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**INTER-AMERICAN DRUG ABUSE  
CONTROL COMMISSION**

**CICAD**

Secretariat for Multidimensional Security

**FORTY-FIFTH REGULAR SESSION  
May 6 - 8, 2009  
Washington, D.C.**

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**FINAL REPORT**

**FORTY- FIFTH REGULAR SESSION OF CICAD**

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## **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-fourth regular session, the Commission decided, in accordance with Articles 20 and 21 of the Statute, that the forty-fifth regular session would be held in Washington, D.C. in the week beginning May 4, 2009.

## **II. PROCEEDINGS OF THE FORTY-THIRD REGULAR SESSION**

### **1. Approval of the Agenda and Schedule of Activities**

The agenda (CICAD/doc.1715/09) and the schedule of activities (CICAD/doc.1916/09) were adopted. At the request of the delegation of Venezuela, to Other Business were added two points pending from the forty-fourth regular session of CICAD, concerning the Final Report of the meeting, items 10.b on chemical substances and 10.d on “forfeiture without conviction.”

### **2. Debate: New Challenges for CICAD**

#### **a. Speech of Dr. José Miguel Insulza, OAS Secretary General**

The OAS Secretary General provided an overview of the current status of the drug problem in the Americas (CICAD/doc. 1736/09). He underscored the importance of having a tested political body like CICAD, an Anti-Drug Strategy in the Hemisphere, which CICAD drafted and approved in 1996, and the Plan of Action (1998), as well as a system for evaluation and follow-up, the Multilateral Evaluation Mechanism (MEM). These instruments allowed the stakeholders to see how far they had come, but also where there were gaps in compatible legislation, public policies and adequate resources across the region.

The Secretary General reminded the Commission that it had already been primed for a historic opportunity since it had participated in the process that produced a Draft Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem at the Commission on Narcotic Drugs meeting in Vienna in March. The CICAD Chair also presented an evaluation of the region’s performance over the past decade.

He warned that the situation has broader implications than what existed 13 years ago: The criminal organizations “can now challenge, much more directly, the stability of the democratic state. The drug mafias no longer only corrupt officials so they can attain specific goals: they now seek to buy authorities, elections, and political parties, and even to set their own people up in positions of power. We therefore cannot ignore the threat they pose to security and development.”

The Secretary General also put forward several crucial planks that should form the foundation of a policy platform: (1) drug use is a public health risk; (2) evidence-based policies should guide decision making; (3) drug dependency is a chronic disease and should not be criminalized; (4) more sophisticated criminal organizations must be matched with integrated, multidisciplinary approaches from governments; and there is a shared responsibility that “requires the development of comprehensive, balanced strategies, within a framework of respect for human rights and under the aegis of the international drug conventions currently in force.”

He finally summed up the dimensions of the challenge facing CICAD and the Hemisphere:

“Now is the time to embark on this process of reflection, in which the main starting point and one guaranty of success will be our governments’ constant awareness of the magnitude and importance of the problem and their conviction that reducing and ultimately eliminating the availability and use of illegal drugs and psychotropic substances is indispensable in ensuring the health and wellbeing of our peoples.”

## **b. Review of the Anti-Drug Strategy in the Hemisphere**

In response to the Secretary General’s speech, the Commission engaged in a wide-ranging discussion, examining the current status of the drug problem in the Americas as a whole and how it affects each country, as well as the procedural steps necessary to engage in a review of the Anti-Drug Strategy in the Hemisphere under a tight timetable and financial constraints. The deliberations actually spread over all the sessions and in informal conversations outside the plenary.

