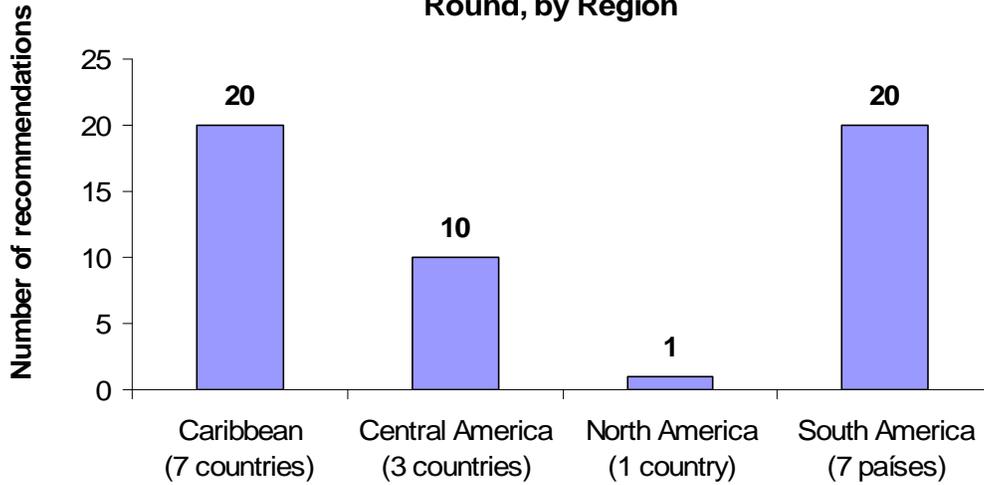
79. In the Third Evaluation Round, as in the Second Evaluation Round, the Caribbean region has the most reiterated recommendations pending (53%) with an average of four reiterated recommendations per country, while Central America has 14% with an average of three reiterated recommendations per country, North America 6% with an average of two reiterated recommendations per country, and South America 27%, with an average of three reiterated recommendations per country.

80. The majority of pending reiterated recommendations for the Caribbean, North America and South America are in the area of institutional strengthening, while Central America has most in the area of demand reduction.

**VI. ASSISTANCE REQUESTS TO IMPLEMENT RECOMMENDATIONS**

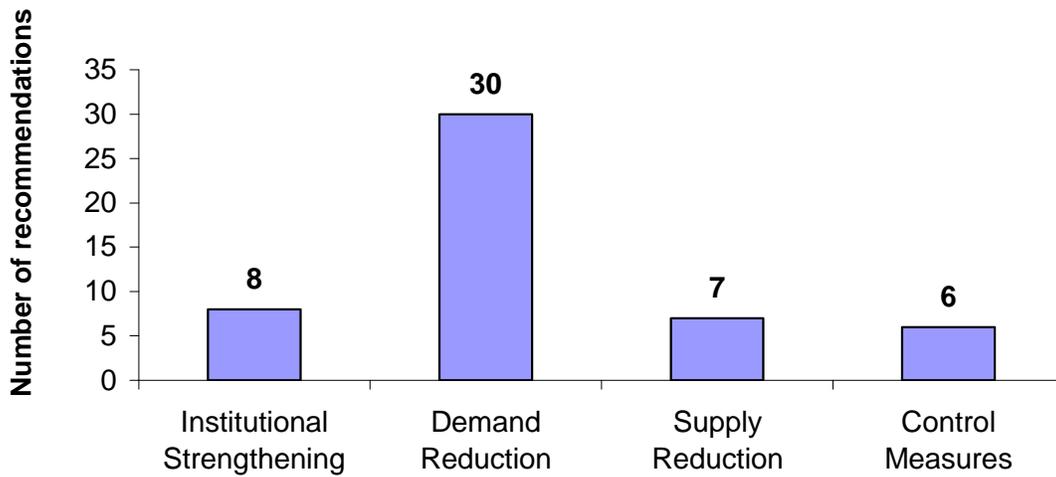
**FIGURE 6.1**

**Number of Requested Assistance Projects in the Third Evaluation Round, by Region**



**FIGURE 6.2**

**Number of Requested Assistance Projects in the Third Evaluation Round, by Thematic Area**



Pending: change “number of recommendations” for “number of projects”.

81. From the Third Evaluation Round, 2003-2004, 18 countries submitted a total of 51 requests for project assistance. Overall, the majority of requests for assistance were submitted from South American and Caribbean countries.

82. The majority of assistance requests are in the thematic area of demand reduction, with South American and Caribbean countries presenting the majority of requests in this area. Of the demand reduction requests for project assistance, 11 requests were assigned as priority by countries. South American countries designating the highest number of demand reduction projects as first priorities. Demand reduction assistance projects requested by countries include the implementation of a national system of drug prevention programs targeted towards key sectors of the population; studies to measure the impact and effectiveness of prevention programs; and establishing minimum standards of care for drug treatment programs.

83. The area of institutional strengthening followed demand reduction in the number of requests for project assistance. The highest number of institutional strengthening projects were requested by Caribbean and Central American countries. Of the five institutional strengthening projects requested by the Caribbean region, three were assigned first priority status. The institutional strengthening projects include developing and implementing new national anti-drug plans and the establishment of drug observatories.

84. Over half of requests for project assistance in the areas of supply reduction and control measures were requested by South American and Caribbean countries, and include establishing mechanisms to evaluate the measures put in place to control chemical substances (supply reduction) and establishing financial intelligence units (control measures).

## **VII. GENERAL CONCLUSIONS**

85. The recommendations assigned by CICAD to member states, lie at the core of the MEM process. The objectives of these recommendations are to identify the strengths, weaknesses, progress and setbacks in each OAS member state, and to orient their policies and programs to address the drug problem in a more effective manner.

86. Countries have shown progress in the implementation of the majority of recommendations (54%) and have implemented 27% of all recommendations assigned. When compared to the figures from the Second Evaluation Round, 2001-2002, during which countries had more time to implement recommendations, the rate of action taken by countries in response to the Third Round recommendations is encouraging, particularly if taken into account that CICAD assigned more recommendations (506) during the Third Evaluation Round, 2003-2004, than in the Second Round (325). Another important measure of progress over the three evaluation rounds is the reduced number of recommendations that have been reiterated.

87. In practical terms, this high level of compliance by CICAD member states demonstrates a clear commitment to the MEM and to the principles of shared responsibility and multilateral cooperation. The MEM has proved to be one of the central pillars in strengthening the capacity and commitment of the nations of the Americas to deal with the drug problem, as well as encouraging more effective cooperation among them. As member states move into the Fourth Evaluation Round of the MEM, the Hemisphere should look forward to building upon the progress made and lessons learned over the past three rounds.