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**ORGANIZATION OF AMERICAN STATES**  
**Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)**  
**Governmental Expert Group (GEG)**

# **COLOMBIA**

**EVALUATION OF PROGRESS IN DRUG CONTROL**  
**2003-2004**

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## INTRODUCTION

Colombia has a total area of 1,138,910 km<sup>2</sup> and 6,004 km of border (with Brazil, 1,643 km; with Ecuador, 590 km; with Panama, 225 km; with Peru, 1,496 km (est.); and with Venezuela, 2,050 km) with 3,208 km of coastline. The country has a population of 44,500,000 (2003) with the following main ethnic groups: mestizo, white, mulatto, black, and indigenous, and a literacy rate of 92.5%. Colombia is a republic divided into 32 departments and a capital district. The country has a per capita GDP of US\$6,300 (2003 est.) and an inflation rate of 12.50% (2002). Colombian exports total US\$12.96 billion annually, 13.04% of its GDP (2003). Its main exports are petroleum, coffee, coal, garments, bananas, and flowers.

## I. INSTITUTIONAL BUILDING/NATIONAL ANTI-DRUG PLAN

### A. National Anti-Drug Plan and National Commission

The Anti-Drug Strategy of Colombia is part of the National Development Plan, approved in June 2003, and is the product of both executive and legislative branches.<sup>1</sup> The Plan, which will expire in 2006, covers the supply reduction, alternative development, and control measures areas, and is enforced at the national, departmental, and municipal levels. The Alternative Development Program is based upon two sub-programs: Productive Projects and Forest Ranger Families, the guidelines and objectives of which were determined by the Social Policies Economic Council, in March 2003.

The country determined in February 2003 the need to construct, with the participation of all stakeholders, the national policy for demand reduction, once the issue was placed under the competence of the General Directorate of Public Health of the Ministry of Social Welfare. The demand reduction policy as already defined is undergoing final revisions with various sectors in the country (final consultation process) and has been designed as a policy of the state, not of the current administration. Accordingly, the policy was designed to remain in force for at least 10 years, to ensure the sustainability of the measures proposed.

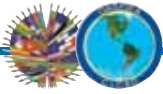
Thus, all the departmental and municipal authorities were called together to inform them that the issue of reducing demand for drugs has been declared a public health priority. To guarantee the local political will that the topic requires, the authorities signed the "Pact for Public Health," which obliges them to include the subject in the Local Development Plans that came into force in January 2004.

Colombia does not have a specific budget to fund its plan and strategy. The institutions responsible for carrying out the anti-drug plans and programs, in the central and territorial entities, allocate part of their financial resources to this. The sources of funding are public allocations and international cooperation. There are no contributions from civil society.

In 2003, Colombia executed resources of US\$239 million for the fight against drugs. Of this amount, the allocations were: alternative development, US\$28.9 million; illicit drug supply reduction, US\$107.3 million; judicial and institutional strengthening, US\$81.4 million; demand reduction, US\$19.9 million; environmental management, US\$1.4 million; and international policy, US\$115,000. These reported data do not include the Plan Colombia resources.

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<sup>1</sup> The website for the National Development Plan is: [http://www.dnp.gov.co/paginas\\_detalle.aspx?idp=699](http://www.dnp.gov.co/paginas_detalle.aspx?idp=699)



The following table shows, the resources of the Plan Colombia for the 1999-2002 period:

**Plan Colombia Resources 1999-2002**  
Millions of Dollars

Component (*)	National				International		Total	
	Ordinary	New	Subtotal					
Institutional strengthening and social development	1,685	858	2,543	33.9%	1,299	17.3%	3,842	51.2%
The fight against drug trafficking	1,167	0	1,167	15.6%	1,235	16.5%	2,402	32.0%
Economic and social recovery	234	900	1,134	15.1%	64	0.9%	1,198	16.0%
Political negotiations on the armed conflict	4	16	20	0.3%	38	0.5%	58	0.8%
<b>Total</b>	<b>3,090</b>	<b>1,774</b>	<b>4,864</b>	<b>64,9%</b>	<b>2,636</b>	<b>35,1%</b>	<b>7,500</b>	<b>100%</b>

Source: DNP. Plan Colombia, Balance Sheet 1999-2003.

(\*) Includes investments in: the fight against drug trafficking (eradication, intelligence, interdiction and demand reduction); Economic and social recovery (technical assistance, Customs administration, agricultural marketing, programs for vulnerable population groups); Institutional strengthening and social development (alternative development, physical and social infrastructure, human rights, prison infrastructure, judicial modernization); the process of political negotiations on the armed conflict (programs of the Office of the High Commissioner for Peace).

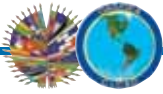
The National Narcotics Council (CNE), which coordinates implementation of the National Anti-Drug Strategy and Plan, is the entity responsible for formulation and coordination of activities to fight drugs and related offenses. It has delegated responsibility for coordination to several ministries and different authorities: the Ministry of National Defense, with responsibility for reduction of the illicit drug supply; the Ministry of Social Welfare, with responsibility for demand reduction; the Council for Plan Colombia, which coordinates the alternative development program; the Ministry of the Interior and Justice, which coordinates legal and institutional strengthening; the Ministry of Foreign Affairs, with responsibility for international policy on drugs; and the National Narcotics Office, with responsibility for administering confiscated assets and the Fund for Rehabilitation, Social Investment, and Fight against Organized Crime. The National Narcotics Office of the Ministry of the Interior and Justice serves as the technical secretariat for the CNE.

The CNE does not execute budgetary resources during the year, nor does it have an administrative structure or staff. It meets once a month. The National Narcotics Office (DNE) serves as the Council's technical secretariat; its budgetary allocation was US\$2.57 million in 2002, US\$3.71 million in 2003, and US\$3.97 million for 2004.