As reference points for discussion, the delegates agreed on several documents:

1. The Anti-Drug Strategy in the Hemisphere (1996) and its Action Plan (1998)
2. The Secretary General’s speech with its overview of the situation and inventory of challenges
3. The proposed Draft Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem that was an outcome of the March 2009 Vienna meeting of the United Nations Commission on Narcotic Drugs (CND).
4. MEM evaluation reports

Early in the debate, Brazil suggested setting up a working group to take on the task of redrafting a strategy, and offered to serve as the coordinator and host for a meeting that would focus on

reviewing the documents. This initiative was amply endorsed by the delegates. Rather than pre-select members of the working group, participation was left open to the decision of each country. The discussion did not preclude that member states could hold preparatory regional meetings to discuss shared issues, concerns and positions, but at the working group meeting itself, only country proposals would be considered. Several Caribbean representatives expressed interest in coordinating a preparatory meeting.

The Commission resolved to task Brazil with developing a work plan, in consultation with the CICAD Chair and the Executive Secretariat, which would culminate in having a working draft of a new strategy and plan of action available for the member states before starting formal discussion at the next regular session of CICAD in November 2009. Brazil proposed that a three-day work group meeting take place in September (later set for September 16-18) in Sao Paulo. The Commission later approved a draft resolution for the OAS General Assembly so that the process would have the highest political mandate (See Item 5 below).

### **3. Multilateral Evaluation Mechanism (MEM)**

#### **a. Report of the Governmental Expert Group (GEG)**

Mr. Manodj Hindori, Deputy General Coordinator of the GEG, presented a report on the second stage of the multilateral evaluation process and its final meeting held in March 2009 in Washington, DC (CICAD/doc. 1732/09). The drafts of the national reports on follow-up on recommendations (CICAD/doc. 1724/09) were also presented, and five member states (Bolivia, Honduras, Peru, Trinidad and Tobago and Venezuela) expressed observations.

The Commission approved the GEG meeting report and all country reports. The CICAD Chair was to deliver the country reports to the thirty-ninth regular session of the OAS General Assembly in June 2009 in San Pedro Sula, Honduras.

#### **b. Report on the Tenth Meeting of the Intergovernmental Working Group**

Dr. Mariana Souto, Director of Evaluation and Technical Analysis of Illicit Drug Trafficking, Secretariat of Programming for the Prevention of Drug Dependency and the Struggle against Narcotrafficking (SEDRONAR) of Argentina and Chair of the Inter-Governmental Working Group (IWG), presented to the Commission the report on the tenth IWG meeting (CICAD/doc. 1729/09) held in Washington, DC in February 2009, and the following draft documents for the next evaluation round of the MEM:

- ❖ Draft of the Questionnaire of MEM Indicators for the Fifth Evaluation Round 2007-2009 (CICAD/doc. 1719/09)
- ❖ Draft of Guidelines for the Introductory Document (CICAD/doc. 1720/09)
- ❖ Proposed Schedule of Activities of the Fifth Evaluation Round (CICAD/doc. 1721/09)
- ❖ Draft of the Style Manual for Drafting MEM Reports (CICAD/doc. 1723/09)

❖ Draft of the Procedures Manual of the MEM (CICAD/doc. 1722/09)

The delegations of Canada, Mexico, Panama, Peru and Venezuela thanked the IWG Chair and Vice Chair for the report and the work undertaken during the IWG session.

**Draft of the Questionnaire of Indicators for the Fifth Evaluation Round, 2007-2009.**

The draft document contains 50 indicators divided into four sections: Institutional Development, Demand Reduction, Supply Reduction and Control Measures. The modifications include the simplification and clarification of questions, incorporation of new statistical tables, expansion and incorporation of definitions that specify the scope of data and information requested. Additionally, it incorporates two new indicators on maritime trafficking of illicit drugs: one regarding port security and the other on maritime interdiction activities. It also adds an indicator on aerial interdiction.

In the money laundering area, the questionnaire incorporates six new indicators that cover topics such as national legislation, applicable special investigation techniques, the financial analysis unit, and membership in the Egmont Group. In addition, it created a new area on judicial cooperation regarding the legal and institutional framework that regulates this cooperation between member states to control illicit drug trafficking and money laundering.

The Commission adopted the document (CICAD/doc. 1719/09), and took note of the request of Bolivia to eliminate the references to “coca leaf derivatives” in the tables of indicators.

