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# COPOLAD II

## EXECUTIVE SUMMARY

PROGRAMME APPROVED BY THE EUROPEAN COMMISSION

Call n° *EuropeAid / 150033 / DH / ACT / LAC*

### COPOLAD CONSORTIUM

#### LEADER

FIIAPP (Spain)

#### COUNTRIES

SEDRONAR (Argentina) • GÖG (Austria) • SENAD (Brazil)  
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CND (Cuba) • VLADA (Czech Republic) • CND (Dominican Republic)  
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NDC (Trinidad and Tobago) • JND (Uruguay) • ONA (Venezuela)

#### EUROPEAN AGENCY

EMCDDA

#### MULTILATERAL AGENCIES

CICAD – OAS • PAHO / WHO

#### BI-REGIONAL NETWORKS

AIAMP • IDPC • RIOD



This project is funded by  
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**Recommended citation:**

Executive and Coordination Body (ECB). COPOLAD II Executive Summary. Madrid: COPOLAD Consortium, 2016

**Clauses *Ad cautelam*, clarifications and exemptions**

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Considering that respect for the environment is one of the framework values of COPOLAD, the Consortium is committed to organize its activities taking into account its impact on the environment, particularly CO2 emissions. Therefore, virtual communication techniques and coordination is prioritized and use of recyclable material is recommended for the execution of the Programme.



# Index

	Page
1. Title of the action and name of applicant.....	5
2. Objectives.....	5
3. Specific results expected .....	9
4. Description of each activity.....	11
5. Methodology.....	31
6. Indicative action plan and calendar.....	39



## 1. Title of the action and name of applicant

*Table 1. Title of the action and name of applicant*

Title of the action	COPOLAD II - Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies
Name of the applicant	The International and Ibero-American Foundation for Administration and Public Policies (FIIAPP)
Reference of Call for Proposals	EuropeAid/150033/DH/ACT/LAC

## 2. Objectives

### 2.1 Global goal

The project aims at enhancing a cooperative work programme between CELAC (Community of Latin American and Caribbean States) and European Union (UE) Member States. A programme able to reinforce, improve and expand the lines of action opened along C1; in order to contribute and support the consolidation of a required context for achieving the implementation of public policies related to drugs in CELAC countries, which will be more balanced, evidence-based, integral, and thus more effective. These aims will be fully respectful with the national sovereignty of each CELAC country and with the principles of non-interference in the internal affairs of the States.

### 2.2 Overall objectives

**GO1:** To increase the institutional strengthening needed for planning and evaluating evidence-based policies in CELAC countries, by facilitating the rapprochement and cooperation between NAs in charge of global and sectorial drug policy-making between CELAC and EU countries.

**GO2:** To strengthen the capacities of the competent authorities dealing with both Drugs Demand (DDR) and Drugs Supply Reduction (DSR) in CELAC countries, by promoting the cooperation between agencies in charge of sectorial drug policies in CELAC and EU countries.

**GO3:** To enhance and support existing bi-regional efforts and opportunities to promote the political-technical dialogue EU-CELAC, on the nature of drugs related problems and the best ways to face them.

### 2.3 Specific objectives

The programme will deliver specific results under each of this three overarching objectives, designed to:

**SO1:** Increase the number of CELAC countries ensuring the conditions and the sustainability necessary for registering and monitoring key comparable indicators needed for evidence-based policy making in relation to drugs.

**SO2:** Attain a significant number of CELAC countries adopting and sustaining key processes and tools to enhance the formulation, implementation and evaluation of a DDR policy based on human rights and public health principles, and delivered according to evidence and quality criteria.

**SO3:** Attain a significant number of CELAC countries using tools and endorsing methods and processes identified through the information exchange and capacity building activities oriented at reducing the supply of drugs and based upon principles of human rights, social development and public security.

**SO4:** Reinforce the role of the EU-CELAC Coordination and Cooperation Mechanism on Drugs (hereinafter: “the Mechanism”), to enhance bi-regional dialogue on the nature of drugs related problems and the best ways to face them.

## 2.4 Operational objectives

### Component 0: Crosscutting issues, quality & coherence

Establecer las bases operativas necesarias para garantizar la calidad y coherencia de los trabajos que deban llevarse a cabo, así como la coordinación y participación necesarias de todas las partes interesadas. Establish the necessary operational bases to ensure the quality and coherence of the work to be performed and the necessary coordination and participation of all partners.

- 0.1. Establish the necessary operational bases to ensure the quality and coherence of the work to be performed and the necessary coordination and participation of all partners.
- 0.2. Have adequate baseline information to: provide specificity to the contents and the actions planned in each component; meet initial expectations of each partner in relation to its participation in COPOLAD; and facilitate the programme evaluation.
- 0.3. Ensure visibility of COPOLAD and its activities and disseminate the contents in the main political and professional forums in the field of drug policies to be held both internationally and in CELAC.
- 0.4. Establish the necessary institutional contacts to avoid duplication with already developed initiatives and ensure synergies with ongoing initiatives, both within the EU and CELAC.
- 0.5. Develop the evaluation of COPOLAD along the duration of the project.

### Component 1: Consolidation of National Observatories

- 1.1. Study and assess changes from C1 on the existing needs, to define specific final contents of foreseen activities under Component 1; adjusting them to different groups of countries, in order to establish and/or reinforce the role of National Drugs Observatories in CELAC countries (hereinafter: NDOs).
- 1.2. Promote the establishment of sustainable information-sharing agreements between NAs, NDOs and other stakeholders in CELAC countries, which can provide key information to assess threats and deal effectively with the new psychoactive drugs.
- 1.3. Test, develop or update evaluation and monitoring tools, processes and tasks, necessary to deepen the knowledge of the drugs situation in CELAC countries with well-established NDOs.
- 1.4. Implement a sustainable bi-regional cooperation capacity building strategy focused on enhancing the reporting capacity of NDOs being in an early stage of development.
- 1.5. Implement a cooperation capacity building strategy in key areas identified, with special focus on the assessment of rising trends of problematic use of specific drugs.
- 1.6. Continue to develop training opportunities focused in building capacities for strategic planning and the use of monitoring methods and tools, which can be mutually complementary.



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## Component 2: Capacity building in Drug Demand Reduction (DDR)

- 2.1. Assess existing needs in DDR, to define specific final contents of foreseen activities under Component 2, adjusting them according to different groups of countries.
- 2.2. Facilitate the validation and endorsement of quality criteria agreed during C1, for programmes implemented in: prevention; treatment, harm reduction; and social (re)integration/rehabilitation.
- 2.3. Validate innovative programmes for populations at risk, paying special attention to women at risk of social exclusion and teens threatened by contexts of extreme poverty and/or violence.
- 2.4. Promote the identification and exchange of best practices for populations at risk of social exclusion (selective and indicated prevention), paying special attention to teens threatened by contexts of crime and violence; or other populations at risk.
- 2.5. Expand the sustainable capacity building approach initiated in C1, by enlarging its coverage, as well as the number of themes addressed.
- 2.6. Maintain a project-supported initiative, which ensures the availability of planning and evaluation tools, in a way that becomes self-sustaining beyond the duration of the programme.

## Component 3: Capacity building in Drug Supply Reduction (DSR)

- 3.1. Deliver a demand-driven capacity building strategy on Alternative Development (AD), build upon the needs identified during C1, facilitating intra-regional exchange of best practices and mutual learning, enlarging its coverage to new interested countries.
- 3.2. Enhance the sustainability of AD strategies by fostering direct contact among the different actors involved in this field.
- 3.3. Improve evidence in AD to enlarge the basis for implementing effective and sustainable programmes, by using tools and methods developed in the framework of C1.
- 3.4. Deliver a demand-driven capacity building strategy and exchange of best practices in the field of DSR, including key issues such as alternatives to prison, money laundering and cocaine trafficking routes, which can complement and increase the coverage of other projects supported by the EU and other multilateral Agencies.
- 3.5. Enhance information and intelligence-sharing initiatives by fostering direct contact between the different actors involved in this field (e.g. law enforcement authorities, specialized public prosecutors, etc.).
- 3.6. Enhance capacity building and exchange of best practices for preventing the diversion of chemical precursors for illicit manufacture of drugs, in line with existing bi-lateral agreements.
- 3.7. Promote the implementation of national information systems for effective control and monitoring of precursors; e.g. model SISALEM and/or other initiatives in this field.

## Component 4: Policy Support, dialogue and consolidation of the Mechanism

- 4.1. Increase the number of opportunities devoted to strengthening the impact of the bi-regional dialogue EU-CELAC on drug policy, in the framework of the Mechanism.
- 4.2. Highlight, in the framework of the Mechanism, the role of the NAs and the NDOs in designing, implementing and monitoring public policies capable to offer new and effective responses to the different challenges and problems related to drugs.

- 4.3. Maintain and promote the visibility and use of the space devoted in C1 to gather and provide access to key information on the Mechanism, the work performed, the documents produced, and the agreements reached by the Mechanism since its creation in 1999.
- 4.4. Provide, if requested by the Mechanism, technical insights in key issues and technical aspects and concepts.
- 4.5. Maintain the documental initiative developed in C1, which ensures the availability of evidence-based documents, to facilitate the access to key information for evidence-based decision-making to the members of the Mechanism and other stakeholders.
- 4.6. Contribute to increase the visibility of the works and efforts achieved in the framework of the EU-CELAC Mechanism.



### 3. Specific results expected

It is expected that C2 will improve the situation of CELAC countries (NAs, NDOs, sectorial agencies, and NGOs working in the field of drugs policy, in three ways. By: **1)** increasing the *institutional capacity* of those stakeholders for planning and evaluating evidence-based policies; **2)** strengthening the *decision-making, planning and evaluating capacities* of those stakeholders; and **3)** *enhancing existing bi-regional efforts and opportunities to promote the political-technical dialogue EU-CELAC*, on the nature of drugs related problems and the best ways to face them. In this framework, through the implementation of C2, applicants expect to achieve results under each of the four specific objectives, as stated in point 2.

#### *Results expected under Specific Objective 1*

- 1.1. Increased the number of CELAC countries having a National Drug Observatory (NDO) provided with a competent, sustainable and stable Focal Point.
- 1.2. Increased the number of CELAC countries having established a national Early Warning Systems (EWS), by adopting sustainable information-sharing agreements between NAs, NDOs and other stakeholders, which can provide key and continuous information to effectively deal with threats related with new psychoactive drugs.
- 1.3. Increased the number of CELAC NDOs that have adopted and maintain the processes and tools necessary for longitudinal registering and monitoring key and comparable indicators needed for evidence-based policy making in relation to drugs.
- 1.4. Increased the number of CELAC countries that have enhanced their reporting capacity, by mapping new threats or by producing their first country report on the drugs situation.

#### *Results expected under Specific Objective 2*

- 2.1. A significant number of CELAC countries have endorsed quality criteria in DDR (agreed during C1), for programmes implemented in one or more of the following areas: prevention; treatment, harm reduction; and social (re)integration/ rehabilitation
- 2.2. A significant number of CELAC countries have endorsed innovative programmes for populations at risk of social exclusion; threaten by contexts of crime, violence and/or extreme poverty.
- 2.3. Best practices identified, exchanged and disseminated, for working with populations at risk of social exclusion, crime, micro-drug dealing and violence. Providing new ground for planning and implementation programmes in interested countries.
- 2.4. Increased the number of CELAC participating countries implementing national editions of the on-line courses of COPOLAD.
- 2.5. A significant number of CELAC participating countries are using or implementing, one or more of the DDR support and capacity building tools for planning and evaluation, developed in the framework of COPOLAD. E.g., national edition/s of the on-line courses; Bank of tools for evaluating DDR programmes; Directory of services; The interactive planning programme "Paso@Paso" (Step by Step); sectorial sections of the e-room, relevant for DDR policy, etc.

### *Results expected under Specific Objective 3*

- 3.1. All Andean countries have benefited from the capacity building opportunities opened through C2 for AD.
- 3.2. A significant number of new CELAC countries have endorsed COPOLAD's AD approach, as part of their drug policy to tackle increasing trends of crops devoted to the illegal production of drugs.
- 3.3. Best practices on alternatives to prison identified, exchanged and disseminated between CELAC and EU countries
- 3.4. Best practices in the field of money laundering and control of cocaine trafficking identified, exchanged and disseminated between CELAC and EU countries.
- 3.5. A significant number of NAs working in the field of DSR and private industries from CELAC countries have benefited from the C2 capacity building strategy in the field of precursors.
- 3.6. Increased the number of CELAC countries that have established a sustainable information system, to ensure effective control and monitoring of precursors; e.g., model SISALEM, or other national systems existent in CELAC countries, which can provide key and continuous information to effectively deal with new threats related to drugs.

### *Results expected under Specific Objective 4*

- 4.1. Enhanced the bi-regional dialog on drug policies between the EU and the CELAC countries.
- 4.2. Reinforced the role of the EU-CELAC Mechanism as a reference platform and key instrument for enhancing the bi-regional dialog on drug policies between the EU and the CELAC countries.
- 4.3. A significant number of Authorities from the NAs of CELAC and EU countries integrating the Permanent Council (PC) of the programme, regularly participating in PC meetings held during C2.
- 4.4. Increased significantly the use of the BIDA on-line library Increased significantly the use of the e-room of COPOLAD.

