

THE ROAD AHEAD
A COMPREHENSIVE POLICY TO
COMBAT THE PROBLEM OF DRUGS

2018

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**THE ROAD AHEAD - A COMPREHENSIVE POLICY
TO COMBAT THE PROBLEM OF DRUGS
2018-2022**

Introduction

This document proposes a comprehensive policy to deal with the problem of drugs in the Republic of Colombia. It places emphasis on the current situation of illegal crops, production, trafficking, consumption and related crimes, from a holistic, territorial and differential viewpoint. It defines principles, points of focus, objectives and strategies to intervene the many causes and effects of the problem of drugs over the next four years. Colombia has so far had no drugs policy which has enabled it to deal with the serious problem.

The starting-point for the policy has been the recognition of the problem of drugs in its different manifestations, and the analysis of strategies and programmes developed in this country, using available information and evidence. It begins with an understanding of the causal factors, repercussions, and positive and negative effects of previous strategies, and all the lessons learned; and studies of new dynamics and trends in the problem, the role of population groups involved, and the whole range of territorial contexts.

It must also be remembered that despite the efforts made over the years, Colombia faces many challenges related to the problem: This is evident not only in terms of crops, drug production and trafficking, but also in internal consumption, to the extent that Colombia is not only a producing country but also a consuming one, and recently has become an importer of chemicals used in the production of synthetic psychoactive drugs.

This situation illustrates the complexity of the problem, and the need for comprehensive, balanced and effective intervention, based on a policy which has not previously been structured. Drug trafficking is still the main source of income of organized crime, and therefore, the Comprehensive Policy to Combat the Problem of Drugs must generate some real adverse effect on illicit finances. In further, it is important to emphasise that drug-trafficking and related conduct cannot be considered to be in any way related to political crime, or as an admissible source of funds for the so-called "political crimes".

It is a diagnosis that makes it possible to recognize regional differences in terms of threats and vulnerabilities, and of institutional capacity to face up to the challenge. It is not enough to apply standard or homogenous responses across the board.

There needs to be a new direction in policy that provides for differential focus and enables measures to be applied against all of these phenomena efficiently, based on appropriate strategies that can be adapted to the particular features of each territory, based on geographical composition, demographic density, and the characterization of the drug grown and produced.

The Comprehensive Policy to Combat the Problem of Drugs cannot be limited to a system of eradication of illegal crops: it must offer alternatives to introduce the transformation in the

various areas affected by those crops.

The guidelines presented here are the cornerstone of the construction of legality and an accelerator for development. They should help to overcome the problems and bring about the creation of opportunities addressed to the transformation of territory and the transition from military and police control to institutional administration. This must be so because the Policy must generate conditions of equity based on a frontal and decisive assault against drugs and their effects.

As part of the strategy to reduce illicit crops there will be encouragement for substitution in the context of administrative stabilization, through programs designed specifically for it, such as the case of the National Comprehensive Program for Crop Substitution as a component of comprehensive rural reform. This is conceived as an instrument that contributes to the renewal of territory, where the cost-benefit ratio reduces the consumption of funds and generates greater sustainability for communities in their transition to legality.

This policy framework matches Colombia's commitment in the international scenario of drugs. In particular, there is complementarity between the world policy on drugs and the 2030 Agenda for Sustainable Development, to the extent that in this policy *"the perspective of development in the context of national programs and policies in drugs, in a broad, comprehensive and balanced manner, in order to combat the causes and consequences related to the crops, manufacture and production of illicit traffic drug-trafficking, amongst other things, the elimination of factors of risks affecting the individual, communities and society. Among with these, we could then lack of services, needs for infrastructure, violence drug-related violence, exclusion, marginality and social disintegration, in order to contribute to the promotion of peaceful and inclusive societies.*

Coordination and articulation are critical elements in the achievement of strong and quantifiable impacts in the results of this policy. There must be therefore an instance of coordination to consolidate and articulate national and territorial levels, at the highest level. Here, and without prejudice to any adjustments eventually made in the institutional structure of the State, the capacity and functions established for the National Narcotics Council and the Regional Narcotics Councils will be used to articulate the overall advances made towards targets and impacts sought.

Without prejudice to the above, and taking account of the fact that the Comprehensive Policy to Combat the Problem of Drugs provides for a resumption of aerial spraying - subject to compliance with current regulations and procedures set by the Constitutional Court - an additional instance will come into being, to provide follow-up of the policy: this should ensure that the guidelines of jurisprudence for this mode of eradication will be followed, and that regulatory adjustments will be made to allow this policy to be effectively materialized.

The Comprehensive Policy to Combat the Problem of Drugs will be articulated with other public policies for peace, security, protection for leaders, public health, and other instruments and guidelines related to them.

Principles of the Comprehensive Policy to Combat the Problem of Drugs

There are seven principles defined in the Comprehensive Policy to Combat the Problem of Drugs, and the formulation, implementation, monitoring and evaluation of all the strategies, plans and projects defined to develop it must abide by them.

- i. The Policy is **comprehensive**. The problem is approached transversely, and each of its phases (consumption, growing, production, trafficking, sale and related crimes, actors who dynamize the business, and the illegal finances which are the proceeds of drug trafficking and organized crime) is involved through coordinated implementation of strategies, programmes and projects, bringing together the different territorial levels (national, departmental, municipal, local and community), and through multisectoral plans that make it possible to focus efforts and increase efficiency and effectiveness, with transverse work in interventions.
- ii. **Technical and scientific evidence**. Based on diagnosis and research, information and knowledge of the dynamics, characteristics, trends, causes and consequences of the problem in the territories, supported by evaluations of results and the impact of programs, plans, projects and strategies. The generation of information about actions and results will be systematic; rigorous and objective; and public evaluation will be encouraged. Scientific research is involved from a general point of view and by population groups, with characterizations of territory.
- iii. The Policy is **innovative and flexible**. Guided by the search for novel interventions that approach the new dynamics of the problem, it considers the different types of intervention, the particular situation of population groups or territories, and the use of the latest technological developments to contribute to the efficiency and effectiveness of the Policy. There is the capacity to incorporate adjustments which arise from regular evaluations.
- iv. The Policy is **sustainable**. It deals with the problem through strengthened, trained, empowered and effectively-articulated institutions and communities, who will have trained human resources, up-to- date technological resources, and sufficient and permanent funding.
- v. The Policy is **inclusive and differential**. In the stages of design, implementation, follow-up and evaluation, the Policy recognizes needs, geographical and environmental characteristics particular to each territory, and differences between population groups affected by drugs and related problems, by gender, life-cycle, ethnic origin and social economic and cultural characteristics. This feature provides orientation towards the elimination of inequalities, discrimination and social exclusion

- vi. The Policy is **participatory**. This aspect is developed and implemented, with feedback and evaluation on the basis of knowledge, experiences, visions and perceptions of the population groups affected by the problem and other actors with responsibilities in the implementation of the Policy. It is circulated among the public in general under the principle of transparency and accountability, providing people with tools and capacities to discuss and understand it.
- vii. The Policy is **articulated**. This aspect involves the competent instances in each phase and at each level of adverse effects of the drugs problem, with roles and functions and with clear rules, guidelines and functions, optimizing human, technical and economic resources in the implementation of actions pursued at national, developmental, municipal and local levels. This articulation has an implicit focus on shared responsibility between the territorial entities, organized civil society and society in general in the execution of specific actions tasks, in terms of the purposes of the State.

Focus of the Comprehensive Policy to Combat the Drug Problem

All plans, programs, projects and strategies defined for implementation of the Policy must take account of the following six focal approaches:

- i. **Human Rights.** The central purpose is respect for human dignity and compliance with international and domestic obligations of the Colombian State in matters of guarantees, implementation and protection of human rights. It carries an obligation to minimise the negative consequences of problems, and the need to update guidelines to apply the basic principles of equality and non-discrimination, and respect for differences, attending to the impact of the Policy on the most vulnerable populations as principles of reference; it is designed and implemented with a differential focus and for effective participation; it is intended to increase the capacity of groups in situations of vulnerability, and based on the principles of transparency and accountability.
- ii. **Public health.** The Policy implements intersectoral policies that seek to provide a comprehensive reduction in the adverse consequences of drug use among individuals and in society, through actions designed for the prevention of consumption by those who use drugs and are adversely affected by them; it promotes quality-of-life for the individual and the family. It aims to improve the access to quality treatment of addicts; to the promotion of peaceful coexistence and community cohesion in order to strengthen social capacity, for rehabilitation and reduction of damage.
- iii. **Civic security.** It is an obligation of the State to guarantee the life, liberty and integrity of all persons who directly or indirectly form part of the drugs chain. This helps to prevent, discourage and control the use of drugs and criminality. It helps to develop actions designed to protect and improve the quality of life of the individual. It also strengthens access to an effective system of justice, and an education which is based on values, the respect for law, tolerance and coexistence.

- iv. **Territorial development.** This principle considers the influence of the problem in territories, and particular local considerations in capacity-building in administration and the communities, guaranteeing a permanent institutional offer which will enable the causes of social and economic backwardness in zones of greatest vulnerability and affectation to be gradually eliminated.
- v. **Human development.** Here, there is investment in the development of the individual, with the creation of an environment which provides improved conditions of life through access to sustainable opportunities at national, regional, and local levels, providing opportunities to develop the capacity to combat the problem of drugs, acting in free and aware participation in the definition and implementation of policies, strategies, programs, plans and projects. The individual is part of the social agenda of the entire country, to achieve the Sustainable Development objectives.
- vi. **Environmental regulation.** This principle recognizes environmental regulation of the territory as a guide to the execution of policies, strategies, programs, plans and projects proposed for the territory, through which there will be a contribution to the recovery or conservation of ecosystems of special ecological importance.

Strategic Pillars of the Policy

The Comprehensive Policy to Combat the Drug Problem is based on four strategic pillars and one transverse pillar, through which the problem of drugs is to be approached. It starts with demand (consumption), offer (availability and production), criminal structures (dismantling and attacking), and criminal economies and sources of income (money-laundering). The strategic pillars are connected through the illegal drugs system or trafficking value-chain (from crops through to consumption in Colombia or for export), the generation of profit for organized crime, derived from the production of illegal drugs; and the concentration of wealth based on money-laundering. The four pillars are:

- 1) **Reduction in consumption of psychoactive substances, and their impact;**
- 2) **Reduction in the availability of drugs for local and external markets;**
- 3) **Dismantling and damaging criminal structures; and**
- 4) **Damaging criminal economies and sources of profit.**

These four pillars rest on a fifth, transverse pillar, which is the transformation of territory and the transition to legal economies.

In complement, there are five transverse objectives that support the pillars mentioned, and act as accelerators for development in the transformation of territory, in a model of transition to opportunities (a goal for changes to generate regional economies that will bring about real transformation for the territory). The objectives are the following:

1. Generation of territorial conditions to encourage legal rural and urban economies in the

- context of environmental sustainability;
2. The positioning of the Policy on the international scenario, and the organization of support from cooperating parties and private sector for implementation;
 3. Encouragement for the coordination and articulation of institutions to achieve strategic goals;
 4. Encouragement for the generation of knowledge, follow-up and evaluation of the Policy in Colombia;
 5. Assurance of the availability of substances subject to fiscal control, and direct access to them exclusively for medical and scientific purposes, and to prevent the diversion.

Each of the strategic pillars is a design for interinstitutional action, developed in national-and regional-level programs, setting joint objectives, which will act as reference points for the development of all actions designed to bring about a substantial reduction in the drugs problem in Colombia.

1. Reduce drug consumption and its impact	2. Reduce availability of drugs	3. Disband and harass criminal organizations	4. Attack criminal economies and sources of income
Develop protective environments for consumption of psychoactive substances. Prevent risk factors arising from consumption of psychoactive substances. Comprehensive treatment. Social inclusion. Management, articulation and coordination by and between sectors.	Reduce illegal crops. Reduce territorial vulnerabilities. Stronger control of chemicals and production complexes. Reduce availability of synthetic drugs and NPS.	Strengthen investigation, judicialization and effective punishment. Optimize of resources through coordination between institutions. Reduce internal markets for drugs provide strategic control of frontiers	Interrupt financial flows of criminal organizations. Encourage the extinction of ownership, and the seizure and recovery of assets outside Colombia. Monitor and follow-up money laundering and financing of terrorism systems in Colombia

Territorial development and the transition to legal economies

- Territorial development to encourage legal rural economies
- Position the Policy in the international community and strengthen cooperation
- Encourage coordination and articulation to achieve goals
- Encourage the generation of knowledge, follow-up and evaluation of policy
- Secure control of the cannabis market for medicinal and scientific purposes.

In general, the objectives are as follows:

- 1) To reduce drug consumption and its impact on health and on the welfare of individuals, families, boys, girls and adolescents, and the young and communities
- 2) To reduce availability and production of drugs and their impact on the environment, using differential and sustainable strategies.

- 3) To control and strengthen controls of chemicals used, and prevent diversion to centers of illegal production of drugs. To intervene in the international market for chemicals.
- 4) To intensify efforts in operations for introduction by sea, river, land and air to limit the shipment of drugs to local and external markets; along with chemicals used for extraction, and new routes for drug trafficking.
- 5) To secure availability of substances subject to control, permitting access for scientific and medical purposes only, and impeding diversion.
- 6) To mount an effective struggle against money-laundering and the financing of terrorism, and intensify the extinction of ownership of property and funds of criminal organizations and structures
- 7) To develop the strategies needed to secure better results in the recovery of assets outside Colombia illegally owned by drug trafficking organizations and organised crime
- 8) To dismantle criminal structures and organizations engaged in the illicit drugs chain.
- 9) To generate a coherent legal framework, which will be up-to-date and solid in the matter of illegal drugs.
- 10) To guarantee the effective protection of individuals and environment, which are threatened by a high degree of vulnerability due to production, trafficking and consumption of drugs.
- 11) To generate an accelerator to build legality and development as a tool to overcome problems and to provide assistance in the transition to opportunities based on the substitution of illicit economies and the generation of productive plans with a direct impact on the community
- 12) To analyze international lines of cooperation which can support the objectives of the Policy.

In synthesis, the value proposal in this Policy consists of its function to work in articulation, involving actions designed to prevent consumption in the vulnerable population such as boys, girls, adolescents and the young, and the strengthening of action against criminal economies and their sources of income, and in the strategy to disband criminal organizations engaged in drug-trafficking, and those which are major causes of poverty, displacement, violence and the promotion of drug consumption in vulnerable population groups.

PILLAR 1
THE REDUCTION OF DRUG CONSUMPTION AND ITS IMPACT

Introduction

The reduction of consumption within Colombia is a central interest of the Policy: and it is the starting point. There has been an evident growth of consumption, affecting the population as a whole, and particularly the young.

Drug consumption is understood to be a phenomenon with many causes which requires people-centered action, considering differential strategies depending on life-cycle, gender, surroundings and the context of life, and based on the analysis of risk factors and protection in each case.

In this sense, it is important for the policy to adopt a focus on public health and human rights, following recommendations by international bodies such as UNODC, CICAD/OAS, and WHO¹, approaching interventions from a multisectoral point of view, and with a comprehensive focus that contemplates decisive factors in society - health, education, culture and justice, sports and the management of free time - so that the objectives established can be achieved.

Colombia has made important progress in the area of the of policy frameworks for reduction in consumption in drug consumption, through its National Policy for the Reduction of Drug Consumption and its Impact" of 2007, and the "National Plan for the Promotion of Health, Prevention and Care for Consumption of Psychoactive Substances", projected for 2014-2021". The evaluation of the policy and plan has identified a number of achievements, but drawn attention to challenges. (Ministry of Health and Social Security 2017).

Specifically, policy actions to reduce consumption are organized along four lines: health promotion, prevention, the reduction of damage and care. The basis is that of scientific evidence, and of significant experiences produced in recent years around the world.

Additionally, "prevention", with its emphasis on women and boys, girls, adolescents and the young", is a fundamental element which promotes the strengthening of the family as the central space for protection and education, and so also, a contribution to the avoidance of early contact with drugs. Also, through the SACULETE centers for "health, culture, sports, technology and entrepreneurship", as tools for prevention and education will be developed for the young, so that their comprehensive development will be will benefit from it.

The Ministry of Health and Social Protection has generated as strategy to combat drugs which develops this first Pillar. The strategy considers especially vulnerable groups, with an emphasis on detection, and reduction of consumption of drugs by boys, girls, adolescents and young, and the female population.

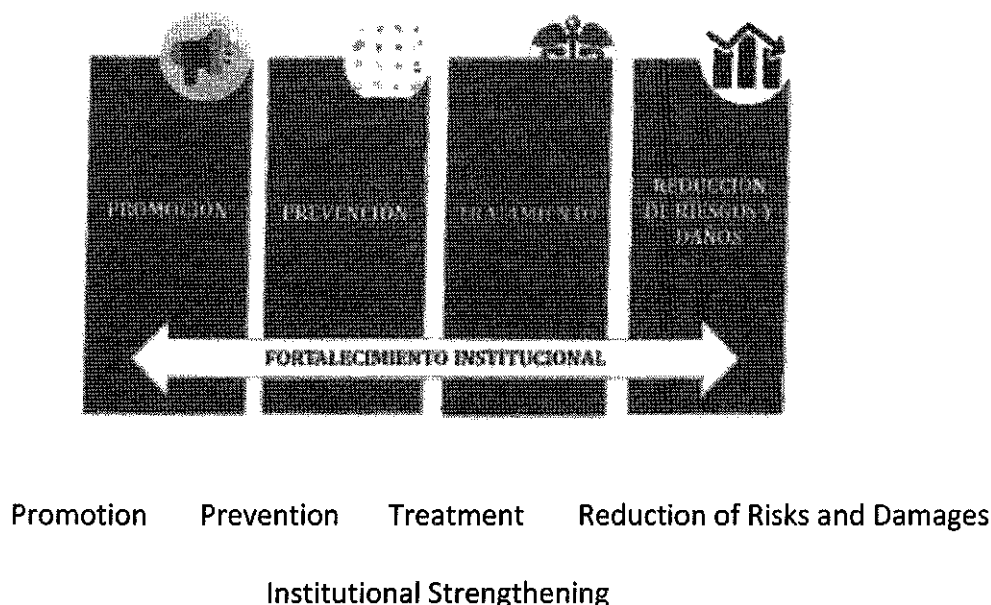
¹ WHO 2016EB138/11

There is a recognition of the realities of individuals who are active consumers, and the demand for the implementation or enhancement of strategies to mitigate risks of damage derived from drug use. There is understanding that the individual can transform harmful practices of consumption, minimize risk, and reduce adverse effects, through incorporation into the life of society and production, and the exercise of citizenship with access to services, information and means for self-care and support for networks. Likewise, there is recognition of problems around new psychoactive substances, and their presence in the domestic market.

Attention to consumption as a public health policy is a response to dependence with adverse effects on health, but there is no intention to criminalize the acts of the dependent consumer.