CICAD notes that the process of approving the National Demand Reduction Policy has taken Colombia two and a half years, during which time the components of the Strategy have operated without coordination. This has deprived the country of an essential element of the National Anti-Drug Strategy, to the detriment of the Anti-Drug Strategy in the Hemisphere's principles of comprehensiveness and balance. This deficiency was reported to Colombia by CICAD in the Second Evaluation Round, 2001-2002, but at the same time, CICAD values the efforts made recently to redefine and set a foundation for a new national demand reduction policy.

## **RECOMMENDATION:**

1. FINALIZE THE AGREEMENT OF THE NATIONAL DEMAND REDUCTION POLICY, WITH THE DIFFERENT SECTORS, ENSURING THROUGH THE APPROPRIATE CHANNELS THAT IT REMAINS IN FORCE FOR AT LEAST 10 YEARS.



## B. International Conventions

Colombia has ratified the following international conventions:

- Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, and Explosives, and Other Related Materials (1997)
- Inter-American Convention against Corruption (1996)
- Inter-American Convention on Mutual Assistance in Criminal Matters (1992)
- United Nations Convention against Transnational Organized Crime (2000) and the Protocol to Prevent, Suppress and Punish Trafficking of Persons, Especially Women and Children
- United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1998) (with reservations regarding establishment of the burden of proof)
- United Nations Convention on Psychotropic Substances (1971)
- United Nations Single Convention on Narcotic Drugs, 1961 as amended by the 1972 Protocol

During 2003 and 2004, it has enacted several laws and decrees that cover the issues included in said conventions.

On August 4, 2004, the instrument of ratification of the United Nations Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children was deposited with the U.N. Secretary-General. The country has not signed the other two Protocols to the United Nations Convention against Transnational Organized Crime: the Protocol against the Smuggling of Migrants by Land, Sea and Air<sup>2</sup> and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition<sup>3</sup>, although such a recommendation was made in the Second Evaluation Round.

Through a government interagency committee, Colombia has established a national follow-up mechanism, for the effective application of the mandates established in the international conventions.

In the context of the mentioned international conventions, it has signed bilateral cooperation agreements with 21 countries: Argentina, Bolivia, Brazil, China, Cuba, Dominican Republic, Ecuador, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Russia, Spain, Suriname, United Kingdom, United States of America, Uruguay, and Venezuela.

Colombia has reported the reasons why it has not signed Protocol against the Smuggling of Migrants by Land, Sea and Air and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition of the United Nations Convention against Transnational Organized Crime. CICAD has noted the country's position concerning not signing these protocols. Although CICAD does not question the sovereign capacity of each state

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<sup>2</sup> Colombia informs that it will not ratify the Protocol against Smuggling of Migrants by Land, Sea and Air because the country considers that said instrument contains provisions that go beyond the scope of the Protocol. The country considers that these provisions are designed to legitimize the forced repatriation of migrants that have not necessarily been subject to illicit trafficking, which is considered inconvenient to the country, given its high level of emigration.

<sup>3</sup> Colombia informs that it does not consider it opportune to ratify the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition since Colombia has manifested its disagreement with the scope of the Protocol. Colombia informs that it would have preferred that the Protocol be applied to all types of transfers of firearms, their parts, components and ammunition, so that the transfer between states, as well as all other transfers, be subject to the control mechanisms set forth in the Protocol.



to decide which international obligations to undertake, it reiterates its concern regarding the fragmentation to international legal instruments and to the purpose of the MEM generated by the position taken by Colombia, as it jeopardizes the unity of hemispheric anti-drug policy expressly established in the Anti-Drug Strategy in the Hemisphere.<sup>4</sup>

## **RECOMMENDATIONS:**

2. RATIFY THE FOLLOWING PROTOCOLS TO UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001-2002:
  - A) PROTOCOL AGAINST THE SMUGGLING OF MIGRANTS BY LAND, SEA AND AIR.
  - B) PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION

### **C. National Information System**

The Colombian Observatory on Drugs (ODC) is administered by the National Narcotics Office.<sup>5</sup> Colombia participates in the Inter-American Uniform Drug Use Data System (SIDUC). Although since 2002 it has not carried out studies nor surveys on most of the requested issues, in 2003 and 2004 the country did carry out the National Survey on Drug Consumption among School Students (12-17 years), with the technical and financial support of CICAD/OAS. The sample covered 16,000 students from 64 municipalities around the country in grades 7, 9, and 11 (secondary education). To date the data collection has been performed, and data analysis is currently underway.

The country also participates in the Uniform Statistical System on Control of the Supply Area (CICDAT), but in the period under analysis it did not provide information on seizures of pharmaceutical products nor on cultivated areas of marijuana according to geographic location.

Colombia regularly provides drug-related statistics to the International Narcotics Control Board (INCB) and the United Nations Office on Drugs and Crime (UNODC).

The ODC project was designed to include two phases. The first, fully executed and in operation, involves the ODC's portal and the Drug Information System of Colombia (SIDCO), which maintains statistics on supply reduction, alternative development, and regional characterizations. This system daily receives data from different official sources on anti-drug operations. This phase was funded with Colombian government investment funds. The second phase is to implement, beginning in November 2004, the demand reduction, legal and institutional strengthening, environmental

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<sup>4</sup> Communiqué from Colombia: "The Government of Colombia has carried out significant efforts aimed at efficiently combating the problem of illicit drugs. It manifests that it cannot accept the declaration contained in the final part of this paragraph since the country has maintained a clear commitment in the fight against the world drug problem, and the activities aimed at supporting the fight. The country also informs that it has fulfilled the commitments derived from instruments that have a superior scope and application, such as the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988), that establishes guidelines and obligations that the international community must meet to face the drug problem. Colombia recognizes the increasing importance that treaties have as a source of international law and as a method of developing peaceful cooperation among nations, with the understanding that being obligated by them is a free and sovereign decision, in accordance with the Vienna Convention on the Law of Treaties (1969)."