## 4. Description of each activity to be undertaken to produce results

### 4.1. Justification of activities chosen

The overall action and the specific activities chosen are based and inspired by the priority areas for cooperation projects included in the EU-CELAC Action Plan on Drugs 2013-15 and are coherent with the EU Drugs Strategy 2013-2020 and its corresponding Action Plan. Furthermore, each one of them directly relates to:

- Stated general, specific and operational objectives, as to ensure that C2 directly responds to each one of the objectives stated in the Call for proposals EuropeAid/150033/DH/ACT.
- Needs identified and priorities defined by CELAC countries participating in the scoping phase for drafting the C2 proposal.
- Agreements reached between all institutions presenting the proposal, after following a participative process led by Spain (DGPNSD and FIIAPP). A process opened in April 2015 and ended in July 2015, and co-participated by co-applicants and associated agencies, and a collaborating-partner\*, that joined voluntarily. Therefore, the main lines of action and the specific activities proposed are demand-driven by a significant number of CELAC countries (16 countries), which responded and participated in the process (see point 4.2. and 5.6. for further details).
- The consideration of the added- value of each activity included, taking into account sub-regional, regional and bi-regional elements.
- The feasibility of the different activities in the framework of the methodology chosen for their implementation (see point 5.).
- The consideration of efficiency criteria, taking into account the available resources allocated to the programme.
- The internal coherence of the proposal, considering the need to clearly establish the relationship between each component in a logical framework (see point 4. for further details).

### 4.2. Participative process developed to define the proposal

Since the publication of the Call, Spain has been working in close cooperation with CELAC countries on preparing a proposal that incorporates all the contributions made by interested CELAC countries.

This process has permitted to identify key milestones, specific and operational objectives; indicators of success presented, and the definition of activities. This participative process included the following working calendar:

**Table 2: Participative process developed to define the proposal**

Phase	Dates
"COPOLAD2" secretariat to support the development of a demand-driven proposal. Opening its specific mail <a href="mailto:copolad2@mssi.es">copolad2@mssi.es</a> for the development of all related tasks.	15/04/2015
Drafting a participative and inclusive plan to invite all countries from CELAC and the EU to express their interest to join the process lead by Spain.	15/4/2015 – 07/05/ 2015
With the cooperation of Uruguay, as the CELAC Co-presidency of the Mechanism: sent first information letter to all CELAC NDAs about the EuropeAid Call for C2, presenting a calendar for preparing an inclusive and participative proposal lead by Spain.	08/05/ 2015
With the cooperation of Uruguay, as the CELAC Co-presidency of the Mechanism: sent second letter to all CELAC National Drug Agencies together with a <i>Document to formally express interest, point out needs and priority areas and make proposals to integrate in C2</i> : deadline 01/06/2015	22/05/ 2015
Invitation to EU NAs from Spain (DGPNSD-FIIAPP) at the meetings of the HDG and REITOX, to formally express interest to participate in the implementation of C2.	22-22/05/2015 (HDG meeting) 16-18/06/2015 (REITOX meeting)
Writing the draft of the proposal, including the inputs received from 16 countries from CELAC.	14/04/2015 10/06/2015
Telephone bi-lateral meetings with interested countries, holding of two videoconferences with the participation of CELAC interested countries (one in Spanish and another in English) and all EU co-applicants, and the <i>collaborating partner</i> *. Follow-up telephone calls, when needed, for final adjustments.	14/04/2015 - 02/07/2015
Personalized follow-up support to countries from the DGPNSD and FIIAPP secretariats, to facilitate the filing-in of the different registers and application forms required.	12/06/2015 - 24/07/2015
Final draft of the proposal, including inputs received from 16 countries from CELAC, sent to co-applicants for final signature.	12/06/2015- 24/07/2015
Presentation of the COPOLAD II proposal to the European Commission via PROSPECT.	27/07/2015

\* *Collaborating partner (CP) refers to one organisation, which have very specific expertise and a leading role in a relevant field for C2 (TF 5 – Alternative Development). It has been involved in C1 and shown proven commitment to support the implementation of the action. See further details in point 5.6).*

### 4.3. Role of countries and institutions participating in COPOLAD to ensure results

Each institution participating in the proposal for C2 meets the criteria established in the Call EuropeAid/150033/DH/ACT. Co-applicants and associated institutions participate in designing and implementing the action, and the costs they incur are eligible in the same way as those incurred by the applicant (see point 5.5. for further details on their role).

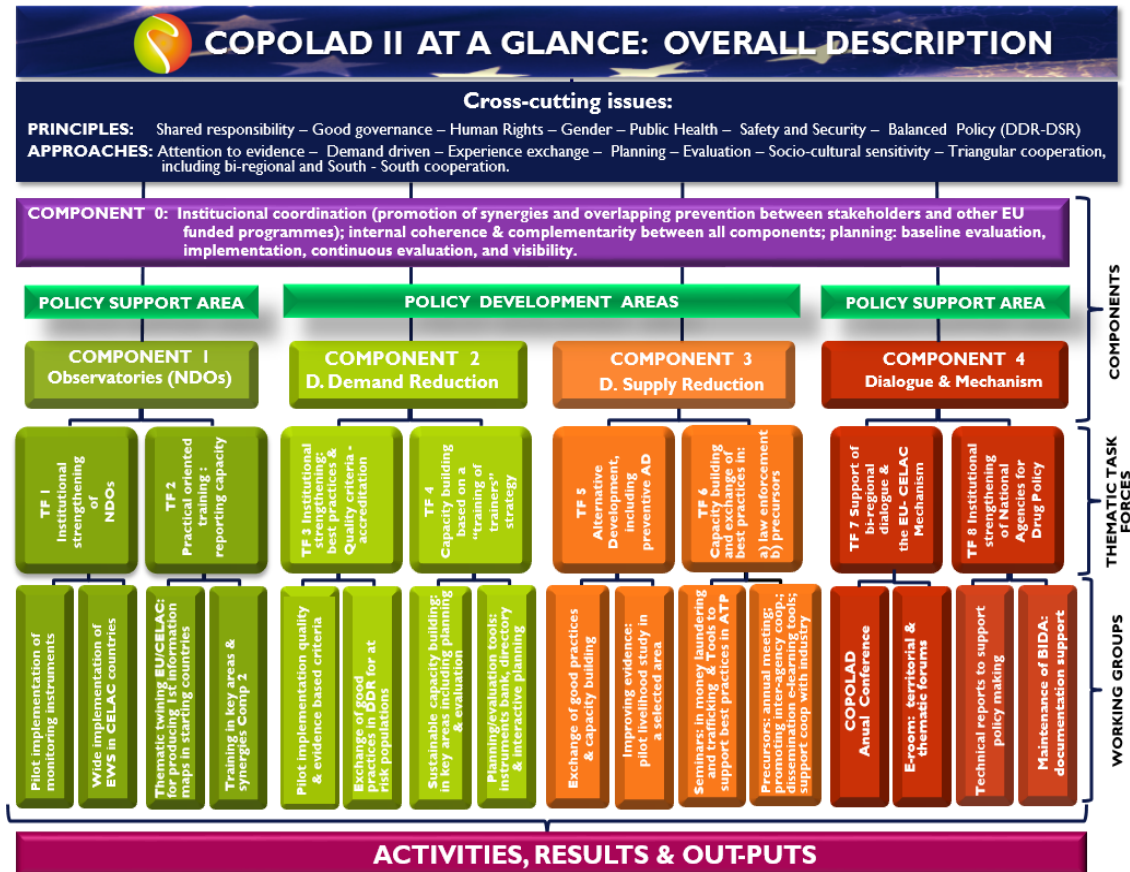
### 4.4. Coherence and consistency of the project design

The activities foreseen in C2 fit within a general work plan organized through five components: C0: Crosscutting issues & coherence; C1: Consolidation of National Observatories; C2: Capacity building in Drug Demand Reduction (DDR); C3: Capacity building in Drug Supply Reduction (DSR); and C4: Policy Support, dialogue and consolidation of the Mechanism. The structure of the program relays on a crosscutting model, which gives internal coherence to the whole work programme through the consideration and integration of the two following dimensions:

- **Theoretical dimension:** principles and approaches regarded at each working level and foreseen activity.
- **Operational dimension:** including a Component 0 to ensure coordination, good governance, internal evaluation and internal coherence of the programme, in a way that allows all elements and activities to fit in a balanced and integrated way in accordance to the Call.

The following chart summarizes the relations established to ensure the internal coherence of the programme's design:

Fig.1. Overall description of the programme



## 4.5. Activities by Component

### COMPONENT 1: (OND) Consolidation of National Drugs Observatories (NDOs) *Activities to attain Specific Objective 1*

As pointed out in the Report on drug use in the Americas (Inter-American Drug Abuse Control Commission, 2015), while CELAC countries have come a long way in their efforts to generate and analyse drug data, there are still many challenges ahead. In many countries the need to set up resources and tools for regular and sustainable data collection, still remains. Along the implementation of C1, it has been clear the need to support countries for developing a well-established NDO, equipped with a competent and stable Focal Point (FP). NDOs also capable to coordinate in each country the tasks needed for implementing an Early Warning System (EWS) capable to prepare each country to face effectively new threats in relation to drugs. Continuous monitoring of DDR and DSR indicators needs to be ensured. Research into new trends is also needed. E.g., youth patterns of drug use is urgently needed, to confirm trends in age of initiation and perception of risk; relationship between availability of drugs and consumption is also necessary. To achieve those goals, NDOs need to be further strengthened, to produce high quality epidemiological studies (longitudinal and cross sectional) as well as qualitative research. To they need to develop or improve national drug information networks that support their information gathering and dissemination efforts in a stable basis. Well-designed public policy, correctly implemented and having clear criteria to enhance and support those developments, the OI-CICAD and the EMCDDA are currently cooperating to design an accreditation system of NDOs.

In this framework, the aim of C2 in Component 1 is to join efforts with the OI-CICAD in order to generate political commitments of CELAC countries, to put into effect these reforms. In developing this effort, C2 is also counting with the valuable cooperation of the EMCDDA and its REITOX network of NDOs.

#### *Institutional strengthening of NDOs*

##### **ACT. 1.1. Mapping the situation on NODs: Follow-up/Baseline study (2011-2016).**

A first baseline study (2011) pointed out several fragilities affecting the capacity of a majority of Latin American countries for gathering and reporting quality information relevant for policy-making. This second study will identify the current situation and needs of NDOs. Permitting the definition of operational aspects for this Component, especially to adjust activities to the different groups of countries, for establishing and/or reinforcing the role of NDOs in CELAC countries.

Expected groups to be established, taking into consideration the level of development of the NDO in the country, might be:

- Group A: well established NDO with a competent and stable staff, an information system implemented by the Focal Point, and EWS.
- Group B: Newly established NDO.
- Group C: Commitment to establish NDO.

Overall, the study will provide relevant data on:

- a) Follow-up information on the situation of NDOs for countries studied in 2011 (resources available to perform their tasks, onset of sustainable information systems and training needs), monitoring developments and identifying aspects to be improved.



- b) The current situation of the rest of CELAC countries not included in the first assessment (Latin American countries not responding in 2011 and the Caribbean).
- c) Draw an in-depth diagnosis on the different stages of development existing in relation to information gathering and reporting capacities in CELAC countries. In this way, the study will provide the insight required to organise Working Groups (WGs) properly addressing and tailoring the activities to the existing priorities of sub-group of countries.

*Implementation:* Baseline study.

#### **ACT. 1.2. Identification of groups of countries according to the development stage of their NDO.**

Creation of Working Groups (WGs) of countries to organize the activities within Component 1, using the findings of the study described above in relation to the existence –or not– of a well-established NDO with a competent and stable professional/s and information system/s implemented by the Focal Point (FP).

*Implementation:* Results of the study (1.1.) presented at the Permanent Council (PC), in order to define the final WGs for this Component during the inception phase.

#### **ACT. 1.3. Promotion and facilitation of the establishment of national Early Warning Systems (EWS) in CELAC countries.**

Following the process opened in C1, this activity will focus on providing the necessary support to permit the setting-up of information-sharing agreements between NAs, NDOs and other stakeholders within CELAC countries, necessary to provide key and continuous information to effectively deal with new threats related with drugs. Those agreements will be the base for the sustainable establishment of national EWS in CELAC countries.

*Implementation:* Activity implemented with countries from group B (at the beginning of C2), and group C (from the second year onwards), using a South-South cooperation approach, considering that Chile, Costa Rica, Colombia and Uruguay established their national EWS during C1. Those countries are willing to provide support and monitoring to countries interested in setting up their own EWS before 2019. Total WGs: up to four.

#### **ACT. 1.4. WGs A&B: Pilot implementation of monitoring tools.**

NDOs using monitoring protocols and tools, need up dating or validating them regularly. This activity consists on the creation of WGs to validate particular tools; choosing among different options, e.g., Up-dating of the “treatment protocol”; Definition of the indicator “indirect mortality”; Pilot implementation of the “direct mortality” indicator; Pilot up-dating of protocols, such as problematic use (E.g., available tools/validation of optional scales to be used as complementary modules, etc.).