The approach to problems of consumption associated with the demand for drugs demands efforts in public health, and in education, with a focus on boys, girls, adolescents and the young. In addition, there is a call for efforts in levels of health promotion (healthy living habits), prevention (education), treatment (for consumers), and a reduction in the risk of damage (associated with drug consumption by those with high-cost illnesses, and high levels of transmission of disease).

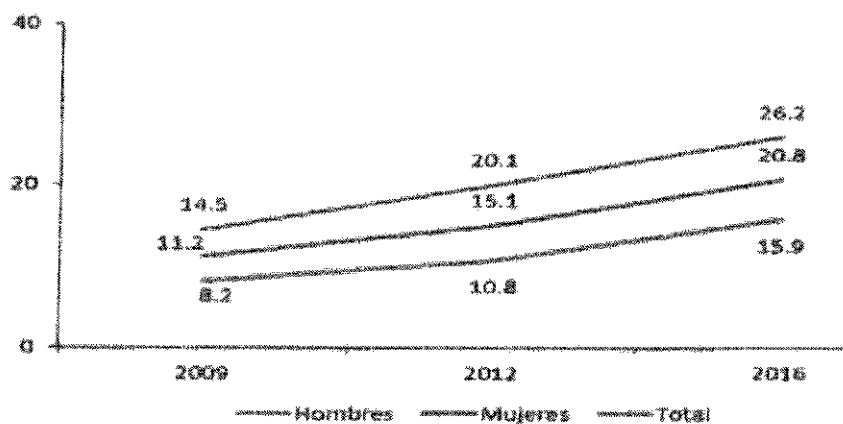
NATIONAL POLICY FOR THE REDUCTION OF THE CONSUMPTION OF PSYCHOACTIVE SUBSTANCES AND THEIR IMPACT



Presentation of the problem

Studies made in recent years in the context of the Drugs Observatory of Columbia, led by the Ministry of Justice and Law, confirm an increase in the consumption of illegal substances. Complex situations were also identified, such as increased consumption by women, increased use of synthetic drugs, especially NPS in the universities; the consumption of inhalable substances (among high school students), the use of injectable drugs (especially heroin in some parts of the country), amongst others.

Trends in the prevalence of year of use of marijuana, by gender, 2009, 2012 and 2016



Men - Women - Total

Source: Consumption Study by SPA in universities. Colombia Drugs Observatory

To this panorama, we can add the detection of 32 new psychoactive substances in Colombia, and reports of deaths associated with their consumption; and the universe detected for this type of substance worldwide totals 803, according to UNODC reports.

In this context, the dimensions of consumption today require evidence-based strategies for prevention. Robust action is therefore needed, with broad coverage, good quality and sustainability, together with improved access, quality and availability of consumer care services. And in terms of this need, it was found that only 5% of funds invested in the fight against drugs are used to attend to problems of demand, and this is one of the main obstacles faced. (DNP).

It is notoriously difficult for Colombia to face this challenge when many of the actions in the field of prevention, reduction damage, and treatment are financed through short-term projects. This limits achievements, and the sustainability of strategies; and it makes the construction of indicators for follow-up and assessment impossible. It is urgent to identify regular sources of funds which will go beyond the financing of project-type actions.

Certainly, the Government, local administration and civil society are making constant efforts to develop a very large number of actions from different were lines of work; but these are strategies to not have the impact necessary because of the projects are for do not last long, and are not sustainable not very sustainable, with low coverage, quality, and uncertainty as to their effectiveness given the absence of evaluations. In addition, there are no clear instances of coordination at national and regional level which would enable effort efforts to stem consumption to be articulated.

The consumption of psychoactive substances-prevalence

Since 1992, Colombia has had national studies related to the consumption of psychoactive substances among the general public, in schools and universities; and among adolescents in the juvenile detention centers and in among high-risk population groups, which have made it possible to follow the situation (for example, prison inmates).

It is considered that consumption trends for psychoactive substances are variable, and volumes depend on types of substance. The problems of consumption in the last year in tobacco fell in all groups: schools, universities, and the general public. This is compared with the consumption of alcohol, where the reduction was reported in schools, the situation in universities and among the general public stabilized. Finally, with regard to the consumption of illicit substances, a number of studies showed an increase since the last measurements were made, and this trend was seen as a danger signal.

Table 1. Prevalence in the last year of the consumer consumption of psychoactive substances. Studies among the public, schools and universities

POPULATION STUDY			
SUBSTANCE	1996	2008	2013
Alcohol	61.6%	60.2%	58.8%
Tobacco	21.4%	21.62%	16.21%
Marihuana	1.1%	2.12%	3.27%
Cocaine	0.2%	0.71%	0.7%
Illicit drugs	1.6%	2.6%	3.6%

SCHOOL POPULATION STUDY			
SUBSTANCE	2004	2012	2016
Alcohol	63%	64,9%	59%
Tobacco	31.71%	20,23%	14,47%
Marihuana	7.7%	6,9%	8,38%
Cocaine	1.9%	2.4%	2.8%
Illicit drugs	11%	8.6%	9.7%

UNIVERSITY POPULATRION STUDY			
SUSBTANCE	2009	2012	2016
Alcohol	81.77%	85.01%	81.83%
Tobacco	29.5%	29.4%	27%
Marihuana	11,2%	15,1%	20.8%
Cocaine	2.4%	2.1%	2.7%

Source: Colombia Drugs Observatory

As noted, the causes of consumption of psychoactive substances are many, they are related to biological, psychological, economic, social and cultural factors, as well as individuals, families and communities, with disproportionate results in specific populations such as pregnant women,

street dwellers, prison inmates and those who consume injected drugs.

This is not necessarily a generalized situation, but the consumption of psychoactive substances may begin with experiment, or social context, habit, or regular use depending on the exposure of each individual to risk factors and protection that the individual may choose to consume or not to consume. Sometimes, the line is crossed into consumption which places the physical and mental health of the consumer and his family at risk, or does them harm, and this in turn may or may not unleash social problems associated with coexistence and community life.

Such forms of experimental consumption may then turn into dependence on psychoactive substances - a mental health disorder that needs comprehensive care and the accompaniment of family members for effective support. Further, the development of community capacity for social inclusion reduces the stigma and discrimination attached to consumption, and makes treatment processes more sustainable.

The transition from experimental consumption to consumption entailing risk or damage or dependence, occurs as a consequence of social determinants of health, and in accordance with surroundings in which individual consumers psychoactive substances. The chronic use of alcohol is connected to psychiatric problems or family situation, frustrations, or medical and social contexts which are magnified in boys and girls who have been exposed to a close relative who engages in alcohol abuse².

Immediate action

Aside from actions derived from anti-consumption policies that will articulate the first Pillar of this Policy, actions are generated for immediate impact on consumption in Colombia.

Development of programs and strategies that seek to reduce early contact with psychoactive substances:

- a. Strengthen evidence-based prevention programs especially addressed to parents, teachers, boys, girls, adolescents and young, designed to increase parental involvement and generated guidelines for positive upbringing e.g., Strong Families program).
- b. Implement preventive campaigns in the mass media, IT media and communications as part of a set of preventive actions. Campaigns will transmit timely and clear information on the risks of consumption and abuse of drugs, the use of free time, the importance of family time, the appropriate use of social networks and taking the right decisions, address particularly to boys, girls, adolescents and young to promote decision-making and avoid early contact under the umbrella of Law 30/1986; and prevention campaigns for consumption will be broadcast on radio and television using the Civic code.
- c. Design and implement comprehensive strategies to generate social, cultural, artistic, sporting

² Moss, H.B. 2013

and productive opportunities for wealth among the young. This strategy will be incorporated into the SACUDETE centers.

- d. Generate differential strategies to reduce consumption for particular groups (women, indigenous groups, rural populations, Street-dwellers, prison inmates).
- e. Develop prevention programs for drug consumption in the context of the Parent Schools, with a coverage target of more than 50% of those Schools. These programs should be evidence-based and adapted to particular socio-economic conditions.
- f. Make information about prevention and care programs and services available to the interested public, based on the implementation of a system for recording the offer of those services by the Colombian Drugs Observatory.
- g. Create a public helpline to provide guidance on matters related to drug consumption.
- h. Develop a wide-ranging strategy for early detection and “short and sharp” intervention for initial consumers; the “short and sharp” intervention has been shown to be effective; if prompt action is taken the transition to problematic consumption situations can be avoided.
- i. Design and implement a procedure to approach cases of consumption of psychoactive substances in the schools, in the context of school coexistence plans.
- j. Strengthen road safety programs for the risk of drug and alcohol consumption, including campaigns for prevention and control on the roads, to reduce associated mortality risk associated deaths.
- k. Strengthen prevention programs in the ambit of employment, based on current regulations which oblige Labour Risks Management entities to develop preventive action for employment risks due to the consumption of drugs and alcohol.

Improved access to treatment for those who suffer from abuse or dependence in drug consumption

- a. Promote the guarantee of drug treatment through accompaniment of the National Health Superintendency and the Regional Health Departments, action with the health promotion entities EPS, and territorial agencies. This implies a widespread promotion of the application of current regulations (law 1566/2012), on treatment, and on the routes to care designed by the Ministry of Health and Social Protection, to reduce the barriers of access to services.
- b. Guarantee the availability of care services to attend to the consumption of drugs in departments or departmental capitals where there are no suitable centres, by enabling consumer care services in at least one of the hospitals of each territorial entity.

Strategic objective 1. Development of protective environments for the consumption of

psychoactive substances

This comprises (i) recognition of individuals, families and communities as subjects of rights with capacities to transform themselves; (ii) understanding and producing positive transformation of their environments; and (iii) development and potentiation of the capacities of individuals for coexistence and mental health.

- a. Objective: To develop capacities in the individual, family and the community to establish relations based on respect, equity, equality, dignity and liberty, to face the challenges of life, and the reconstruction of the fabric of society.
- b. Strategies
 - Education for Human Rights and peace
 - Development of psychosocial abilities: self-knowledge, empathy, assertive communication, interpersonal relations, decision-making, handling problems and conflicts, cooperation, conflict solution, creative thought, critical thought, the management of emotion and feelings, the management of tension and stress, and the capacity to regulate oneself.
 - Development of context for the construction of social capital. Identity, belonging and participation; solidarity, mutual care, protection of community space and the environment (e.g. Strengthening and broadening community-based programs).

Strategic Objective 2. Prevent risk factors in relation to the consumption of psychoactive substances.

This objective refers to the evaluation and analysis of needs for prevention of the consumption of psychoactive substances, the identification of risk factors and protection in individuals, families and communities, followed by an analysis of internal and external resources for the design and implementation of strategies to enhance the capacity collective capacity for two confront and resist situations involving the offer of psychoactive substances, and evaluation of results.

- a. Objectives. Avoid or delay the appearance of the consumption of psychoactive substances in the population, particularly, boys, girls, adolescents and the young; manage individual, family and community risks among those who already consume, to reduce the impact on health, associated with the consumption of psychoactive substances; and enhance links and family communications as a protective factor against the consumption of psychoactive substances.
- b. Strategies
 - Structuring of local networks for evidence-based prevention programs of the consumption of psychoactive substances;
 - Education in healthcare designed to increase the perception risks associated with the consumption of psychoactive substances;
 - Development of communications strategies for social mobilization around the individual

- and collective protection against the consumption of substances;
- Prevention of consumption of psychoactive substances through lifestyle;
- Intervention of surroundings.

Strategic objective 3. Comprehensive treatment

Treatment involves a multidimensional diagnosis of the state of health of consumers and their families, the establishment of a treatment plan to match individual needs that include a response in healthcare and social and legal terms as the case may be; and it includes an appraisal of the results in health and subsequent follow-up to treatment.

- a. Objectives. To improve the offer, access, promptness and quality of healthcare services in urban and rural contexts for people with disorders due to the consumption of psychoactive substances and their families. This includes care for physical and mental morbidity.
- b. Strategies
 - Comprehensive, integrated networks to provide care for consumers of psychoactive substances and their families.
 - Articulated action at territorial level by actors and institutions for the comprehensive care of individuals, their families and communities.
 - Intercultural adaptation of care services for the consumers of psychoactive substances
 - Reduction of risk and damage in caused by problematic consumption.

Strategic objective 4. Social inclusion

Identification of social service needs for individuals consuming psychoactive substances and their families; the articulation of intersectoral offers in services in basic care services (food, a place of dignity for personal care, rest and sleep, etc.), services such as education, the offer of employment, culture, recreation, sports, etc.)

- a. Objective. To influence the broadening of capacity and opportunities for individuals at risk or with problems of consumption, and their families, designed for their empowerment, the closing of gaps in access to goods and services, the reduction of the adverse effects on health, and the elimination of the stigma and discrimination.
- b. Strategies
 - Strengthening of community support work, and social and institutional support for social inclusion of individuals individual consumers and their families
 - Transformation of concept and imagination; reduction of stigma and discrimination
 - Inclusive economic development model for those with problems of consumption of psychoactive substances that will allow them to generate income in the situation of vulnerability, and with the dynamics of consumption.

Strategic objective 5. Management, articulation and coordination in and between sectors

Recognition and analysis of the situation consumption of psychoactive substances among individuals, families and communities. Planning and implementation of policies, plans, programmes and strategies for comprehensive prevention and care; ending with follow-up and assessment of results in health terms (Resolution 518/2015, Ministry of Health and Social Protection)

- a. Objective. To complement actions by and between sectors, and in social and community terms for comprehensive prevention and care in the consumption of psychoactive substances, articulating plans and strategies in the territories to achieve greater coverage of programs for prevention, treatment and damage reduction.
- b. Strategies.
 - Integrated model of health and social service management;
 - Generation of the transfer of knowledge at national and territorial level regarding the consumption of psychoactive substances:
 - Participation and dialogue for appropriation, follow-up and social control;
 - Monitoring and systematic assessment of long-term programs, designed to treat the problem of the consumption of psychoactive substances.

PILLAR 2

REDUCTION OF AVAILABILITY OF DRUGS

Introduction

Government evaluations of the efficacy and effectiveness of programs designed to reduce drug availability emphasize the need to make adjustments that respond to new trends and challenges, and to concentrate - in line with an inter-institutional analysis – on State efforts in strategic zones in order to reduce illicit crops and the production in the centers of highest concentration and impact.

For a number of reasons, including the suspension of the aerial spraying program, there has been an increase in coca crops in some parts of the country, and the industry has grown stronger, principally near the Pacific coast in Nariño, where, aside from that physical expansion, there have been increases of more than 30% in productivity.

The evidence developed around the dynamics of illicit crops and the social, economic and security conditions of the regions, based on the efforts of the Ministry and Justice and Law and UNODC, have provided qualitative and quantitative information to focalize on territories affected: they identify strategic areas for intervention which will guarantee a progressive and effective reduction in illicit crops, and related problems.

If this is to be a success, account must be taken of conditions and complexities which are specific to each region, and to current and feasible institutional capacity, at different levels of public administration. The Colombia Drugs Observatory has produced complete zoning of the national territory and affected areas, which allows focus to be placed on territories, and priorities to be established there.

Illicit crops have generated manifestly unfavorable environmental effects, principally characterized by migrations that exert pressure on existing natural resources, indiscriminate deforestation of natural woodland to expand the agricultural frontier, processes of slash-and-burn that increase CO2 levels, dynamizing greenhouse effect processes, and the destruction of the habitat of innumerable species of fauna and flora.

This situation endangers genetic potential - still unknown – causes erosion and diminishes the capacity to regulate water supplies due to the removal of vegetal cover. The result is the alteration of water regimes and local climates, and the contamination of soils and water by the indiscriminate use of herbicides, fungicides and insecticides for pest control in crops, and the excessive use of fertilizers, changing the properties of soil and generating processes of eutrophy in water sources.

This strategic Pillar addresses actions designed to make sustainable progress towards conformation of territories with a low probability of the presence of illicit crops and a high capacity to resist and challenge their presence, through programs of intervention and attention

to structural causes, in order to generate sustainability.

In this context, in the territories that have already negative effects in opportunities for development, due to the persistence of illicit crops, the Policy will help to strengthen capacity for comprehensive recovery of economic, environmental, social, institutional and cultural components.

This strategy requires systemic articulation of the sectors of security, defence, trade, agriculture, justice and environment (amongst others), with the development sector, such that there is a multidisciplinary focus in the comprehensive policy to combat the drugs problem, and the development of strategies, programmes and projects that respond to the particular nature and needs of each population group.

The eradication of illicit crops is not limited to coca-leaf, and will generate adverse effects on municipal economies that have been dependent on illicit activities. There will be an immediate challenge to generate legitimate economic opportunities. It will therefore be necessary to have a policy to bring about transformations of that will transform problems into opportunities. The Policy faces a major challenge, to bring transformation to a territory, with the change from military and police control to institutional control.

The transformation of territory attempts to overcome a vision centered on coca-leaf crops, and understands and acts on the complexities of this kind. This requirement implies not only a focus on productive units where illicit crops are or are not planted: it also applies to nearby population centers and market centers that can articulate legal activity. Real alternatives must also be identified for zones which are isolated, where the possibility of integration with population centers is difficult. There must be alternatives that incorporate instruments for conservation and contribute to the stabilization of intervention in woodlands, less deforestation, and the recovery of ecosystems of special ecological importance.

With regard to synthetic and emerging drugs and NPS, recent epidemiological studies of consumption and studies of chemical characterization coordinated by the Ministry of Justice and Law, the reports of the Early Warning System for Colombia, and reports of tracking and seizure of drugs by the National Police, show that the drugs market is expanding and diversifying. Every day brings a new substance or presentation onto the market, without discrimination or exclusion of any group or population to whom they are addressed; there are increasing numbers of cases of intoxication deaths for which the means of chemical identification are still limited, and the response of the State, specifically in the ambit of control of the offer and judicialization are complex. The identification of this type of drug and its subsequent treatment is a serious challenge for the State.

While no illegal production of synthetic drugs has been reported in Colombia, adulterating agents and cutting are certainly part of micro-trafficking and retail drug trafficking. The adulterating agents used are far from innocuous, and can produce severe damage to the consumer, who is often not aware of the quality of the products bought - especially in the case of the boys, girls, adolescents and young.

In addition to technical and scientific challenges implied by this problem, there are challenges of a regulatory or normative nature. As with other models of control in use around the world, Colombian law, and hence the control model, is based on a model of closed lists, that is, charts or lists taken from conventions, in which the new psychoactive substances are not included.

In this situation, and in order to generate greater capacity for response in articulating with the various institutions with competency in this area, the institutional network to approach the problem of synthetic drugs emerging drugs and NPS needs to be strengthened. The environments of control and prevention, identification by forensic chemistry, identification and processes of judicialization all need to be made stronger. They need legal, technical and operational tools based on technical and scientific evidence that can provide the authorities with mechanisms for action which will be clear, decisive and adapted to the context of Colombia.