<sup>5</sup> The website for the Colombian Observatory on Drugs (ODC) is <http://odc.dne.gov.co>



management, and international policy modules. CICAD is funding this phase, which costs US\$50,000.

The capacity to distribute information on drug-related problems is limited, as Colombia does not have a "help line" or an information office that provides drug-related information to the general public. Nor does it distribute information on prevention, treatment and rehabilitation programs.

In this regard, Colombia reports that it is a decentralized country and that there are departmental and municipal drug use prevention committees whose plans, for the most part, include a component on dissemination to their communities of drug use prevention information.

The country indicates that it has budgetary resources to disseminate drug-related information to the public, although it reports that this has not been quantified as this has already been distributed and is being utilized by various entities.

CICAD views with concern that Colombia has not conducted drug use studies or surveys since 2002, as in the Second Evaluation Round it was recommended to the country that it take steps to improve its statistical systems on drug demand reduction. However, CICAD recognizes the progress made in the National Survey on Drug Consumption among School Students, with support from CICAD/OAS. Moreover, the country does not have a public help line nor does it distribute information on prevention, treatment, and rehabilitation programs. Although the existence of decentralized actions in this area is acknowledged, it is considered necessary for tools to be developed at the national level to disseminate information on the drug problem.

## **RECOMMENDATIONS:**

3. INCREASE THE NUMBER OF DRUG USE STUDIES OR SURVEYS.
4. IMPLEMENT A PUBLIC HELP LINE TO PROVIDE INFORMATION ON THE DRUG PROBLEM.
5. ADOPT GUIDELINES AT THE NATIONAL LEVEL FOR THE DISSEMINATION OF INFORMATION ON PREVENTION, TREATMENT, AND REHABILITATION PROGRAMS, AND FOLLOW UP ON THEIR EFFECTIVE IMPLEMENTATION.

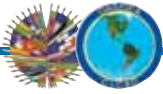
## **II. DEMAND REDUCTION**

### **A. Prevention**

Colombia is not implementing a national system of drug-abuse prevention programs to target key populations. However, the country reports that there are some developments in this area.

In this regard, the country mentions the Drug Abuse Resistance Education Program (DARE), implemented by the National Police, and reports that departmental operational plans contain 41 prevention programs targeting the school population, workplace, the family, the community, and the recreational area, among others. Information on the progress of these programs has not yet been sent on the national level by all the local agencies and, consequently, it has not been systematized.

The country reports that in the framework of the Program for Decentralization of the National Drug Plan, UNODC - Ministry of Social Welfare agreement in 2003, technical and financial support was provided for different training events nationwide, carried out by officials of national, departmental, and municipal entities, universities and NGOs: 219 activities were carried out,



between seminars, workshops, and training courses, benefiting 10,875 people. During 2004 the country reported 17 activities, covering 1,780 participants.

With regard to specialized professional training, the country reports that it has several formal educational courses on drug abuse prevention, treatment, and research, and points to the Master's program on Drug Addiction and Violence at the Catholic University of Colombia and the specialization course on mental health and drug dependency offered at the Institute of Health Sciences. The country also indicates a specialization course on drug dependency is available, directed by the Luis Amigó University Foundation with support from the Ministry of Education, which thus far has trained 400 professionals from different disciplines and has sites in 10 capital cities in the country. The country reports that this university institution, in association with the National Anti-Drug Plan of Spain and CICAD/OAS, is implementing the on-line Master's program in drug dependency.

The country reports that concerning the evaluation of prevention programs, the Ministry of Social Welfare, in its 2004 operations plan, allocated resources to prepare and validate a methodology to evaluate drug-use prevention measures, and expected to complete the definition of said methodology by the end of 2004.

In addition, the country reports that in 2001 and 2002, it carried out evaluations of the Drug Abuse and Violence (DARE) Program. This evaluation was carried out by Bogota's Santo Tomas University.

The country states that based on the results of the evaluation, it can be affirmed that the DARE program is being conducted satisfactorily in Colombia, its young beneficiaries having described the program as excellent, and its objectives of avoiding drug use in a significant proportion of young people and reducing it in an equally significant proportion having been fulfilled. It has accomplished the objectives of informing the public about psychoactive substances. It has met the objective of enabling students to identify the sources of pressure and tensions that lead to drug use. Finally, it has met the objectives of equipping young people with positive strategies and enabling them to contend with the pressures to use drugs. The country reports that other research studies have not been conducted on the impact of prevention programs.

CICAD notes with concern that, in the area of drug abuse prevention programs and specialized training on prevention, treatment, and research, the country encounters difficulties in providing precise information on existing programs and their main characteristics. Although the importance of the decentralization strategy implemented by the country is recognized, deficiencies are noted in providing complete information on each existing program, and the existence of national action in this area is not evident.

## **RECOMMENDATIONS:**

6. IMPLEMENT A NATIONAL SYSTEM OF DRUG ABUSE PREVENTION PROGRAMS THAT TARGET KEY SECTORS OF THE POPULATION.
7. DEVELOP A SYSTEM ENABLING EXISTING PREVENTION PROGRAMS TO BE EVALUATED.

## **B. Treatment**

Colombia recently concluded the process of establishing guidelines, standards, or regulations for drug abuse treatment, and is currently in the final phases of setting up an updated national register of treatment programs and centers in the country. Thus, the country has not accredited such centers



and programs at the national level, nor does it evaluate the quality of services provided, but it does claim to be engaged in remedying that situation.

