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Organization of American States

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INTER-AMERICAN DRUG ABUSE  
CONTROL COMMISSION

**CICAD**

Secretariat for Multidimensional Security

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**FINAL REPORT**  
**GROUP OF EXPERTS ON MARITIME NARCOTRAFFICKING**  
**(DRAFT)**



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INTER-AMERICAN DRUG ABUSE  
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C I C A D

Secretariat for Multidimensional Security

**GROUP OF EXPERTS ON MARITIME NARCOTRAFFICKING**  
**September 8-11, 2014**  
**Cartagena, Colombia**

**OEA/Ser.L/XIV.4.7**  
**CICAD/SRGE/doc.1/14**  
**September 15, 2014**  
**Original: English**

**FINAL REPORT**  
**(DRAFT)**

## Executive Summary

The Group of Experts on Maritime Narcotrafficking met at the Club Naval in Cartagena, Colombia from September 8 to 11, 2014. Mr. Leonardo Santamaria Gaitan, Colombian Navy, Mr. Evelio Ramírez Gafaro, Director of the Naval Academy “Almirante Padilla” and Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department, Colombian Navy chaired the meeting which included 44 experts from 12 member states (Argentina, Brazil, Canada, Chile, Colombia, El Salvador, Mexico, Panama, Peru, Trinidad and Tobago, United States and Venezuela) as well observers from France and the United Nations Office on Drugs and Crime.

The Group of Experts followed the plan of action the CICAD Commission approved during its fifty-fourth regular session in Bogota, Colombia (December 11-13, 2013).

The Group of Experts offers the following recommendations for the Commission’s consideration:

That the Commission:

- **accept** the following resource documents:
  - **Guide to Best Practices for the Establishment and Integration of Risk Assessment Groups (RAG) and Cargo Control in Ports**  
<http://www.cicad.oas.org/apps/Document.aspx?Id=2799>
  - **Guide for Law Enforcement Officials to Help Ensure Successful Prosecutions of Maritime Law Enforcement Cases (United States) Formerly referred to as “Guide for Judicial Support”**  
<http://www.cicad.oas.org/apps/Document.aspx?Id=2579>
- **accept** the proposed plan of action for the Group of Experts
- **direct** the Group of Experts to meet during 2015 and implement the plan as proposed, allowing for the consideration of new or emerging issues

## **I. BACKGROUND**

The fifty-fourth regular session of the Inter-American Drug Abuse Control Commission (CICAD) took place from December 11 to 13, 2013 in Bogota, Colombia. The Commission considered and approved the report of the Group of Experts on Maritime Narcotrafficking from the meeting that took place in Lima, Peru (June 24-28, 2013) presented by a representative from Peru. The Commission approved the products presented, the plan of action and the draft plan of action presented by the Group. The Commission also directed the group to meet in 2014, accepting the nomination and election of Colombia as host and chair of that meeting.

## **II. PROCEEDINGS**

### **A. PARTICIPANTS**

A total of 44 experts representing 12 member states (Argentina, Brazil, Canada, Chile, Colombia, El Salvador, Mexico, Panama, Peru, Trinidad and Tobago, United States and Venezuela) as well observers from France and the United Nations Office on Drugs and Crime participated in the meeting.

### **B. SESSIONS AND ORGANIZATION OF THE MEETING**

#### **1. Opening Session**

The meeting of the Group of Experts on Maritime Narcotrafficking took place at the Club Naval in Cartagena, Colombia from September 8 to 11, 2014. Mr. Leonardo Santamaría Gaitán from the Colombian Navy, Mr. Luis Alba Landaveri, Executive Director of the Peruvian Coastguard, Mr. Evelio Ramírez Gafaro, Director of the Navy Academy “Padilla Naval”, Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department of the Colombian Navy and Ziggie Malyniwsky of the Executive Secretariat of CICAD addressed participants and observers during the opening ceremony, offering welcoming remarks.

#### **2. Working Sessions**

Mr. Evelio Ramírez Gafaro and Captain Orlando Enrique Grisales Franceschi of the Colombian Navy chaired the meeting of the Group of Experts, following the established procedures for the meeting and plan of action.