Presentation of the problem

The goal to reduce drugs availability is not limited to a reduction and control of illegal coca-leaf growing. It also involves the control the chemicals used in the process of extraction and the dismantling of cocaine or heroin production facilities – the laboratories - and the strengthening of mechanisms for prevention and control to approach the problem of synthetic drugs and NPS.

a. Illicit crops and productivity

Crop-farming and drug production involve a complex of activities. The increase in areas planted has been accompanied by a general deterioration of governance, security, the social fabric, and challenges to opportunities for economic integration for development, aside from serious effects on the environment.

The area planted with r coca leaf crops fell steadily between 2001 and 2013, with the exception of a small peak in 2007. The area recorded in 2001 was 144,000 ha, and this fell to 48,000ha in 2013, a reduction of 66% compared to 2001. Since 2013, the average pace of growth has been 45% per year, from 48,000 ha in 2013 to 146,000 ha in 2016. In 2017, the increase was 17%, to 171,000 ha, **the equivalent of 71% of all coca- leaf crops in the Andean region.**

It is important to note that the presence of illicit crops in Colombia is not evenly spread over the territory. 77% of growing areas is concentrated in five Departments: Nariño, Putumayo, Norte de Santander, Cauca and Antioquia. In terms of municipalities in 2017, 32% of coca leaf growing is concentrated in five municipalities (54,160 ha), Tumaco, Tibú, Puerto Asis, EL Tambo and El Charco.

The report by UNODC/S MCI for 2017 suggests that **80% of coca-leaf is to be found in the same zones has always been for the last 10 years.** 33% of it is to be found in zones more than 10 km from population centers, and 34% in zones which were woodland in 2014. 16% is to be found at less than 10 km from a national border.

Productivity studies reported the greatest yield of fresh coca-leaf for 2016 and 2017 and the average yield of cocaine hydrochloride /ha harvested, rising from 5.8% kilograms/ha in 2012 to 8.2% in 2017.

Further, the potential production of pure cocaine increased 31% from 1,053 tonnes in 2016 to 1,379 tonnes in 2017. The estimate of export purity is 84%, and the result is 1,648 metric tonnes.

It is estimated that the coca-leaf produced in the 10 municipalities most affected by the crop s has a local market value of COP890,232 million (approximately USD302 million). As a reference value, the total official annual budget for the ten municipalities is COP577,000 million (approximately USD196 million). It is estimated that the potential cocaine production would be worth USD2,700 million in the local market.

The problem of illicit crops is not limited to coca-leaf. There is no rigorous methodology for detection or estimates of opium poppy crops other than reconnaissance overflights in reconnaissance by the National Police. The Police figures indicate a steady reduction, but of lesser impact compared the presence of opium-poppy crops, from 313ha in 2012 to 298ha in 2017. These crops are mainly to be found in Cauca (74%) and Nariño (24%), followed by Huila and Tolima. Estimates suggest that Colombia produces around 1 tonne of heroin, compared to a world production of 4,931 tonnes.

With regard to marijuana, the Police have detected 234.4ha in 2016, in nine municipalities in three departments: 233.5 ha in Cauca, 0.1 ha in La Guajira and 0.8ha in Magdalena. This does not take account of the problem of nursery-grown crops in in northern Cauca. This is a matter for concern, because this is the illegal drug most consumed in Colombia.

Adverse effects in the Special Units.

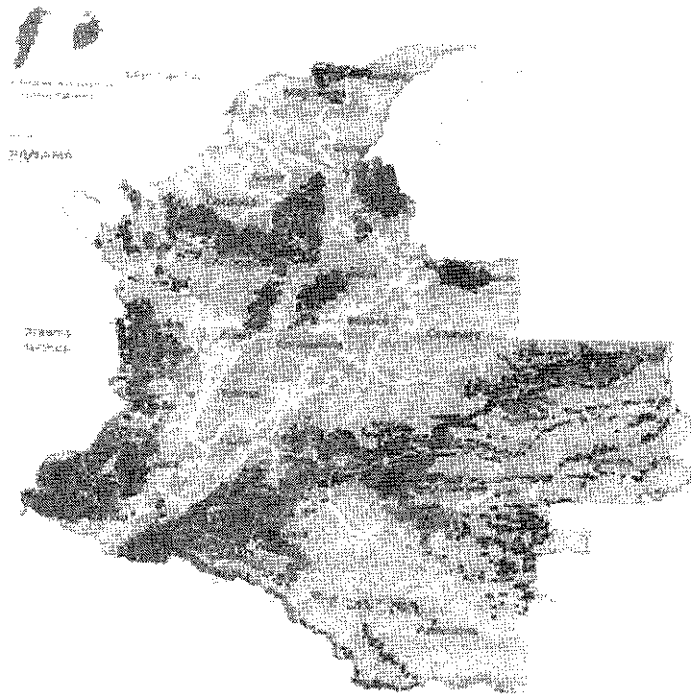
The Special Territorial Units include the National and Regional Nature Parks, Forestry Reserves under Law 2/1959, Collective Territories of Indigenous Peoples and Afrodescendant Communities, and the exclusion zones for the application of strategies to control offer in frontier areas.

In the last few years, a good part of the legal crops has been concentrated on in areas with Special Environmental Regulation Territory, which have advantages for this type of crop. The result has been not only a record growth in illicit crops, but also a process of relocation into places which are more difficult to eradicate, and hence, greater loss to the natural heritage of the country.

According to the census of illicit crops in 2017, made by UNODC/SIMCI with the participation of the Ministry of Justice and Law, 46% (78,984 ha) of the area planted with coca-leaf in Colombia is in Special Management Areas (indigenous reservations, community councils, National Nature Parks, and areas with restrictions under Law 2);, and 33% (57,081 ha), in zones of strategic interest (land frontiers, productive integration, buffer zones, SINAP /PM regional zones), and the remaining 21% (35,433 ha, in zones of free intervention (zones with a density of more than 8 ha/km²., zones permanently affected, zones less than 15 km from a population center, and zones

not included in any of the above descriptions, 978 ha). The table below shows a summary.

COCA LEAF CROPS IN TERRITORIES AFFECTED, 2017			
Category of territorial intervention	Level 3	Área territorio (km ²)	Coca2017 (Ha)
Special management zones	Indigenous reservations	3.625	17.909
	Community Councils	6.220	26.702
	National Parks	2.427	7.601
	Law 2	9.402	26.772
Total, Special Management		21.674	78.984
Free intervention zones	Density over 8 ha/km ²	1.034	16.947
	Permanently affected	5.281	13.571
	Less than 15 km from a population center	2.279	3.937
	Other	511	978
Total, Free Intervention Zones		9.105	35.433
Strategic interest zones	Land frontier	2.504	19.280
	Productive integration	8.094	24.496
	Buffer zones	3.583	13.280
	Regional SINAP Parks	26	25
Total Strategic Interest Zones		14.207	57.081
Total		44.986	171.499
<i>Source: UNODC/SIMCI</i>			



	Territories
	Affected by coca-leaf plantation
	Abandoned in the last 3 years
	Risk of expansion of plantation areas

<i>Territory analysis</i>	<i>Area(km²)</i>
Affected by coca-leaf plantation	44.986
Abandoned in the last 3 years	87.402
Risk of expansion of plantation areas	130.985

Additionally, based on the analysis of territories shown in the above reference map, in the last three years 87,402 km². of illicit crops have been abandoned, and this probably shows that, given the growth of coca-leaf crops, there has been a migration into places which optimize production and make eradication difficult (e.g., Special Management Zones).

In this sense, and with the characterization of territory based on satellite images (UNODC/SIMCI 2017), **there are 130,985 km² at risk from the expansion from drug crops.** The growth of drug crops, together with migration into the more complex eradication zones, suggests the need to adopt special measures to bring an inflection point in the trend, and a subsequent reduction in illicit crops.

Deforestation

Illegal groups resort to deforestation of woodland, without considering the biological and aesthetic value of the ecosystem, to secure expansion and relocation of illicit crops in places that the authorities find difficult to reach.

The technique most commonly used to strip the land is known as "slash-and-burn", which consists of felling and subsequently burning off woodland. In general, primary woodland is felled with chainsaws, which leads to an increase in the zones affected by the hauling of large tree trunks over medium and small trees. Further, the burning-off of woodland is not a controlled action, since no barriers are created to prevent the expansion of fire, or the barriers are so small that they allow flames to propagate into other forest areas, causing indiscriminate burning of many more hectares than those necessary to plant illicit crops (International Court of Justice, 2010).

Deforestation for production purposes may have serious environmental impacts which are very slow to reverse, reducing biodiversity, contributing to the release of greenhouse-effect gases, increasing the loss of nutrients in the soil, and facilitating erosion.

A preliminary analysis of monitoring results³ for deforestation and the coca leaf crop census⁴ for 2016 and 2017

Analysis for 2016

The Forestry and Carbon Monitoring System (SMBYC) of the hydrological meteorological and environmental studies Institute IDEAM generates official figures for monitoring of the natural forests in Colombia, including surface areas of forest, deforestation, detection deforestation identification of causes and agents of deforestation.

In 2016, deforestation affected 178, 597ha. The census for coca-leaf crops that year was 146,139 ha. On 13,209 ha identified as deforested by SMBYC of IDEAM, coca-leaf crops were also detected during this period (January-December 2016). In other words, 7.4% of deforestation in 2016 was directly related to coca-leaf crops. In the same way, it was calculated that 26.7% of deforestation identified by IDEAM is less than 1 km from coca-leaf crops detected by UNODC/SIMCI in 2016. This indicator was 31% for 2015.

In 2016, deforestation associated with coca-leaf crops was concentrated in eight departments: Norte de Santander, 41%; Nariño, 18%; Putumayo, 15%; Antioquia, 8%; Meta, 6%; Cauca, 3%; Guaviare, 2%; and Caquetá, 2% were the worst affected. In the 10 municipalities with the greatest degree of deforestation associated with coca-leaf crops the following is the order of magnitude: Tibú (Norte de Santander), Tumaco (Nariño), Puerto

³ IDEAM Official data from its Forestry Monitoring System

⁴ UNODC-SIMCI official data from the Comprehensive Illicit Crops Monitoring System

Asís (Putumayo), Sardinata (Norte de Santander), El Tarra (Norte de Santander). Puerto Caicedo (Putumayo), Tarazá (Antioquia), Vistahermosa (Meta), Puerto Rico (Meta), and Cumaribo (Vichada). These 10 municipalities concentrate 70% of areas affected.

Analysis for 2017

Deforestation was 219, 973 ha in 2017. In 12,354 ha identified as deforested by SMBByC of IDEAM, there were also coca leaf crops to in 2017 during that period (January-December). In other words, at least 6% of deforestation in 2017 was directly related to coca-leaf growing. 97% of deforestation associated with coca-leaf crops was concentrated in eight departments, the worst affected being Guaviare (38%), Caquetá (21%), Meta (12%), Antioquia (10%), Nariño (5%), Putumayo (5%), Cauca (3%) and Chocó (2%).

The Department of Norte de Santander, which in 2016 held 41% of all deforestation associated with coca leaf crops, represented only 0.2% of the total in 2017. Deforestation affected associated with coca-leaf crops was detected in 85 municipalities, the 10 most critical in order of magnitude being San José de Guaviare (23%), Calamar-Guaviare (30%), the Macarena-Meta (11%), Cartagena del Chairá -Caquetá (8%), El Retorno, Guaviare (6%), San Vicente del Caguán -Caquetá (5%), Solano-Caquetá (5%) Puerto Guzmán-Putumayo (3%), Puerto Leguizamó -Putumayo (2%) and Anorí-Antioquia (2%). These municipalities together represented 78% of deforestation associated with coca-leaf crops in 2017.

With regard to the last five years of analysis, the growth of deforestation associated with coca crops has been the following (Figure 1).

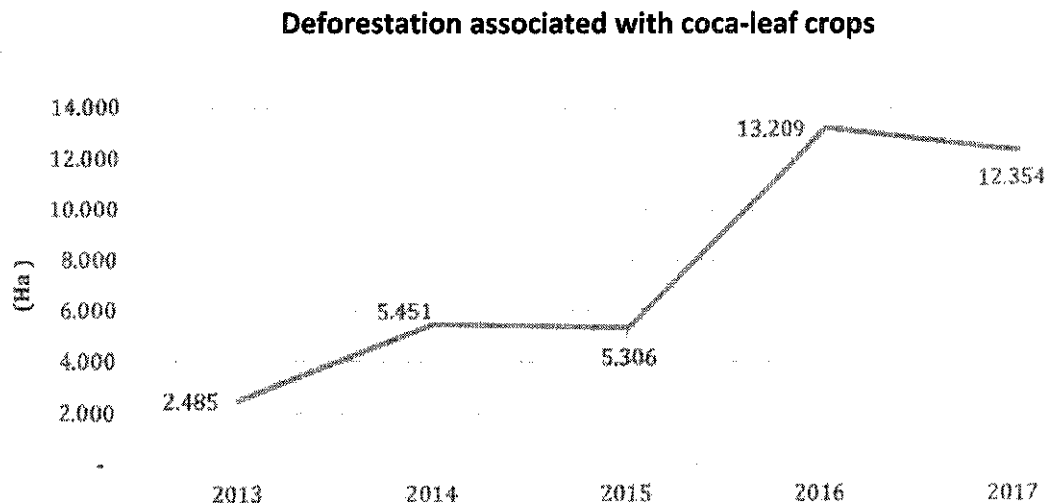


Figure 1. Deforestation (SMBByC-IDEAM 2017) associated with coca-leaf crops (UNODC/SIMCI, 2017)

b. Problems associated with the use of pesticides for the development of illicit crops

The illicit drug crops have been identified as using a large number of pesticides (herbicides, insecticides, fungicides), taking as reference the seizures of agricultural chemicals as part of the program to control the production of illicit drugs (National Narcotics Directorate - DNE, 2002).

Herbicides are the used in the stage of cleaning up crop areas, and subsequently to eliminate weeds which can generate competition to a crop of interest. Insecticides and fungicides are used to protect crops from pests and diseases, and in order to increase yields.

Among the pesticides used illegally, there are those made from organophosphate compounds, organochlorides, such as Endosulfan herbicides such as paraquat (probably the most commonly used) and 2,4-D, etc. Some of these products have toxicological classification (I -extremely toxic; and II - highly toxic), and therefore, it is possible that they generate significant environmental impacts. Further, there is no precise information on the amounts used, frequency of use, or conditions.

Endosulfan is prohibited in Colombia because it is extremely toxic, generating the irreparable loss of vegetal species and animals, the degradation of soil and contaminating surface water and groundwater, endangering the stability of the ecosystem and environmental functions derived from it.

There are data which show that for every litre of glyphosate used for the eradication of coca leaf crops, 3.2 times more are used of other pesticides, to look after the illicit crops (insecticides, and leaf fertilisers)

c. The problem of adulterating agents and precursors frequently used in drugs production.

The illicit production of drugs for mass use inevitably requires chemicals for extraction, purification, refinement or conversion of alkaloids coming from plants such as the coca-leaf bush or the opium poppy. For synthetic drugs, adulterating agents are essential elements on which to construct the molecular structures of this type of substance.

Recent studies⁵⁶ coordinated by the Ministry of Justice and Law with the active participation of a number of control bodies, show that the offer of chemicals for use in illicit production processes in drug manufacture is mainly explained by the diversion from the legal industry in Colombia due to technical contraband, which is open and crosses frontiers, and clandestine production. These mechanisms have encouraged the permanent flow of

⁵ Characterization of production units associated with the transformation of cocaine hydrochloride and the identification of methods of conversion, chemicals and infrastructure. Ministry of Justice and Law – UNODC 2016

⁶ Characterization of the dynamics associated with flows or offer (origin) and demand (destination) for chemicals and substances used in illicit drug production in Colombia (2017)

chemicals, because to date there has been no evidence of periods of scarcity of inputs which would affect which would have an overwhelming effect on the reduction of drug production.

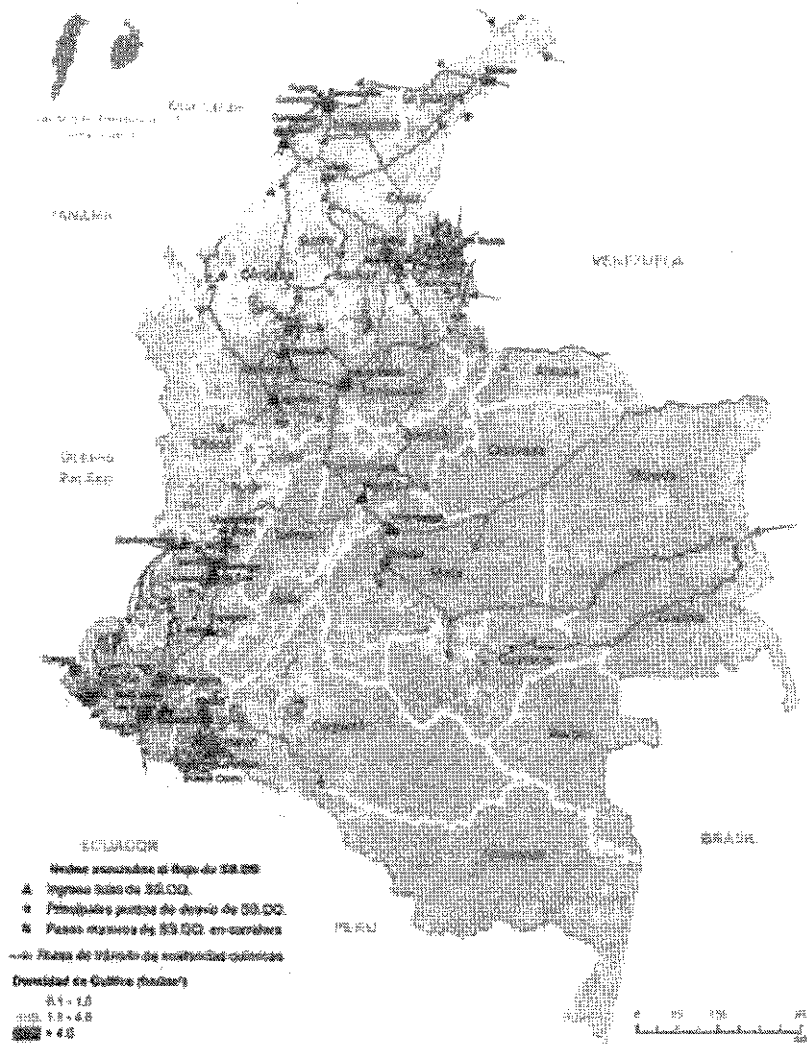
In the face of the evident increase in potential production of cocaine hydrochloride⁷, , estimated at between 1,174 and 1,623 metric tonnes, there have to be controls over the illicit demand for chemicals of for a total of some 510 million Liters of liquids and 28,560 tonnes of solids. This situation means that the model for control now used must be strengthened with dynamic strategies based on technical and scientific information focused and articulated with authorities and the private sector in order to avoid reduce the flow of these substances and products to illegal production drug production centers, without affecting the needs of the country. Likewise, there is an urgent need for international cooperation, mainly by the countries producing these substances, precursors and adulterating agents. Technological developments which will allow us to strengthen our understanding of the phenomenon and to generate structural information for intelligence are necessary, particularly financial intelligence.