*Implementation:* Activity implemented with countries from groups B and C, WGs tasks will be based on a capacity building strategy organized around a “Thematic twinning” approach established between NDOs EU/CELAC, using the REITOX/EMCDDA previous experiences with new countries applying for integration in the EU. Total number of WGs: a maximum of seven.

### *Practical oriented training: reporting capacity of NDOs*

#### **ACT. 1.5. Reporting capacity building: first country reports.**

Activity addressed to countries willing to produce their 1st country report, needed to outline the general situation in relation to drugs in their country, and provide an initial base for decision-making and follow-up. Selection criteria for countries to perform this exercise will be defined during inception phase, e.g., no



previous experience in producing a national report, commitment to create a NDO with stable Focal Point (FP).

**Implementation:** Activity implemented with countries from groups B and C, WGs tasks will be based on a capacity building strategy organized around a “Thematic twining” approach established between NDOs EU/CELAC, using the REITOX/EMCDDA previous experiences with new countries applying for integration in the EU. Total number of WGs: a maximum of seven.

#### **ACT. 1.6. Reporting capacity building: problematic use and new threats’ maps.**

The Report on drug use in the Americas (CICAD, 2015), clearly documents emerging threats in CELAC. E.g., appearance in the illicit drug market of a number of new psychoactive substances (NPS); indications of initial consumption of heroin; increasing prevalence of drug use among adolescents, associated to very low perceived risk of the occasional use together with a very high perceived easy access to drugs. Those and other identified trends challenge policy-making, not only in DDR but also in DSR. Each WG will develop in-depth pilot information maps on a particular drug/threat in participating countries. Each WG will estimate indicators such as, prevalence in different population groups (general population, teens, inmates, university students, etc.; socio-demographic indicators associated with new trends; treatment indicators: available treatment centres, attendance, attrition rates and reasons, etc.). Potential subjects: heroin; cocaine base, crack (pasta base-cocainas fumables); marihuana; inhalable; new synthetic drugs.

**Implementation:** Countries will choose a WG, according to their priorities and interests. WGs tasks will be based on a capacity building strategy organized around a “Thematic twining” approach established between NDOs EU/CELAC, using previous experiences from both regions. As specified earlier, final definition of WGs will be done during the inception phase. Activity developed in close coordination with OI-CICAD, the EMCDDA and the REITOX FPs. Total WGs: up to three, one per year.

#### **ACT. 1.7. Other capacity building activities tailored according to groups A, B and C.**

Furthermore, face to face capacity building activities will be included, addressing key areas to be defined during the inception phase (some of them identified during C1, others during the planning phase), e.g., workshops to address specific issues such as: trendspotting/multi-method design; indicators development: sensibility and specificity; longitudinal studies; qualitative methods: ethnographic studies.

Considering the successful capacity building strategy tested and developed in C1 in the field of DDR, this model is introduced for Component 1 of C2. A priority identified here is the development of an on-line course about the Operational implications of the Public Health model: strategic planning, implementation, monitoring and reporting. This subject is also relevant for Component 2 of C2 and will be offered to participants from both fields (see ACT. 2.5.3. for further details).

**Implementation:** Bi-regional cooperation to develop the contents of the course, implementing one international edition, and offering it to countries for adoption at a national level. Activity developed in close coordination with OI-CICAD, the EMCDDA and the REITOX FPs.

#### **ACT. 1.8. Annual meeting of NDOs.**

This meeting, organized at a yearly base and a week long, will allow the following: **a)** Reporting and exchange: Provide active WGs A, B and C, exchange opportunities and the possibility to share progress between them. And **b)** Face to face training: Will combine face to face training on other subjects which are regarded as necessary for capacity building of professionals from the NDOs (linked to working groups meetings & workshops mentioned above).

**Implementation:** bi-regional cooperation and exchange in close coordination with OI-CICAD, the EMCDDA and the REITOX Focal Points (REITOX FPs).





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## COMPONENT 2: Capacity building in Drug Demand Reduction (DDR)

### *Activities to attain Specific Objective 2*

Since the adoption of the first European Drug Strategy 2000–2004, the EU clearly defines drugs related problems, as primarily being a Public Health issue. This approach was also endorsed recently by the CELAC countries, being integrated in the OAS Hemispheric drug strategy 2011–15. In this framework, the OAS points clearly that DDR policies should include as essential elements universal, selective and indicated prevention, early intervention, treatment, rehabilitation and related recovery support services, with the goal of promoting the health and social well-being of individuals, families and communities, and reducing the adverse consequences of drug abuse.

However, and despite initiatives promoted for many years by PAHO, CICAD-OAS, UNODC and a remarkable number of NGOs, DDR remains the area with least institutional development in the majority of CELAC countries, with few allocated resources and with little previous regional and bi-regional exchange, being C1 the first bi-regional programme addressing DDR policy. This poses many challenges to the CELAC region. Considering that, the proposal for C2, in line with the work started during C1, brings again a unique opportunity for the EU to support the CELAC region in the practical implementation of models and principles well established in the EU. Principles and approaches implemented at the national level through the development of comprehensive, balanced and integrated policies –developed for more than three decades now– in countries like Spain and Portugal that had to face huge challenges having a good record of successes.

In this Component, cooperation, coordination and promotion of synergies will continue, especially with actions in DDR developed by the EMCDDA, the CICAD, the PAHO, the UNODC and two bi-regional networks of NGOs included in the C2 proposal (RIOD and IDPC). Also, and as started during C1, especial attention deserves the coordination with the EU funded DDR programme PREDEM for the Andean countries.

### *Institutional strengthening in the field of DDR: validation of quality criteria, evidence & best practices exchange*

#### **ACT. 2.1. Validation of the quality criteria agreed during C1 in the field of DDR.**

In facing the above-mentioned tasks, one of the greatest challenges is to start creating the necessary institutional framework to ensure the implementation of quality and evidence base DDR strategies and programmes. This activity focuses on the pilot implementation of the quality and evidence based criteria (basic and advanced), subscribed by all countries, NGOs' networks (RIOD and the IDPC) and multilateral agencies (PAHO, EMCDDA and CICAD), participating in the consensus process and agreements reached during C1. The validation exercise in C2 aims at facilitating the endorsement of the agreed criteria within the public DDR policy of CELAC countries to ensure the onset of effective services in the fields of prevention, treatment, harm reduction, and rehabilitation. Services will be based in the principles of human rights, public health and gender considerations.

**ACT. 2.1.1. Follow-up implementation of agreements reached by Latin American countries in C1.** Set up of validation WGs according to inclusion criteria for participation, defined during the inception phase. Each WG will gather a significant number of services (institutions) selected by CELAC interested countries and bi-regional NGOs networks (RIOD and the IDPC). As agreed during C1, the action will be implemented with the active leading role of the PAHO and the cooperation of CICAD. Initially two



This project is funded by  
the European Union

working groups will be set up. This validation/piloting exercise aims at facilitating the endorsement of the agreed and validated criteria in the CELAC countries.

**Implementation:** WGs will focus in treatment-harm reduction and prevention. Priority will be given to use a South-South cooperation model, by countries from the region that are willing to lead the work of each WG under PAHO's guidance and advise, and the cooperation of CICAD, RIOD, and IDPC, as stated in the final agreements reached during the meeting held in Mexico DF (December, 2014). Total WGs: up to three.

**ACT. 2.1.2 Adaptation-validation of the COPOLAD criteria in Caribbean countries.** Caribbean countries involved in the presentation of the proposal consider highly useful and necessary for them the possibility to adopt quality and evidence base criteria for DDR programmes. In this framework, they consider feasible to develop a process aiming at reviewing and validating the ones agreed in C1 by Latin American countries, considering their reality.

**Implementation:** WGs will focus in treatment-harm reduction and prevention. Priority will be given to use a South-South cooperation model, by countries from the region that are willing to lead the work of each WG under PAHO's guidance and advise, and the cooperation of CICAD, RIOD, and IDPC, as stated in the final agreements reached during the meeting held in Mexico DF (December, 2014). Total WGs: up to three.

#### **ACT. 2.2. Validation and pilot implementation of the "community model" addressed to population at risk of social exclusion.**

In line with the validation activities described above, a special validation exercise will be performed in the field of social integration. The aim of this activity is to address the need to pilot, validate and develop a "cascade" intervention model related with a particular kind of out-reach work, known in Latin America as "community based model" (*intervención comunitaria*), developed to meet the special necessities of populations exposed to high risk of social exclusion. In C2 this exercise will be performed through the implementation of a programme tailored to the needs of women. This pilot programme aims at facilitating the wide dissemination and endorsement of the model in the CELAC countries, beyond the duration of C2.

**Implementation:** Implemented following a South-South approach. The selection of NGOs for this activity will be done according to previously defined criteria, considering countries' interest to later adopt this model. The final definition of the activity, together with the selection criteria for participating NGOs, will be agreed between the country assuming the leadership of this activity and the bi-regional network RIOD, and with support from the Multilateral Agencies participating in the Programme.

#### **ACT. 2.3. Exchange of best practices in key areas of DDR: bi-regional meetings to identify and exchange best and innovative practices to face emerging challenges.**

The Report on drug use in the Americas (CICAD, 2015), clearly documents the onset of emerging threats in CELAC countries in relation to consumption patterns and risk behaviours associated with drugs. Those problems outline the need for identifying best and innovative practices to face them. In this framework during C2, three bi-regional meetings will serve to identify and exchange best practices regarding specific subjects, e.g.: programmes for populations at risk of social exclusion, paying special attention to at high risk adolescents, threatened and exposed to contexts of violence and crime related to drugs; programmes for inmates; and specific prevention programmes for youth using alcohol-tobacco-marihuana (universal, selective and indicated).

**Implementation:** Three editions of bi-regional monographic meetings, to identify and exchange best practices in each selected subject. Held in close coordination with RIOD, IDPC, PAHO, CICAD and the

EMCDDA. The PC will explore and agree on the final subjects addressed at each one of those bi-regional meetings, as well as countries' leaderships for each one.

#### ACT. 2.4. Directory of Centres and Services in DDR.

One of the challenges identified in several CELAC countries is the lack of registries mapping the public and NGO services existing in the fields of Prevention, Treatment, Harm Reduction and Insertion. This situation highly hinders basic tasks of monitoring indicators of key relevance for policymaking, regarding implementation and evaluation of public policy, planning and budget allocation, and good governance. Furthermore, the availability of a directory of services is a basic tool for providing information related to the available DDR services in the country to the different population groups. In response to these challenges, this activity provides a sustainable tool for mapping and updating existing resources in the field. During C1, a database was set-up on the COPOLAD's website. By the end of C1, this Directory gathered validated information (by each country NA) on 1574 registries from 18 Latin American countries. C2 will offer this tool to support countries willing to complete, update or start from scratch their national directory.

**Implementation:** C2 will promote the active participation of each country, by supporting countries to start data collection or updating, to build-up their own national registry, which will be also a part of the global directory.

### *Sustainable capacity building strategy in DDR*

#### ACT. 2.5. Further expansion of the capacity building strategy in DDR.

Existing base-line needs in DDR were identified through and in-depth study performed in 2011 in the framework of C1. The study pointed out a very broad repertory of subjects to address for enhancing the capacities of planners and other key professionals working in NAs of CELAC countries. Those results forced participating countries to further agree upon two major priority areas to address using a sustainable capacity building strategy to facilitate its further adoption within each interested country at the lowest possible cost for the interested countries. Evidence based prevention, and Coordination of health and social services at the Primary Care level, were the two subjects chosen. Their contents will be revised and updated for implementing new international editions in C2.

**ACT. 2.5.1 and 2.5.2 Revision/update and implementation of two international editions** of each one (Spanish and English editions). Following this strategic Line of work, two new courses will be developed in C2 (also in Spanish and English).

**ACT. 2.5.3 Operational implications the Public Health model: strategic planning, implementation, monitoring and reporting.** Once completed, two international editions will be implemented.

**ACT. 2.5.4** Another subject to be identified in the framework of the PC, during the second year of C2. Once completed, two international editions will be implemented.

**ACT. 2.5.5.** Simultaneously, the courses developed in C1, will continue to be offered to all interested countries willing to implement national editions

**Implementation:** follow-up of the capacity building strategy started in C1, based upon the development of a training of trainers' approach to ensure its sustainability beyond the duration of C2, since it can be easily adopted by each CELAC interested country at short, medium and long-term bases. In this framework, and as in C1, bi-regional cooperation backs the production and implementation of the new courses. Priority will be given to invite –when possible– experts from CELAC countries to prepare the contents of each course, using the tested methodological model developed during C1. Courses will count on the contribution of PAHO, CICAD, RIOD, IDPC and experts identified according the subject of each course.

**ACT. 2.6. Promotion and implementation of support resources for planning and evaluating DDR programmes.** During C1, various DDR support resources were developed and implemented. All of them were setup to facilitate the access to planning and evaluation tools useful for NAs' and other stakeholders. All tools can become self-sustaining beyond the duration of the programme. In C2, new information gathering and/or validating activities are set to enhance and promote the use and implementation of those tools, including:

**ACT. 2.6.1 Evaluation tools bank for DDR programmes.** During C1 this database gathered information on evaluation tools relevant for the effectiveness of treatment programmes. In C2 the database will be updated and expanded with new tools, including evaluation tools relevant for prevention programmes.