In addition to the plenary session, participants were provided with the time and place to conduct bilateral meetings. These meetings provided an opportunity to address issues of mutual or shared concern regarding the control of maritime narcotrafficking.

##### **2.1 Presentations**

The following presentations were delivered to the plenary:

**Analysis of a Study of Cocaine Seizures Made in the Caribbean Sea by the Colombian National Navy (2007-2014): Captain German Collazos Guzman (Colombian Navy)**

Captain Collazos presented the results of a study of cocaine seizures in the Caribbean Sea realized between 2007 and 2014. In examining the data regarding seizures made over the duration of the study, consideration was given to the identification of any patterns or cycles. Captain Collazos noted that in general seizures peak in July and a decline between October and December. In hypothesizing as to the reasons for this pattern, consideration was given to various factors including weather (hurricane season). Further analyses of the reasons for this pattern are being examined. Maritime commercial shipping is expected to continue its increase over the next few years. This will place increased pressure on efforts to control drugs moving by these means. There are mechanisms available to support or facilitate these control efforts including those offered by the International Maritime Organization (IMO). While the ISPS code was introduced as a means to protect ports from terrorism, the provisions of this code can also help in the control of drugs moving through ports and by maritime means.

**Regional effects of the production and trafficking of synthetic drugs including Amphetamine-type substances: Hernando Bernal Contreras - UNODC/PRELAC**

Mr. Bernal provided an overview of the problem of synthetic drug production and trafficking. In doing so he noted that the focus of attention in the area has traditionally been on cocaine. The order of use is led by marijuana followed by synthetic drugs (ATS), pharmaceutical medications then by cocaine. New Psychotropic Substances (NPS) are also increasingly being seen. They are not really new but rather simply reappearing in the illicit market.

With the primary focus on cocaine, there has been little knowledge or attention to chemicals and substances in table 1 of the 1988 Convention which are used in the illicit production of drugs. There is a question as to how well countries control the arrival of these substances when the focus typically is on the movement of cocaine out of the countries. The ability to find alternative chemicals or pre-precursors adds to the complexity of controlling these substances.

Synthetic drugs production is such that it can be done anywhere. Further while one needs 150 kg of chemicals to produce 1 kg of cocaine, you only need 5 kg of chemicals to produce 1 kg of synthetic drugs. This can produce about 12,500 tablets. Similarly there are significant differences in the profit margin for synthetic drugs compared to cocaine making them very attractive for narcotraffickers.

Methamphetamine is a synthetic drug that is widely available in the illicit market in many countries in the region. It is a stimulant that is highly addictive and has severe physically damaging effects on the user. Mr. Bernal provided an overview of how this drug is produced, the chemicals used to produce it, the origins of these chemicals and the routes that they follow to reach the points of production. Mexico chose to ban the importation of this chemical. Traffickers continued to smuggle supplies through ports. The navy was instrumental in stopping this flow. With increased controls the traffickers moved to neighboring countries where controls were weaker.

Increasingly clandestine laboratories of varying sizes are springing up. They are unlike cocaine labs and must be treated differently because of the toxicity of the chemicals and by

products. The labs cannot be dismantled without special training and care. Failing to do so can lead to instant death.

Synthetic drugs like methamphetamine are finding their way in varying degrees to countries in the hemisphere. While finished forms of the drugs are arriving as domestic production begins there will be an influx of the chemicals necessary to produce these synthetic drugs. Many of these chemicals are toxic. The arrival of chemicals by container present potentially toxic or deadly consequences for the officers inspecting a container. They require special training and equipment to do this function safely. Containers arriving in ports need to be inspected and this may lead to the seizure of chemicals. Authorities need to consider how and where they will be destroyed. If they are not destroyed where will these barrels or maritime containers store? If they are retained in the port area they need to be placed in an area that is secure and safe from environmental conditions such as excessive heat. Safe storage also needs to consider how best to minimize the consequences of any mishaps such as leaking containers and explosion.

This presentation generated a great deal of interest as it was new information to most participants. It also highlighted a growing threat that chemicals and precursors to plant-based and synthetic drugs including NPS present to both officers and port facilities. All participants were sensitive to this threat.