In 2004, within the framework of Nonreimbursable Technical Cooperation Agreement, Reform of Drug Addiction Treatment Centers, the "Practical Guide for Comprehensive Treatment of Drug Dependency" was updated, with references to the protocols for treatment and intervention in respect of problems related to psychoactive substance use.

Similarly, during the second half of 2004, progress was made toward adopting a draft resolution defining the Conditions for Certifying Drug Addiction Treatment Centers and Drug Dependency Services, now under final review. This draft resolution covers the specific functional characteristics of drug addiction treatment centers while incorporating the quality standards set by the Ministry of Social Welfare.

During the fourth quarter of 2004, a register of treatment programs and centers in the country was developed under the aegis of the aforesaid agreement. The register, which is designed to collect and subsequently update information from the Drug Addiction Treatment Centers in Colombia, is currently under final review and is scheduled for posting on the web page of the Ministry of Social Welfare. The technological platform for its operation is currently being reviewed prior to configuration.

Starting in October 2003 and throughout 2004, progress has been made on the "Diagnostic Assessment of the Situation of Centers for the Treatment, Rehabilitation, and Social Integration of Psychoactive Substance Users in Colombia". The country reports that the census was conducted among 368 entities, 358 of which were included in the diagnostic and descriptive study; it does not specify which, however, since they are still under review.

CICAD notes the country's progress made with adopting the Practical Guide for Comprehensive Treatment of Drug Dependency, which covers protocols for attention, intervention, and treatment for problems relating to psychoactive substance use, but it notes that the country has not yet concluded the approval of the Draft Resolution defining the conditions for certifying drug addiction treatment centers and drug dependency services, which is now under final review.

At the same time, CICAD recognizes that Colombia has prepared the National Register of Drug Addiction Treatment Centers, thus fulfilling a recommendation made in the Second Evaluation Round, 2001-2002. Finally, CICAD notes that the country made progress with the Diagnostic Assessment of the Situation of Centers for the Treatment, Rehabilitation, and Social Integration of Psychoactive Substance Users in Colombia, which is currently in the review phase.

## **RECOMMENDATIONS:**

8. IMPLEMENT THE DRAFT RESOLUTION DEFINING THE CONDITIONS FOR CERTIFYING DRUG ADDICTION TREATMENT CENTERS AND DRUG DEPENDENCY SERVICES.
9. ESTABLISH MECHANISMS TO VERIFY THE COMPLIANCE WITH STANDARDS OF CARE.
10. CONDUCT STUDIES TO EVALUATE THE EFFECTIVENESS OF DRUG ABUSE TREATMENT PROGRAMS.

## **C. Drug Use Statistics**

Colombia informs it has no estimates as to drug-abuse prevalence. However, it states that the Ministry of Social Welfare is working on two investigations: a national study on mental health - a





World Health Organization (WHO) initiative- with a specific chapter on drugs, of which the field work has concluded and is being analyzed at the Harvard and Michigan Universities; also, a national survey of drug-use in school population aged 12-19, under the SIDUC criteria.

The country reports that it does not have updated information on the average age of first drug use, but indicates that, once the aforementioned survey has been completed, it will have information on perceptions associated with drug use.

Colombia states it has no information on drug use related morbidity, but that it presented a proposal to CICAD for the design and implementation of the information system, with the response pending.

Colombia states that over the last three years, new drugs and new means of drug administration have been detected in the country. The National Institute of Forensic Medicine and Sciences reports that it has detected in its narcotics laboratory new substances, such as amphetamines (especially methylenedioxyamphetamine MDMA, para-methoxy-amphetamine PMA, and methylenedioxyethylamphetamine MDE). Benzodiazepines have also been detected (especially lorazepam, clonazepam, and flunitrazepam). These substances appear in tablet form; accordingly, they were administered orally. The country clarifies that in the 2002 data, these substances were already being reported associated with violent deaths. The country also indicates that, according to local authorities, also noted among urban youth populations has been the use of natural substances such as yahé (traditionally utilized by some indigenous cultures), intravenous alcohol use, and smoking of spider web.

With regard to estimates of the number of drug-related violent deaths in the country, Colombia presents a consolidated general table for 2002 and statistics for psychoactive substances found in victims of violence for 2003:

General Summary of Violent Deaths in the Country in 2002				
Type of Drug	Estimated number of drug-related violent deaths			
	Male	Average Age	Female	Average Age
Alcohol	2,465 (94%)	33	149 (6%)	30
Marijuana	672 (90%)	36	45 (10%)	32
Opium	343 (96%)	36	15 (4%)	38
Cocaine Hydrochloride	719 (94%)	35	47 (6%)	35
Benzodiazepines	293 (96%)	39	11 (4%)	28
Amphetamines	27 (93%)	45	2 (7%)	28
All illicit drugs	4.519 (94%)		269 (6%)	

**Psychoactive Substances Found in Victims of Violence  
Colombia, 2003**

Substance	National Total by Substance		
	Positive	Total	%Positive
Ethanol	6,184	16,899	36.6
Benzodiazepines	245	4,337	5.6
Phenotiacines	38	2,370	1.6
Cocaine	985	4,933	20.0
Cannabinoïdes	424	3,365	12.6
Opiates	70	2,873	2.4



Although Colombia affirms that it collects information on crimes and accidents related to illicit drug and alcohol use and it informs it has no data available for the years 2003 and 2004. Neither does it have information for 2002, 2003, and 2004 on percentages of workplace accidents in which alcohol and/or drugs were a contributing factor.

CICAD notes with concern that the country lacks essential statistical data in the demand reduction area, such as drug abuse prevalence, average age of first drug abuse, perception of drug abuse as harmful to health and welfare, drug use-related morbidity, or drug abuse-related crime and accidents. Although the country reports the existence of projects in this area, it has been unable to present concrete results of such studies. CICAD reminds the country that, in the Second Evaluation Round, it was recommended to adopt measures to improve its statistical systems in the demand reduction area and to pursue the implementation of studies of student's perception of the risk of drug use.