**Draft of Guidelines for the Introductory Document**

The Commission considered the IWG’s proposal on the structure of the introductory document (CICAD/doc.1720/09) that provides the GEG with a better understanding of the domestic context of each country facing the drug problem. The Commission approved the proposed structure of the document.

**MEM calendar of activities for the Fifth Evaluation Round, 2007–2009**

The Commission considered the IWG proposal for the Fifth Evaluation Round, which will evaluate progress through 2010 (CICAD/doc.1721/09). Utilizing the proposed cycle, the Fifth Round will take into account data for the 2006–2009 period, which, according to the IWG chair, will yield more current and timely evaluations. The Commission approved the document.

**Manual for the Preparation of Reports**

The Commission considered the IWG’s proposed Manual for the Preparation of Reports (CICAD/doc.1723/09), which is divided into three sections: Content, Style and Format of Reports; Guidelines for Drafting Recommendations; and Style Manual. The IWG Chair explained that changes made to the manual strengthened the guidelines for quality assurance in reports. The Commission approved the document.

## MEM Procedural Manual

The Commission considered the MEM Procedural Manual modifications proposed by the IWG (CICAD/doc.1722/09). These changes include the expansion of the chapter on the IWG; a revision of the characteristics of the GEG experts; the inclusion of new guidelines and principles for *in-situ* visits; and the addition of a subsection regarding the preparation of the MEM Hemispheric Report. The Commission approved the proposed manual

At the start of the third session of the meeting, the delegate of Brazil requested that the MEM Section prepare and conduct special training sessions that would help the government experts better evaluate the performance of the member states. Optimally, these sessions would take place at the start of each drafting session and make sure that newly designated experts had the necessary knowledge and skills to assess the information provided by the countries. The initiative was seconded by Chile and Argentina.

## 4. Supply Reduction

### a. Thematic Debate: Ephedrine and Pseudoephedrine Trafficking and Controls – Current Trends and Future Prospects

A series of presentations and discussion on the trafficking and control of ephedrine and pseudoephedrine gave the Commission an understanding of the scope of the problem and its future prospects as amphetamine-type stimulants (ATS) spread throughout the region:

- ❖ Trafficking in Pharmaceutical Preparations for the Illicit Manufacture of Amphetamine-type Stimulants (ATS), Rossen Popov Chief, Precursors Control Section, Secretariat of the International Narcotics Control Board ([INCB](#)). Presentation on the PILA project (Initiative for the identification of patterns of illicit trafficking and diversion of pharmaceutical preparations that contain ephedrine and pseudoephedrine and other precursors for amphetamine-type stimulants) (CICAD/doc. 1737/09)
- ❖ Extraction of Methamphetamine Precursor Material from Medicinal Preparations and Methamphetamine Profiling Results, Dr. Steven G. Toske, Special Testing and Research Laboratory, US Drug Enforcement Administration ([DEA](#)) (CICAD/doc. 1733/09)

These presentations covered topics such as global and regional trends in trafficking and consumption, chemical control efforts, international operations, and the extraction process of ephedrine and pseudoephedrine from cold medicines to manufacture methamphetamines. In a discussion that followed, member states were urged to establish strict regulatory control over chemical substances that can be used in manufacturing ATS, interdiction regimes to control the illicit trade of chemical substances and stimulants; and criminal laws that prosecute the manufacturing and trafficking of synthetic drugs, in order to be prepared to deal with this rising threat. Finally, the Executive Secretariat was instructed to continue collaborating with international law enforcement agencies in order to provide training programs in the control of synthetic drugs and its precursor chemicals.

