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FINAL REPORT
GROUP OF EXPERTS ON MARITIME NARCOTRAFFICKING

Executive Summary

The Group of Experts on Maritime Narcotrafficking met at the Club Naval in Cartagena, Colombia from September 9 to 11, 2015. The meeting was chaired by Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department of the Colombian Navy and 80 experts from 11 member states (Argentina, Brazil, Chile, Colombia, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, the United States and Venezuela) participated in the meeting.

The Group of Experts followed the plan of action approved by the CICAD Commission during its fifty-sixth regular session in Guatemala City, Guatemala, (November 19-21, 2014).

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

That the Commission:

- **Approve** the “Table of contents for the preparation of a guide for justice system agencies involved in the prosecution of maritime narcotrafficking cases”
- **Direct** the Group to continue its work on the issues and resources initiated during their recent meeting as part of its plan of action
- **Direct** the Group of Experts to meet during 2016 and implement the plan as proposed, allowing for the consideration of new or emerging issues

I. BACKGROUND

The Inter-American Drug Abuse Control Commission (CICAD) met in Guatemala City, Guatemala from November 19 to 21, 2014 for its fifty-sixth regular session. During this meeting Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department of the Colombian Navy and chair of the Group of Experts on Maritime Narcotrafficking presented the report from the Group's meeting in Cartagena, Colombia (September 8-11, 2014). The Commission considered and approved the report including the products and the plan of action presented by the Group. The Commission also directed the group to meet in 2015 with Colombia re-elected as chair and set to host the meeting.

II. PROCEEDINGS

A. PARTICIPANTS

The meeting included 80 experts from 11 member states (Argentina, Brazil, Chile, Colombia, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, the United States and Venezuela).

B. SESSIONS AND ORGANIZATION OF THE MEETING

1. Opening Session

The meeting of the Group of Experts on Maritime Narcotrafficking was convened on September 9, 2015 at the Club Naval in Cartagena, Colombia. Members of the head table included Rear Admiral Evelio Enrique Ramírez Gafaro, Commander of the Caribbean Naval Force; Rear Admiral Peter Brown, US Coast Guard; Captain (Colombian Navy Reserve) Hugo Mauricio Ortiz Concha, Advisor to the U.S. Embassy in Colombia; Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department of the Colombian Navy; and Mr. Ziggie Malyniwsky, chief of CICAD's Supply Reduction Section. Admiral Ramirez and Mr. Malyniwsky offered opening remarks to the participants and observers.

2. Working Sessions

Captain Orlando Enrique Grisales Franceschi of the Colombian Navy chaired the meeting of the Group of Experts according to the plan of action approved by the Commission in 2014.

2.1 Presentations

The following presentations were delivered to the plenary:

Maturation of the US Coast Guard's drug interdiction mission toward the goal of combating networks (Rear Admiral Peter Brown, US Coast Guard)

Admiral Brown provided an overview of today's realities in the western hemisphere that affect drug trafficking. These included globalization, global governance and development challenges including the convergence of threats, transnational organized crime, non-traditional actors (State/Non-State) and climate change. He then described how the approach to counterdrug maritime interdiction has evolved.

The Admiral noted that early on the focus of maritime law enforcement (MLE) was on the movement of marijuana, usually in the form of bales of drugs. The measure of effectiveness was the amount seized, with the prosecution of crew members on intercepted vessels a secondary objective. Unfortunately, such prosecution often had a negative effect, in that defendants learned about interdiction and the investigation techniques used by law enforcement. This information was subsequently used by traffickers to avoid future interception and prosecution.

In the interim the objective of MLE changed. While the interception of contraband continues as a goal, the identification of traffickers has become equally important. This, in turn, served as a means to link the offenders to the right prosecution, on-going in different jurisdiction. The strategy was to gain information from the arrested trafficker to be used for further investigations, in exchange for a reduced sentence. This became part of the interdiction cycle.

This approach continued to evolve. While the objectives of interdiction and seizures continued to be a priority, as were the arrest and prosecution of individuals, securing additional information that could be useful in other investigations also became a greater priority. Consideration was also given to the way in which interdictions were carried out, requiring changes in procedures and training.