### RECOMMENDATIONS:

11. COMPLETE THE STUDIES OF DRUG ABUSE PREVALENCE AND AVERAGE AGE OF FIRST USE.
12. UPDATE NATIONWIDE STUDIES TO DETERMINE THE PERCENTAGE OF YOUTH WHO PERCEIVE DRUG USE AS HARMFUL TO HEALTH AND WELFARE, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001-2002.
13. CONDUCT NATIONWIDE STUDIES OF DRUG ABUSE-RELATED MORBIDITY.
14. CONDUCT NATIONWIDE STUDIES TO OBTAIN ESTIMATES OF DRUG ABUSE-RELATED CRIME AND ACCIDENTS.

## III. SUPPLY REDUCTION

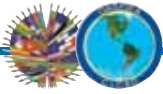
### A. Drug Production and Alternative Development

Colombia presents the following information on total illicit crop area and potential raw material production capacity by drug and type of plant:

Total Illicit Crop Area					
Cultivated Area					
Plant	2000	2001	2002	2003	2004
Cannabis	2,000 hec.	2,000 hec.	2,000 hec.	2,000 hec.	2,000 hec.
Coca	163,289 hec.	144,807 hec.	102,071 hec.	86,340 hec.	--
Poppy	6,500 hec.	4,273 hec.	4,153 hec.	4,026 hec.	3,950 hec.

Potential Raw Material Production Capacity					
Potential Raw Material Production					
Drug	2000	2001	2002	2003	2004
Marijuana	--	--	--	--	--
Coca leaf	816,445 mt	724,035 mt	510,400 mt	431,700 mt	--
Opium gum	130 mt	85 mt	83 mt	80 mt	79 mt

Potential Annual Drug Production Capacity by Type of Plant					
Potential Drug Production Capacity					
Drug	2000	2001	2002	2003	2004
Marijuana	--	--	--	--	--
Cocaine	947 mt	840 mt	592 mt	500 mt	--
Heroin	8 mt	5 mt	5 mt	5 mt	5 mt



In regards to coca leaf production and yields, given the dynamic situation with respect to illicit crops—in terms of planted areas, crop varieties, planting density, applied technologies, and efficiency levels, the United Nations Office on Drugs and Crime (UNODC) and the National Narcotics Office (DNE) began a study in October 2004 to update and recalculate the information on coca leaf production and yields, with a view to ascertaining the volume and impact of crops in terms of productivity and position relative to world production.

The pilot study was begun in the department of Guaviare, a region where coca production began and where there is a high concentration of planted areas. The country reports that the study continues in three regions of the country: Amazonia (Putumayo and Caquetá), Catatumbo (North Santander) and Sur de Bolívar (Antioquia, Boyacá, Cundinamarca, Bolívar, and Córdoba).

The methodology includes surveys, yield testing, and farmer workshops to gather information on the general characteristics of coca crops, the agrichemicals used, the processing of coca leaves into cocaine base, the chemical substances used in the department, production costs, and input from the farmers concerned with respect to related problems.

Colombia states that its National Police Anti-Narcotic Commission has determined, through field studies, that the potential production of cocaine hydrochloride is of 5.8 kilograms/hectare/year, considering an average of four harvests per year. According to the Colombian Drug Observatory, during 2002 and 2003, the police has not detected nor seized indoor-grown marijuana plants. Colombia does not supply data on the total estimated cost of carrying out eradication activities.

Until 2002, Colombia had alternative development programs in the agricultural, agroindustrial, aquaculture or fishery, forestry, and livestock areas, as well as a specific fragile and environmentally significant area recovery program, and programs to support indigenous peoples and infrastructure for rural development.

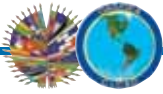
The alternative development strategy for 2003 comprises the Production Projects Program, executed within the agricultural area and focusing on the support, design, and implementation of medium- and long-term agricultural and agroforestry projects in coffee, cacao, rubber, palm oil, and forestry products. The Forest Ranger Families program is implemented in forest reserve and conservation areas. This program supports families of communities located in strategic ecosystems or conservation and protection areas with a presence of or at risk of being affected by illicit crops, and offers them a legal source of income through alternative land use projects.

Colombia faces major obstacles in marketing products produced in its alternative/integral development programs, such as lack of road infrastructure, transport and storage, lack of price and market information, and high intermediary margins.

Since 2003, the indicator on participating families distinguishes the impact on the Forest Ranger Families program. Colombia does not provide details of the increase in income per capita, nor the number of farmers involved in the programs, nor employment generated.

The impact by type of works of the alternative development programs was reported for the years 2002 to 2004 as follows:

Impact	2002	2003	2004
Number of participating families (Productive)	173,278	143,947	119,843
Number of participating families (Forest Rangers)	NA	11,018	19,024



Impact per type of works Alternative Development Program	2002-2004
Basic Services (electricity, potable water, gas)	1,195 electric connections
Transport and Infrastructure	355.35 km of improved and/or rehabilitated roads
Aqueduct or sewage	628 aqueduct connections
Others(specify)	4 bridges built

The achievements of the projects correspond to different time periods, for this reason the goals apply to the years 2002-2003.

Impact per type of works Works for Peace Program	2002	2003	2004
Basic Services (electricity, potable water, gas)	7	2	5
Transport and Infrastructure	13	3	19
Aqueduct or sewerage	8	2	
Schools or education centers	17	1	7
Hospitals or health centers	1	2**	2
Others (specify)	4*	1***	1

\* 2 Infrastructure works of Productive Projects (Storage Plants) and 2 solid waste plants were carried out.