*Implementation:* Experts appointment for the selection of tools.

**ACT. 2.6.2 Development of the electronic-interactive platform to sustain the planning programme Paso@Paso (Step by Step).** During C1, the contents of a tool to support programme planning and evaluation was developed. This tool is intended to be a user-friendly and useful instrument for guiding and facilitating the work of professionals and civil servants responsible of DDR programme implementation. During C1, the contents of the programme were completed. During C2, the electronic architecture and on-line platform to support the programme will be implemented.

*Implementation:* A company will be selected for the implementation of the required tasks, including: 1) Development of the functionality: final design of the electronic architecture, validation and monitoring of functions by the IT company. 2) Implementation and validation of the operating system: piloting and internal performance evaluation of the services available in the system and final opening the interactive features of the system.

**ACT. 2.6.3 Capacity building to facilitate the use of the planning programme Paso@Paso (Step by Step).** Once the platform is on-line, and in order to promote its wide use in the interested countries, three face-to-face training courses for programme planners in DDR are foreseen.

*Implementation:* The experts in charge of the contents development of the system during C1, will set-up up a training course addressed to decision makers and professionals in charge of developing local and/or regional departmental programmes. Total face-to face courses: up to three.

**ACT. 2.6.4 Tentative exploration of adopting other web-based resources will be done.** E.g., translation into Spanish and Portuguese of the Best Practice Portal of the EMCDDA; university students' prevention/risk reduction on-line programmes; or on-line treatment programmes for youth.

*Implementation:* Bi-regional cooperation and experts' appointments. Further implementation details will be agreed within the Permanent Council.

## COMPONENT 3: Capacity building in Drug Supply Reduction (DSR)

### *Activities to attain Specific Objective 3*

This Component integrates three lines of action in the field of Drug Supply Reduction (DSR): Alternative Development (AD), Law Enforcement (LE) and strengthening cooperation to prevent the diversion of chemical precursors (PCP) for the illicit manufacture of narcotics drugs. This Component of C2 mainly focusses in complementing, consolidating and expanding on a regional level, already existing initiatives in the field of (DSR). Background details and main reasons for the adoption of such decision, are presented at the introduction of each one of those three lines of work.

### *Exchange of best practices and capacity building in Alternative Development (AD)*

#### **ACT. 3.1. Facilitating intra-regional exchange of best practices and peer-to-peer learning in the field of alternative development.**

Illicit drug crop cultivation continues to be a major challenge for security, development and public health in drug producing as well as drug consumer countries. In CELAC, most Andean countries continue to be massively affected by illicit crop cultivation such as coca bush and opium poppy, while Ecuador faces the potential spill-over of illicit cultivation from its neighbouring countries. However, the problem is not restricted to the Andes. Countries such as Guatemala, Mexico or Jamaica, among others, are heavily affected by rural drug economies and the cultivation of opium poppy and marihuana, phenomena that are directly linked to organized crime, corruption and endemic violence, threatening both stability and well-being of their societies. AD addresses illicit drug crop cultivation by means of rural development. AD seeks to tackle the root causes such as poverty, food insecurity, lack of access to arable land, lack of access to markets and lack of legal income opportunities. AD is one of the UN three pillars for DSR. AD is included at the EU Drug Strategy 2013-20, as a key element for the EU international cooperation in the field of drug control. The AD activities of C2 are oriented towards the implementation of both the UN Guiding Principles on AD (2013) and the EU Strategy. In CELAC, the level of knowledge with regard to AD is heterogeneous. While the Andean countries have implemented AD for more than a decade, AD experience in Central America, Mexico and the Caribbean is weak to non-existent; and countries in those sub-regions request technical advice from the UE enabling the sharing of best practices to address illicit drug crop cultivation from a development point of view. As already pointed out earlier, the long-standing law enforcement oriented drug policy paradigm in CELAC is currently under review and development-oriented approaches are increasingly attractive for many countries. C2 therefore aims at consolidating the success of C1 by enhancing intraregional exchange of best practices and mutual learning in AD.

**3.1.1. Dialogue Forums.** Dialogue forum on specific thematic matters have proven successful in C1. They gave relevant stakeholders from the Andean countries the opportunity to exchange experiences, identify lessons learned and to work jointly on new approaches in the field of AD. The added-value of the cross-country dialogues in C1 was grounded in the heterogeneous character of the participants. While intra-regional dialogue in Latin America are usually limited to government representatives, dialogue activities in C1 included farmers, representatives from farmers' associations, social enterprises and other members of civil society as important actors in drug policy at the local level. The dialogues concentrated on exchanging best practices on how to strengthen farmers' associations and value chain management in the field of AD. In C2, this line of action will be further strengthened; organizing intra-regional dialogue forums that are not only open to public officials from a broader group of interested CELAC countries but also include representatives from affected communities and civil society. The main impacts expected are:



- a. The consolidation of intra-regional dialogue between the Andean countries.
- b. *Intra-regional Dialogue Forums*, based on South-South and Triangular cooperation. Participants: government representatives, representatives from farmers' associations, social enterprises and other members of civil society as important actors in drug policy at the local level.

**Implementation:** Workshops/field visits for countries willing to launch alternative development projects through peer-to-peer learning. Following a South – South cooperation model between Andean countries with other countries (for instance from Central America and the Caribbean) interested in learning best practices in the field of AD as a way of DSR.

**3.1.2. Peer to peer learning activities.** As suggested by Latin American partner agencies, the impact of the dialogue forums may be further enhanced through establishing peer-to-peer learning mechanisms between the Andean countries and other interested countries from CELAC in order to foster inter-institutional knowledge sharing and disseminate best practices across the region.

**Implementation:** Workshops/field visits for countries willing to launch alternative development projects through peer-to-peer learning. Following a South – South cooperation model between Andean countries with other countries (for instance from Central America, Mexico and the Caribbean) interested in learning best practices in the field of AD as a way of DSR.

### ACT. 3.2. Enhancing the sustainability of AD interventions.

The backbone of any alternative development intervention is the improvement of alternative income opportunities, mainly through the value chain development and, ultimately, through the access to licit sales markets. The interventions aim at making alternative sources of competitive income thus reversing the illicit drug economy. In the first phase of COPOLAD, partner agencies from Latin America have identified systematic value chain development in national AD programmes as a challenge, frequently struggling to improve market access for alternative products from affected communities. Capacity building measures on value chain development are a very promising tool to foster cross-sectorial networks and to facilitate direct contact between different stakeholders along the value chain. An improved understanding of value chain development in affected communities will contribute directly to the sustainability of alternative development interventions.

**Implementation:** Organization of capacity building measures on value chain development.

### ACT. 3.3. WG Improving evidence in the field of Alternative Development.

In many countries, data on illicit crop cultivation, socio-economic data on farmers and their motivations to get involved in it are weak. Central America, Mexico and the Caribbean countries lack a sound data basis on the extent and causal relationships underlying this problem and the livelihood systems of farmers. However, without knowing why farmers grow illicit crops and to what extent, the design of appropriate AD interventions is not possible. In C1 (2012), the tool Livelihood analysis in illicit crop cultivation areas was developed and piloted in the Peruvian Valley VRAE, by DEVIDA-Peru and GIZ. This methodology allows for the collection of household level data in illicit crop growing areas and can provide empirical data for sound AD interventions. The pilot study in VRAE laid the basis for the future interventions of the Peruvian government. In C2, an in-depth livelihood study, based on the methodology developed during C1, will research the local socio-economic conditions in one pilot country. This activity will add to the evidence-based DSR, which is also a main objective of the EU's drugs strategy. The methodology will be further disseminated within COPOLAD participant countries.

**Implementation:** Pilot Livelihood Study (2016 -2018), in a selected area, according to criteria defined during the inception phase.

## Capacity building strategy and exchange of best practices in Law Enforcement (LE)

LE activities included in C2 are selected and defined taking into account the fact that most CELAC countries have a long-standing experience in DSR, especially in the fields of LE. In addition, in the definition of this part of Component 3, it has been considered the onset of different relevant EU cooperation programmes (ongoing ones and the upcoming regional programme Citizens Security), as well as other programmes sustained by other donors. Therefore, the activities included here are focused on complementing, consolidating and expanding on a regional level, already existing initiatives. Special effort, when needed, will continue to be made to coordinate with the different projects of the Cocaine Route Programme (Airport Communication Project (AIRCOP); Seaport Cooperation Project (SEACOP); Law Enforcement and Judicial Cooperation in Latin America Project (AMERIPOLEU); and the Support to the Fight Against Money Laundering in Latin America Project (GAFILAT-EU).

In this framework, the LE activities in C2 aim at complementing and coordinating efforts in two core lines of work. a) The need to enhance judicial reforms to provide alternatives to incarceration. b) The necessity to further strengthen policies devoted to the control of transnational organized crime, as a major player in drugs related problems.

### ACT. 3.4. Capacity building and exchange of best practices in Law Enforcement (LE).

During C1, special focus was given to the information/intelligence exchange among competent authorities in the DSR. Law enforcement officials -Antinarcotic Police Units, Ministries of Interior, Public Prosecutor's Offices, Customs, Financial Intelligence Units, etc.- shared best practices and identified joint operations in areas such as money laundering, asset management, air and maritime cocaine trafficking and precursors diversion. Besides organising Seminars, Conferences and Workshops in these areas, two studies were published -on maritime lines and air routes for cocaine trafficking- highlighting the most important routes used by criminal organizations from Latin America to the EU, and providing a data analysis on number of seizures, arrests, joint operations and controlled deliveries. In addition, coordination and synergies with projects from the Cocaine Route Programme was essential in order to avoid duplication of activities.

**ACT. 3.4.1. Bi-regional meeting to enhance the exchange of best practices on alternative treatment to prison.** Alternative treatment to prison is gaining interest within the CELAC region and internationally. Programmes in this field are being positive for reducing burden of drug offenders in prison. Diversion mechanisms at arrest, prosecution or sentencing have been designed for non-violent drug offences and micro on Alternatives to Incarceration for Drug-Related Offenses. This report identified several challenges that call for traffic, facilitating courts' tasks, which can focus on dangerous and high-level crimes instead. In 2015, CICAD/OAS, in cooperation with the Colombian Ministry of Justice and Law, has published a Technical Report on public policy responses from NAs of CELAC countries. E.g., the growing population incarcerated for drug related offenses and consequent conditions of overcrowding, the lack of access to treatment, difficulties in accessing social services for dependent drug users, as well as the vulnerability and risks to which particular groups of society are exposed. At the same time, a database on Inventory of alternatives to incarceration has been launched by CIAD and it is accessible on its website. A bi-regional meeting will be organized to disseminate those initiatives, plus other projects in this field already identified in C1, and other new initiatives that can be identified for the meeting, such as programmes facing specific needs of women economically disadvantaged.

**Implementation:** Bi-regional meeting to be organized with the cooperation of interested countries, the key contribution of CICAD, and the input of the NGOs networks of COPOLAD.

**ACT. 3.4.2. Cross-cutting seminar in the field of Money laundering.** This seminar will be a follow-up opportunity to continue the exchange of information/intelligence opened in C1 regarding exchanges of best practices in the area of money laundering from drug trafficking, asset investigation and the role of Asset Recovery Offices, as well as recycling the proceeds of crime into national drugs control structures. All those aspects are key to analyse emerging trends and best approaches to face all challenges in this field. In C2, special emphasis will be placed on National Legislation; the roles of Police and Public Prosecutor's Office regarding seizure, precautionary and provisional measures and confiscation; money and other assets seizure, its legal nature and Registration aspects; the identification of best practices for managing seized assets and legal tools; computerized systems for registering, informing and managing; as well as the importance of international, multilateral and bi-lateral cooperation in order to locate, recover and confiscate assets.

**Implementation:** Bi-regional EU-CELAC seminar gathering experts from Law Enforcement Agencies, Antinarcotic Police Units, Public Prosecutors Offices and AIAMP, Financial Intelligence Units (FIUs), as well as representatives of the Asset Recovery Network (ARN) and the Financial Action Task Force of Latin America (GAFILAT), among others. In order to promote synergies and avoid duplications, C2 will continue to coordinate this type of initiative with the GAFILAT-EU and EMRIPOL-EU projects, as part of the "Cocaine Routes Programme" funded by the Instrument contributing to Stability and Peace (IcSP) of the EC. In that way, the seminar will also promote their visibility and provide an opportunity to disseminate their achievements among a wide key audience.

**ACT. 3.4.3. Cross-cutting seminar to exchange of best practices for relevant staff of competent authorities from CELAC countries responsible for the control of cocaine trafficking routes.** This seminar will be a follow-up opportunity to continue opportunities for information sharing opened in C1. Specially, the exchange of best practices and information/intelligence on areas such as:

- a) Police investigation methodology in cocaine trafficking.
- b) Structures of criminal organizations and their "modus operandi", by air and sea routes, profile of suspicious passengers, the use of human "mules" by criminal organizations, methods of concealment and air cargo, comprehensive security in port facilities, risk analysis of leisure boats and merchandise vessels.
- c) Presenting other cooperation initiatives developed by EU Member States in this field.