While the regulatory framework now in force sets general guidelines for control and investigation of 33 chemicals, and identifies the Ministry of Justice and Law as the authority responsible for administrative control, and the Police Narcotics Department as the authority in the operating component, the ambit of action is limited to surveillance and control of the legitimate use of chemicals, principally in commerce and in manufacturing industry, leaving substantial gaps in the regulation for transport and foreign trade activities, and the production of natural resources which constitute chemical inputs basic to obtaining chemicals. The participation of the tax and Customs authority DIAN in the control importation of these substances is essential, and would be a change of strategy, to the extent that that authority has not previously played any part as a differentiated element in the fight against drugs.

Further, the routes employed (see transit routes map), show the need to intervene transits of controlled substances, to block the arrival of precursors to the main production zones of the drug. Volumes to transported for the processing of drugs are sufficiently revealing of the need to intervene these transits, amongst other things from the implementation of mechanisms of real-time geo-positioning,

⁷ Monitors of territories affected by illicit crops 2017 – UNODC/SIMCI (2018)

Transit routes of chemicals and density of coca-leaf crops in Colombia, 2017



Nodes associated with chemicals flows
Inflows of chemicals
Main points of deviation
Mass transits of chemicals by road
Chemicals transit routes

d. Problems of infrastructure in drug production

Studies made in the Colombia Drugs Observatory, with institutions responsible for control of offer⁸, such as the law enforcement agencies, the Prosecution Service and the Ministry

⁸ There has been progress in the following studies on the matter a) characterization of the process of transformation of coca-leaf into cocaine hydrochloride. PRELAC project, DNE -UN ODC (2010) b) characterization of the transformation process for coca leaf into cocaine hydrochloride, in Colombia, PRELAC-Ministry of Justice and Law-UNODC project (2016) and c) characterization of production units associated with the transformation of cocaine hydrochloride and identification of changes in methods of conversion, chemical inputs and infrastructure, Ministry of Justice and Law-UNODC (2017).

of Justice and Law, have identified factors that favor the production of illicit drugs, and allow this phenomenon to become more specialized and persistent: and to become daily more complex.

The results of studies show progress and improvements in production processes for cocaine Hydrochloride, and greater efficiency in production infrastructures, and at the same time, there is evidence of better structuring of criminal organizations based on technical and logistical differentiation of the actors involved in production complexes. There is also evidence to show the existence of agents who dynamize the process in response to State action.

There are four principal actors in the production of cocaine hydrochloride in Colombia: **the promoter**, owner of the drug; **the owner of the infrastructure**, **the supplier** (of chemicals, raw materials and equipment), and the **chemist**, who leads the development of the process. Based on an identification and individuation, the success of State intervention will consist in effective action to intervene among the to make interventions among these actors, and prevent them from operating on the ground.

With this characterization, the objectives of the intervention are seen as follows:

- i) key actors, the leaders of the process;
- ii) the financiers of production;
- iii) the chemicals used in production
- iv) the product (cocaine hydrochloride), hydrochloric; and
- v) production infrastructure

Among the most important findings of the studies made in the context of the drugs laboratories, in relation to production infrastructure, there are:

- **Interrelated specialist structures to promote production.** These are called production complexes, because they consist of a range of interconnected infrastructures designed for the production of cocaine hydrochloride. The main site is the crystallizing plant, where production takes place.
- **Four sizes are characterized:** there are different types of laboratory in all parts of the country. Their size varies depending on the region and the quantity of drugs produced. The "mega-laboratories" are an association of several laboratories that satisfy the production requirements of the drugs' owners.
- **There are some six strategic roles in production:** 28 different roles were identified within the production complex, among which there are six of the greatest importance and responsibility within the process. The **owner of the laboratory**-supplying capital for working the laboratory and earning the greatest profit; **the administrator**, as logistics manager for processing; **the chemist** and **the chemist's**

assistant, who are responsible for the technical aspects of processing; **the oxidator**, responsible for raw materials, and the **stockman**, a strategic act in the location of storage and supply points for the process.

- **Reconstruction of infrastructure.** According to information collected, the impact on complexes usually is usually felt only on the crystallizing plant, **because the other structures are not affected.** The stocks of chemicals, raw materials and equipment are used to reconstruct laboratories quickly after a law enforcement intervention, and the important and valuable elements are not affected. A small laboratory takes about three days to rebuild, while a medium one takes 5 days and a large one about 8 days. **In the worst case, the mega-structures take 9 days to be rebuilt.**
- **No complex starts work without having all inputs and infrastructure needed for production.** Investigations produced an important finding: that chemicals, equipment and other inputs are required in the logistics of the complex **before a production run begins.**
- **Manipulation of the community by illegal actors to promote the permanence of criminal sources of income.** Cases of been identified in which illegal actors manipulate and intimidate communities to hamper the actions of the law enforcement agencies in relation to operations to intervene cocaine production complexes. The community makes its presence felt, and prevents damage to infrastructure in exchange for some alleged benefits promised by the traffickers. This type of strategy affects the consolidation of legality in territories.
- **Self-sufficiency in chemicals (raw potassium permanganate).** The increased technical excellence of processes is evolving over time. As controls over substances become more rigorous, there is also an increasing number of alternatives to obtain them. There have been cases such as distillation pools for crude oil, or laboratories to produce chemicals (potassium permanganate and sulphuric acid), and these are activities, in addition to being illegal and promoting the production of drugs, are becoming a serious threat due to their environmental impact.
- **Nodes of regional supply (chemicals and equipment):** there are key strategic supply points for obtaining chemicals, raw materials, equipment and other inputs. These nodes are in strategic position such as major towns that have key supply routes and distribution. In complement, the Prosecution Service has identified the regular presence of alternative energy supplies (generating plants), to operate cocaine production centers, and this is a market which should be the object of intervention in the context of collaboration with the private sector.

e. Problems of synthetic drugs and new psychoactive substances - NSP

In recent years, studies of drug consumption in Colombia and records of patients attended

to due to consumption so the existence of an offer and demand for new drugs, and changing patterns or unusual increases in all in known drugs, both natural and synthetic, and whether controlled or not. These include heroine, Dick, methamphetamine in crystals, LSD, ketamine, hallucinogenic fungi, *salvia divinorum*, GHB (Gamma hydroxy butyrate), 2C-Bt (4-bromo- 2.5-dimethyloxtphenylethylamine), among many others, (including NBOMe).

Further, the high proportion of adulteration in drugs, and the frequent changes in cutting agents and mixtures made by the traffickers mean that any combination may have unforeseeable effects and implications for the consumer's health, and for the health system which should be offering treatment. Further again, the diagnosis of institutional capacity to deal with the problems has identified the following main challenges:

- Increased and more diverse market for synthetic drugs;
- Ignorance of the problem of new synthetic psychoactive drugs in regional institutions;
- Criminal procedure does not suppose that forensic laboratory should make thorough investigations or analyse the composition and purity of drugs. There is no systematization of forensic results or up to date database which will allow the nature of substances to be determined within an acceptable time.
- The strengthening of the information of system in relation to seizures.

As a result of the identification of the need for stronger institutions to approach the problem of synthetic drugs and new psychoactive substances, under the coordination of the Ministry of Justice and Law and with technical support from UNODC/SIMCI, interinstitutional research determined the chemical characteristics (composition, and qualitative and quantitative features), and the market for synthetic drugs consumed in Colombia's major cities.

The investigation was conducted with the active participation of the Police Narcotics Department, the Prosecution Service (Technical Investigation Unit), the National Narcotics Fund, and academic institutions, and each of them in terms of their own competency, supplied knowledge and experience to develop different stages of the investigation.

The methodological development was completed, and fieldwork was conducted, obtaining 248 samples of synthetic drugs were collected, mainly in the 12 cis cities selected for the study. The principal results were the following:

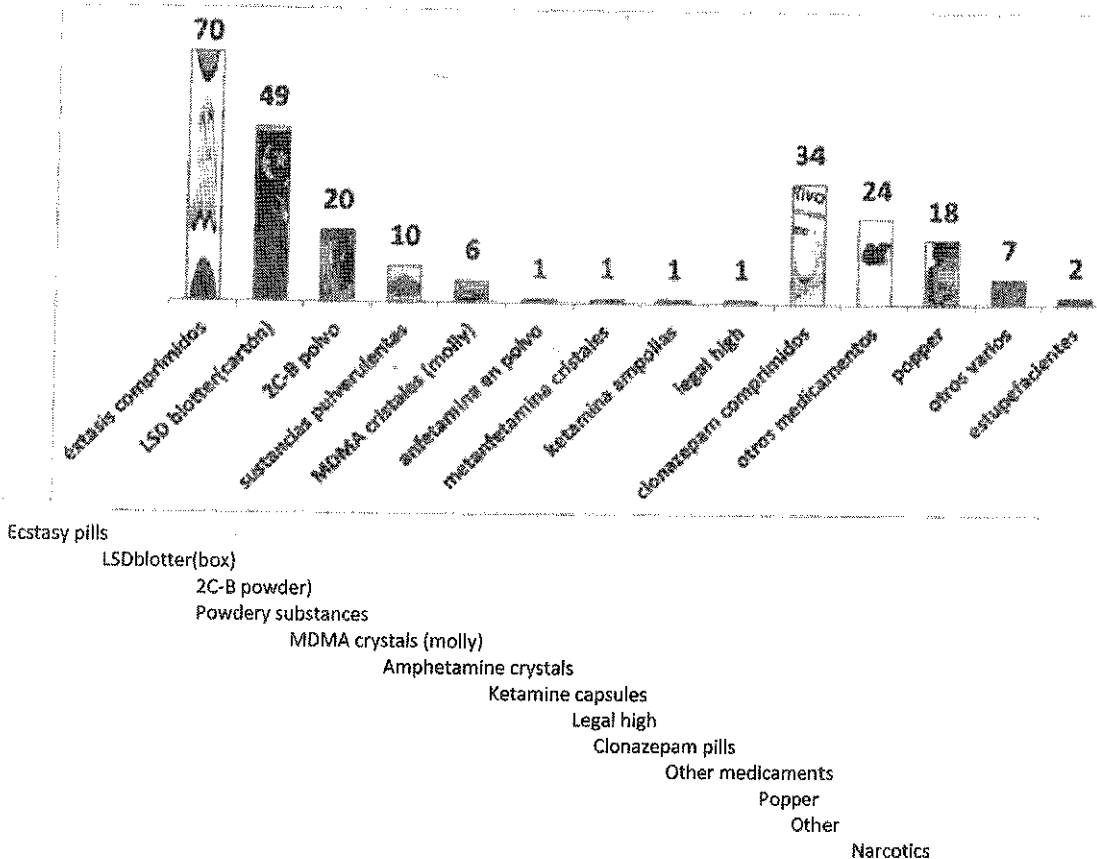


Figure 3. Classification in synthetic drugs report - 2015

As a result of the above, it may be concluded that:

- Most samples collected are sold and consumed as Ecstasy, in the presentation of pills or crystals. LSD is sold in cardboard containers and 2C-B as a powder.
- A considerable percentage of Ecstasy is probably genuine, and with a high content of the active principle. But adulteration continues to occur, and range of samples showed content of other stimulants of like amphetamines, 2 -CB, caffeine and other compounds.
- The LSD on the market is counterfeit, and instead the substance contains a new psychoactive substance of the NBOMe type, substances with a higher risk of adverse effect on health.
- There is a high frequency of cathinone- type NPS, sold as Ecstasy
- Almost all the 2C-B sold in Colombia is counterfeit, using mixes of ketamine and sometimes MDMA to sell them as 2C-B

- There is no evidence of production of synthetic drugs and NPS in Colombia. However, results of the study showed the presence for counterfeiting and adulteration locally.
- The variety of NPS in Colombia has increased. There were NPS found in a report in the Early Warning System (SAT).

Studies of chemical characterization were a source of valuable information, based on technical and scientific evidence of which was then very useful to the entities engaged in the process of reduction and offer of drugs, to the extent that there was contribution to the design of strategies for intervention in different stages of the problem. Characterization of these substances must also be the object of widespread action at territorial level, so that there is information about the risks, and mechanisms can be generated to detect consumption.

Expected results

- Across the country, reduction in the area of coca-leaf plantations, opium-poppy and illegal marijuana growing, with a territorial focus, including environmental regulations for the territory, and attacks on the finances of criminal organizations.
- Reduction of the production of drugs through control of chemicals (the scheme of priority for certain substances, in Colombia and abroad), high-value production infrastructures, and those intervening in the production process.
- Increase in seizures of the final product in proportion to the production potential.
- Increase in the effective presence of the State, and assurances of security in producing regions.
- Reduction in the economic viability of drug trafficking.
- Reduction in the factors driving the establishment and consolidation of illicit economies in the territories.
- Disbanding of criminal organizations and drug traffickers with special specialised roles (including finance, production, liaison and the international dimension).
- Reduction in the availability of synthetic drugs and NPS in Colombia.

Strategies for comprehensive intervention in Pillar 2. Reduction in availability of drugs

Strategies should be applied with a territorial focus, attending amongst other things to the

characterization of plantations, geographical conditions, security, population density and the presence of criminal organizations

Strategies are focused on a reduction in illicit crops and the drug production, that is, not only is it focused on the land where coca is grown, but also there is a comprehensive strategy to control production and shipments out into internal domestic and external markets.

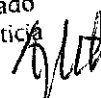
Territories for intervention

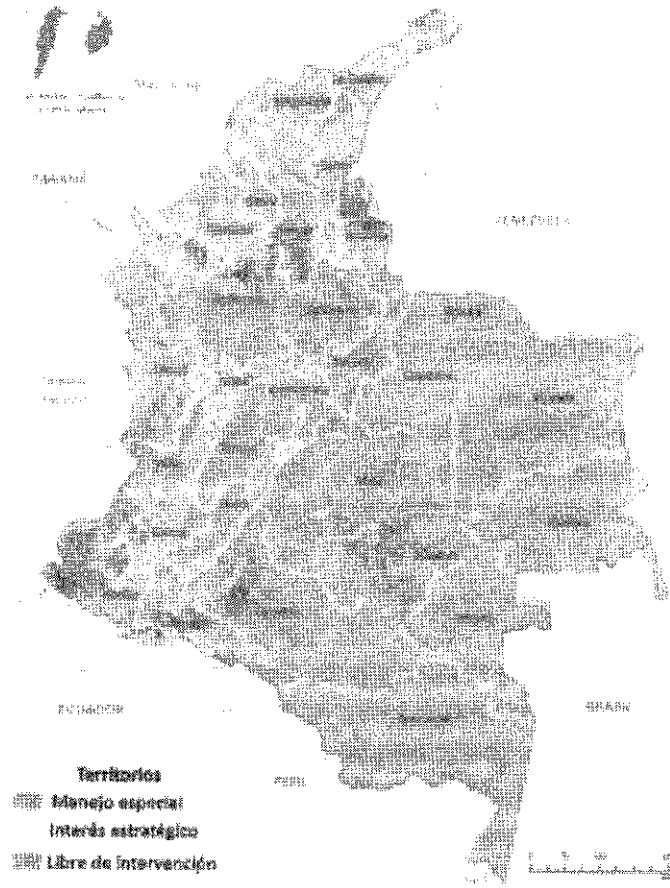
The territorial focus seeks not only to characterise the level of adverse effects, but also and principally, to identify capacity in the territories to realize their potential and to improve the sustainability of interventions. Here, the intervention strategy is defined not only by the conditions of the problem (the amount of coca-leaf planted, economic dependence or drug production), but also in capacity and strengths of the territories where growing takes place, and the environmental regulation of territory.

The territorial approach is materialized by geographical demarcation of categories of territorial intervention, the measurement of the dimensions of the problem in each category and subcategory; and the definition of a specialized institutional network for each category, to be responsible for implementing strategy.

The territories affected by illicit crops are classified into three main categories for territorial intervention (CIT): **Special Management Zones, Strategic Interest Zones** and **Free Intervention Zones**. The map below shows the CIT.

Territorial analysis





Territories:
 Special management
 Strategic interest
 Free intervention

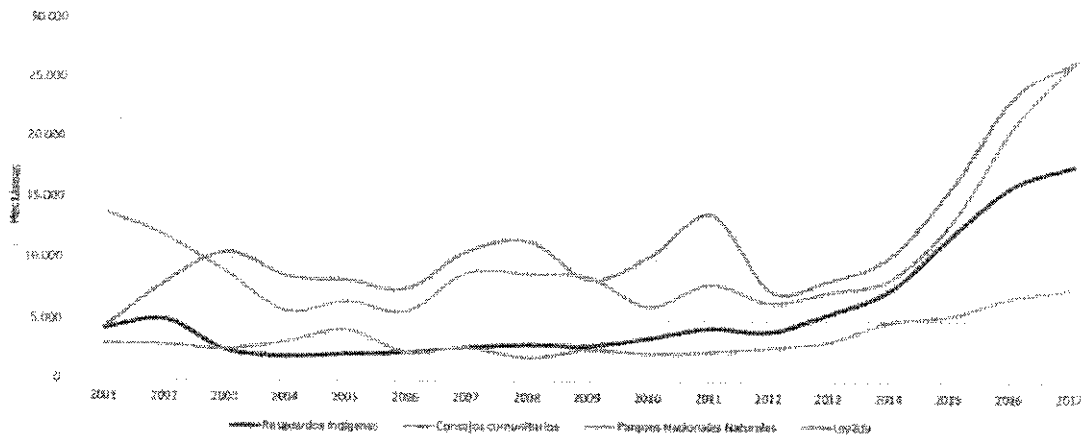
The chart below shows the dimensions of the threat for the various CIT. The Special Management Zones are not only the largest units but also those where cocaine production is greatest.

Level 2	Territorial area (km2)	Coca-leaf 2017 (ha)	Approximation to the value of the SSQQ used in the extraction and refining process (COP million)	Approximation to the potential production quantity of coca base (in tonnes)	Approximation to the valuation of the potential production of coca base (in COP million)	Approximation to the potential production of cocaine hydrochloride export type from the information of hectares in the municipality (in tonnes)	Approximation to the value of the economic flows of cocaine hydrochloride that would be activated in the processing of the leaf cultivated in the area (in COP million)
Special management zone	21,674	78,984	571,536	728	1,89,290	705	3,032,511
Free intervention zone	9,105	35,433	276,044	354	783,537	342	1,483,641
Strategic interest zone	14,207	57,081	467,681	599	1,328,165	580	2,474,340
Total	44,986	171,499	1,315,261	1,681	4,003,952	1,627	6,990,492

CIT 1. Special Management Zones

This category of territorial intervention refers to zones affected by illegal crops included in the indigenous reservations, the black community territories, the National and Regional Nature Parks, the Protective Forestry Reserves, and the Forestry Reserve Zones (Law 2/1959). Each of these territorial units has conditions established in law that require the implementation of specific mechanisms prior to the application of any strategy for intervention. Some guidelines therefore need to be set for interinstitutional coordination that will enable intervention to be coordinated at a central level, with implementation in the appropriate sequence.