#### **Drugs and Drug Policy in Colombia: Daniel Mejia, University of Los Andes**

Mr. Mejia is a professor at the Research Center on Drugs and Security (CESED) of the Economy School at the University of Los Andes. He provided an overview of drugs and drug policy in Colombia.

It is clear that Colombia has done everything possible to deal with the drug problem. One must ask what effects have these efforts had and at what cost; what has and has not worked.

As a point of departure Mr. Mejia reviewed drug consumption from 1992 to 2013. During this time the use of cocaine, heroin and marijuana has grown significantly. Basuco is the worst with its harmful effects. Problem use has grown six fold over this period based on data from surveys regarding use during the previous month. Other data presented demonstrated other aspects of this increased level of use. There have been few sustainable or effective programs or activities to reduce demand for drugs in Colombia. Similar observations were made regarding treatment and rehabilitation programs.

Cultivation of coca was limited in the time prior to 1994. During this time coca paste was brought to Colombia for processing and export. With the application of the interdiction of the air bridge cultivation in Colombia escalated then dropped between 2000 and 2013. While areas under cultivation dropped the yield per hectare increased with a corresponding increase in cocaine production. During this time the price of coca leaf and coca base increased. During the application of Plan Colombia the price of cocaine remained stable until 2007. After that the price increased significantly.

Mr. Mejia examined the various activities implemented under Plan Colombia and in doing so raised questions regarding the effectiveness of this initiative. The three major pillars of Plan Colombia include eradication, interdiction and control and alternatives. While the success of fumigation is questionable the enforcement and interdiction have been very successful yielding significant benefits. Programs seeking alternatives to coca cultivation have not been sustainable. This is primarily due to the lack of markets and problems with transporting final product to market.

No one can deny the efforts made by Colombia to deal with this drug problem. We need to look beyond effort and look at results achieved against the various objectives of Plan Colombia. Some of the programs implemented have not been successful. Fumigation has not worked well while interdiction has yielded results.

According to Mr. Mejia there is a need to invest in those things that work.

### **Geography of Crime: Leonardo Correa, UNODC**

Mr. Correa's presentation examined the changes in the geography of various aspects of crime in Colombia and the tools that are used to assess the foregoing. The proposal was to see how the tools used to monitor drug production can be used to assess other crimes.

Using satellite imagery it is possible to see where illicit cultivation is taking place. At the same time it is possible to identify areas where illegal mining is also taking place. Data from remote sensing devices can be used to create a historical evolution of activities in the area. The analysis of this evolution can then be linked to specific activities and initiatives that were implemented. This includes the areas of potential cultivation, the levels of cultivation in these areas, the extent of manual eradication and the effects of alternative development.

Areas that are remote and have conditions for illegal cultivation are also vulnerable to other illegal activities. Areas where illicit cultivation has been reduced we see an increase in illegal mining. These areas are also vulnerable to other criminal activities resulting in the migration of people. The use of remote sensing and on the ground research can then effectively support public policy. This approach allows one to retain a link with the affected territories and concerns in these areas.

In this way geography and geographic principles can be used to identify or assess where crime is taking place and various relationships and links that can be developed for policy development purposes.

### **Maritime Interdiction Exercise demonstration**

The Colombian Navy executed a demonstration of a maritime interdiction in Cartagena Bay. The exercise was an enactment of a go fast boat interdiction. It included officers from the Colombian Navy in a go fast boat acting as narcotraffickers and others in a Navy helicopter and Zodiac with a Colombian Navy frigate providing support as is the case in real operations.

The demonstration showed the tactics used to chase down a go fast boat suspected of carrying drugs or related contraband.

## **2.2. Plenary Discussions:**

The Group of Experts considered the following issues:

### **Guide for establishing joint interagency units for risk management and assessment of cargo in ports: Jesus Arturo Joyo Zanabria, SUNAT, Peru**

A coordinated, multi-agency approach is key to any risk management program to control containers that may be containing drugs and related contraband.