In 2014 the US Coast Guard developed and published a new strategy for maritime counterdrug efforts in the Western Hemisphere. The strategic priorities of this strategy include combating networks, securing borders and safeguarding commerce. It requires both a shift in focus and how efforts against maritime narcotrafficking are considered and assessed.

Admiral Brown provided additional information on the specific changes that have taken place in respect to the liaisons established with other countries, the maritime assets located in the region and the recent seizures. In matters related to partner country engagement the Admiral highlighted the implementation of the “shiprider” program.

In conclusion, Admiral Brown stressed the need for all countries to take a network-attack approach that takes interdiction beyond the prosecution of the crew. Interdiction of the vessel should not be limited to seizure, arrest and prosecution. Rather, activities and the investigation should be conducted in such a way that also focuses on the underlying narcotrafficking network.

**Modus operandi: Organizations and new trends in maritime narcotrafficking:
(Lieutenant Mauricio Hernandez, Chief Maritime and River Naval Intelligence Analysis,
Analysis and Production Branch, Colombian Navy)**

Lieutenant Mauricio Hernandez provided a snap shot of the evolution of the maritime narcotrafficking scenario in Colombia, beginning in 1980. He noted that the maritime characteristics of Colombia (coastlines, coastal waters etc.) openly facilitate narcotrafficking by sea.

Between 1980 and 1996 the drug scene was dominated and characterized by large cartels, referred to as the “Monopoly” Scenario. From 1997 to 2010 the scenario changed to “Symbiotic” and from 2011 onwards the drug scenario has evolved into what is called “Cutting Edge.”

Lt Hernandez also highlighted the evolution of strategies used to combat narcotrafficking and the expected results through a regional perspective.

Generating technical evidence to formulate drug policy (Dr. Martha del Carmen Paredes Rosero, Deputy Director of Strategy and Analysis Ministry of Justice and Law and Dr. Marye Saenz Suazo, Chief, Drug Observatory of Colombia)

Dr. Paredes provided an overview of the process being used in Colombia to develop drug policy. This approach is science and evidence-based and targets the following evolving issues:

While trends in cultivation have been decreasing they saw a reversal in the past two years. During this time things have been rather dynamic with temporary and longer term changes in levels of cultivation throughout Colombia. Cultivation is constantly moving to areas where eradication becomes more difficult. Increasingly, illegal crops are being grown in special treatment areas such as national parks, Indian reservations, etc.

In the past, the production of coca to final product was controlled, from start to finish, by cartels. This, however, has changed with more peasants becoming involved in producing paste on a smaller scale. In turn, control measures implemented have caused this to change to intermediaries assuming these production responsibilities. Many of these production activities have been taking place in border areas and along the Pacific coast.

Trafficking patterns and processes have changed as well. Microtrafficking has evolved into a serious problem in Colombia; correlated with increased domestic consumption. This microtrafficking is primarily concentrated in urban areas where other related crimes are also taking place more frequently.

Coinciding with the rise in cocaine use in these areas is an emerging pattern of heroin and synthetic drugs consumption. Synthetic drugs are particularly disturbing because of the dangers associated with their use and because users are not always aware of what they are taking. Drugs are often misrepresented at the point of sale and something sold as LSD is not necessarily that drug.

Dr. Saenz provided an overview of the activities of the Drug Observatory of Colombia; an entity that is actively conducting studies and the analysis of information. It also has an information platform in place that allows for real-time access to information.

With an active link to the internet, Dr. Saenz connected to the Observatory's web page to demonstrate the various elements and services available. The information model is available to all parties (nationally and internationally) through online queries.

Current worldwide trends and scenarios in drug trafficking and the strategy and conclusions in the fight against narcotrafficking (Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department, Colombian Navy)

Captain Grisales provided an overview of the trends in drug production, explaining regional trends such as coca base being exported to Central and Eastern Europe. In particular, he demonstrated trends in cocaine crops in the region, the cost of production in Colombia and final costs in different markets worldwide.

He also noted the increase in illicit crops in the region since 2014, after 12 years of a downward movement in coca cultivation.