Hectares of coca-leaf in Special Management Zones, 2001-2017



Ha Indigenous reservations Community Councils Nature Parks Law 2

Source: UNODC/SIMCI

Up to 2013, the area planted with cocaine in the Special Management Zones was relatively stable. However, from that year onwards there has been steady and significant increase. By 2017, the highest concentrations of coca-leaf were to be found in the Forestry Reserve Zones and in the black Community Councils.

Level 2	Level 3	Territorial area (km ²)	Coca 2017 (ha)	Approximation to the value of the Chemicals used in the extraction and refining process (COP million)	Approximation to the potential production quantity of cocaine base (in tonnes)	Approximation to the valuation of the potential production of cocaine base (in COP million)	Approximation to the potential production of cocaine hydrochloride export type from the information of hectares in the municipality (in tonnes)	Approximation to the value of the economic flows of cocaine hydrochloride that would be activated in the processing of the leaf cultivated in the area (in COP million)
	Indigenous reservations	3,625	17,909	140,894	179	483,269	173	740,930
Special management zone	Community Councils	6,220	26,702	201,383	255	755,743	247	1,050,813
	National	2,427	7,601	48,446	62	131,008	60	261,562

	Nature Parks							
	Law 2	9,402	26,772	180,814	232	522,275	224	979,206
	Total management zone	21,674	78,984	571,536	728	1,892,290	705	3,032,511
	Total	44,986	171,499	1,315,261	1,681	4,003,992	1,627	6,990,492

In 2017, 46% of the coca-leaf identified was located in the Special Management Zones (CIT 1), representing potential production of some 705 metric tonnes of cocaine, with a local market value of COP3,032,511 million (approximately USD 1 billion), according to UNODC; 188 reservations were found to be affected by coca-leaf crops, but only 10 of them concentrated more than 50% of this total.

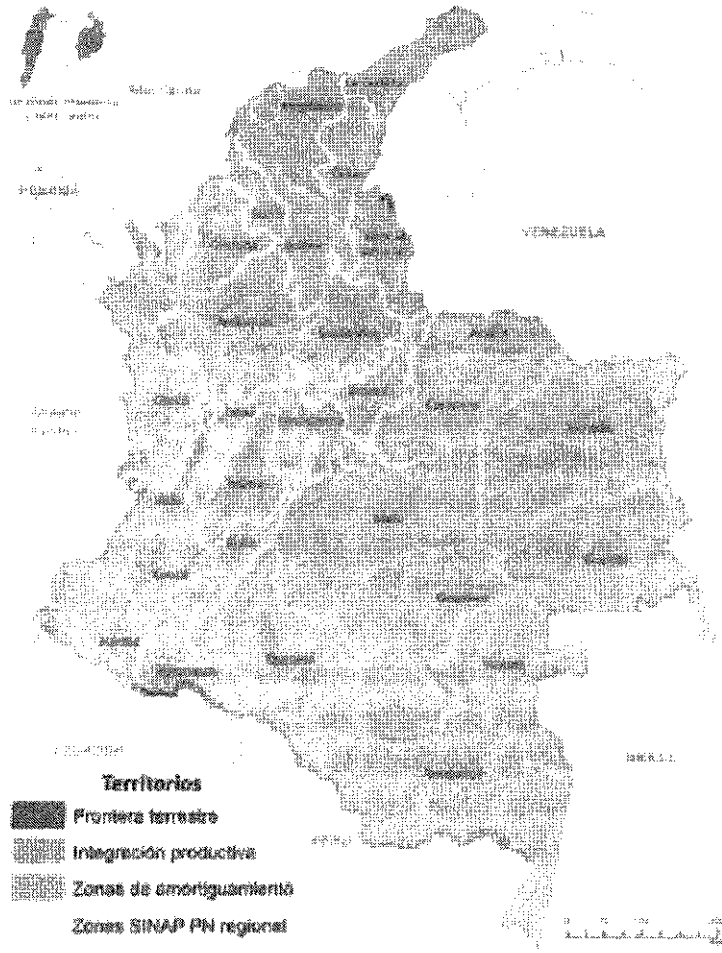
The reservations worst affected by coca-leaf crops were in Inda Zabaleta, Gran Rosario and La Turbia, all in Nariño: 105 Community Councils were found to be affected by coca-leaf, but half of the total is concentrated in only six of them. The Council's worst affected are Alto Mira, Frontera and Pro Defensa del Rio Tapaje. Finally, the worst affected Nature Parks are La Macarena, Paramillo and Nukak.

The strategic institutional network to operate in the CIT 1 is formed by the Ministry of Justice and Law, the Ministry of Defence, the Ministry of Interior, the Ministry of Environment-National Nature Parks, environmental research institutes (e.g., the Institute for Environmental Research of the Pacific, Humboldt Institute).

CIT 2. Strategic Interest Zones

This category of territorial intervention corresponds to territories where there are no particular conditions established by regulation, but where there is a strategic interest, in particular the following:

- **Land frontier zones.** These are areas close to the frontiers with Venezuela and Ecuador, where there are particular complexities, but also opportunities which can be exploited.
- **Productive integration zones.** These are zones affected by coca-leaf crops, close to Departmental capitals, offering opportunities for integration with legal economic flows.
- **Buffer zones for the Nature Park system.** These are zones close to National Parks, where a balance is needed between conservation and development which will guarantee the best possible protection to the National Parks System.
- **The SINAP zones (except National Parks).** These are areas declared to be within the National System of Protected Areas other than National Parks. In these zones, priority should be given conservation over development.



Territories	
■	Land frontier
■	Productive integration
■	Buffer Zone
■	Regional Part Zone

CIT 2 contains 33% of cocaine identified in 2017, representing a potential production of 580 metric tons, with a local market value of COP2,474,340 million (some US D 825,000 million equivalent)

Level 2	Level 3	Territorial area (km ²)	Coca 2017 (ha)	Approximation to the value of the Chemicals used in the extraction and refining process (COP million)	Approximation to the potential production quantity of cocaine base (in tonnes)	Approximation to the valuation of the potential production of cocaine base (in COP million)	Approximation to the potential production of cocaine hydrochloride export type from the information of hectares in the municipality (in tonnes)	Approximation to the value of the economic flows of cocaine hydrochloride that would be activated in the processing of the leaf cultivated in the area (in COP million)
	Land frontier	2,504	19,280	179,903	231	501,816	223	34,951
Strategic interest zone	Productive integration	8,094	24,496	197,848	254	554,486	245	1,057,094
	Buffer zones	3,583	13,280	89,817	115	271,610	111	481,573
	Regional SINAP/PN zones	26	25	112	0	253	0	722
Total strategic interest zones		14,207	57,081	467,681	599	1,328,165	580	2,474,340
Total		44,986	171,499	1m315,261	1,681	4,003,952	1,627	6,990,482

According to UNODC, the frontiers with Ecuador and Venezuela are the worst affected by coca-leaf crops, with a total identified of 19,280 ha in a total area of 2,504 km², that is, a density of 7.7 ha of coca-leaf / km², one of the highest densities in the country.

Local urban centers with the greatest quantity of coca-leaf close to them⁹ are El Tarra (Norte de Santander), Puerto Caicedo (Putumayto), Bocas de Satinga (Nariño) and San Miguel (Putumayo), It is estimated that some 8,000 km² of territory have been affected by coca-leaf plantations, sufficiently close to the larger towns to initiate processes of production of the incorporation of production based on legality. These territories are at present home to some 24,500 ha of coca-leaf.

The buffer zones are strategic to the conservation of National Parks. They therefore require differential treatment, to protect their strategic value. The buffer zones worst affected are those for the Munchique, Catatumbo-Barí and Paramillo, where there are some 33,000 ha of coca-leaf, less than 10 km from the Parks.

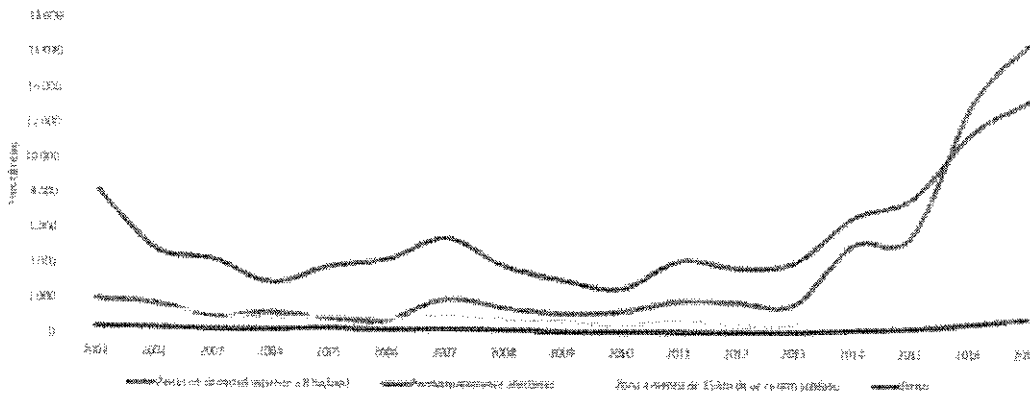
The strategic institutional network to operate in CIT2 is formed by the Ministry of Justice and Law, the Ministry of Defence, the Ministry of Environment and Sustainable Development, the Ministry of Foreign Affairs, the Ministry of Environment-National Nature Parks, the Ministry of Agriculture, and Office of the Counsellor for National Security.

CIT 3. Free Intervention Zones

⁹ The reference area was a ring of 10km round these urban centers

This category of territorial intervention refers to zones where there are no regulatory conditions or strategic limitations which need to be taken into account when designing intervention strategies. CIT 3 contains 20% of the coca-leaf identified in 2017, and some of the territories are places where the problems of illicit crops are most deeply rooted, either because they are areas permanently affected, or because they are zones with a high density of coca-leaf plantations. Productive potential production of cocaine is 342 metric tonnes, with an estimated street value in Colombia of COP1,483 million (US\$3,500 million equivalent).

Hectares of coca-leaf in Free-intervention zones, 2001-2017



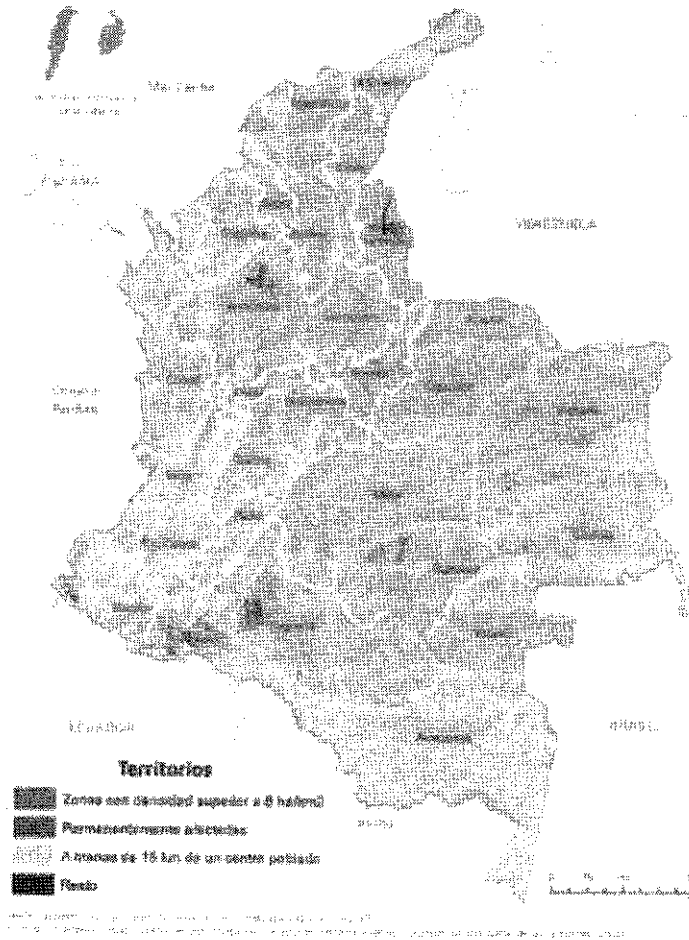
Ha.

Zones with density higher than 8ha/km2 Permanently affected Zone less than 15km from a population center Other

Source. UNODC/SIMCI

CIT 3 has an area of 5,200 km², permanently affected by coca-leaf crops for the last 10 years, and 1,034 km² where there are more than 8 ha of coca-leaf per km². More than 30,000 ha of coca-leaf were found there in 2017, and since 2013, there has been vigorous growth in the areas planted there.

Free Intervention Zones



Territories
 Density higher than 8ha/km²
 Permanently affected
 Less than 15km from a population center
 Other

The strategic network of institutions to operate in CIT 3 is formed by the Ministry of Justice and Law, the Ministry of Defense, the High Counsellor for Stabilization and the Counsellor for national Security.

Strategies to intervene territories

Strategies to reduce illicit crops	Intervention by law enforcement to recover security	
	Reactivate aerial spraying	
	Forcible manual eradication	
	Substitution of illicit crops	
	Apply R&D to incorporate science and technology to the reduction of illicit crops and availability of drugs	
Strategies to reduce illicit crops in Special Management Zones (Nature Parks, indigenous reservations, and Afro communities and the exclusion zone with Ecuador)	Apply prior consultation in indigenous reservations	
	Provide technical support for construction or adjustment to life plans, incorporating the problem associated with illicit production	
	Provide technical support for native justice to attend cases related to production and trafficking in psychoactive substances in collective territories	
	Develop a strategy to intervene Nature Parks	
	Consensus-building for interventions with the Ministry of Environment and the Parks Unit	
	Support consensus-building in actions with communities living in Nature Parks or forestry reserves, or the buffer zones	
	Remove National Park forestry reserve areas	
	Recover environmental damage	
	Sustainable forestry management	
	Set up mechanisms of coordination between the governments of Colombia and Ecuador along the 2 km strip	
	Strengthen joint relations and actions with neighbouring countries in the area for control of inputs and illicit products	
	Strengthen frontier zone interdiction	
	Strategies to reduce territorial vulnerabilities	Alternative comprehensive development in the territory.
		Stronger justice. Local systems of justice or Houses of Justice
Deeding of land.		
Strengthen the program "Formalize to substitute"		
Improve and expand the road network and infrastructure to encourage agricultural competitiveness		
Implement programs to encourage the production and sale of agricultural products		
Strengthen strategy to implement economic, environmental and productive development activities in rural areas affected, and priority areas set by the Government (PEDET)		
Increase investment in social programs		
Strengthen security and civic coexistence		
Improve transparency and accountability		
Broader capacities for Regional Procurators and Comptrollers		
Support the recovery of local governance		

Strategies to control chemicals, precursors and adulterating agents	Underpin control on foreign trade operations for chemicals and precursors. Generate mechanisms for international shared responsibility by producers of this type of substance, precursors, and adulterating agents.
	Strengthen actions in inspection, oversight and control of the market for chemicals, with articulated action and using a principle of shared responsibility with the private sector
	Promote regulatory guidelines to strengthen articulated, focalized intervention, and to speed up processes for the final disposal of substances
	Strengthen actions for control, interdiction, intelligence and investigation. Articulations with financial intelligence.
	Improve capacity to generate evidence and manage information for decision-making, follow-up and evaluation of strategies to control substances and precursors.
Strategies to dismantle production infrastructure	Strengthen investigation and effective judicialization of actors promoting production and their assets, and dismantling the complexes.
	Draw up plans to intervene trafficking and storage and collection points.
	Strengthen technical capacity of institutions responsible for combating drug production
	Strengthen technical capacity in national, departmental and local institutions to face the problem of distribution, trafficking, routes and drug storage for shipment.
	Implement Comprehensive Strategic Intervention Zones (ZEH) (with permanent assistance in financial intelligence.
Interdiction	Seize illegal substances and inputs and precursors included in current regulations, and dismantle processing laboratories for any illicit substance, to be managed by law enforcement agencies, following procedures established in current regulations.
Strategies to approach the problem of synthetic drugs and NPS	Encourage changes to the Criminal Code in the matter of synthetic drugs and NPS, by definitions of technical and regulatory tools to facilitate operations in the judicial component.
	Strengthen the institutional network to deal with the problem of synthetic drugs, emerging drugs and NPS with regard to forensic identification and processes of judicialization.
	Promote the generation of evidence that support political guidelines.
	Promote the generation of institution of administrative, operational, forensic and judicial authorities

Strategic objective 1. Reduce illicit crops

- **Reactivate the program for aerial spraying.** Spraying will be implemented in areas or zones with a high degree of adverse effects, in which it is difficult to mount other types of programs, because they are in very remote areas, and there is the presence of landmines, and security problems for the execution of manual eradication programs. In the development of PECIG, account will be taken of criteria for focalization and priorities, criteria of impact, population density, presence of communities, exhaustive follow-up to the programme in the context of the environmental management plan, and coordination with all other programs executed to reduce illicit crops. All of this, in concordance and compliance with the law, and the parameters set by the Constitutional Court.

- **Forcible manual eradication.** Eradication of illicit crops by mobile eradication groups, accompanied by law enforcement. In complement, eradication of illicit crops by law enforcement in the operational context of restoration of security, or patrolling any part of Colombian territory. This type of activity in eradication by law enforcement will be concentrated in large growing areas where there is evidence of the presence of criminal organizations in the context of strategies led by the Ministry of Defense. Complementary mechanisms, and technological for eradication will be used for eradication in addition to the programme for the eradication of illicit crops through ground spraying "PECAT"
- **Voluntary eradication.** The manual eradication of illicit crops by individuals and communities engaged in alternative development projects.
- **Substitution of illicit crops.** Promotion and strengthening of the programme for illicit crop substitution, through the encouragement of comprehensive municipal and community plans for substitution, design by consensus and with the direct participation with the communities involved
- **R&D projects.** Promote R&D projects with a principle of shared responsibility with the private sector in Colombia and other countries, to incorporate new strategies in the reduction of illicit crops and drug availability, with a mechanism for economic transformation.

Reduction of illicit crops in Special Management Areas

Indigenous reservations

- **Application of prior consultation:** Prior consultation will be applied following guidelines defined in current regulation, and defined methodological procedures. This will be a condition for interventions related to eradication (of any kind).
- **Technical support for construction and/or adjustment of life plans, incorporating problems associated with illicit production and their implementation.** This support consists of methodological technical assistance to construct or adjust life plans, such that it is incorporated since discussion on the challenge of the problem of drugs will be incorporated into the collective territories, including elements associated with production, trafficking and consumption in circular active substances, for implementation by the communities.
- **Promotion of the Comprehensive National Plan for Illicit Crop Substitution - PNIS.** This action consists in moving forward with ethnic communities who, in the exercise of their free self-determination, autonomy and government, express their interest in joining the implementation of the program, taking account of a differential focus.