**Implementation:** Bi-regional EU-CELAC seminar gathering expert EU counter-narcotics police and corresponding army bodies in CELAC, as well as representatives of CICAD, AMERIPOL, EUROPOL and MAOC-N, AIAMP, among others. In order to promote synergies and avoid duplications, C2 will also invite -and coordinate joint efforts with-representatives from the AIRCOP, SEACOP and AMERIPOL-EU projects, from the Cocaine Route Programme. In that way, the seminar will also promote their visibility and provide an opportunity to disseminate their achievements among a wide key audience.

### *Capacity building strategy and exchange of best practices in cooperation to prevent the diversion of chemical precursors*

Equally important, C2 will include a line of work on precursors, considering the results obtained by the EU funded project PRELAC, which is coming to its end in February 2016. The chemical precursors' activities reflect the urgency of strengthening cooperation to prevent the diversion of chemical precursors for reaching an effective control of the growing challenges posed by the illicit manufacture of narcotics drugs.



### ACT. 3.5. Sustainable capacity building and exchange of best practices in the field of prevention and control of chemical precursors' diversion for the production of illicit drugs.

Precursors diversion represents a very important threat to the illicit manufacture of drugs in today's transnational reality which is characterized by the great adaptability of criminal organizations, as they use a variety of "modus operandi" and alternative unclassified substances in order to avoid control and tax mechanisms. This threat requires that all actors involved in the prevention and fight against this illegal activity carry out a comprehensive strategic approach, maximize cooperation and information exchange both at regional and bi-regional levels. In this framework, C1 promoted the exchange of information and intelligence and best practices in the field of drugs precursors among anti-narcotic police units, national drug control bodies and Public Prosecutors Offices, with an active involvement from DG TAXUD of the EC (Taxation and Customs Union Directorate-General) and OLAF (European Anti-Fraud Office). Building upon previous programmes in this field (e.g., SMART, PRELAC) and considering maintained EC efforts, C2 seeks to enhance the capacity of CELAC countries to gather, manage, and monitor information on precursors in order to design and implement effective policies and programmes to face the growing challenges posed by the illicit manufacture of narcotics drugs.

#### ACT. 3.5.1. Promotion of best practices/information sharing and support to the Joint Follow-up Group on precursors.

In close cooperation with DG TAXUD and OLAF, C2 will develop actions in line with the efforts and activities undertaken by the existing bilateral agreements on precursors signed between the EC and Latin American countries (currently 7 EU bilateral Agreements with the following countries: Bolivia, Chile, Colombia, Ecuador, Mexico, Peru and Venezuela). In this framework, four Annual Regional Workshops will be organised back-to-back to the annual meetings of the Joint Follow-up Group on precursors. Each workshop will be followed by a field visit, aiming at further strengthening and improving the competent authorities' capacities in CELAC countries working in this field. Both activities will be essential to promote the exchange of information, experiences and best practices at national and regional levels; improve inter-agency cooperation; disseminate existing e-learning tools and capacity building initiatives; and explore further actions for cooperation with the industry. Specific fields and areas of work dealt in these workshops and field visits will be defined in close cooperation with authorities from CELAC and EU countries. Some priority areas already identified could be the following:

- a) *Emerging threats* of synthetic drugs and their precursors and NPS: a rising problem in CELAC and a field in which the EU has wide experience.
- b) *Voluntary Partnership Agreements*, between chemical and pharmaceutical industries and National Authorities in charge of controlling the trade in precursors and chemical products: These are highly effective tools for the control of non-catalogued substances, working complementarily in preventing and combating diversion of chemical precursors. Spain has wide experience on this and it could be an excellent example for CELAC countries.
- c) *Bio-security* when intervening illegal laboratories involved in natural drug extraction and refining, as well as police interventions to dismantle illegal labs: these safety issues and disposal of precursors are also essential. Sharing, experiences like the figure of responsible officer, etc.

**Implementation:** Joint Follow-up Group meetings, workshops & field visits: specific areas of work will be defined in close cooperation with authorities from CELAC and EU countries in the framework of the PC. Organizer: ECB in close coordination with DG TAXUD and OLAF. Total workshops: four (one per year).

**ACT. 3.5.2. Strengthening capacities of agencies for precursor control: Support in implementing national information/registration systems.** This activity aims at strengthening or setting-up administrative assessment systems for precursors' control in CELAC countries. Considering previous EU initiatives in this field, C2 will need to have information on PRELAC's results to take them into account while helping countries to develop efficient information systems. C2 will assess the developments

achieved and the remaining needs existing in CELAC countries in this area. For instance, as regards to advances on the IT systems for operators' registration, the Ecuadorian SISALEM system, or other systems already implemented in some countries, could allow companies to report online and permit better cross referencing, analysis and the identification of possible irregularities in the movement of precursors by user companies.

**Implementation:** Needs assessment and adoption of a South-South cooperation approach, using, for example, the SISALEM system or other systems, developed, tested and already adopted in several countries, or other IT solutions –depending on the existing needs and resources in each country– will be used in this peer-to-peer assistance exercise.

**ACT. 3.5.3. Dissemination and promotion of on-line support and capacity-building resources.** Promoting and disseminating information about online available tools, to promote their use among CELAC countries, especially, a) The E-learning training courses developed by DG TAXUD and being now up-dated, so the new revised versions will be ready when C2 will start; and b) Opening in the e-room of COPOLAD a forum on precursors. The platform will also promote discussion forums that can be established according to countries' needs and priorities, also to create or reinforce communication channels among all actors.

**Implementation:** La ECE trabajará en coordinación con la DG TAXUD para dar a conocer los cursos sobre precursores disponibles en línea y brindará igualmente a los países la posibilidad de utilizar la e-room de COPOLAD para comunicarse e intercambiar información entre los países de la CELAC y también con los Estados miembros de la UE.

## COMPONENT 4: Policy Support, dialogue and consolidation of the Mechanism

### *Activities to attain Specific Objective 4*

This component will further strengthen the success obtained by C1 in reinforcing and supporting the EU-CELAC Mechanism. Therefore, it will continue to promote opportunities for information exchange, coordination and cooperation among competent authorities responsible for the various policies on drugs in the EU and CELAC. Opportunities for the institutional strengthening of NAs will be enhanced. Special emphasis will be placed in consolidating existing potentialities of the Mechanism; supporting, and increasing its visibility; contributing to foster greater communication between different actors; as well as improving the availability of knowledge by broadening and facilitating access to relevant information for professionals and mediators.

### *Support of bi-regional dialogue & the EU-CELAC Mechanism*

#### ACT. 4.1. Organization of COPOLAD's Annual Conference 2016, 2017, 2018, 2019.

As already done in C1, Conferences will be organized choosing key themes in the scope of the Mechanism in order to respond to current problems needing concerted action, e.g. new challenges and new responses to the drugs phenomenon in CELAC and Europe. Priority subject for the first Annual Conference to be defined during the inception phase. Each Conference will have two parts:

1. It will provide an opportunity to address a monographic subject chosen every year; the subject will be chosen and defined according to countries proposals and needs presented at the Permanent Council.
2. It will provide the opportunity to WGs –organized within each Task Force– to present their achievements, developments and outputs.

**Implementation:** ECB, in direct coordination with the EU-CELAC Mechanism and EuropeAid. Two Conferences will be held in CELAC and two in the EU. Organized back to back to the High Level Meeting of the EUCELAC Mechanism and the "Steering Committee".

#### **ACT. 4.2. Promotion and enlargement of the Mechanism's E-room at the COPOLAD website.**

Based upon a diagnosis on the needs of the Mechanism, during C1, a new sustainable virtual platform was set up, to strengthen the role and tasks of the Mechanism, facilitating contacts among its members, and disseminating the work performed since its creation in 1999. The e-room has performed several functions: informative, to help users to access all-important Mechanism-related information and documentation; and a cooperative, to facilitate and optimize the communication among all members (professionals working at NAs, members of the Mechanism's Technical Committee and delegates from the Ministries of Foreign Affairs). Apart from that, and responding to new requests from participants at C1, five thematic forums were added, serving as a communication platform for several working groups (e.g., the consensus process of quality criteria in DDR; evaluation of national strategies; management of seized assets; control of drug precursors, etc.).

**Implementation:** ECB, in direct coordination with the EU-CELAC Mechanism, EuropeAid, and in cooperation with participant countries and other stakeholders.

### ***Institutional strengthening of National Agencies for drug policy***

#### **ACT. 4.3. Provision of technical inputs relevant for policy-making.**

If requested by the Mechanism, elaboration of technical report/s (review the "state of the art") in relevant thematic areas for policy-making. Possible priority areas to explore at the Permanent Council for ratification are related with policy design and approaches, implementation and evaluation tools, mechanisms for inter-service coordination and cooperation, socio-economic costs related to drugs, etc.).

**Implementation:** Appointment of experts to elaborate the requested report/study and to present it to the Mechanism. Dissemination by the ECB using all visibility tools and channels of the programme.

#### **ACT. 4.4. Maintenance and dissemination of the BIDA library services.**

Ibero-American Library on Drugs and Addictions (BIDA) was created in C1. It offers researchers, professionals, key decision makers and the public in general, a decentralised collective catalogue and providing direct access to a comprehensive digital repository made up of specialized journals and a documentary bank of publications and materials, including related to drugs and addictions, ranging from the highly specialised to those covering basic information needs.

**Implementation:** Cooperation between participating documentation centres. In addition, three WG workshops are foreseen for participating documental centres (4.4.1., 4.4.2. and 4.4.3.).

## COMPONENT 0: Crosscutting Activities

### *Activities to attain Specific Objectives 1 to 4*

This Component ensures the integration and consideration –when appropriate– of all Principles and Approaches adopted within the programme through the activities performed (see point 2). Along the Programme implementation, special attention will be given to:

- **Analyse the specific needs of the different groups of countries.** Tailoring activities in accordance to those needs. This will be addressed by:
  1. *Adding specificity to activities by considering the assessment provided by CELAC countries.* Performing initial diagnosis and exploration exercises during the inception phase (baseline studies, and consultations, as well as follow-up studies from C1). Paying special attention –at this initial phase and along the programme implementation– to existing relevant reports and monitoring tools. This will include analysing the context, policy development aspects and resources available.
  2. *Facilitating the initial and on-going assessment provided in a regular basis within the advisory bodies of C2, the Steering Committee and the Permanent Council of the programme.*
  3. *Setting-up Working Groups (WGs) inside the different Task Forces (TFs).* This will allow the definition of sub-objectives and related activities, tailored to clusters of countries sharing similar challenges and willing to define and adopt analogous responses.
- **Enhance a practical oriented dimension of the capacity building strategy.** This will be achieved by adopting –when appropriate– a South-South approach, including the provision of different training formats, as well as short-term expertise-sharing activities among countries facing similar threats.
- **Promote synergies and avoid duplicities between stakeholders.** This aspect is considered in C2 by: **a)** reinforcing information sharing and cooperation opportunities between all public national and multilateral agencies as well as key non-governmental networks working in both regions; and **b)** avoid duplication with other EU funded initiatives.
- **Ensure the sustainability of the capacity building strategy started in C1 and continued in C2.** Promoting actively the expansion of on-line courses produced, and making them available to CELAC countries, so it can be a multiplying and self-sustaining strategy beyond the duration of the programme.
- **Working languages.** In order to develop the tasks in the WGs, C2 will adopt a method sensitive to the working language of its members, taking into account the language barriers present in many cases.
- **The edition of final outputs in different languages.** In this respect, C2 will also ensure, when appropriate, the availability of key final outputs, in three languages: Spanish, Portuguese and English.
- **The elaboration of information reports and other reporting products for different institutional actors.** According to the experience gained through C1, different stakeholders need to have different types of reports and briefings on programme implementation, providing information on the involvement of different countries and institutions, etc. This is a transversal activity, with little public visibility but necessary, which needs time and attention.
- **The visibility of the programme.** It is publically recognized that C1 was able to create a **successful brand** among target groups and other stakeholders. C2 will continue this line of work, expanding it when possible. The attention will be focussed on increasing the visibility of the programme's achievements, its actors, its activities, and the role of the EC, and specially EuropeAid, as donor of the programme. Visibility outputs created in C1, will be expanded by increasing its coverage, not just in relevant

national, bi-regional or international meetings and forums, but also in key virtual networks for professionals, institutions and other stakeholders.

In this framework, Component 0 includes the following actions:

**ACT. 0.1. Constitution of the ECB, selection & appointments**

**ACT. 0.2. Definition of protocols and participation criteria at all levels, components and actions, including internal evaluation.** Internal (DB, ECB, PC, participants in the activities, etc.), and those related with the TFs and WGs.

**ACT. 0.3. Constitution of the Permanent Council (PC).** Signature of agreements with countries meeting or willing to adopt the inclusion criteria.

**ACT. 0.4 Creating a network of Focal Points (FPs) for COPOLAD.** Each participating NA/institution nominates a stable National Focal Point (FP) for the Programme and –when needed- for each component to ensure the necessary coordination and follow-ups.

**ACT. 0.5. Drafting Annual Work Plan (AWP).** Document covering yearly activities to be approved by the EC. First AWP will cover the inception phase (1st semester 2016) and the 1st year (2nd semester 2016 to 1st semester 2017). Next AWPs will cover 2017-2018 and 2018-2019.