In conclusion, the Captain addressed the national and international efforts to succeed in the fight against maritime narcotrafficking, highlighting the importance of bilateral and multilateral maritime agreements and the holistic knowledge of drug trafficking. He also noted the importance of creating task forces, “on call”, that combine efforts and resources to combat transnational drug trafficking organizations at sea.

Report on the responses of member States to the survey on the use and application of the documents produced by the Group of Expert on Maritime Narcotrafficking (Veronica Alonso, ES/CICAD)

During the Group’s meeting in 2014 a question was raised regarding the utility of and extent to which documents produced by the Group were being used by member states. As such, following that meeting the Executive Secretariat undertook a brief study of this question.

Ms. Veronica Alonso, of CICAD’s Supply Reduction Section, coordinated this study and reported on the realized results. In presenting the final report of the study Ms. Alonso noted that the survey questionnaire, which served as the basis for the study, was distributed to the experts that participated in the Group of Experts meetings held between 2011 and 2014. Of the fourteen member states represented, responses were received from 9 countries; Argentina, Chile, Colombia, Dominican Republic, Ecuador, Mexico, Peru, Trinidad and Tobago and the United States.

The survey generated the following findings:

All States indicated that they have consulted many of the products created by the Group of Experts on Maritime Narcotrafficking. The majority (89%) of member states that responded to the questionnaire indicated that they have used the Hemispheric Study of Maritime Narcotrafficking published in 2003 and the Map of Maritime Drug Trafficking Routes in the Americas. In addition, 78% reported having consulted the Model Legislation on Self-Propelled Submersible and Semi-Submersible Vessels produced by the Group of Experts in 2011.

The Port–Drug Threat/Risk Assessment and the Guidelines for Strengthening Control of Containers were consulted by 55 % of the member states.

In addition, the following documents were consulted by 45% of the member states:

- Coastal Areas and Maritime Approaches: Drug Threat/ Vulnerability Risk Self-Assessment Checklist
- Model System or Vessel Registry to Monitor Pleasure Craft, Traditional Fishing Vessels, and Speedboats, in Support of Maritime Domain Awareness and Investigations
- Guide to Best Practices to Prevent the Spread of Criminal Activities and Corruption in Maritime Port Facilities
- Use of Go-Fast Boats in Drug Trafficking and Distribution
- Reference Guide for the Exchange of Information on Maritime Traffic

States did not report consulting the Guide for the Control or Regulation of Companies that Build, Repair or Remodel Boats or Motors/Engines.

Several member states noted the importance of documents generated by the Group of Experts towards updating national legislation and for the development of proposals for new legislation at the national level. Member states also reported having consulted the documents to support the awareness, education and training of government officers as well as to support the analysis and investigation of operations against maritime narcotrafficking.

One member state specifically reported that the Map of Maritime Drug Trafficking Routes in the Americas was consulted in order to update maritime narcotrafficking routes by its national maritime authority.

In addition, another state reported that the documents produced by the CICAD Group of Experts have contributed to the drafting of its Coast Guard Hemisphere Strategy goals.

All participating member states that responded to the questionnaire acknowledged that the Group of Experts produces guides, model legislation and other reference materials that contribute to the development of national policies, regulations and/or laws by CICAD member states.

Additionally, the majority of states reported that the Group of Experts is a technical forum for the exchange of information and to address issues of common concern. States also highlighted that the Group contributes to the identification of new threats and challenges.

According to 78% of the states surveyed, the sharing of national, sub-regional and regional experiences and best practices are important for international cooperation.

The complete list of documents produced by the Group of Experts can be found at the CICAD Webpage: goo.gl/1AVpb6

Examining the issues discussed in various multilateral conferences in Central America, Latin America and the Caribbean on maritime narcotrafficking and how the Group of Experts of CICAD can complement them (Lou Orsini, Senior Maritime Law Enforcement Advisor, U.S. Coast Guard Office of Law Enforcement Policy)

Mr Orsini noted that there are currently two multilateral summits to discuss issues related to maritime narcotrafficking. These summits focus on strengthening international operational and legal partnerships to disrupt illicit drug trafficking and associated violence in the maritime transit zone. They provide participating nations an opportunity to share, exchange and improve best practices and to think creatively about employing new tactics, techniques and procedures respectively and collectively to combat Transnational Criminal Organizations (TCO). The summits are designed to facilitate closer collaboration and integration among partner nations, and find solutions to issues that impede the effective implementation of existing bilateral agreements and arrangements.