\*\* 2 hospitals are being built, which were expected to be finished during 2004.

\*\*\* The work is a drainage district.

The information provided for the strategy of productive projects includes investments which were previously being made by the “PLANTE”, “Campo en Acción”, “Plan Putumayo” and “Plan Sur de Bolívar” programs. The impact per type of works of the ‘Works for Peace’ program has decreased in infrastructure from 2002 to 2003, but it is now focused on the construction of 2 hospitals. Colombia states that, in both strategies, scarce resources prevent greater program coverage. The country also informs that the audits to measure the impact of the program are only carried out for projects funded with resources obtained through credit agreements signed with the IDB.

CICAD notes that Colombia provides data on illegal drug crops and their production potential; however, it does not furnish the information on the cost of eradication efforts that was requested so it could be assessed in a way similar to data from the other countries of the hemisphere. It should also be noted that the country has implemented different programs to provide development alternatives to drug crops, and does conduct evaluations of them.

**RECOMMENDATION:**

15. IMPLEMENT MECHANISMS TO MEASURE THE POTENTIAL PRODUCTION OF CANNABIS IN THE COUNTRY.



## B. Supply Reduction and Control of Pharmaceutical Products and Chemical Substances

The Colombian Observatory on Drugs reports information on drug laboratories destroyed in 2003, updated to August 2004:

Illicit drugs	Number of illicit laboratories destroyed		
	2002	2003	2004
Coca paste	23	12	331
Coca base	1,273	822	1,224
Cocaine hydrochloride	138	637	239
Heroin	3	3	8
Morphine		0	1
<b>Total</b>	<b>1,437</b>	<b>1,474</b>	<b>1,803</b>

Colombia reports that in 2002 it found and destroyed a synthetic drug laboratory (methamphetamines). The country identifies ecstasy, methamphetamine and ephedrine as the synthetic drugs most frequently seized between 2002 and 2004, but they have not determined the origin of the seized substances nor the traffic routes mostly frequently used.

### Pharmaceutical Products

All the pharmaceutical products listed in the international conventions are controlled by Colombia. Apart from these, the country reports that it controls other pharmaceutical products not listed in the conventions.

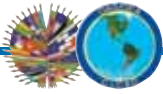
The authorities responsible for this control are the National Narcotics Fund of the Ministry of Social Welfare, the National Tax and Customs Commission and the Ministry of Commerce, Industry and Tourism. These entities are responsible for all the areas of control of import – export, manufacture and distribution licenses, regulatory inspection and control, both in the commercial and in the health care sector. The agency responsible for pharmaceutical-related investigations is the Prosecutor General, in conjunction with the Directorate of Judicial and Investigative Police and the Administrative Security Department.

Colombia has a control and regulation mechanism for the use and distribution of pharmaceutical products by health care professionals, as well as a register of licenses issued to professionals authorized to prescribe specially controlled medications. The country does not have a formal mechanism to evaluate the effectiveness of such controls.

Colombia reports there are penal and administrative sanctions against the diversion of pharmaceutical products, but it does not provide figures as to their application, nor does it specify the penalty that may be imposed. Administrative sanctions range from admonishment to the cancellation of registration for the handling of medicines under special control.

There were no seizures of pharmaceutical products in Colombia during the evaluation period.

CICAD notes that although seizures have been made of synthetic drugs in the evaluation period, the country has not determined the origin of the seized substances, nor the trafficking routes utilized. Moreover, the country does not have a formal mechanism to evaluate existing controls of the use and distribution of pharmaceutical products by health professionals. With regard to penal sanctions imposed for diversion of pharmaceutical products, the country has not implemented a system enabling the number of times imposed to be determined.



## **RECOMMENDATIONS:**

16. IMPLEMENT A FORMAL MECHANISM TO ENABLE EXISTING CONTROLS OF THE USE AND DISTRIBUTION OF PHARMACEUTICAL PRODUCTS TO BE EVALUATED.
17. DEVELOP A SYSTEM ENABLING THE NUMBER OF PENAL SANCTIONS IMPOSED FOR THE DIVERSION OF PHARMACEUTICAL PRODUCTS TO BE DETERMINED.

## **Controlled Chemical Substances**

Participating in the control of controlled chemical substances are the Ministry of Commerce, Industry and Tourism, the National Tax and Customs Office, the DNE, the armed forces, and the National Police. The country controls all of the substances listed in the international conventions and in CICAD's Model Regulations.

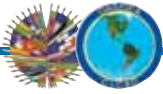
In addition, five refined products are controlled in certain regions of the country: combustible motor oil, gasoline, kerosene, cement and urea. Manganese dioxide and potassium manganate, which are used as substitute substances in production of potassium permanganate, are controlled on a national level.

Despite having laws regulating the diversion of chemical substances, Colombia considers it necessary to expand the definitions of offenses to include, among others, offenses relating to substitute chemical substances, for which a bill updating Law 30 of 1986, the National Statute on Narcotics, is being prepared. This bill would expand the offenses currently defined, such as illicit introduction in the country, transport, and possession of chemical substances, to include illicit diversion, production, and marketing, and would include an obligation to demonstrate final destination.

Administrative and penal sanctions, but not civil, are applied in Colombia for the diversion of controlled chemical substances. Administrative sanctions rose from 14 refusals to issue or renew certificates and 23 cancellations of certificates in 2002, to 21 refusals to issue or renew certificates in 2003 and 13 cancellations of certificates in 2004. Sanctions may range from the freezing of controlled chemical substances to refusal to issue or renew the certificate of lack of reports of drug-trafficking, and even cancellation of that certificate. The country reports that 120 persons were convicted in 2003 for trafficking in chemical substances for the processing of narcotics. It has no records for 2002 because the Judicial Branch Information System did not begin operations until 2003.