- **Technical support for native justice to attend to cases related to production and trafficking in psychoactive substances in collective territories.** The support consists of technical advisory services in the area of comparative law, and in the establishment of agreements between the authorities of the collective territories for the construction of procedures for action and collaboration in cases related to criminal conduct associated with the product and trafficking in psychoactive substances in collective territories.

Protected areas of the National Nature Parks and Regional Nature Parks.

- Develop a comprehensive and differentiated strategy to help restore or conserve these areas, reducing illicit crops and other forms of crime.
- Coordinate interventions with the Ministry of Environment and Sustainable Development and the National Nature Parks System. This consists of the establishment of a procedure to define interventions in the National Nature Park protected areas, so that Regional Parks will have mechanisms for the repopulation of native species.
- **Recovery from environmental damage.** This action requires the design, setting of priorities and execution of projects in restoration, engaging local communities in areas affected by or by phenomenal with it.

Frontier zones

- **Strengthen relations and joint action with neighbouring countries in the field of control of inputs and illicit products.** This action requires the signature of binational agreements to increase the potential for interdiction and seizure of illicit substances in the Exclusion Zone
- **Set up a mechanism for coordination between governments** to reduce crops in frontier zones (coordination between Foreign Ministries)
- **Strengthen interdiction.** This action consists of an increase in technical and human capacity to undertake interdiction actions along frontiers, designed to increase efficacy and efficiency of seizure of psychoactive products and precursors.

Strategic Objective 2. Reduce territorial vulnerabilities

- **Alternative development programmes and territorial development.** Focalize the application of illicit crop substitution programs in producing zones, accompanied by investments in public services to improve conditions of life.

There will be promotion for local and international private sector participation and entities to encourage the commercialization of alternative products, such as ProColombia, through the "Marca País" initiative, so that interventions will be sustainable. The creation of a distinctive trademark or seal will be promoted to identify products coming from the zones targeted for transformation, as a mechanism of incentive and creation of value to encourage the purchase of this type of product in Colombia and elsewhere.

Further, there will be implementation of the Forest Warden Families programs in zones of environmental priority, in which the spatial unit will be the Rural District as a territorial subdivision of the Municipality. The intention is to incorporate new possibilities for alternative development, such as environmental tourism.

- **Stronger justice.** This element aims to strengthen the ordinary justice system including the Prosecution Service and other entities in the justice system at municipal and regional level, It should increase efficiency and effectiveness of judicialization of the agents of drug-trafficking and criminal networks operating in the territory. This element consists of the strengthening of specialized justice through the reallocation of courts, the creation of new courts, and specialized training for judicial officers in matters of drug-trafficking, organised crime, money-laundering and the extinction of ownership. There will also be mechanisms for differential criminal treatment for small drug-farmers who decide to apply to join PNIS.
- **Deeding of land.** Access to land and ownership is a relevant factor in the understanding of the dynamics of illicit crops, both as a causal factor of the presence of those crops, and as a component which may potentiate processes of crop substitution. It requires technical and financial support for the regularization of rural land ownership in places where deeding has been weak, but may be legally feasible. The program "Formalised to Substitute" will be strengthened to materialize land-ownership rights as an incentive not to grow coca- leaf.
- **Improve and expand the road network and infrastructure to encourage agricultural competitiveness.** This consists of improvement or expansion of the road network in zones of low connectivity, to expand social and economic opportunities for people who live there, and to increase the possibility of providing prompt law enforcement response to security threats.
- **Programs to encourage agricultural production and commercialization.** This action consists of the implementation of programs administered through ministries and other responsible entities to activate functional economic circuits into biophysical conditions and infrastructure in producing zones, incorporating the establishment of strategic alliances with market actors to reduce the economic vulnerability of traditional agricultural production.

- **Strengthen the strategy to implement economic, environmental and productive development activities in rural areas affected and prioritized by the government (PEDET)**, in order to implement activities in productive development and the generation of income with families and organizations, taking advantage of endogenous potential in territories, and generating conditions favorable to their insertion into functional markets, recognizing environmental, vocational, production and multifunctional heterogeneity of territories; and hence, support initiatives and projects to be implemented for primary production, transformation, reconversion and commercialization of agricultural goods or services.
- **Increase investment in social programs.** This action consists of the establishment of positive incentives for social investment with participation of government resources, applicable to municipalities where positive results have been produced as a result of increased efficacy of investment, with low levels of corruption, or the reduction of areas of illicit production through processes of consensus-building between local government and communities.
- **Strengthen security and civic coexistence.** This element consists in the implementation of programmes and projects designed to combat and reduce criminal activity in the zones of illicit production with the participation of law enforcement, and to generate strategic alliances with communities to improve civic security and culture of legality.
- **Strengthen transparency and accountability.** This consists of the technical enhancement of units responsible for securing transparency and accountability at departmental and municipal level, with accompaniment and oversight at national level.
- **Wider powers for Regional Procurators and Regional Comptrollers.** This consists of greater capacity of control, and the central element is the fight against corruption and the misuse of public resources, seeking to increase efficiency and efficacy in public administration.
- **Stronger local government.** This consists in providing support and technical advice to the various instances of municipal government, such that efficiency and effectiveness of public administration will be increased. It may include the implementation or expansion of specific programs managed by decentralised national entities.
- **Support for the restoration of local governance.** This action consists of measures sponsored by national and departmental government, and is designed to restore conditions of governance in a territory at municipal level, particularly in municipalities where there has been a sustained presence of illegal armed actors

and drug-trafficking networks. These actions relate to the control of organized crime, the recovery of possibilities of physical movement by public servants within a given territory, the reinforcement of control mechanisms to secure the appropriate execution of resources in rural areas of the municipalities.

- Define a functional programme for access to markets and a reduction of volatility of prices in legal production.

Strategic Objective 3. Reduction of drug production through control of chemicals and production infrastructure.

- Promote regulatory guidelines to strengthen articulated and focalized interventions. This action aims to strengthen articulated intervention focalized on high-value targets. The following strategic actions have been defined from a legislative and regulatory point of view:
 - Development of rules to allow the engagement of competencies and operational effectiveness of entities responsible for the exercise of administrative and operational control with the customs authorities, over the transport and the exploitation of natural resources; establishment of administrative sanctions for offences against the obligations those subject to control, and allowing reference to other provisions of a regulatory nature for:
 - Lists of chemicals subject to control, depending on technical and scientific evidence and the need for control;
 - Organizational action in relation to essential chemicals, and territories representing the greatest potential for illicit drug production;
 - Entry points for chemicals, to control imports.
 - Mechanisms of access to information from all control points.
 - Other variables and specific parameters of control recommended by the Technical Committee for Chemicals and Narcotics Control.
 - Definition of handling and final disposal of chemicals seized
- **Attack production centers, drug-trafficking and chemicals.**
 - a. Control the international trade in chemicals by strengthening prior notification and the implementation of an international system of early warnings, which will allow effective control to be exercised on these substances, and adversely affect drugs production. Generate spaces for shared responsibility internationally.
 - b. Undertake comprehensive action against production structures and output points.

- c. Articulate action to contain production routes and infrastructure.
- d. Take action to contain the track drug-trafficking by land, in priority focus focuses for interdiction (FIA)
- e. Approach the National Council for Judicial Police to encourage the adoption of technology for field identification, as preliminary evidence in processes of judicialization for cases of chemicals and precursors.
- f. Implement strict controls on the exploitation of the exploitation pyrolusite mines, to hamper the use of this mineral in the clandestine production of potassium permanganate
- g. Update methods for the allocation of rations for gasoline and other fuels¹⁰ to meet legitimate needs, and hamper illicit applications for drug production. Strengthen the information system for liquid fuels managed by the Ministry of Mines and Energy
- **Stronger actions for control, interdiction, intelligence and investigation.** The principal challenge for actions in control, interdiction, intelligence and investigation, which should strengthen the ambit for judicialization, corresponds to the identification of various actors involved in diversion, contraband or clandestine production of substances. It should be possible for illegal networks to be dismantled, and make subsequent judicialization effective.

This objective will require the design of strategies for following up, monitoring and cross-referencing of information from a range of sources in the public sector responsible for control in all ambits and sources in the private sector, methods for systematic and regular analysis, robust IT systems, the adaptation of technology for field inspection, and a sufficient availability of working of teams with training and with specialized training in the regulatory and technical management of chemicals.¹¹ The proposal for this objective is as follows:

- a. Focalize operational effort and intelligence on the control of essential chemicals, and territories with the greatest adverse effects of illicit crops.
- b. Implement comprehensive chemicals monitoring system for controlled substances, based on information from the Chemical Substances and Products Control Information System (SICOQ), linked to information systems used by Customs for control, administration and operations in the control of customs and excise, foreign trade, and other information systems in the private sector.

¹⁰ Currently the responsibility of the Ministry of Mines and Energy

¹¹ Hydrochloric acid and sulphuric acid used to make potassium permanganate

- c. Strengthen applicability and interoperability of the information system of the SICOQ, to enable the articulation of information required to provide complete profiles of the movements of chemicals.
 - d. Implement a methodological plan to enhance technical, administrative, legal and operational knowledge related to controlled chemicals and precursors, addressed to the responsible Colombian authorities, (e.g. Police, Customs and Excise - DIAN), the Prosecution Service- FGN, and others), and the private sector.
 - e. Form specialized teams for joint work in the systematic, sustained and permanent analysis of information related to chemicals and precursors, and the generation of reports of the dynamics of legal and illegal uses which will strengthen investigation processes.
 - f. Guarantee the deployment of operational personnel for constant oversight, inspection and interdiction nationwide, particularly at strategic points of entry and departure of chemicals, via road and in frontier areas.
 - g. Encourage the application of technology for field identification of chemicals at strategic points of for the trafficking of chemicals and drugs.
 - h. Develop a strategy for voluntary cooperation by the private sector and regional authorities for the exchange of information of unusual or suspect activities in the handling of controlled chemicals.
 - i. Encourage the development of a strategy for joint operations in a territory, with the active participation of various authorities responsible for controlling chemicals.
 - j. Construct a comprehensive plan for final disposal of chemicals seized.
 - k. Find spaces for appropriate collection and storage of chemicals seized, meeting established standards of bio security.
- **Underpinning control of foreign trade operations in chemicals and precursors.**
Impede the diversion of controlled chemicals through technical, open and cross-frontier contraband, applying a strategy of interinstitutional articulation for the exchange of information on shipments of controlled substances, in order to enable operations for verification of documents and inspection of freight, supported by risk-profiling systems and specific customs classifications. The following actions are defined for this context.
 - a. Establish a specific mechanism for the exchange of information with the competent foreign trade authorities, in relation to prior notice of exports reported on the Pen Online system of the International Narcotics Control Board, to engage in follow-up of cargo, inspection, and verification of the customs clearance process.

- b. Request changes of customs position in Colombia in accordance with Decree 3303 of 25 September 2006, and criteria adopted by the Customs, Tariffs and Foreign Trade Affairs Committee, in order to assign sub-positions specific to each type of chemical subject to control by the National Narcotics Council.
 - c. Define a risk-profiling system for the control of foreign trade in chemicals and substances, in the context of the variables established, in which all State institutions responsible will play a part, and establish a parameter of 100% selectivity for inspections
 - d. Exercise mechanisms of competency to inspect cargoes of controlled chemicals for import in primary customs zones.
- **Improve capacity for generating evidence and managing information for decision-making, follow-up, and the evaluation of strategies to control substances and precursors.** This action requires a prompt, effective and efficacious response to challenges implicit in the control of chemicals, in current circumstances, and with priority needs in terms of impact on a reduction in the offer of drugs, through the generation of knowledge to stay abreast of dynamics associated with the legal and illegal handling of substances and precursors, identifying routes and modes in trafficking, and monitoring essential chemicals, substitutes, and cutting agents with chemical techniques.

Further, it is a priority to define indicators of impact, results and efficiency to complement the figures for seizures, and to reflect the actions of all institutions responsible for control, oversight, interdiction and judicialization, together with the methods for collection, reporting and standardization of information.

The following measures have been defined as the means of improving the generation of evidence and the management of information.

- a. Encourage the ongoing development interinstitutional studies and research to feed the technical and scientific baseline in matters regarding the control of chemicals and narcotics.
- b. Define a system of impact indicators which will evidence the performance of the entire system of control and oversight of controlled substances and precursors.
- c. Design standard procedures for collection, reporting and consolidation of figures for seizures, investigations and prosecutions, to meet the needs of information for evaluation and follow-up.

- d. Strengthen the Technical Committee for Control and Inspection of Chemicals and Narcotics, as an opportunity for the exchange of information, discussion, evaluation and follow-up of actions regarding chemicals.

Strategic objective 4. Reduce availability of synthetic drugs and NPS

The arrival and positioning of synthetic and emerging drugs is seen as a threat and today is a reality which the State must face by strengthening its institutional capacity to detect and react, so the it can control their importation, with the potential risk of production, and to detain trafficking in Colombia and outside. The proposal for this objective is as follows:

- a. Encourage the updating and reform of regulations regarding synthetic drugs and NPS.
- b. Strengthen the institutional network to approach the problem of synthetic and emerging drugs and NPS, in relation to forensic identification and judicialization.
- c. Strengthen the early warning system in Colombia and internationally, to obtain information more promptly and in greater detail, to facilitate investigation and judicialization of criminal networks engaged in selling this kind of substance.
- d. Define technical and regulatory tools to facilitate operations in the judicial component.
- e. Strengthen institutional capacity of the administrative, operational, forensic and judicial authorities.
- f. Monitor and characterize chemicals in the illicit synthetic drugs market through constant coordination and interinstitutional work, and access to international databases
- g. Implementation of educational and information campaigns to encourage understanding among the young of the serious damage derived from drug consumption
- h. Promote the generation of evidence to support policy guidelines.

PILLAR 3
DE-ARTICULATE AND ATTACK CRIMINAL STRUCTURES

The problem

The illegal market in drugs is a highly profitable business that produces violence, marginalization in society - and produces enormous sums of money for criminal organizations. It has negative effects on public health, security, the economy, and the development of the country; it attracts a large number of actors who operate in different parts of the country.

The Colombian State is making major efforts to implement strategies to counter the effect produced by the world problem of illicit drugs. Despite that, according to information from law enforcement agencies, the criminal organizations adapt themselves quickly to one or another modus operandi, and take advantage of technological progress such as submersibles, unmanned aircraft, and the latest generation of modern telecommunications equipment to undertake their drug trafficking activities.

These dynamics are increasingly difficult to combat, and therefore regional and global strategies are needed to permit a stronger attack on structures, and the effectiveness of action. There must be efforts to increase the cost of drugs, from the point of origin to their final destination, with efforts that include cooperation with other jurisdictions.

The criminal organizations operate through i) the use of secondary roads to points of shipment or frontiers (tracks and other informal crossings); ii) the use of buoys as storage and supply stations; iii) the redirection of trafficking into submersibles in the Pacific; iv) overland trafficking in South America; iv) the consolidation of a trafficking platform in the Amazon region.

Specifically, seagoing transport is used to carry the great majority of illicit drugs around the world. It has been a successful medium for DTOs; to judge by the number of operational events and shipments seized, seaborne drug trafficking is the popular mode for organized transnational crime to move large shipments of drugs¹².

Further, Colombia has an extensive system of rivers, which connects regions and towns with each other, and carry people and goods. These routes are an artery for the legal and illegal economies in remote areas, and are used by criminal organizations as a means of transport to bring in materials to the centers used for the extraction and refining of drugs, and for moving them out again once they have been processed, to the points of sale.

Criminal structures vary their modus operandi, and switch between air, river or land routes to secure successful deliveries of their drugs. For example, the unions crude vessels such as

¹² Colombian Navy reports

dinghies, canoes, bongos or barges, which become an important medium for trafficking, since they have capacity to navigate in shallow waters, and do not attract much attention from the authorities, because they are also carrying passengers and ordinary goods.

The rivers Magdalena, Cauca and Sinú are among the most-used river routes for the drug traffickers in the Caribbean; and in the Pacific, the production and trafficking in drugs is even easier: they build submersibles, particularly in the Mira and Mataje rivers. As part of this practice, the main rivers in the region -Baudó, San Juan, Timbiquí, Mira and Patía have been identified. In the south, there are the Putumayo and Caquetá; and in the east, matter, one of the area, the Meta, Guaviare, Vichada and Arauca, which are commonly used for river trafficking. The criminal networks use overland routes to mobilize their illegal drugs using modes such as i) contaminated shipments of agricultural goods leaving the region; ii) concealed compartments in vehicles; iii) courier packages from rural centers to the cities; and iv) individuals, carrying small packages of drugs in their luggage, or attached to their bodies.

Efforts must go beyond the persecution of individual members of criminal organizations, and there must be a focus on the entire illegal markets, because it is the incentives created by these activities that enable the business to continue, and individuals are easily replaceable.

Further, globalization has made it easier for channels to exist for the interaction between these illegal groups, and this is a challenge for every State, because there must be effective transnational mechanisms to prevent and combat illegality, and to limit the operation of its structures.

In this context, a multidimensional focus must be adopted to take the place of a strictly operational one, complementing these efforts with prioritized activities in interdiction and investigation, designing action against the intermediary links and higher levels of the criminal system associated with drugs.

The scope of this Pillar is to serve as evidence-based guidance and promote stronger actions in the effective investigation and judicialization of the criminals who provide the dynamics to production, trafficking, the sale of drugs and related crimes.

The situation implies the need to promote the creation of special groups to exercise controls over the way in which the capacity for investigation and intelligence is strengthened in order to provide a more efficient reaction and direction to interdiction by river, land, sea and in strategic areas, through appropriate legal instruments, and greater knowledge, amongst other important factors in the challenge to this problem.

There is also a need for stronger strategic alliances with countries with common frontiers in the region, as part of activities designed to secure bilateral or multilateral cooperation. This should bring about the exchange of information on matters of intelligence, illegal drug trafficking, control of chemical inputs, the control of contraband, and cross-frontier

transport.

In this context, the crime pursued has been identified as a system which operates dynamically, and which needs prioritized and coordinated action by the authorities to define agile mechanisms to frustrate the reproduction and sustainability of criminal organizations.

Expected Results

- An effective struggle against local criminal organizations and their international allies
- The articulation of effort, promoting stronger operational capacity, and analysis of information to identify and effectively judicialize members of organizations associated with drug-trafficking activities, the promotion of stronger institutional, technical and operational capacity in the chain of investigation, judicialization and punishment.
- Priorities in the fight against criminal organizations, and the principal actors in the drug production process.