Plenary discussions and workshop sessions are organized to focus on maritime operations and to support judicial prosecutions. Within this framework, achievements include:

- Surface to air communication protocols
- Improvements in exchanges between operations centers

- Compilation of regional legal authorities matrices
- Model legislation for maritime trafficking threats

One such summit was initiated in 2007 as a trilateral meeting between Colombia, Ecuador and the United States to become better organized, more agile, more adaptable, and to better use increasingly scarce resources to combat narcotrafficking in the Eastern Pacific Ocean. Since then, it has matured to include maritime law enforcement and judicial personnel throughout South, Central and North America. Since expanding, this summit has analyzed regional problems such as the submersible vessel threat, littoral operations coordination, tactical and strategic communications, case package turnover and prosecution procedures. The 18th session will take place in December 2015 and draws on representatives of more than 15 countries.

Due to the differing nature of the maritime transnational criminal threats in the Central and Eastern Caribbean, a separate summit was initiated in February 2014 with representatives from some 15 countries in that region as well as external partners. Like the other summit, the focus is on sharing best practices and improving the coordination within and between countries to ensure operational successes lead to prosecutions and convictions that impact the upper levels of TCOs. The 3rd session was scheduled for September 15-16, 2015 in Miami.

These Multilateral Summits provide:

- Proven means to effectively share lessons learned and best practices regionally
- Enhanced levels of coordination and cooperation
- Links between operations and prosecutions

Within this framework there is a need to link these summits and the multilateral meeting represented by CICAD's Group of Experts meeting. Representatives of these two fora from a country should consult with each other to avoid duplication and to ensure the work being done in each forum is complementary.

In the discussion that followed the presentation, one participant proposed that it would be important for CICAD to participate in these summit meetings, something which is now being done.

It was the Group's consensus that both forums are important to enable countries to continue to share and exchange experiences regarding maritime narcotrafficking and to identify and apply consistent and coordinated maritime controls throughout the hemisphere.

2.2. Plenary Discussions:

The Group of Experts considered the following issues:

Current Trends in Maritime Narcotrafficking

Experts made the following observations regarding trends in maritime narcotrafficking:

- Transnational criminal organizations use multimodal transport (land, sea and river) to transfer cocaine hydrochloride from producing countries to consuming countries

- Borderline river systems are used by the transnational criminal organizations especially in the producing countries to transfer plant base illicit drugs, taking advantage of the differences in the judicial procedures and law enforcement limitation
- Such innovations make it necessary for countries to take an integral and multilateral approach with increased cooperation and collaboration with neighboring countries
- Central America continues to serve as a corridor for the movement of drugs
- Traffickers are going through border areas of neighboring countries to evade detection and interception
- Many countries in Central America are working together and with other countries in Europe to monitor and intercept drugs
- Maritime ports are being used extensively to move drugs
- Narcotraffickers continue to use legitimate cargos in containers using the “rip on-rip off” approach to smuggle drugs
- Operating 12 miles or more off shore, artisanal fishing vessels are being used to transfer drugs from other vessels
- In some instances, fishing vessels from other countries have been seen dumping packages of drugs overboard for later pick up by local fishermen.
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- Increasingly, traffickers are attaching radio controlled beacons to track and find such packages
- Beacons are being used as far as 200 miles at sea to mark drug packages
- When identified at sea as carrying drugs, vessels often dump their load of drugs and claim that they were disabled. When the vessels are brought into port, rather than prosecute the crew they are often sent back to their country. Countries are seeking alternatives that will allow for prosecution in such cases
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- Increasingly large shipments are divided and distributed to many smaller vessels for delivery to the shore
- Submersibles, semi-submersibles and go-fast boats continue to be used to move drugs
- While law enforcement personnel are well trained, the lack of necessary equipment is a major problem in certain countries

Mechanism to disseminate articles from the Group of Experts: Colombia, ES/CICAD (Captain Orlando Enrique Grisales Franceschi, Director of the Antidrug Department of the Colombian Navy)

Captain Grisales outlined a proposal to establish a mechanism to generate and share information regarding maritime narcotrafficking. The framework for this proposal was an electronic “journal” that would include articles submitted by members of the Group of Experts. According to the proposal, the process would be directed by the Chair of the Group. The Chair would be responsible for soliciting input from the experts and editing the articles. CICAD would then receive and publish the articles selected by the Chair.