**ACT. 0.6. Initial meeting PC.** Agreements on contents of activities, nomination of national Focal Points, and exploration of base-line assessments according to the needs of the activities under each component.

**ACT. 0.7. Selection & appointments TFCs, and WGCs.** Task's definition/Experts selection and appointment.

**ACT. 0.8. Institutional coordination meetings.** Along the whole implementation of C2 face-to face and virtual meetings will be systematically included in order to promote cooperation and coordination between stakeholders.

**ACT. 0.9. Institutional contacts for ensuring synergies.** Along the implementation of C2, this will allow to ensure synergies and avoid duplications with other EU funded projects or any other relevant project in the field developed in CELAC providing room for joining efforts.

**ACT. 0.10. Visibility.** Development of the approach and start-up of the following activities:

**0.10.1 Website.** Including the e-platform, the maintenance of previous sections and the development of new contents and services.

**0.10.2. Regular news released through mailing lists and e-networks.** Ways of cooperation for increasing mutual coverage and impact of informative services will be explored with associated bi-regional networks of NGOs (BNGOs) and associated Multilateral Agencies (AMAs).

**0.10.3. Programme presentation at national, regional, bi-regional or international events.**

**0.10.4. Other visibility activities.** Newsletter, merchandising items, etc.

**ACT. 0.11. Continuous evaluation.** For further details, see point 5.4.

**ACT. 0.12. Reporting tasks useful for different institutional actors.** Standardized formats for reporting country participation/involvement in the programme will be developed to facilitate continuous updating, using the most efficient way possible to deal with information and up-dating demands raised by different stakeholders.



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**Implementation:** All the activities included in Component 0, will be implemented under the direct responsibility of the ECB. According to each need, cooperation will be established with associate NAs, multilateral institutions and bi-regional NGO networks included in the proposal for C2, all partners will also contribute to the achievement of the crosscutting activities described above.

#### **4.6. Publications and other support outputs**

Following the line of publications opened during C1, both the number and the type of publications foreseen for C2 will directly respond to the needs raised within the WGs, as well as to the outputs produced by them. The main publications foreseen at the planning phase are:

- **Reports/monographs/studies, in paper and electronic versions.** According to the activities developed within each component of C2, different support materials will be edited both in paper and virtual versions. Those resources will be closely related to the capacity building activities performed.
- **Support resources for dissemination.** Relevant documents, audio-visual materials and other support resources will be compiled, to continuously update the COPOLAD website. The BIDA library and the other e-platforms will be disseminating results to a broader audience, expanding the knowledge on initiatives and outputs of C2.



## 5. Methodology

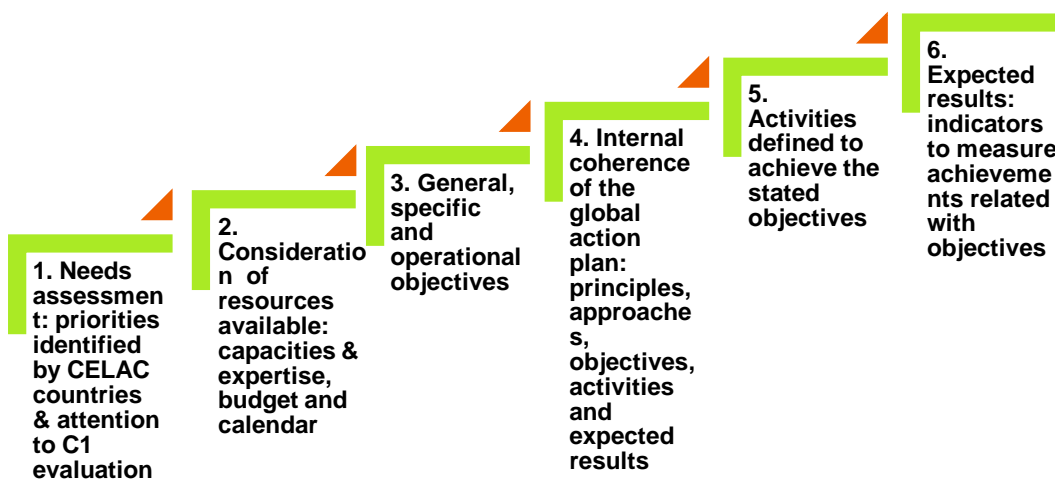
### 5.1. Methods of implementation and rationale for such methodology

The activities foreseen in C2 fit within a general work plan organized through the five Components adopted for the Programme. Within each component, two Task Forces (TFs) are set-up in order to ensure the successful and smooth implementation of Working Groups (WGs) in charge of developing each activity. The activities are set-up considering their capacity to respond to the programme's objectives and related expected results in CELAC countries (see point 4.5 background details on each activity and main reasons for its adoption). Additionally, C2 takes into account two key considerations:

- The *practical implementation model adopted*, based on the identification of clusters of countries sharing similar challenges, for integrating the different WGs created to identify joint responses.
- The *definition of participation criteria and profiles* adjusted to each activity and WG.

In this framework, the rationale for the methodology adopted derives from the following logical framework sequence:

Fig. 2. Logical framework sequence



The consideration of this sequence provides the required basis for effective direction and accountability, good governance and continuous evaluation of the programme's implementation

### 5.2. Attention to results of COPOLAD I: main conclusions and recommendations of evaluations carried out (internal and external)

The proposal presented to the EC for C2 fully responds to the main recommendations made by both, the mid-term and final external evaluation reports, as well as the internal evaluation performed by the ECB for C1. These reports are coherent among them and provide complementary recommendations regarding objectives, approach, methodology and management to be adopted by C2. Those recommendations relate to:

- a) Objectives.** The objectives of C1 are valid but should be adjusted to: **a)** be attainable considering the resources available; and **b)** be formulated using SMART indicators. *As regards to specific objectives, attention will be given to:* 1) good practices identified and adopted by CELAC countries, and 2)

reinforcement of the dialogue on drugs policies among CELAC countries and between them and EU countries.

**b) Project's overall strategy and methodology. It is recommended to:**

- Continue to link theory with practice closely linked to the EU-CELAC Mechanism.
- Introduce a sub-regional approach adjusting the capacity building methodology from a top-down to bottom-up approach: rather than organizing highly costly regional face-to-face trainings, consider the implementation of small and practical *Cooperation Initiatives*, based on clusters of countries sharing similar challenges and wishing to identify joint responses.
- Define a sustainable capacity-building model, to facilitate its further adoption at low costs by NAs in their country, at medium and long-term bases. This consideration is further supported by the results from internal evaluation and follow-ups performed by the ECB in C1; it was observed that about 50% of those attending face-to-face training activities are no longer at the same post a year after the activity took place.
- Consider a demand-driven approach, by further increasing the involvement of CELAC countries in the design and implementation of the programme.
- Maintain an active coordination with similar EU-funded initiatives, promote their visibility and disseminate their achievements.
- Support resources that allow monitoring drug use (NDOs) and increase CELAC's capacity to assess security threats.

**c) Management model and resources:**

- Maintain a centralized management model as an efficient way to face continuous turnover in NAs.
- Avoid unrealistic expectations. In C1, the objectives and characteristics for many activities foreseen in the initial contract were too ambitious. Therefore, in order to reach them, the project management team (ECB) had to assume an important amount of extra work. C2 objectives and roles need to be adjusted to available capacities, resources and timeframe.
- Reinforce the ECB. Under C1, partly because of the reason pointed out in the previous point, the project management team seemed to have been under pressure. C2 should ensure that the resources available for the project management are sufficiently robust, with a strong capacity to ensure support to programme implementation

### ***5.3. How C2 fits and is coordinated with other EU projects, and establishes synergies with other initiatives***

In C1, close cooperation and synergies were created with other EU cooperation programmes supporting drug policy in the CELAC region at the bilateral, sub-regional and trans-regional levels. C2 will maintain those coordination efforts, aiming at the consolidation of synergies and avoiding duplication. In this regard, special attention deserves PREDEM, implemented by UNODC in the field of DDR for the Andean Community. Also the different projects of the Cocaine Route Programme: Airport Communication Project (AIRCOP), Seaport Cooperation Project (SEACOP), Law Enforcement and Judicial Cooperation in Latin America Project (AMERIPOLEU) and the Support to the Fight Against Money Laundering in Latin America Project (GAFILAT-EU).

C2 will take into account CELAC's own experience, and other relevant EU cooperation projects or programmes, including the future regional programme on Rule of Law and Security of the EC, and close cooperation with EC DG TAXUD, OLAF and the EEAS, will continue to coordinate joint efforts in the field of precursors (as it was already done in C1). Other initiatives supported by different stakeholders as PAHO, CICAD, and non-governmental networks (RIOD, IDPC and AIAMP), will also receive careful attention. Coordination and synergies with other international initiatives will also be considered.



#### 5.4. Procedures for follow-up and internal evaluation

In addition to the external evaluation exercise performed by external evaluators appointed by EuropeAid, the adopted SMART objectives allow for the assessment of progresses against targets, and conducting continuous evaluation. The following actions are foreseen to guarantee the internal monitoring and evaluation:

- **Collection of quantitative indicators of performance:** Each WGs and TFs coordinator will provide the ECB with regular collection of data on performance against the indicators established regarding processes and results. The ECB will coordinate this report –on a yearly basis– to gather grounded information for evaluating performance and achievements.
- **Collection of qualitative information:** On a regular basis, the ECB will open written or/and face to face opportunities to further explore with partners aspects which –according to quantitative indicators– might be worth to analyse in depth in order to gather insights on particular aspects which might require adjustments.
- **Collection of indicators and insights from all CELAC countries:** On a yearly basis, each CELAC country will be invited by the ECB to provide quantitative and qualitative insights regarding key indicators, e.g. relevance of the programme to support policy-making, ownership and sustainability.

The results of those assessments will be presented at the Permanent Council –on a yearly basis– to facilitate a continuous global assessment of the programme (see point 5.5, for further details).

Additionally, and as in C1, the ECB, the applicant, co-applicants and associates, are willing to provide all necessary inputs and documentation, to facilitate any external evaluation performed by EuropeAid.

#### 5.5. Role and participation of the various actors and stakeholders, and underlying reasons

1. Roles have been established considering the needs of the different phases: **Planning phase:** roles and participants: **a) DGPNSD/FIIAPP:** Opening a participative process **to all CELAC countries**, for defining a demand-driven proposal. Inviting EU NAs to express interest in participating. Gathering proposals, drafting a first draft, with a series of consultations with interested countries, final agreements from all co-applicants and presentation of final version through PROSPECT. **b) All interested countries and institutions from CELAC and co-applicants from the EU:** Participation in the process of needs analysis and definition of priorities; participation in the process of drafting the final proposal. Definition of CELAC co-applicants and associates according to the stated interest regarding involvement (in-depth implication in making proposals, degree of interests in leaderships, and capability to meet strict deadlines fixed to follow the process and finalize the proposal on time). Register/update in PADOR or fill out appropriate participation documents, as requested in the Call. **c) Consultations with EU NAs, Multilateral Associated Agencies and bi-regional NGO networks.** When appropriate, the different aspects of the proposal have been explored with them, in order to consider their views and experience on the different aspects of the proposal.
2. **Inception phase and start-up:** roles and participants. **a) FIIAPP/ DGPNSD:** Appointment of an Executive and Coordination Body (ECB) director and other members of the team (see point 5.6 and 5.7, for further details). **b) ECB:** Proposal for final contents for the WGs, and associated leaderships. Definition of managing, implementing and evaluation protocols. Set-up of the *Permanent Council*. **c) Permanent Council:** Definition of final contents for the WGs; agreements on leaderships considering implementation criteria such as leading expertise linked to actions, capacity to meet deadlines and balance between countries and stakeholders; etc.
3. **Implementation and continuous internal evaluation: roles and participants.** a) ECB. Implementation, drafting the Annual Work Programme (AWP), consulting the PC and EuropeAid. Presentation to EuropeAid of the AWP for approval. Participation in the Steering Committee. Active contribution to the visibility of COPOLAD among stakeholders and within its territorial area of work. Cooperate with the external evaluation teams appointed by EuropeAid. b) Permanent Council: Implementation, follow-up and adjustments, when required. Proposals for adjusting the AWP.

## 5.6. Organizational structure

### 5.6.1. Centralized management model

The centralized management model adopted in C1 has proven to be efficient, both in terms of budget management, as well as regarding the need to attain activities according to a really tight schedule. It permitted to minimize continuous turnovers of stakeholders, due to frequent institutional changes at NAs and at the Technical Committee of the Mechanism. This factor continuously challenged the progress of the programme, since those changes affected all (or almost all) actors at the NAs, as well as the national focal points for COPOLAD. According to this positive experience, C2 will maintain a centralized managerial model, under the direct responsibility of the Direction Board (FIIAPP, DGPNSD and the ECB).

### 5.6.2. An inclusive operational model

**Permanent Council (PC):** Holds advisory and follow-up functions, especially the following:

- Participation in designing/implementing the action, including definition of sub-objectives/final contents for WGs.
- Advise on programme implementation and suggest adjustments, when required.
- Contribution to define the Annual Work Programme (AWP), and suggest adjustments when needed. Proposals and commitments on leaderships.
- Attendance to the annual meeting of the PC or ad-hoc meetings when required.
- Contribute actively to the visibility of COPOLAD among stakeholders, both internationally and inside each participant's country.