In 2013, the delegation of Peru chaired a working group to develop a draft guide on how to establish joint interagency units. Following the meeting in 2013 the guide was finalized under Peru's leadership. Mr. Joyo of SUNAT presented the final draft, paragraph by paragraph, for the Group's consideration and final approval. Following a discussion by the plenary, the draft guide was amended, finalized and accepted. The draft is presented here for the consideration and approval of the Commission.

### **Guide for Law Enforcement Officials to Help Ensure Successful Prosecutions on Maritime Law Enforcement Cases (United States) Formerly referred to as "Guide for Judicial Support": Lou Orsini, US Coast Guard**

During the meeting in 2013, a Working Group chaired by the delegation of United States has been considering how best to support the judiciary to better understand the special circumstances surrounding interdiction activities related to maritime narcotrafficking. The objective of this support is to increase awareness among the judiciary regarding the complexities and operational realities of maritime narcotrafficking interdiction as they may relate to or affect the normal rules of law and evidence that are expected in terrestrial interdiction.

The working group secured additional input from member states and finalized the guide during the period between meetings. Mr. Lou Orsini presented the draft document for consideration by the Group. The Group reviewed and discussed the draft after which it was finalized and approved. The draft guide is presented to the Commission for its consideration and approval. As a result of the discussion, the Group proposed to form a working group to examine what instrument might be developed to help the judiciary when dealing with cases of maritime interdiction.

### **Hemispheric Study of Maritime Narcotrafficking: Captain Cesar Armando Larriega Vigil, Peru**

In 2003 the CICAD Commission requested the creation of a working group to prepare the hemispheric study.



During the 2012 meeting, a suggestion was made to update this study. This was discussed further in 2013 including the need to conduct a new study with a prospective approach given that most of the recommendations made in 2003 were met and that there are new challenges in the use of the seas, rivers, lakes and ports for drug trafficking.

Two working groups were formed to begin the process of identifying how to assess the current state of maritime narcotrafficking in the hemisphere and how this might evolve and how to determine the capacity of member states to respond to the foregoing.

In June 2014, a special working group meeting was held in Lima, Peru, to revise the questionnaire to collect information from the Member States to assist in the preparation of the new study.

Captain Cesar Armando Larriegas Vigil from the Peruvian Coastguard provided an overview of the foregoing including information on the meeting in Lima and presented the revised draft questionnaire. In the discussion that followed the presentation, questions about the need for the study were raised. The objective of the initial study was to examine the extent to which countries were prepared to deal with the threat of maritime narcotrafficking. Initiatives such as the Multilateral Evaluation Mechanism (MEM) and others already exist to accomplish this objective. The interest today is to determine the state of maritime narcotrafficking including the routes and methods being used so that member states could prepare accordingly. This information changes quickly and frequently. Intelligence and information of this nature is time sensitive. The Group already has a mechanism in place to identify new trends and characteristics of maritime narcotrafficking. The round table discussion of these issues during the meeting and the creation of an information bulletin serve this function.

The Group recognized the work done by Peru in leading the review of the questionnaire. Under the circumstances the Group agreed to set aside the replication of the 2003 study. Instead it called on the Executive Secretariat to prepare and distribute a short questionnaire prior to the Group's meeting regarding new trends, routes and other characteristics of maritime narcotrafficking that have been seen or are anticipated in the short and medium term. This information would be combined with the information shared by experts during the round table at the beginning of its meeting. This would then be used to prepare an expanded information bulletin on maritime narcotrafficking for distribution to all member states.

The Group also recognized the importance and need for current information on maritime narcotrafficking. The delegation of Colombia introduced an initiative that they were pursuing to establish an international center against maritime narcotrafficking in Cartagena. This center would serve to develop and share information related to the movement and interdiction of narcotrafficking by maritime means. The delegation proposed the creation of a working group through which they could present the proposal in greater detail and secure input from experts present.

### **2.3. Working Groups**

The following is a summary of the activities and tasks undertaken by working groups formed during the meeting:

#### **International Center of Maritime Narcotrafficking Analysis: Colombia**

The delegation of Colombia provided an overview of its proposal to create an International Center of Maritime Narcotrafficking Analysis. This center would serve as a maritime narcotrafficking analysis and information center. Specialists and researchers working in this center would gather, analyze and disseminate information through reports and papers on current and new regional trends and provide prospective analysis for use in policy and program formulations in the region. In the longer term this center would include specialists from other countries. As the concept of the center evolves the feasibility of including CICAD's Group of Experts on Maritime Narcotrafficking contribute to this entity as an advisory body or through some other mechanism will be explored.