## 5. Demand Reduction

### a. Treatment, Rehabilitation and Aftercare for Drug Dependency

A series of presentations kept the Commission abreast of current trends in treatment and CICAD's own activities in this field:

- ❖ Online Tools for Physicians to Conduct Screening for Drug Use, ([NIDAMED](#)), by Dr. Susan Weiss, Science Policy Branch, U.S. National Institute on Drug Abuse (NIDA) (CICAD/doc. 1728/09)
- ❖ Strengthening Public Policies on Treatment, Rehabilitation and Aftercare of Drug Dependent People, by Dr. Mariano Montenegro, MD, Chief of Treatment Department, National Council for Narcotics Control ([CONACE](#)), Chile (CICAD/doc. 1727/09)
- ❖ Linking Treatment Referrals to Recovery Support Services, by Jack Stein, Ph.D., Substance Abuse and Mental Health Services Administration ([SAMHSA](#)), U.S. Department of Health and Human Services (CICAD/doc. 1726/09))
- ❖ Educational Development Programs in the Area of the Drug Demand Reduction: Challenges and Prospects for the Future, by Dr. Gloria Wright, Demand Reduction Section, CICAD (CICAD/doc. 1735/09)
- ❖ Quality of Local Policies of Demand Reduction in Ibero-America, by Javier Sagredo, SAVIA-Drugs Project, CICAD (CICAD/doc. 1739/09). Report on a workshop In Cartagena, Colombia, April 27-May 1.

### b. EU-LAC Drug Treatment City Partnerships: Improving treatment for drug dependency

A progress report on the European Union-Latin American and the Caribbean (EU-LAC) project, funded by the European Commission, looked at several aspects:

- ❖ Public Policies, by Mr. José Lopez Orozco, Mayor of Lugo (Spain) (CICAD/doc. 1738/09). The mayor serves on the EU-LAC Executive Board and his city will host the Second International Conference of the EU-LAC project in May 2010. He spoke about his city's leadership role in the City Partnership project, its signing of four bilateral agreements with cities in the Americas to increase the exchange of experiences and information, and its program to prevent and treat drug dependency, especially among the city's young people.
- ❖ Treatment Services, by Dr. Winston de la Haye, MD., of the University of the West Indies (Jamaica). This part of the EU-LAC initiative focuses on integrating local drug treatment programs into national health care services. Dr. De la Haye spoke about the gaps in the healthcare systems of developing countries and how the EU-LAC initiative is contributing

to bridging those gaps by harvesting better information through the use of a City Profile Form for rapid assessment of current status and future needs, which can serve as a basis for action.

- ❖ Treatment Alternative to Incarceration for Drug Dependent Offenders: The Mexican Experience, Dr. Luz María García Rivas, Executive Director for Drug Demand Reduction, National Center for Planning, Analysis and Information for Combating Delinquency (*Centro Nacional de Planeación, Análisis e Información para el Combate a la Delincuencia*, CENAPI), Public Prosecutor of the Republic (*Procuraduría General de la República*, Mexico). Due to the public health crisis in Mexico, Dr. García was unable to travel to Washington, but participated through videoconferencing, the first time that CICAD had used this technology in its meetings (CICAD/doc. 1740/090)).

After the presentations on the activities and results of the EU-LAC City Alliance on Drug Treatment and at the request of several delegations, the Commission Chair requested that the Executive Secretariat present to the European Commission, on behalf of the member states, a new project proposal that: (1) permits the participation of new countries and more municipalities; (2) includes a comprehensive approach that encompasses programs of prevention, treatment, rehabilitation and aftercare; (3) strengthens capacities, institutions and institutional cooperation in the development of public policies at the national, regional and municipal levels; (4) and strengthens and expands the work initiated by this project in the areas of treatment alternatives under court supervision.

## **6. 2008 CICAD Annual Report and Resolutions**

The working group responsible for reviewing the Annual Report of the Commission, as well as the CICAD resolutions for the thirty-ninth regular session of the OAS General Assembly, chaired by Mr. Rogerio Ghesti, Chief of Staff of National Secretariat on Drug Policy (SENAD) of the delegation of Brazil, presented the above-mentioned report (CICAD/doc. 1725/09-rev 2) as well as the resolutions corresponding to the Annual Report (CICAD/doc. 1730/09-rev 1), the Multilateral Evaluation Mechanism (CICAD/doc. 1731/09-rev 1), and the Review of the Antidrug Strategy in the Hemisphere and its Plan of Action (CICAD/doc. 1741/09-rev 1). The Commission approved all documents.