**Members of the Permanent Council.** All NAs participating in the proposal presented to the EC for COPOLAD II and meeting the same membership criteria established by the EC in the Call for the Steering Committee are members of the PC.

Other countries that wish to be part of the PC should also meet the same criteria:

### INCLUSION CRITERIA FOR COUNTRIES TO BE PART OF THE PERMANENT COUNCIL (PC)

(Same criteria to be admitted to the Steering Committee set-up by DEVCO-European Commission)

#### CRITERIA:

- **Countries already having a drug observatory:** commit to strengthen it, ensuring the availability of a competent/technical Focal Point for COPOLAD
- **Countries not having a drug observatory:** commit to establishing one, ensuring the availability of a competent/technical Focal Point for COPOLAD
- **Countries without an Early Warning System:** commit to establish one
- **Countries committed to actively participate in the COPOLAD activities**

Countries integrating the PC will have the same rights regarding participation, voting and visibility. **This model is adopted considering the need –identified in C1– to promote and facilitate the ownership of the programme by all interested countries. For this reason, the Permanent Council (PC) includes:**

- **Applicant and leading country:** The applicant (FIAPP) represents Spain for direction and implementation of managerial matters together with the DGPNSD, Spanish Co-applicant, responsible for content related matters and adopted approaches. In this capacity, the DGPNSD will be closely cooperating with the national *Intelligence Centre against Terrorism and Organized Crime* (CITCO) in all aspects related to Component 3 of the programme.
- **Co-applicants: *Public National Agencies (NAs)*** responsible for national drug policy or *Cooperation for Development Public Agencies*, in their countries. They integrate the Consortium, and as such, they participate in designing and implementing the action. They are also committed to take leaderships or co-leaderships of activities implemented in C2.
- **Associated NAs: *Public National Agencies (NAs)*** responsible for national drug policy in their country, committed to cooperate with the applicant and co-applicants in the implementation of the programme. They can also assume leaderships or co-leaderships of activities implemented in C2.
- **Associated bi-regional networks of NGOs (BNNGOs):** assume their responsibility to cooperate with the applicant and co-applicants to participate and support the implementation of the programme, coordinate efforts, and contribute to prevent duplicity.
- **Associated multilateral agencies (AMAs).** Are committed to provide advice along the programme implementation, support the action, coordinate and enhance efforts, and contribute to prevent duplicity.
- **Pre-selected collaborating partner (CP).** Invited at the PC, in the following ground: **a)** its substantial expertise in a very specific field of intervention (AD); **b)** with active involvement in C1; **c)** its commitment to support the implementation of the action in C2, and willingness to provide technical advice, assist to coordinate efforts, and contribute to prevent duplicity. In this capacity, GIZ from Germany will be also a member of the PC. GIZ will not be responsible for the management of funds; all administrative and financial matters will remain under the responsibility of FIAPP. GIZ will provide the leadership in this set of activities on behalf of the *German Ministry for International Cooperation and Development (BMZ)* and provide this as an in kind contribution to C2.

The institutions willing to participate and to play an active role since the beginning of in C2 are the following:

*Table 3: Institutions presenting the proposal as part of the Consortium in this 2nd phase*

Member Countries	Institution	Presented as
Argentina	SEDRONAR	Associated
Austria	GÖG	Associated
Brazil	SENAD	Co-Applicant
Chile	SENDA	Co-Applicant
Colombia	MINJUSTICIA	Co-Applicant
Costa Rica	ICD	Co-Applicant
Cuba	CND	Associated
Czech Republic	VLADA	Associated
Dominican Republic	CND	Co-Applicant
Ecuador	CONSEP	Co-Applicant
El Salvador	CNA	Associated
Germany	GIZ	Collaborating Partner*
Honduras	DNII	Associated
Mexico	CONADIC	Associated
Panama	CONAPRED	Associated
Peru	DEVIDA	Co-Applicant
Poland	KBPN /NBDP	Associated
Portugal	SICAD	Co-Applicant
Romania	ANA	Associated
Spain	FIIAPP	Applicant
Spain	DGPNSD	Co-Applicant
Trinidad and Tobago	NDC	Co-Applicant
Uruguay	JND	Co-Applicant
Venezuela	ONA	Associated
Multilateral Agencies & Biregional Networks		Status
AIAMP		Associated
CICAD / OAS		Associated
EMCDDA		Associated
IDPC		Associated
PAHO-WHO		Associated
RIOD		Associated

\* Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) is a public agency that has a long standing international experience in Alternative Development (AD). Considering this fact, and its key contribution in C1, GIZ has also participated in the design and planning of COPOLAD2, and will continue to lead, as Collaborating Partner from the European side, the activities within the Task Force 5 (AD) closely coordinating activities with the relevant CELAC agencies interested in co-leading and participating in this TF5. This includes the provision of human resources by GIZ, necessary for the implementation of activities within TF5 (since the beginning of C2 up to March 2018). As such, GIZ will also participate in the Permanent Council (PC) and other steering mechanisms of C2.

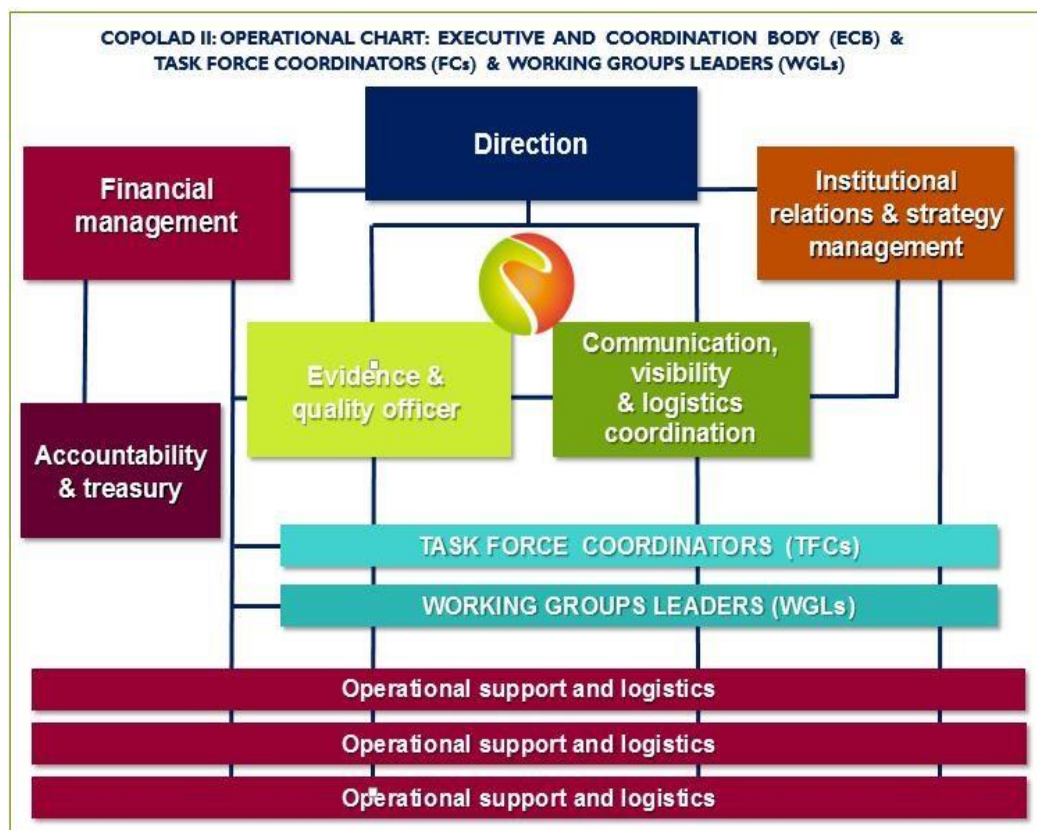
### 5.7. The Executive and Coordination Body (ECB)

According to both, mid-term and final external evaluation reports of C1, it seems that, the expertise and dedication of the Executive and Coordination Body (ECB), was key to reach a sense of trust, equity and successful performance among countries and other stakeholders. Both evaluations also pointed out the need to reinforce this body sufficiently enough to facilitate a stronger managerial capacity.

Based on these results, the ECB for C2 will maintain the core team engaged in C1. That includes its *Director*, its *Financial Manager*, and one *Institutional Relations and Strategy Manager*. While two new profiles will be added in the areas of *Evidence & Quality Officer* and *Communications, Visibility & Logistics Coordinator*. One accountant and three professionals -with proven experience- will cover all tasks related to treasury, accountability, logistics and events' organization. The establishment of external TFs coordinators will further support the tasks of the ECB, in relation to WGs support, guidance, coordination, performance assessment and all required follow-ups. The ECB team will be based in Madrid, except its *Manager for Institutional Relations and Strategy*, which will continue to be based at the FIIAPP office in Brussels, to facilitate all institutional coordination with the Technical Committee of the Mechanism, the EC -EuropeAid and other DGs- and the other relevant actors of the EU. The TFs coordinators and WG leaders will be based in either CELAC or EU countries, according to each specific need.

The ECB is committed to do all necessary efforts to continue paying attention to quality, carefully considering details and being sensitive to the various needs that a complex programme like C2 requires. The following operational chart summarizes roles and relationships among the core actors of C2:

Fig. 3. Coordination and Execution Body, Operating Coordinators and Working groups: functions and relationships.



### *5.8. Planned activities in order to ensure the visibility of the action and the EU funding*

As stated in the list of activities included under Component 0, the visibility of the programme is a central crosscutting issue for C2, as it was for C1. Both external evaluations and various appraisals and public declarations made by the different institutions and professionals from CELAC countries in different frameworks and forums, pointed out that C1 clearly achieved the establishment of a successful brand among target groups and other stakeholders. Considering this substantial success, C2 will build upon the visibility reached during C1, to further expand it.

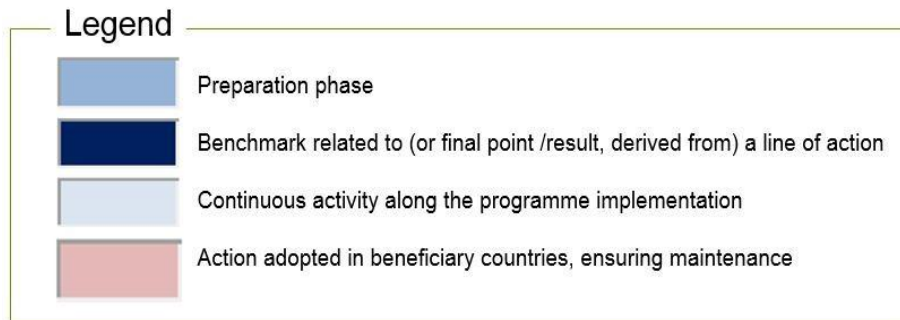
One coordinator at the ECB will take specific care to enhance this area of work. Additionally, all actors willing to participate actively in the implementation of the programme are committed to enhance the visibility efforts made during C1, in order to increase public awareness on the programme achievements, its actors, its activities, and the EC-EuropeAid as donor of C2. The visibility of outputs created in C1, will be expanded by increasing the coverage and the number of tools available. Apart from maintaining the presence in relevant bi-regional or international meetings and forums, information will also be released by using key virtual networks addressed to professionals, institutions and other stakeholders.

The main visibility tools will be a regular dissemination/information service to release key information for stakeholders, a virtual newsletter, and dissemination of support materials useful for stakeholders. C2 will substantially increase the mailing list gathered in C1, to that end, ways of cooperation for increasing mutual coverage and impact of informative services will be explored with associated bi-regional networks of NGOs (BNGOs) and Associated Multilateral Agencies (AMAs).



## 6. Indicative action plan and calendar

In order to present a detailed plan of implementation, and due to the many activities foreseen, please pay attention to the following Legend, providing further information on the planned schedule and the different phases and types of activities foreseen every year.



In the following indicative timetable, the boxes included in the column “implementing bodies/leaderships” indicate that most leaderships are to be defined, since at the planning phase of the C2 proposal to the EC, the efforts were focussing on the contents. Due to the high interest of co-applicants and associates, Spain – as the leader country– has gathered and recorded all expressions of interest to lead activities from the different countries, identifying some initial duplicities on expectations of leadership for the same activity.

In this framework, and in order to consider the best and most efficient possible options, the definition and final agreements on leaderships will be finalized during the Inception Phase. To perform this exercise and adopt final decisions on leaderships, basic and key implementation criteria will be considered, e.g., expertise and resources linked to each action of the leading candidates, capacity to meet deadlines, balance between countries and stakeholders, etc.

In any case, the countries participating in the proposal for C2 presented to the EC are committed and confident to reach the necessary agreements to ensure the adoption of the best possible options, as well as to ensure the smooth implementation of C2, according to the quality and coordination standards already reached during C1.