Through this certificate, the DNE, together with the National Police, verify that there are no substantiated records of illicit drug trafficking, actions through "fronts," illicit enrichment or related offenses, of individuals or companies to whom it is issued, and authorizes the purchase, use, distribution, production, storage and importation of controlled chemical substances.

The number of seizures related to controlled chemical substances increased between 2002 and 2003, as did the amount seized, as shown in the following table. The final destination of seized substances are sale, use (donation), and when the substances are seized in illicit drug processing laboratories they are destroyed. Between 2002 and 2004, the seized chemical substances that were sold rose to a value of US\$677,179. And the breakdown of the sales was 673,821 kg. and 277,431 gallons. At the same time, the used substances were handed over to state entities such as educative centers, hospitals, aqueducts, armed forces, the Prosecutor General and DAS, all of which totaled 64,636 kg, and 52,170 gallons.

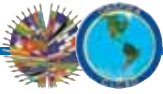


Controlled chemical substances	Number of seizures		Unit of measure	Amounts seized		
	2002	2003		2002	2003	2004
Butyl acetate	2	9	Gallon	3,146	18,333	4,375
Ethyl acetate	9	13	Gallon	4,052	18,788	31,665
Isopropyl acetate	0	1	Gallon	-	23	3,446
Acetone	113	149	Gallon	486,621	168,330	322,912
Hydrochloric acid	63	73	Gallon	37,160	26,361	56,619
Sulphuric acid	267	408	Gallon	75,326	118,971	86,165
Combustible motor oil	146	144	Gallon	250,484	148,773	88,468
Isopropyl alcohol	12	10	Gallon	5,107	4,268	48,775
Ammonia	138	227	Gallon	113,998	38,020	126,205
Acetic anhydride	5	1	Gallon	276	0.26	206
Butanol	1	1	Gallon	3	6	3,248
Sodium carbonate	0	2	Gallon	-	661	-
Chloroform	4	25	Gallon	72	831	24,994
Diacetone alcohol	0	1	Gallon	-	20	-
Solvent 1	38	18	Gallon	74,219	35,570	31,710
Solvent 2	3	2	Gallon	3,155	4,300	24,400
Ethyl ether	23	31	Gallon	29,088	26,560	27,846
Gasoline	602	821	Gallon	690,309	938,952	620,324
Hexane	3	10	Gallon	4,489	19,147	17,375
Kerosene	58	68	Gallon	55,590	31,022	7,898
Methyl ethyl ketone	4	9	Gallon	10,920	11,606	2,938
Methanol	6	2	Gallon	928	241	30,042
Methyl isobutyl ketone	2	0	Gallon	551	-	24,481
Thinner	50	44	Gallon	53,754	40,199	67,783
Toluene	2	1	Gallon	1,709	4,252	15,635
<b>Total</b>	<b>1,551</b>	<b>2,070</b>		<b>1,900,957</b>	<b>1,655,232</b>	<b>1,667,510</b>

Controlled chemical substances	Number of seizures		Unit of measure	Amounts seized		
	2002	2003		2002	2003	2004
Sodium carbonate	38	16	Kilos	128,571	7,959	-
Grey cement	396	519	Kilos	1,053,372	737,141	796,360
Potassium permanganate	149	164	Kilos	79,559	40,271	170,319
Urea	327	370	Kilos	360,237	377,073	539,920
<b>Total</b>	<b>910</b>	<b>1,069</b>		<b>1,621,739</b>	<b>1,162,444</b>	<b>1,506,599</b>

Act 785 of 2002, includes provisions related to the administration of property seized in connection with drug trafficking, and Act 793 on forfeiture. With regard to chemical substances, the DNE may sell them or they may be used by state entities and/or education centers. If they cannot be sold or used by the DNE, judicial and administrative authorities coordinate to arrange for their disposal or destruction.

Since 2003, the National Narcotics Fund has started a site visiting program to 41% of the laboratories that handle specially controlled substances, to carry out audits to verify the existence of raw material and medicines, storage and control conditions. They have also audited 10% of the distributors and sellers of specially controlled medicines. Colombia states that the National Narcotics Fund does not have enough personnel to carry out the inspection activities nor does it have adequate financial resources to hire additional personnel, difficulties which Colombia had already detected and informed the MEM in previous rounds. Consequently, in 2004 it will sign agreements with universities so that advanced degree students may help in these works.



Colombia carries out frequent inspections as a qualitative method to assess performance of the entities responsible. However, the DNE and the National Police themselves, have suggested strengthening said controls, focusing on the companies that for the first time request the certificate of lack of records of drug-related activities. Customs clearance is prohibited for these products and re-shipments of controlled chemical substances are not authorized.

The country reports that the pre-export notification mechanism for controlled chemical substances is now in the process of formulation and application, designation of the central authority, drafting of the legal provisions, and training. Colombia also reports that during 2002-2004, it received 489 pre-export notifications, and replied to them all. The country furnished no information regarding notifications issued by Colombia itself.

CICAD observes that even though the country has furnished information on the controlled chemical pre-export notifications received and responded to, CICAD notes that the country does not yet report on its issuing of such notifications.