Strategic objective 1. Stronger investigation, due visualization and effective punishment of key criminal actors, and attacks on the structures through interdiction.
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- a) Stronger mechanisms of financial intelligence to identify the flows of criminal organizations and strategies used for movements of cash.
- b) A focus on interdiction operations to optimize resources and obtain better results.
- c) The promotion of stronger follow-up work, the articulation and judicialization of DTO's, employing special investigation procedures.
- d) Stronger attacks on organised crime, promoting special groups to engage in the dismantling of organizations and their support networks
- e) The articulation of the efforts of the competent public agencies with a focus on risk, in the struggle against organized crime
- f) The promotion of up-to-date knowledge among human resources involved in investigation and judicialization of high-value targets, including intelligence agencies to expand capacity.
- g) The identification of common strategic objectives among authorities involved in operating processes and investigations, the collection and analysis of information designed to de-articulate DTOs. The objectives would be determined on the basis of "a

process of characterization” and cross-analysis of variables such as the zone of territorial influence, its structure, associated crimes or phenomena, the capacity to generate violence, etc¹³. ”

- h) Consideration of the fact that "criminal intervention based on the analysis of crime, the association of cases and a construction of context, in order to challenge criminal phenomena which cause the greatest impact on the public, and to combat the various criminal structures whose actions cause alarm and fear in the community"¹⁴
- i) Regular updates of strategic objectives and “the generation of directives and technical guidelines for the effective and comprehensive judicialization of organised crime and related phenomena¹⁵”.
- j) The persecution of high-value targets in criminal organizations in the rural and urban production of drugs.
- k) The promotion of tools for the interested authorities to have access to information about related investigations, including a single register for criminal organizations under "Type-A" and "Type-B", of structures engaged in drug trafficking¹⁶”.
- l) The promotion of capacity-building for surveillance, detection, follow-up, identification and interdiction of naval units, complementing the capacity of air-sea exploration.
- m) The joining of forces between law enforcers and the transport sector to identify companies using river and sea networks (shippers), for regional and municipal interconnections in the illegal movement of inputs and drugs, and generating mechanisms for the identification and geo-referencing.
- n) Progress in the process of formalization of river transport activities.
- o) The incorporation of information on migration records and identities in investigations, and intelligence work to monitor risks of penetration of transnational organizations into local criminal circles.
- p) The implementation of a plan for the prevention of migration to reduce the risk of infiltration of transnational organizations into Colombian territory.

Strategic Objective 2. Optimization of resources of the authorities through mechanisms of inter-institutional coordination.

¹³ Prosecution Service Res. 210, 22 May 2017

¹⁴ ibid

¹⁵ ibid

¹⁶ ibid

- a) Implementation of teams of interinstitutional analysts to assist in the collection of technical information and its subsequent analysis. Strengthening of installed capacity in institutions to develop judicial investigation work for subsequent effective execution in operations.
- b) Optimization of operational planning and control mechanisms for land, river, sea and air purposes, assigning priority to territories which are strategic points for drug trafficking, based on the analysis of organized crime made to identify the most important dynamics and impacts of crime.
- c) The creation of specialized binational/multilateral groups for the exchange of operational information and intelligence (tactical, police and military), as a means of generating joint strategies to combat drug trafficking and other associated crimes in frontier areas and/or with other countries affected, to be materialised in operations to locate high-value targets and judicialize them.
- d) The promotion of mechanisms for regional and international cooperation to undertake joint investigations and operations aimed at the identification of criminal networks and export routes for drugs, exchanging operational information and intelligence.
- e) Generation of strategy for comprehensive and coordinated coverage of points of entry and departure of chemicals and drugs (frontiers, ports, crossing points, airports, territorial waters, contiguous zones and economic exclusion zones), and to strengthen control of the sea along drug trafficking routes.
- f) Limitation of the capacity to use seas and rivers for the transport of illegal substances through the optimization of seaborne and river borne authorities with intensified controls, and administrative sanctions.

Strategic Objective 3. Reduction of the domestic drug market (Micro trafficking and drug retailing).

- a. **Focus on the prosecution of criminal organizations, their distribution routes, and their salespoints**, through the systematic application of devices for identification, criminalistic investigation, police persecution, arrest and trial of members of criminal organizations associated with the distribution and sale of psychoactive substances in rural and urban scenarios. The intention is that there would be effective judicialization of leading figures and heads of highly dangerous organizations responsible for the offer of drugs.
 - Increase local capacity for law enforcement in the articulating criminal organizations engaged in the local sale of drugs, and attacking their financial flows.

- Strengthen capacity to detect and neutralize the dynamics of corruption associated with the functioning of local drug trade.
 - Reduce drug availability in the market through strategies for interdiction which will deactivate routes and have an impact on storage or supply centers, and "watering down" of drugs (preparing them for sale).
- b. Control points of entry for drugs in in cities, and intervene storage and supply centers in urban areas.** It should be articulated and transverse development of the reduction of social vulnerability and the weakening of the criminal system. The following strategies have been defined as part of this objective:
- Identify and characterize zones affected by micro trafficking and retail sales in urban and rural areas, determining the level of ill-effects.
 - The special narcotics units must be made operative to pursue criminal investigations against structures engaged in the sale of psychoactive substances
 - Strengthen oversight in the context of civic security, to exercise or restore control over public space and transit areas and the storage and supply centers for drugs in the exercise of social control, with the support of the public.
 - Mount harmonious action between public oversight and criminal investigation to assign priorities to strategic high-value targets, which will bring about the de-structuring of networks associated with drug trafficking.
 - Strengthen technical capacity for investigation by judicial agents nationwide.
 - Support action through transverse strategies of investigation, evaluation, control and the fight against corruption.
 - Design media publicity campaigns against the crime of using minors as instruments in the drugs business.
- c. Reduce the adverse effects of the local small trade in drugs and associated criminal practices on security, coexistence, and quality in territories.**
- Design and implementation of focalized and concerted intervention, to include components of social intervention, security and coexistence, articulation and management of knowledge.
 - Strengthen public-private alliances to develop local projects

- Provide technical assistance for territorial entities in the design of comprehensive interventions in territories affected by local sale of illegal drugs.
- d. Comprehensive recovery of environments affected by urban drug markets
- Restoration of public space, some of which is used for the sale or consumption of psychoactive substances, through reconstruction of the social and community fabric.
 - Increase technical capacity and empowerment of territorial entities in the design and implementation of policies for the prevention and comprehensive attention to the population vulnerable population at risk (boys, girls, adolescents, the young, women, street-dwellers, and others), in order to secure for prevention, and rehabilitation and social inclusion as the case may be.
 - Strengthen educational institutions as protective environments for the young and adolescents, based on the articulation of evidence-based prevention programs
 - Provide services in justice, health, education and civic security, and goods and services for economic progress and welfare of those living in zones of drug distribution. This intervention must be accompanied by public-private alliances and international cooperation.
 - Generate opportunities for formation, production and employment taking account of the particular needs of boys, girls, adolescents, the young, women, ethnic minorities and the community in general.
 - Provide comprehensive prevention and protection for the young, adolescent boys and girls, including those confined in the Juvenile Crime System. This should be accompanied by psychosocial interventions and the generation of resources in a context of legality, designed to reduce recidivism, and the crime of selling drugs, among those found responsible for less dangerous offences.
 - Create and support networks and models of community psychosocial care, to act as an alternative in meeting the needs of groups excluded or at risk of exclusion, and the social stigma of those using psychoactive substances in any context (schools, universities, at home, or in the community in general).
 - Empowerment of communities for the design, implementation and evaluation of social intervention to encourage the organizational capacity of communities to respond to the needs of population groups living in those zones; strengthen networks of civic participation as mechanisms of communication between the

community and the authorities.

Strategic Objective 4. Strategic control of frontier territory

- a) Strengthen mechanisms for of control by land, river, sea and air in frontier zones.
- b) Strengthen mechanisms for regional and international cooperation through joint investigation to help identify criminal networks and drug trafficking routes.
- c) Maintain effective control of points of entry and departure of drugs and substances and precursors in frontier zones.
- d) Establishment priority intervention points, selected as being used for drug trafficking.

PILLAR 4:
ATTACKING CRIMINAL ECONOMIES AND THEIR SOURCES OF INCOME.

Introduction

Since the 1980s, drug-trafficking has become a profitable business for criminal organizations, and allowed them to maintain constant capital flows, making them able to engage in continuous operations and accumulate wealth. In general, the channels selected for these illegal funds through the legal economy may have negative effects in three main sectors¹⁷:

- **The financial sector** may develop vulnerabilities, by taking in illegal funds, and in turn eroding the reputation of the banking system¹⁸.
- **The real sector** may suffer a negative impact to the extent that illegal funds are being channelled into the less efficient sectors, which will entail a distortion of exchange rates, inflation, inference on the money supply, with a possible reduction in rates of economic growth in a country¹⁹.
- **Foreign trade and capital markets** may be affected also, to the extent that illegal funds will distort imports and exports of the country, and capital flows in and out of total of the territory²⁰.

In this context, there must be concentrated efforts to damage the financial flows of drug traffickers, and the growth in assets of criminal structures (as a result of the profits made by drug-trafficking and other associated crimes, such as extortion, the illegal exploitation of minerals, and contraband), and further, strategies must be implemented to prevent the propagation of this phenomenon.

The problem

Drug-trafficking is a transnational phenomenon, and it causes negative effects on the economy and society. It is therefore necessary to adopt strategies which will give priority to actions and territories, and so, to further the principal objective of financial disruption²¹ of criminal organizations and networks, and so, limit the development of their operations and their business, cut into their profits, and discourage capital investment.

¹⁷ World Bank Illicit Activity in Money-Laundering from an Economic Growth Perspective p.50 Para 4

¹⁸ Ibid. P. 5

¹⁹ Ibid. P. 5

²⁰ Ibid. P. 5

²¹ Interruption of financial flows associated with the business and required for its continuity

In this context it is important to identify what the main sources of income of the criminal are, and Colombia has therefore developed international and regional evaluations, to place a value on the main threats and vulnerabilities of the anti-money laundering and financing of terrorism system (ALM/FT). Its results showed that the drug-trafficking is one of the most important phenomena - along with contraband and corruption - and is part of the same set of illegal actions that make the operations of those structures possible.

Further, the document "Illicit Activity and Money laundering from an Economic Growth Perspective", produced by the World Bank with the support of the Colombian Finance Ministry Special Unit for Financial Analysis – UIAF - shows that estimates of the income from drug-trafficking are consistent with the dominant role of this phenomenon throughout Colombian history. At its peak, it achieved 12% of GDP in 2003, and fell to 2% in 2013²².

This suggests the conclusion that in recent decades the criminal organizations have found sources of funds that can be channelled into the economy through consumption or investment in legal goods.

Here, and as a complement to the World Bank study, the UIAF has made an analysis of several scenarios that describe different stages in the chain of drug-trafficking, including production, capital flows, the accumulation of wealth, and indeed, an approximate idea of the impact of State intervention on money-laundering.

The results allow the conclusion that State action is crucial for further disruption of the criminal organizations, to the extent that seizures and the extinction of ownership have a positive effect on the interruption of capital flows, and on the formation of personal fortunes.

The results of the UIAF analysis show that in 2016, it was estimated that money laundering accounted for 2% of Colombia's GDP, net of State interventions: but if those interventions had not taken place, that percentage would have been 3.4% - a difference of 1.4%. Further, in the context of the accumulation of wealth, it was found that in 2017, net of State action, the traffickers were worth approximately 5% of GDP: but if no action had been taken – no seizures made for extinction of ownership – they would have been worth 9.1%, a variation of 4.1%.

In this context, it is essential that State action should be designed to break up this criminal industry, and attack the personal wealth and liquidity of the criminal structures: it needs to be more efficient and articulated in order to make a financial impact on them, looking to prevent, detect and confiscate funds that could be used to consume legal goods and services, or invested in assets.²³

²² World Bank op cit p. 49-50

²³ Ibid World Bank p. 49-50

The effort needed can be achieved through interinstitutional effort to attack the economy and sources of income of the traffickers, through enhanced capacity for prevention, detection and judicialization of high-value targets for criminal structures, in order to increase the effectiveness and efficiency of the State.

These measures call for the optimization of institutions and technologies, the obtaining of better results through extinction of ownership, confiscation, and the recovery of assets of outside Colombia; further, the strategic use of information from intelligence, with support from international corporations and the private sector.

The private sector has been a basic actor in prevention and adverse effects of criminal organizations, but now, new sectors need to be included and obliged to report²⁴, so that there will be a greater store of financial information useful for the detection of flows and associated goods into drug-trafficking.

In addition, and given the transnational nature of money-laundering and the financing of terrorism, there is a need to strengthen the exchange of financial information within Colombia and internationally, with a focus on jurisdictions and sectors with the greatest propensity for risk. Further, leadership needs to be found for a public policy which requires the integration of effort against money laundering and the financing of terrorism, with the Comprehensive Policy to Combat the Problem of Drugs.

Expected results

- Financial disruption caused to criminal organizations, adversely affecting capital flows and limiting their capacity to operate and earn money.
- Adverse effects on the personal wealth of criminal organizations and their networks
- Improvements in the effectiveness of the system to counter money laundering and financing of terrorism.

Strategic Objective 1. Interruption of financial flows of criminal organizations and their networks¹

Optimization of the institutions.

Identification and appropriate evaluation of ALM/FT risks, and means to mitigate them and implement measures which will be able to adapt to changing threats and vulnerabilities that attack the financial system, (ALA/CFT) taking account of particular features in different territories.

²⁴ i.e. to report under ALM/FT regulations for suspect operations and regular information for the prevention and detection of ALM/FT-linked operations

Legal instruments available in the context of money-laundering and financing of terrorism must also be optimized, in order to provide entities in the money-laundering system with the capacity and interaction required to obtain effective results in protecting the economy and society.

The following strategies have been devised to achieve these objectives:

- a. Generate specialized binational and multinational groups for exchange of operating information and tactical, financial, police and military intelligence, so that joint strategies are generated to combat drug-trafficking and contraband in frontier areas, by mounting operations to locate and judicialize high-value targets, and detect financial flows of criminal organizations.
- b. Implement plans that give priority to threats, vulnerabilities and key zones, on the basis of the results of risk evaluations, to implement strategies of intervention and to strengthen directives for priorities in investigation, and to start the process against laundering and extinction of ownership, in coordination with national-level entities.
- c. Optimization of authority levels, so that bodies responsible for inspection, oversight and control will be able to exercise more effective supervision in the prevention of money- laundering and financing of terrorism, focusing their efforts on the implementation of a risk-based methodology, and promoting tools that will more efficient work in due diligence exercises and the identification of final beneficiaries.
- d. Identification of new sectors that may be vulnerable to being used by criminal organizations to launder assets and/or channel funds intended for the financing of terrorism; a supervisor must be assigned to these sectors, responsible for the work of inspection, oversight and control.

Here, of course, there is a proviso that in special and specific cases determined by the State, self-regulation should be encouraged, and the creation of inter-- industry networks should be encouraged, to favor public/private dialogue.

- e. There must be a focus on preventive action, based on available information, in order to intensify controls over sectors of the economy that may prove to be more vulnerable, giving priority to during specific jurisdictions and niches, so that oversight work will be more effective and efficient.
- f. Strengthen control mechanisms in foreign trade operations through strategies for transparency, optimization of technologies, and international cooperation. Also, operations and legal mechanisms for timely control of cross-frontier

transport of cash should be enhanced, through the new points of entry.

- g. Monitoring of the effectiveness of the ALM/FT systems in the context of the Commission for Interinstitutional Coordination against Money-Laundering and the Financing of Terrorism (CCICLA). The Commission is the maximum senior authority in coordination and accountability of institutions for issues related to ALM/FT. Further, truthful and timely information supplied to the entities to update public policy, strategies for intervention, and mechanisms of action to enable effective results to be achieved in the prevention, investigation, judicialization and punishment of LM/FT crimes.

The results of the struggle against as financing of terrorism will be reported annually to the National Narcotics Council.

- h. The highlights of the results of the System must be published, so that the effectiveness of the battle against ALM/FT may be more widely known.
- i. Generate interinstitutional strategies in the context of the Joint Intelligence Board, starting with tactical, financial, police and military intelligence information, and providing input to determine what efforts should be made to improve State capacity to detect the investment and financing flows of criminal organizations, and judicialization of high-value targets.
- j. Promote spaces to enhance knowledge and good practices between the Prosecution Service, the investigations agencies and the judiciary, and encourage the exchange of experiences between public and private sectors.
- k. Develop tools for the competent authorities to have access to information about the final beneficiaries of companies registered in Colombia. This action must have a regulatory design, of a kind suitable to guarantee access to information about the final beneficiary.

Stronger Technology.

There should be greater use of technology to reduce asymmetrical information, support prevention work, speed up detection, and make the extinction of ownership and the recovery of property outside Colombia more efficient.

The intention is to have truthful and timely information from the authorities to support the process of formulation and implementation of strategy, decision-making in matters of public policy, and the proper functioning of the ALM/FT system. The following actions have been developed to achieve these objectives:

- a. Promote the implementation of CONPES 3920/2018 "to increase the use of data in

Colombia, through the development of conditions for data to be managed as assets, and to generate social and economic value²⁵. The objective of mass use of data is to make the information of public entities available in accessible and usable digital form and of good quality; to generate legal security for use; to have human capital available to generate value from data; and to generate a culture of data in Colombia., which must be digital and accessible, and usable and of high quality; the generation of legal security for the use of data; the availability of human capital to generate value with data, and the generation of a culture of data in Colombia.²⁶

These actions are designed to collect, process, share and integrate data to have access to up-to-date information and relevant information from entities forming the ALM/FT System.

- b. Design and implement strategies, accompanied by procedures for the exchange of information, configured planned for the maintenance, updating and monitoring of information on an ongoing basis, with mechanisms to promote the satisfaction of defined commitments.

Strategic Objective 2. To attack the accumulation of wealth and capital flows of criminal organizations and their networks, through the extinction of ownership, seizures, and the recovery of assets outside Colombia.

The following strategies have been devised in order to attack the accumulation of wealth and capital flows of criminal organizations and their networks:

- a. Optimize human, technical, technological and specialized infrastructure resources, for the process of extinction of ownership and the recovery of assets outside Colombia, creating installed capacity in the competent entities.
- b. Optimize coordination between competent entities to conduct the proceedings for the extinction of ownership and to locate strategic assets of criminal organizations.
- c. Promote the enhancement of coverage of traditional authorities responsible for conducting cases of extinction of ownership in the first and second instance, so that they can be processed quickly.
- d. Optimize the administration of for assets affected by embargoes and those entering the FRISCO ecosystem as a result of an enforceable judgement, in order to minimize administration costs, the risk of damage, and the deterioration linked to lack of use and consequent illegal damage.

²⁵ CONPES 3920/2018 p. 69

²⁶ Ibid..

- e. Promote the application of mechanisms to favor the use of those assets by State entities.
- f. Increase and/or optimize use of bilateral and/or multilateral agreements for judicial cooperation in investigating drug-trafficking crimes, corruption, and other crimes that attract the extinction of ownership, oriented towards coordination and exchange of information, the generation of strategies and the development operations to identify, locate and secure assets that may be open to extinction of the ownership of criminal organizations, and are located outside Colombia and difficult to identify.
- g. Strengthen the running of the system of marketing the goods which are the object of extinction of ownership, so that they will be monetized efficiently, increasing State resources to combat the problem of this crime.
- h. Create criteria to set priorities that will optimize the use of the figure of extinction of ownership and seizure.