## **Guide of Legal Operational Criteria for law Enforcement Agencies to Support Operations against Maritime Narcotrafficking: Colombia**

Many jurisdictions have noted problems when cases concerning narcotrafficking offences are prosecuted. Sometimes the judiciary hearing or prosecuting such cases are not familiar with the special characteristics and circumstances regarding maritime narcotrafficking interdiction.

The Group has already prepared a guide for law enforcement officers to better prepare their case (investigation, interdiction etc.) for consideration by the judiciary. The proposed new guide is intended to outline those elements of information that should be made available to the judiciary to sensitize them related to the various aspects and methods of narcotrafficking by maritime means. It will also include information concerning standard operating procedures regarding interdiction, boarding and inspection among other elements. It will also examine the need for the varying levels of force that may be required and the circumstances under which this may be required.

The working group analyzed the laws, operational procedures and other aspects of maritime narcotrafficking control. A draft outline of the guide was distributed to all member states to modify and/or expand it according to their circumstances and laws. This input will be forwarded to the Colombian chair of the working group to compile and present to the Group of Experts when it next meets to finalize the document. Once the guide is finalized the information should be shared with the judiciary through training seminars or some other appropriate means.

### **3. Plan of Action**

Further to the discussions in plenary and in the working groups, the Group of Experts has prepared the following plan of action from which the assigned products will be presented when the Group next meets:

- Initiated the expanded process to secure information on new trends, threats, routes and other information related to maritime narcotrafficking for inclusion in an information bulletin
- Finalize the draft Guide of Legal Operational Criteria for law Enforcement Agencies to Support Operations Against Maritime Narcotrafficking
- Explore the feasibility of CICAD's Group of Experts serving as an advisory body to the proposed International Center of Maritime Narcotrafficking Analysis or otherwise provide input to this entity

#### 4. Other matters

##### **Annual update of the Information Bulletin on Methods and Routes Used to Move Illicit Drugs and Related Contraband by Maritime Means**

It has been the practice of the Group to share information regarding new trends, methods routes and other aspects of maritime narcotrafficking. This information is compiled into an information bulletin that is then shared with all member states through CICAD's web page.

In preparation for the meeting in 2014 the Executive Secretariat distributed a questionnaire to all member states that provided a framework for the identification of new trends and challenges that they face in dealing with maritime narcotrafficking. The questionnaire offered the opportunity to also identify information needs and what information member states could share as well as operational points of contact.

The information provided during the round table discussion at the start of the meeting was compiled to form the information bulletin:

<http://www.cicad.oas.org/apps/Document.aspx?Id=2958>

Further to discussions in plenary the Group agreed to have the Executive Secretariat review the above mentioned questionnaire.

#### 5. Closing Session

The Group of Experts concluded its discussions on September 12, 2014. Mr. Luis Alba Landaveri of the Peruvian Navy, Captain Francisco Cubides Granados of Colombian Navy and Captain Orlando Enrique Grisales Francheschi, Director of the Antidrug department of the Colombian Navy presided over the closing ceremonies.

### III. CONCLUSIONS AND RECOMMENDATIONS OF THE GROUP OF EXPERTS

The Group of Experts on Maritime Narcotrafficking recommends that the Commission:

- **accept** the following resource documents:
  - **Guide to Best Practices for the Establishment and Integration of Risk Assessment Groups (RAG) and Cargo Control in Ports**  
<http://www.cicad.oas.org/apps/Document.aspx?Id=2799>
  - **Guide for Law Enforcement Officials to Help Ensure Successful Prosecutions of Maritime Law Enforcement Cases (United States) Formerly referred to as "Guide for Judicial Support"**  
<http://www.cicad.oas.org/apps/Document.aspx?Id=2579>
- plan of action for the Group of Experts
- **direct** the Group of Experts to meet during 2015 and implement the plan as proposed, allowing for the consideration of new or emerging issues