The ES/CICAD suggested that there may be some issues related to the sustainability of such a proposal. While the current chair is supportive of the initiative, future chairs may be less so. Securing input and articles from experts may also be problematic. As such, ES/CICAD proposed establishing a section on the CICAD web page where articles of this nature could be

posted. It was agreed that ES/CICAD and the Chair of the Group would discuss how best to proceed. Given the public access to the web page and these articles, consideration would have to be given to the issues of security and confidentiality of the subject matter.

**Table of contents for the preparation of a guide for justice system agencies involved in the prosecution of maritime narcotrafficking cases
(Captain Juliana Perez Barrera of the Colombian Navy)**

During the meeting of the Group of Experts in 2014, a working group led by Colombia was established to develop an outline for a guide for those in the judicial branch. This was to serve as a means to provide support in the prosecution of cases against maritime drug trafficking, by raising awareness about the special circumstances related to maritime counterdrug operations. The group developed a draft outline to serve as the framework for the preparation of a guide.

Following the meeting of the Group in 2014, the Executive Secretariat of CICAD circulated the draft outline to all participants for their consideration and input. It was requested that the deliverables be forwarded to the Chair of the working group. The Colombian chair of the group was to then prepare the final table of contents for consideration during this meeting in 2015.

Captain Juliana Perez Barrera reported on the outline generated by the working group. All delegations were then given the opportunity to submit comments and input to the chair of the working group. One delegation offered additional input for the outline and the chair of the working group used the inputs received to update the final outline during the meeting.

The final outline was presented to the Group of Experts for its consideration and approved by the Group. This document is being submitted to the Commission for its consideration.

The proposed table of contents is intended to provide a framework for countries to develop an informational guide or manual for the Judiciary to help them understand how maritime operations are conducted. The outline includes the major elements or headings that should be included in a guide for the judiciary. In this way, judges and prosecutors will have a greater appreciation of the circumstances surrounding interdiction operations. Furthermore, countries wishing to use the draft outline can add other elements as required according to their national needs and circumstances to serve as a framework for their own guide.

Captain Perez noted the differences in laws and circumstances from country to country and powers of counterdrug enforcement officers. Similarly, the limitations and requirements by the judiciary when considering maritime cases are equally complex and varied. In this context, Captain Perez indicated that Colombia had prepared a guide for judges based on the table of contents prepared by the working group and the specific national circumstances and laws in Colombia. The Colombian guide was therefore a real-life use of the outline that was prepared by the Group.

One delegation expressed interest in receiving a copy of the guide developed by Colombia. Others also noted the utility of the outline and completed guide by Colombia, since guides and manuals on this subject can serve as a valuable training tool for those who work with maritime interdiction and prosecution.

Regional workshop for operational/judicial agencies involved in the prosecution and interdiction of maritime narcotrafficking cases (Colombia, ES/CICAD)

Following their presentation on the “Table of contents for the preparation of a guide for justice system agencies involved in the prosecution of maritime narcotrafficking cases,” the delegation of Colombia proposed that it would be interesting to explore the feasibility of organizing a regional workshop for both operational officers and members of the judiciary involving real maritime scenarios.

The details of such a workshop would require further consideration and resolution by the Group of Experts and ES/CICAD. The Group agreed in principle that this would be an interesting initiative. However, there remain many details to be defined. Whether the regional workshop would be part of the next meeting of the Group of Experts and other details remain to be confirmed.

The delegation of Colombia agreed to prepare a detailed proposal for the consideration of ES/CICAD.

2.3. Working Groups

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

Mechanisms to facilitate bilateral and multilateral cooperation: ES/CICAD, United States

Success in counterdrug efforts depends on a number of key elements. The exchange of information and bilateral/multilateral cooperation/collaboration are two particularly important ones.