Strategic Objective 3. Monitoring and follow-up of the effectiveness of the ALM/FT system

In order to monitor the effectiveness of the ALM/FT system, and to establish evidence of adverse effect on criminal economies and their sources of income, a single source of information will be defined, and there will be follow-up of the following indicators of the results of the policy:

Indicators of results	Responsible for providing information
Annual evaluation of threats and vulnerabilities of the ALM/FT system	Ministry of Justice and Law-UIAF
Increase in the value of cases of financial intelligence on ALM/FT reported to FGM each year	Attorney General - UIAF
Increase in the number of judgements for money laundering offences in the year, for preceding crimes and a Number of individuals	Attorney General/Superior Council of the Judicature
Increase in the value of assets under precautionary measures for the extinction of ownership	Prosecution Service/SAE
Increase in the value of assets managed by FRISCO	Office of the Attorney General/SAE
Increase in the value of assets administered by FPGA	Office of the Attorney General
Increase in the value of items withheld by FPGA and DIAN Prosecution Service and DIAN	DIAN
Increase in the value of sanctions applied by DIAN for false declarations or omissions	DIAN
Drills under an Inter-administrative agreement on freezing	Ministry of Foreign Affairs
Increase in the number of individuals taking part in scenarios to enhance knowledge of ALM/FT measures made with the private sector	Entities of inspection, oversight and control
Increase in the number of in-situ visits or extra situ visits by supervisors and matters related to ALM/FT prevention	Entities of inspection, oversight and control
Increase in the number of cases opened on ALM-FT offenses	Entities of inspection, oversight and control

PILLAR 5

1. **Generate territorial conditions to encourage legal rural and urban economies, in the context of environmental sustainability**

Strategic Objective 1. Comprehensive rural development to disengage the rural population from the drugs problem in each of its phases, effectively and sustainably.

Changing the conditions of vulnerability of the territories and populations affected by the problem of drugs, building a collective vision of development, which will strengthen the capacity of institutions and individuals. The following strategies have been defined for this objective:

- a. Promote the articulation of territorial and national entities through the Regional Drugs Councils, to strengthen corporate governance in the battle against drugs.
- b. Coordinate action to help reduce illicit crops as a product of the reduction of vulnerability into the territory, which will in turn help to overcome the adverse effects of their presence and bring about the articulation of all actors (central government, the department, the municipality, the community) in the territory, through plans for sustainable territorial environmental transformation. Efforts will be focalized, interventions will be more effective and there will be less replanting of illicit crops.
- c. Generate a roadmap with uniform planning for the stabilization of municipalities with territorial focus development plans (PDET), the Comprehensive Illicit Crop Substitution Program (PNIS), with actions aligned with the Implementation Framework Plan (PMI), and National Sector Plans.
- d. Empower communities in the design, implementation and evaluation of plans for territorial transformation, plans and live projects that generate social cohesion social and political cohesion in the community, and reflect specific needs of population groups and the territory. Instruments and mechanisms for planning are needed as part of the articulated and harmonious development of the uniform roadmap for the stabilization of territory, under the coordination of the High Counsellor for the Post-conflict/Stabilization, with the support of the Territorial Renewal Agency-ART.
- e. Intervention in priority and focalized municipalities to implement the territorial-focus development plans in accordance with commitments acquired in the Peace Agreements, criteria of territorial vulnerability concerted and sustained institutional capacity of the nation and the territory, and the level of adverse effects due to illicit crops, to guarantee gradual coverage of the territory.

- f. Comprehensive and sustained intervention through plans for territorial transformation designed to achieve gradual recovery of territories, social, economic and institutional development. These plans are characterised by following:
- i. Development of a territorial vision, oriented to guarantee territorial security, services of justice, health, education and civic security, and goods and services for economic progress and welfare of the population and the effective inclusion into society²⁷.
 - ii. Multidimensional strategies, designed to secure changes in local, regional, institutional and organizational conditions that have so far enabled criminal organizations to survive and reproduce²⁸.
 - iii. Combine actions designed to develop institutions, to bring in productive resources (capital, land, technical competencies), and the development of infrastructure (productive and social).
 - iv. Promoted sustainable organization and associative action in subsistence farming communities, indigenous groups and Afro Colombian communities.
 - v. Generate opportunities for formation, production and employment, taking account of particular needs of the young, women, and indigenous and Afro Colombian communities.
 - vi. As a priority, engage families in processes of formalization of land ownership in zones of implementation of the strategy.
 - vii. Arrange consensus-driven eradication of illicit crops, with the communities affected, engaging their harmonious action with the implementation of plans for territorial transformation, securing financial sustainability of these communities, and the security of individuals engaged in eradication.
 - viii. Secure the environmental recovery of territories adversely affected by crops and production of psychoactive substances, and prevent and mitigate potential environmental impact generated by State intervention for the transformation of these territories.
- g. Make a clear definition of competencies in the context of close articulation between the various territorial orders (national, departmental, municipal and community), and

²⁷ Advisory Commission for Drugs Policy in Colombia 2014. Guidelines for a new focus in drugs policy in Colombia p. 42

²⁸ Ibid. P-. 75

empowerment of departmental and municipal government and communities for the effective design, implementation and evaluation of strategies and plans for territorial transformation.

- h. Promote the security, oversight and control of priority protected areas suffering from high levels of threat from illegal dynamics such as illicit crops, illegal mining, the felling of trees, and the concentration of land ownership.

2. International positioning of the Comprehensive Policy to Combat the Problem of Drugs, and to manage support of cooperating agencies and the private sector in implementation.

Strategic Objective 1. To influence the development of the world drugs policy, such that it will reflect and endorse the needs, interests and priorities of Colombia, as defined in comprehensive policy to combat the drugs problem.

In order to assume, consolidate and move forward in the implementation of changes and points of focus proposed in UNGASS 2016, as a product of the leadership of Colombia, this country proposes some strategies to be followed:

- a. Incorporate the Comprehensive Policy to Combat the Problem of Drugs into the general framework of Colombia's foreign policy, in order to encourage a coherent and unified political discourse in international contexts.
- b. Encourage Colombia's international leadership based on experiences and its own capacities in strategic issues²⁹, such as public health, alternative justice, alternative development, the control of precursors and chemicals, and the fight against common and organized crime.
- c. Achieve political leadership to influence the inclusion of new points of focus in the world drugs problem defined by UNGASS 2016, in the political declaration and in the action plan for international cooperation 2019-22.
- d. Position new points of focus in the world drugs policy in multilateral, regional and sub regional contexts, in think-tanks and NGOs, in alignment with agendas for public health, human rights, development and security.
- e. Promote the alignment of international cooperation with the principles, focus and guidelines set in the Comprehensive Policy to Combat the Problem of Drugs.

²⁹ Advisory Commission for Drugs Policy in Colombia 2014. Guidelines for a new focus in drugs policy in Colombia p.71

Strategic Objective 2. Strengthen economic international cooperation to arrange financial and technical support for the implementation and follow-up of the Comprehensive Policy to Combat the Problem of Drugs.

Arrange for technical financial support for the implementation and follow-up of the Comprehensive Policy to Combat the Problem of Drugs with international cooperation and the private sector, promoting the sustainability of actions and programs through the following strategies:

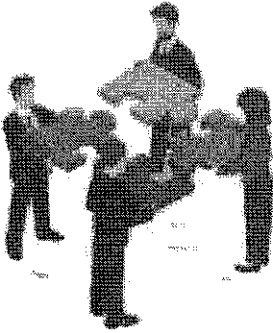
- a. Identify and manage international cooperation destined for the fight against drug trafficking and territorial capacity-building.
- b. Promote South-South cooperation and triangular Cooperation to consolidate Colombia as a source of offer of international cooperation, sharing successful experiences and lessons learned. Colombia's potential for replication will enable internal strengths and lessons learned to be shared with other countries; and at the same time, it can continue to position the promotion of the focus of public health and human rights.
- c. Promote the management of knowledge in matters of drugs, documentation and systematization of experiences and practices of Colombia in this field.

3. Encouragement for coordination and articulation between institutions to meet strategic goals.

- a. This Comprehensive Policy to Combat the Problem of Drugs will take part in the Strategic Management Group, involved in public policy in peace, drugs, security and protection for leaders.
- b. Raise the status of this Policy that of *State policy*, through the strengthening of the National Narcotics Council, as a space for coordination and articulation of the programs, and to strengthen the articulation between national-regional instances and sectors.
- c. Article 91 of Law 30/1986 assigns the function of formulation of policies plans and programmes to reduce the production, sale, trafficking and use of addictive drugs to the National Narcotics Council. The Council is also responsible for guaranteeing synergies, communications and the effective exchange of information between the institutions, the private sector and civil society, and for pursuing the definition, planning and implementation of guidelines, plans, programs, projects and strategies, in articulation between competent institutions.
- d. Focus the policy on capacity building for territorial and local authorities

- e. Articulate public entities and communities vertically and horizontally to define public policy, with the support of international cooperation and the private sector.
- f. Use planning instruments for public policy to unify the single position for the State and objectives set around the issue.

CONSEJO NACIONAL DE ESTUPEFACIENTES (CNE) (Narcotics Council)

Created by Decree 1206 of July 26, 1973, established as Law 30/1996	→	Is the Government's advisory body, under SAID, for the formulation of policies, plans and programs that entities must develop for the production, trade and use of drugs
		<ul style="list-style-type: none"> • Ministry of Justice and Law (presides) • Ministry of Defence • Ministry of Education • Ministry of Health and Social Protection • Ministry of Foreign Affairs • Office of the Procurator • National Police • Attorney General • Ministry of Agriculture and Rural Development
Technical Secretary CNE	→	Article 22 Decree 1427, 2017 The Directorate of Drugs Policy and related activities is the permanent Technical Secretary

The following are priority elements in the ambit of coordination, necessary to ensure that this Policy is efficiently developed:

- a. Guarantee continuity to the execution of the Policy from one administration to the next, on the understanding that this is a matter of *State policy*.
- b. Ensure that actions and strategies implemented by entities in the context of the Policy provides a response to the strategic targets and goals and objectives defined in guidelines presented in this document.
- c. Encourage equitable intervention in each of the phases of the drugs chain, in to match the negative impacts that each may have on the Colombian public.
- d. Encourage synergies, consistency and efficient practice among the relevant institutions, organs and initiatives, avoiding duplication of technical, human and financial effort, and facilitating the effective exchange of information.

- e. Assure coordination with local government at all levels, to achieve coordinated implementation of this Policy.
- f. Provide Leadership in the monitoring and evaluation of actions and strategies of the institutions, with regular reviews and new strategies in the context of continuous improvement to secure changes towards a culture of legality, the promotion of coexistence and public health.
- g. Encourage and promote the active and informed participation of civil society - understood to include NGOs, the young, drugs consumers and all this Policy's beneficiaries, in the definition, implementation and follow-up of the same, and national and local levels.
- h. Secure the useful, concerted, informed and consistent participation in the whole range of international spaces, as a means of influencing the World Drugs Policy and working to ensure that it is coherent, in coordination with the Ministry of Foreign Affairs.
- i. Focus this Policy on capacity building in territorial and local authorities in the priority municipalities, and the circle of focalized intervention by the States. The focus should be understood to be a priority, as something with which the State arrives at the territories as part of the necessary response, with public goods, with the forces of law and order, and at the same time, with a social component. The 16 Territorial-Focus Development Programs (PDET) will enable a roadmap to be generated for work, in which priority will be given to articulation, organization, and timely execution.

4. Encouragement for the generation of knowledge, follow-up and evaluation of drugs policy in Colombia.

The dynamics of the problem, and the challenges to the formulation, implementation and follow-up of this Comprehensive Policy to Combat the Problem of Drugs, demand clear tools and processes for the collection, systematization and analysis of information, in such a way as to be able to make regular evidence-based reviews of the Policy, designed to achieve greater effectiveness, efficacy and impact on implementation.

The Colombia Drugs Observatory (ODC) is the Government's official source in drug matters, in the terms of National Narcotics Council Resolution 6/2005.

The Observatory's information system manages objective, reliable, continuous, up-to-date and comparable information of the problems of drugs and related crimes. It can analyse trends and contribute to the formulation, follow-up and evaluation of drugs policy with a multidimensional focus. The Observatory must therefore focus on the following:

- a. Encourage the adequate use and exploitation of information to improve the impact

of plans, programs, projects and strategies of this Policy.

- b. Define, arrange, consult and analyze indicators to provide information on the problem of drugs, and on the impacts of this Policy to combat it. It should provide a transverse, timely and comprehensive evaluation of actions, strategies and projects developed by the competent institutions.

A number of different types of indicators are required for this, so that the Government can effect follow-up at several levels:

- i. Impact indicators.** Designed to facilitate the evaluation of effectiveness of public policy, in terms of impact.

- ii. Results indicators.** Designed to facilitate follow-up of the dynamics of the three long-term results expected.

- iii. Performance indicators.** Designed to record the dynamics of operation of action areas.

- iv. Resource indicators.** Designed to reflect investments made by the State to combat the problem of drugs at national, departmental and municipal levels.

- c. Manage knowledge, research, characterization, pilot schemes and situation analysis that will help to define the dynamics of the drugs problem: the results should be made known at national, regional and local levels, to secure the assurance that the implementation of interventions and strategies to secure results is effective.
- d. Contribute methods and procedures for the measurement of performance and results of actions pursued by the competent institutions in this Policy. The entities appointed by the National Narcotics Council will report the information defined by the Council, through mechanisms to be agreed.
- e. Boost technical, economic and human investment, to enhance the exchange and analysis of information, the generation of data and follow-up to the implementation of the policy.
- f. Improve infrastructure of knowledge and technology, and play a decisive role as the central actor to facilitate, support and provide information, research, follow-up and evaluation of drugs matters in Colombia.
- g. Enhance the Early Warning System and supply information from a range of institutions, entities, territories and instances to improve the capacity to detect, evaluate and provide a quick and effective response to the appearance of new psychoactive substances, changes of behavior and epidemic outbreaks, as well as



other emerging trends which might represent risks to public health and safety.

- h. Encourage and support research, including applied research, into new psychotropic substances, and secure cooperation and coordination between networks at international, national, regional and local levels, in order to increase the understanding of the phenomenon of drugs.
- i. Provide technical assistance to competent entities at national, departmental and local levels, in relations to the follow-up, monitoring and evaluation of this Policy.
- j. Enhance and encourage digital and electronic channels to facilitate access, consultation and dissemination of information.

5. Assurance of the availability of substances subject to control and access to them, solely for medical and scientific purposes, and to impede diversion.

Strategic Objective 1. Strengthening of the proper functioning of the national model for control and inspection for safe and informed access to cannabis.

As a consequence of the promulgation of Law 1787 of 6 July 2016 and its regulatory Decrees, Colombia has established a regulatory framework allowing general, safe and informed access to cannabis and its derivatives, solely for medical and scientific purposes.

There is therefore now a legal route for the use and possession of Cannabis, planting it, and producing derivatives and medicaments; research can be encouraged, cannabis can be developed as an industrial product, and a number of producers can now be part of social and economic integration, with involvement in the execution of plans and projects defined by the State. These projects are designed to ensure the availability of controlled substances under State oversight solely for scientific and medicinal purposes, and to prevent diversion into channels for illicit production, trafficking and consumption.

This responsibility means that an evidence-based control model needs to be designed in order to guarantee the medical and scientific use of the drug with the highest level of consumption around the world (including Colombia). It should therefore stimulate economic growth, but avoid diversion into illegal channels of trafficking and consumption.

Here, and unlike the knowledge and monitoring of coca-leaf crops in Colombia, there is a lack of verifiable and methodologically rigorous information regarding the extent of the growing areas and productivity of marihuana, not to mention the varieties produced, farming methods, and the content of cannabinoids.

That said, the purpose of promoting efficient, effective coordination and the modernization of the administration of justice and functions of the control bodies, the design and implementation of the model of control for cannabis must include the following activities

with the active participation of the regulators, and other competent authorities:

- a. Define mechanisms and tools to control activities related to the handling of seeds for planting, the cannabis crop, and cannabis for medical and scientific purposes.
- b. Develop IT tools to keep updated records of users, license applications, online movements, and articulation of the control authorities.
- c. Encourage "refresher courses" to keep Colombian forensic chemists up to date regarding the analytical methods for identification of cannabinoids.
- d. Arrange meetings for the socialization of guidelines for the control of license-holders and authorities.
- e. Generate technical and scientific evidence to support the guidelines of cannabis control.

Strategic Objective 2. Control of abuse and diversion of narcotic and psychotropic medicaments.

There are a large number of psychoactive substances which have been used for human consumption or employed in animal health. Their production, importation, distribution and use permitted by Colombian legislation, because their properties and applications have been recognized and authorized by competent authorities.

Psychoactive medicaments or pharmaceuticals can be defined as regulated drugs that circulate in the wide market of a global nature, of which chemical industry is part, along with pharmaceutical laboratories and components of the health system. It is essential to adopt measures to limit their offer for legitimate medical and scientific purposes only, without causing any undue effect on availability and accessibility.

In Colombia, all medicaments that contain controlled substances, including precursors, are controlled in stages of manufacture and importation, and if the finished product shows that there is some demonstrable risk of abuse, diversion or addiction, the drug will be classified as a "Special-Control Medicament", in any presentation or pharmaceutical form. The sale of this class of medicaments over the Internet is prohibited, as is their delivery or dispatch by mail or similar means.

Year after year, world statistics and reports provide increasing emphasis on the phenomenon of trafficking and abuse of controlled pharmaceutical products, constantly on the increase. The international community indicates that the improper use of medicaments containing controlled substances can be as dangerous as the illicit use of other drugs such as heroin and cocaine, and there have been specific reports of deaths, mainly due to the consumption of analgesic narcotics.



The panorama in Colombia is no different from that of the rest of the world. National studies of consumption show that there are indicators of high levels of abuse of sedatives or tranquillisers. Despite the worrying figures, the abuse of medicaments is an area that sometimes lacks any analysis in depth of the kind performed with other drugs, because pharmaceuticals are conceived as *legal drugs*. This is a situation, however, that makes such drugs no less addictive or dangerous than illegal drugs, if measured in terms of associated deaths. This situation in turn has the effect that fewer actions are taken to prevent abuse, or to attack trafficking. Therefore, the proposal is to develop the following strategies:

- a. Make more thorough analysis of the routes of administration and risky conduct associated with abuse of psychoactive drugs, and the intention to consume them (as self-medication or with the clear intention to drug oneself).
- b. Increase and optimize seizures of controlled medicaments when stored, transported, or sold without the permission of the competent authorities.
- c. Make epidemiological studies and market studies to determine the therapeutic needs of special-control medicaments with greater precision.
- d. Promote capacity-building among the law enforcement agencies, in the judicial system, and in the customs and health authorities, supported by mechanisms for training and sensitization, in order to repress the trafficking in controlled pharmaceuticals.