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Year 1													
Activity	Half-year 1 (months)					Half-year 2					Implementing bodies (leaderships)		
	1	2	3	4	5	6	7	8	9	10		11	12
<b>INCEPTION PHASE</b>													
0.1. Constitution ECB, management team													Direction Board (DB)
0.1.1. Selection/appointments ECB's operational support /logistics													Direction Board (DB)
0.2. Definition of protocols/participation criteria													ECB
0.3. Constitution of Permanent Council (PC) accord. select. criteria													ECB--CO-APPLICANTS & ASSOCIATES
0.4 Creating a network of national FPs for each component													ECB--CO-APPLICANTS & ASSOCIATES
0.5 Drafting 1 <sup>st</sup> AWP (2016-17) & sending it to EC for approval.													ECB- PERMANENT COUNCIL (PC)
0.6. Preparation/holding Kick-off meeting DB-PC													ECB – EUROPE.AID - EU & CELAC CO- PRESIDENCIES MECHANISM
0.7. Identification, selection & appointments TFCs, and WGCs													ECB-Multilateral Associated Agencs.(MLAAs)
0.8. Institutional coordination meetings: virtual & face-to-face													ECB - Multilateral Agencies (MLAAs) & consulting with the PC
0.9. Institutional contacts for ensuring synergies with stakeholders													ECB- PERMANENT COUNCIL (PC)
0.10. Visibility													ECB- PERMANENT COUNCIL (PC)
0.11. Continuous evaluation & 0.12 Reporting for stakeholders													DB- ECB- PERMANENT COUNCIL (PC)
<b>IMPLEMENTATION</b>													
1.1. Mapping NODs study													<b>IMPORTANT NOTE.</b> In order to consider the best and most efficient possible options, the definition and final agreements on leaderships will be finalized during the Inception Phase. According to the needs of each activity, the possibility of co-leading agreements is contemplated, as well. To perform this exercise and adopt final decisions on leaderships, basic and key implementation criteria will be considered, e.g., leading expertise and resources linked to each action of the leading candidates, their capacity to meet deadlines, as well as criteria of equity and balance between countries, capacity to cooperate with key stakeholders, etc. The ECE and the leading country will continuously promote consensus building within the Permanent Council framework.  In any case, both co-applicants and associates presenting this proposal are committed and confident to reach the necessary agreements to ensure the best options will be reached to ensure the smooth implementation of C2, according to the quality and coordination standards already reached during C1.
1.2. Component 1- Setting-up WGs													
1.3. - 1.4. - 1.5. -1.6. Setting-up WGs for Component 1													
1.8.1. Preparation/holding 1 <sup>st</sup> Annual meeting NDOs													
2.1. 1. Validat.quality criteria constitution, planning & start 1st WG													
2.1.2. Constitution WG Caribbean quality criteria													
2.2.1. Set-up-agreements: validat. "community model" at risk populat.													
2.2.2. Constitution. WG validat. "community model" at risk population													
2.5.1. Revision/up-dating the on-line course 1 develop In C1													
2.5.2. Revision/up-dating the on-line course 2 develop In C1													

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2.6. 1. Instruments bank: dissemination & new feeding contents															<p>When appropriated, all leading (and co-leading countries) will closely cooperate with the <i>Associated</i> institutions of C2:</p> <ul style="list-style-type: none"> <li>- Multilateral Agencies: CICAD-OEA, EMCDDA and PAHO.</li> <li>- Bi-regional Networks of NGOs: IDPC, RIOD and AIAMP.</li> </ul> <p>They will also pay attention to coordinate the planning and implementation of each activity under their leadership with leaders of other projects funded by the EC (or other donors, when relevant).</p>	
2.6.2. . E-development interactive evaluation tool Paso@Paso																
3.1.1. Dialogue forum in AD																
3.1.2. Preparation peer-to-peer learning for AD																
3.3. Preparation (design + team) AD Study in pilot area																
3.4.1. Preparation Bi-regional meeting alternative treatment to prison																
3.5.1. Preparation Exchange Best Pract. Supt. J-F-up G Precursors																ECB- DG TAXUD
3.5.2. . Constitt. WG. South - South: support Ifr. Systems Precursors																ECB- DG TAXUD- Interested countries
4.1. Preparation/hold. COPOLAD Annual Conference 2016																ECB – EUROPE.AID - EU & CELAC CO- PRESIDENCIES MECHANISM
4.2. Promoting e-room COPOLAD/EU-CELACMechanism																ECB--CO-APPLICANTS & ASSOCIATES
4.4. Maintenance BIDA &1 Annual meeting Doc. Centres of BIDA															DGPNSD - IN COOP. WITH ECB & CO-APPLICANTS & ASSOCIATES	
<b>2<sup>nd</sup> year (months)</b>																
<b>Activity</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>Implementing bodies (leaderships)</b>			
0.2. Follow-up implement. of protocols & participation criteria															ECB - PC	
0.3. Permanent Council (PC) yearly face-to-face meeting															ECB - PC	
0.4. Drafting 2 <sup>nd</sup> AWP (2017-18) & sending it for approval.															ECB - PC	
0.7. Continuous feedback and coordination of TFCs, and WGCs															ECB—TFCs -WGCs	
0.8. Institutional coordination meetings: virtual & f-t-f PFP & others															ECB--CO-APPLICANTS & ASSOCIATES	
0.9. Institutional contacts for ensuring synergies.															ECB--CO-APPLICANTS & ASSOCIATES	
0.10. Visibility.															ECB- PERMANENT COUNCIL (PC)	
0.11. Continuous evaluation															ECB- PERMANENT COUNCIL (PC)	
0.12. Reporting tasks for different stakeholders															ECB	
1.3. WG: Coop. South-South for setting- up national EWS															Countries with established EWS willing to provide per-to-peer support	
1.4. Implementation WGs: pilot monitoring instruments															<p><b>IMPORTANT NOTE</b></p> <p>The same participative approach described for the first year, applies for the following years. In order to consider the best and most efficient options possible, the definition and final agreements on leaderships will be finalized in the framework of the Permanent Council, during the drafting of the Annual Work Programme (AWP).</p>	
1.5. Implement. WG: reporting capacity building (1 Country Reports)																
1.6. Implement. WG: rept. capacity: new threat's maps																
1.8.2. Preparation/hold. 2 <sup>nd</sup> Annual meeting NDOs																
2.1. 1. 1. Validation quality criteria: implementation 1st WG																

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2.1.1.2. Validation quality criteria implementation 2 <sup>nd</sup> WG													<p>To perform this exercise and adopt final decisions on leaderships, basic and key implementation criteria will be considered, e.g., leading expertise and resources linked to each action of the leading candidates, their capacity to meet deadlines, as well as criteria of equity and balance between countries, capacity to cooperate with key stakeholders, etc. The ECE and the leading country will continuously promote consensus building within the Permanent Council framework.</p> <p>In any case, both co-applicants and associates presenting this proposal are committed and confident to reach the necessary agreements to ensure the best options will be reached to ensure the smooth implementation of C2, according to the quality and coordination standards already reached during C1.</p> <p>When appropriated, all leading (and co-leading countries) will closely cooperate with the <i>Associated</i> institutions of C2:</p> <ul style="list-style-type: none"> <li>- Multilateral Agencies: CICAD-OAS, EMCDDA and PAHO</li> <li>- Bi-regional Networks of NGOs: IDPC, RIOD and AIAMP.</li> </ul> <p>They will also pay attention to coordinate the planning and implementation of each activity under their leadership with leaders of other projects funded by the EC (or other donors, when relevant).</p>
2.1.2. WG Caribbean quality criteria: English translation & adoption													
2.1.2. WG Caribbean validation quality criteria													
2.2. WG validation "community model" at risk population													
2.2. (2 <sup>nd</sup> year WG) validation "community model" at risk population													
2.3.1.1. Exchange best practices in key areas DDR													
2.5.1, & 2.5.2. Implement. on-line courses developed in C1													
2.5.3. & 2.5.4. Develop. Contents on-line 2 courses for C2													
2.5.5. On-set of national on-line courses in CELAC countries													
2.6.1. Instruments bank: up-dating & new section on prevention													
2.6.2. E-develop. Validation interact. Evaluation tool Paso@Paso													
3.1.1. Dialogue forum in AD													
3.1.2. Peer-to-peer learning AD													
3.2. Capacity building on value chain for AD													
3.3. Development of the AD Study in pilot area													
3.4.1. Holding bi-regional meeting alternative treatment to prison													
3.5.1. Exchange Best Pract. Supt. J-F-up G Precursors													
3.5.2. WG. South-South support Information Systems Precursors													
4.1. Preparation/hold. COPOLAD Annual Conference 2017													
4.2. Promoting e-room COPOLAD/EU-CELACMechanism													
4.4. Maintenance/promotion services BIDA													
4.4.1. 2 <sup>nd</sup> Annual meeting Doc. Centres of BIDA													
<b>3<sup>rd</sup> year (months)</b>													
<b>Activity</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>Implementing bodies (leaderships)</b>
0.2. Follow-up implement. of protocols & participation criteria													
0.3. Permanent Council (PC) yearly face-to-face meeting													ECB - PC
0.4. Drafting 3 <sup>rd</sup> AWP (2017-18) & sending it for approval.													ECB - PC
Continuous feedback and coordination of TFCs, and WGCs													ECB—TFCs -WGCs
0.8. Institutional coordination meetings: virtual & f-t-f PFP & others													ECB--CO-APPLICANTS & ASSOCIATES
0.9. Institutional contacts for ensuring synergies.													ECB--CO-APPLICANTS & ASSOCIATES

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4 <sup>th</sup> year (months)													Implementing bodies (leaderships)
Activity	1	2	3	4	5	6	7	8	9	10	11	12	
0.2. Follow-up implement. of protocols & participation criteria.	█	█	█	█	█	█	█	█	█	█	█	█	
0.3. Permanent Council (PC) yearly face-to-face meeting						█							ECB - PC
0.4. Continuous feedback and coordination of TFCs, and WGCs	█	█	█	█	█	█	█	█	█				ECB - PC
0.4. TFCs, and WGCs Drafting final reports						█	█	█	█				ECB—TFCs -WGCs
0.5. Compiling/drafting final reports							█	█	█	█	█	█	
0.8. Institutional coordination meetings: virtual & f-t-f PFP & others													ECB--CO-APPLICANTS & ASSOCIATES
0.9. Institutional contacts for ensuring synergies.													ECB--CO-APPLICANTS & ASSOCIATES
0.10. Visibility.													ECB- PERMANENT COUNCIL (PC)
0.11. Continuous evaluation													<b>IMPORTANT NOTE</b> The same participative approach described for the first and second years, applies for the following years. In order to consider the best and most efficient options possible, the definition and final agreements on leaderships will be finalized in the framework of the Permanent Council during the drafting of the Annual Work Programme (AWP). To perform this exercise and adopt final decisions on leaderships, basic and key implementation criteria will be considered, e.g., leading expertise and resources linked to each action of the leading candidates, their capacity to meet deadlines, as well as criteria of equity and balance between countries, capacity to cooperate with key stakeholders, etc. The ECE and the leading country will continuously promote consensus building within the Permanent Council framework.  In any case, both co-applicants and associates presenting this proposal are committed and confident to reach the necessary agreements to ensure the best options will be reached to ensure the smooth implementation of C2, according to the quality and coordination standards already reached during C1.  When appropriated, all leading (and co-leading countries) will closely cooperate with the <i>Associated</i> institutions of C2: – Multilateral Agencies: CICAD- OAS, EMCDDA and PAHO. – Bi-regional Networks of NGOs: IDPC, RIOD and AIAMP.  They will also pay attention to coordinate the planning and implementation of each activity under their leadership with leaders of other projects funded by the EC (or other donors, when relevant).
0.12. Reporting tasks for different stakeholders													
1.3. WG: Coop. South-South for setting- up national EWS report					█	█	█	█	█	█	█	█	
1.4. Final validated instruments and final report of WGs					█	█	█	█	█	█	█	█	
1.5. Country Reports finalized and available					█	█	█	█	█	█	█	█	
1.6. New threat's maps produced and available					█	█	█	█	█	█	█	█	
2.1. 1. Final report: countries endorsed quality criteria:					█	█	█	█	█	█	█	█	
2.1.2. F. report Caribbean countries endorsed quality criteria in DDR					█	█	█	█	█	█	█	█	
2.2 Final report "community model" countries endorsement					█	█	█	█	█	█	█	█	
2.3.1.3. Best practices identified in key areas DDR: final report	█	█	█	█									
2.5.3. Final report on-line courses	█	█	█	█									
2.5.2. Final report countries adopting on-line courses					█	█	█	█	█	█	█	█	
2.6. 1. Instruments bank: up-dating and promotion									█	█	█	█	
2.6.2 Promotion interact. Evaluation tool Paso@Paso									█	█	█	█	
3.3. Dissemination AD Study in pilot area									█	█	█	█	
3.4.2. 2. Cross-cutting seminar cocaine routes									█				
3.5.1. Exchange Best Pract. Supt. J-F-up G Precursors				█									
3.5.2. WG. South-South support Information Systems Precursors									█	█	█	█	
4.1. Preparation/hold. COPOLAD Annual-Closing Conference 2019						█							ECB- DG TAXUD
4.2. Promoting e-room COPOLAD/EU-CELACMechanism									█	█	█	█	Country/ies with established System provide per-to-peer support
4.4. Maintenance/promotion services BIDA									█	█	█	█	ECB - EUROPE AID - EU & CELAC CO-PRESIDENCIES MECHANISM

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