## **7. Remarks by Permanent Observers and International Organizations**

### **a. Russian Federation**

Mr. Igor V. Morozov, Deputy Director of the Latin American Department, of the Ministry of Foreign Affairs and head of the delegation from the Russian Federation, spoke of the need for continued multilateral cooperation in the efforts against drug trafficking following the recent CND meeting in Vienna (CICAD/INF. 15/09). He said that over the past two years, Russia's drug dependent population had increased by 25%, to 2.5 million. His government was committed to a multifaceted strategy that took into account all aspects of the drug problem. He expressed his government's interest in learning more from the CICAD member states, especially with regard



to the MEM, the establishment of legal standards, and capacity building for personnel specialized in both supply and demand reduction. He said that the Russian Federation has signed bilateral cooperation agreements on drug issues with 14 CICAD member states, and is currently negotiating similar agreements with the governments of El Salvador, Guatemala, and Honduras.

#### **b. Spain**

Mr. José María de la Torre, representative of the government of Spain, highlighted the 13 years that Spain has been providing assistance to CICAD, currently with two programs underway, and mentioned that conversations would soon start between these two partners in Madrid about the course for future cooperation.

#### **c. European Commission**

Mr. Mark Pituch, representing the European Commission, said that it was no surprise that the Commission had chosen CICAD as its partner for the EU-LAC project because of their shared commitment to designing realistic programs based on best practices and empirical evidence. He stated that the Commission planned to continue similar projects in the future.

#### **d. Central American Permanent Commission for the Eradication of the Production, Trafficking and Illicit Consumption of Narcotic Drugs and Psychotropic Substances (CCP)**

Mr. Roberto Hernández Hidalgo, the Executive Secretary of the [CCP](#), expressed his Commission's appreciation for CICAD's technical cooperation and, specifically, the training and certification program for drug treatment center personnel, which has been incorporated into the CCP's regional strategy for the next five years. This partnership is now starting in Costa Rica, Nicaragua and Honduras, building on the prior success of El Salvador and Guatemala. He also highlighted the CCP's renewed emphasis on information systems, by strengthening the national observatories with a regional strategy in mind, thanks to the increased cooperation with the Inter-American Observatory on Drugs.

#### **e. Pan-American Health Organization**

Dr. Adriana María Blanco Marquizo, the [PAHO](#) representative, informed the commissioners about PAHO's renewed efforts in demand reduction for substance abuse, as well as several opportunities for cooperation between CICAD and PAHO. PAHO has combined the programs of tobacco, alcohol and illicit drugs so that they have a stronger team than before.

#### **f. Washington Office on Latin America (WOLA)**

Ms. Coletta Youngers, a senior fellow at WOLA, informed the Commission about the activities of the [International Drug Policy Consortium](#), a network of non-profits and professional associations that work on international drug policy issues. It was involved in the civil society track of the UNGASS review process.

### **g. Ibero-American Network of Nongovernmental Organizations (NGOs) That Work in Drug Addiction**

Ms. Florencia Di Masi, the [RIOD](#) Treasurer, underscored the relevance of her organization and its members as an interlocutor in the discussion on how best to deal with illicit drug use in the Americas. At an April 2009 meeting in Santa Cruz, Bolivia where 54 agencies from 17 countries, RIOD issued a political declaration that emphasized the role that civil society organizations can play in prevention, treatment, rehabilitation and social reintegration (CICAD/doc. 1734/09).