Formal bilateral and multilateral agreements serve as the basis or framework for such collaboration. They define roles, responsibilities, liabilities and other aspects of the agreement as well as how the collaboration will proceed.

The Group discussed the mechanisms and agreements they currently have in place for cooperation with other countries. Specifically, the United States described the shiprider program they have in place with various countries. In doing so the delegation presented a draft model shiprider agreement for the consideration of the members of the Group. The Group was invited to submit comments and input regarding the draft model shiprider agreement that was presented. The delegation of the United States will incorporate the input received and present a revised document to the Group when it next meets.

Note: Venezuela declares that they were unable to obtain comments from relevant national authorities on the draft Shiprider model agreement that due to its late distribution.

Following a full discussion, the Group agreed to provide ES/CICAD with any bilateral or multilateral model agreements that they have in place. ES/CICAD will collect the documents received and prepare a compilation for the consideration of the Group when it next meets.

Drug trafficking through riverine systems: Argentina, Colombia and Venezuela

In some countries, river systems (especially those that serve as international borders) are being used to transport drugs and related contraband. This form of drug trafficking is presenting unique challenges for member States.

Argentina, Colombia and Venezuela shared some of their experiences and difficulties in regards to drug trafficking in their individual and shared river systems. It was suggested that perhaps a working group should be formed to examine this issue further. Delegations, however, were reminded of the [*Guide to Best Practices for Combating Illicit Drug Trafficking on Lakes and Riverine Systems*](#) that the Group developed in 2012.

The delegations of Argentina, Colombia and Venezuela were invited to review the guide and decide if it adequately responded to their needs. The three delegations reported to the Group that they would form a working group to evaluate the need to update the 2012 guide. The group will report on its decision during the 2016 meeting.

3. Plan of Action

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

- Prepare a compilation of bilateral and multilateral agreements (ES/CICAD, United States)
- Decide on the need to update the [*Guide to Best Practices for Combating Illicit Drug Trafficking on Lakes and Riverine Systems*](#) (Argentina, Colombia and Venezuela)
- Explore the feasibility of organizing a regional workshop for operational/judicial agencies involved in the prosecution and interdiction of maritime narcotrafficking cases (Colombia, ES/CICAD)
- Create a virtual mechanism to disseminate articles from the Group of Experts (Colombia, ES/CICAD)
- Explore the feasibility of CICAD's Group of Experts to serve as an advisory body to the International Center of Maritime Narcotrafficking Analysis (CIMCON) or other ways the Group could support this initiative (ES/CICAD)

4. Other Matters

Visit to the facilities and presentation on [*The International Center of Maritime Narcotrafficking Analysis \(CIMCOM\)*](#)

During the Group's meeting in 2015, the delegation of Colombia provided an overview of the International Center of Maritime Narcotrafficking Analysis. This center serves as a maritime narcotrafficking analysis and information center where specialists and researchers from other countries can gather, analyze and disseminate information and provide prospective analysis for use in policy and program formulations in the region.

The Center is now in place and operational. Captain Orlando Enrique Grisales Franceschi and his staff led participants on a tour of the facility highlighting how it is organized and operates.

The next step is to secure the appointment of more international researchers and other experts to work in the center.

The Center's [link](#) has been posted to CICAD's webpage so that all member states can learn about this important initiative. Delegations were encouraged to disseminate information about CIMCOM in their respective countries and institutions.

5. Closing Session

The Group of Experts concluded its discussions on September 11, 2015. Rear Admiral Evelio Enrique Ramírez Gafaro, Commander of the Naval Force of the Caribbean, Colombian Navy and Captain Orlando Enrique Grisales Francheschi, Director of the Antidrug Department of the Colombian Navy presided over the closing ceremonies.

III. CONCLUSIONS AND RECOMMENDATIONS OF THE GROUP OF EXPERTS

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

- **Approve** the “Table of contents for the preparation of a Guide for justice system agencies involved in the prosecution of maritime narcotrafficking cases;”
- **Direct** the Group to continue its work on the issues and resources initiated during their recent meeting as part of its plan of action;
- **Direct** the Group of Experts to meet during 2016 and implement the plan as proposed, allowing for the consideration of new or emerging issues.