## **8. Other Business**

The delegation of Ecuador requested the re-establishment of the Expert Group on Alternative, Integral and Sustainable Development, a motion seconded by the delegations of Peru and Colombia. At the forty-fourth regular session of CICAD, the Commission had instructed the Expert Group to finish its best practices manuals on strengthening alternative development producers organizations, and not to proceed with a suggested work plan. At the proposal of the Chair, the Commission resolved that at its next meeting it would ratify a decision to reactivate the group and approve a work plan to be presented beforehand electronically by the delegations of Colombia, Ecuador and Peru.

Concerning the point included at the request of the delegation of Venezuela referring to chemical substances – point 10b of the Final Report of the forty-fourth regular session of CICAD – and after having consulted with the Executive Secretariat, the Venezuelan delegation voiced its approval of the document, “Judicial framework for the control of synthetic drugs,” joining the consensus of the other member states as manifested in CICAD 44. However, the document will not be posted on the CICAD webpage until it has been reviewed.

Concerning the other topic included at the request of the Venezuelan delegation – item 10.d of the Final Report of the forty-fourth regular session of CICAD, referring to the elimination of the paragraph on the incorporation of ‘forfeiture without conviction’ in Article 9 of the CICAD Model Regulations for the Control of Money Laundering, consensus was not achieved among the delegates. The Chair moved that Mexico, having served as the Chair of the Expert Group for the Control of Money Laundering, and Venezuela, which objected to that part of the report, deal with the disagreement bilaterally, which was approved by the Commission.

At the end of the meeting, both delegations agreed to the following:

“To instruct the Expert Group, through the Anti-Money Laundering unit, to deepen its studies about the legal tool of ‘forfeiture without conviction,’ including its definition and scope, and to modify the Final Report in its item 10.d, to read as follows: “Taking note of the proposal of the Expert Group to incorporate the legal tool ‘forfeiture without conviction’ as a new article 9 of the Model Regulations for the Control of Money Laundering.”

After the pertinent studies, the Expert Group will submit the findings of its study to the Commission at its forty-sixth regular session, at which time the Commission will consider the amendment of the Model Regulations for the Control of Money Laundering, and, if approved, will request that the OAS General Assembly, at its fortieth regular session, consider the adoption of these modifications in the Model Regulations.

## **9. Proposed topics, date and place for the forty-sixth regular session of CICAD**

The delegation of the United States, current Vice Chair of CICAD, announced that the forty-sixth regular session will probably take place in the city of Miami, Florida, in the month of November 2009, indicating that the exact date and site of the event will be announced shortly.

Diverse topics were proposed by the following delegations and the Chair:

- ❖ Chair: discussion of the review and proposals for the Hemispheric Strategy
- ❖ Suriname: Violence associated with drug problems
- ❖ Ecuador: The topic of Preventative Alternative Development.
- ❖ Colombia: The topic of Sustainable Alternative Development; presentation of the results of the survey on drug consumption in Colombia, and the possibilities of providing cooperation to other countries in the hemisphere.
- ❖ Barbados: Models of aftercare in drug dependency

## **III. PARTICIPANTS**

### **CICAD Member States**

Representatives of Argentina, the Commonwealth of The Bahamas, Barbados, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, St. Kitts and Nevis, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, United States, Uruguay, and Venezuela attended the forty-fifth regular session of CICAD.

### **Permanent Observers**

Also attending the forty-fifth regular session in their capacity as Permanent Observers to the Organization of American States were representatives of European Commission, France, the Russian Federation, and Spain.

### **Inter-American Specialized Organizations and International Agencies**

Representatives attended from the Andean Parliament; Central American Permanent Commission for the Eradication of the production, Trafficking and Illicit Consumption of Narcotic Drugs and Psychotropic Substances (CCP); CARICOM Implementation Agency for Crime and Security (IMPACS); Inter-American Defense Board (IADB); Pan American Development Foundation (PADF); International Narcotics Control Board (INCB); Pan American Health Organization (PAHO); and World Bank.

## **Civil Society**

Representatives from civil society attended from the Mentor Foundation of Colombia, Ibero-American Network of Nongovernmental Organizations Working on Drug Dependency (RIOD) and the Washington Office on Latin America (WOLA).