## IV. CONTROL MEASURES

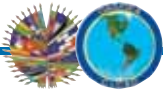
### A. Illicit Drug Trafficking

Illicit drugs seized by judicial authorities are destroyed, through order of the prosecutor, and this destruction is witnessed by representatives of the prosecutor's office and by experts. Colombia provides a detail of the number of drug seizures and of the quantities seized as follows:

Number of Drug Seizures by Law Enforcement Agencies  
2002 – 2004

Type of drug	Number of Seizures	
	2002	2003
Opium	14	9
Poppy plants		2
Poppy seeds	12	8
Morphine	14	7
Heroin	285	285
Coca leaf	297	408
Coca paste	15	28
Cocaine base	943	730
Cocaine Hydrochloride	895	813
Basuco (residues or impurities)	1,399	113
Cannabis plants		0
Cannabis (grass)		401
Cannabis resin (hashish)	1	
Cannabis seeds	12	3
MDMA (ecstasy) and derivatives	29	3
Coca seed	12	88
Liquid opium		5
Cocaine in process		26
Coca base in process		74
Coca leaf in process		129



**Volume of Drug Seizures by Law Enforcement Agencies 2002-2004**

Type of drug	Unit of measure	Quantity		
		2002	2003	2004
Opium	Kilograms	110.00		57.42
Poppy plants	# plants		23,001.00	5,000.00
Poppy seeds	Kilograms	124.00	86.50	25.00
Morphine	Kilograms	20.00	78.24	39.,31
Heroin	Kilograms	775.00	625.32	773.73
Coca leaf	Kilograms	368,000.00	688,690.50	567,638.57
Coca paste	Kilograms	974.00	2,367.78	1,217.00
Cocaine base	Kilograms	22,615.00	27,102.80	37,064.56
Cocaine Hydrochloride	Kilograms	95,278.00	105,262.59	149,347.91
Basuco (residues or impurities)	Kilograms	1,706.00	2,988.20	2,326.54
Leaf cannabis (grass)	Kilograms		134,285.15	152,317.00
Cannabis resin (hashish)	Kilograms	3.00		
Cannabis seeds	Kilograms	510.00	24.00	50.00
MDMA (ecstasy) and derivatives	Pills	175,382.00	5,042.00	19,494.00
Coca seeds	Kilograms	27,752.00	173,141.33	15,958.75
Liquid opium	Gallons		113.08	827.00
Cocaine in process	Gallons		6,577.58	6,717.50
Coca base in process	Gallons		26,120.00	15,351.00
Coca leaf in process	Gallons		80,816.00	55,674.00

Colombia indicates that it has identified new trends in the mobility of the drug problem as regards routes, crops, and illicit laboratories. The country reports that between 2000 and 2003 there has been a decrease in the cultivation of coca due to the increase in the Illicit Cultivation Eradication Program (aerial spraying and manual destruction: forced or voluntary). As to poppy and marijuana the figures maintain fairly constant at approximately 4,000 hectares and 2,000 hectares respectively. The Pacific corridor is the route most used to send drug to the market in the North of the continent, despite the fact that its share has decreased as compared to earlier periods. In 2002, 79% of cocaine seizures were carried out in the Pacific Ocean, and this percentage fell to 65% in 2003. At the same time, regarding the destruction of drug laboratories an increase can be observed from 1,474 in 2003 to 1,803 in 2004. Coca base laboratories were also destroyed.

As illicit drug trafficking is mainly carried out by sea, via the Pacific route, the Colombian Navy has deployed new operations and, in 2003, under the maritime agreement signed with the United States, it seized 71 tons of cocaine, 57 kilograms of heroin, and 2,579 kilograms of marijuana. In 2004, 62.5 tons of cocaine were seized.

The Superior Judiciary Council reports that 14,344 persons were convicted in 2003 for manufacturing, trafficking in, or possessing narcotics. The cumulative total of individual convictions by the third quarter of 2004 was 5,241.

With respect to legislation allowing the possession of drugs for personal use, Colombia notes that Law 30 of 1986, Article 2, provides that: "(j) a dose for personal use means the quantity of narcotics that a person carries or possesses for his own use. For marijuana, a dose for personal use is 20 g or less; for hashish, it is 5 g or less; for cocaine or cocaine-based substances, 1 g or less; and for methaqualone, 2 g or less." Possession refers to quantities exceeding these amounts.



Colombia has a formal mechanism to assess the efficiency of the means for the timely exchange of information and collaboration between the authorities responsible for controlling illicit drug trafficking, following the criteria imposed by the Democratic Defense and Safety Plan of the Presidency, and by the Naval Strategic Plan. Impediments were encountered in the sharing of intelligence information and the lack of standard technical means for the quick and reliable exchange of information.

On an international level, Colombian entities exchange intelligence information, in the follow-up of cases and in technological updating, without stating the mechanisms utilized. The country participates in international operations, and points to the Platform Operation, intended to dismantle maritime heroin trafficking organizations, and the Operation Six Borders (Bolivia, Brazil, Ecuador, Panama, Peru, and Venezuela) to combat trafficking in chemical substances.

The number of judicial cooperation requests related to illicit drug trafficking made by Colombia to other countries based on international agreements, has decreased, from 183 in 2002 to 150 in 2003, as has the number of replies to requests, which declined from 97 to 41. Although the requests for judicial cooperation received by Colombia increased from 90 in the year 2002 to 112 in 2003, the number of favorable replies has decreased from 74 in 2002 to 48 in 2003.

Colombia informs that out of these requests, 82 of 123 solicitudes (2003) and 34 of 36 requests (2004) were not replied to.

In 2002, Colombia made only one extradition request for illicit drug trafficking, to Italy. In 2003, it made two requests, both to the United States.

The central authority responsible for making extradition requests to other countries, is the Ministry of Foreign Affairs, after having been requested by the judicial authority and by the Ministry of Home Affairs.

Colombia does not require the existence of a treaty, as a condition to grant extradition. However it has signed bilateral extradition agreements which are in force, and is a party to several multilateral agreements, as follows:

**Bilateral Extradition Agreements in force:**

- COSTA RICA, CHILE, CUBA, EL SALVADOR, FRANCE, GREAT BRITAIN, MEXICO, NICARAGUA, PANAMA, SPAIN, UNITED STATES.

**Multilateral Extradition Agreements:**

- **Acuerdo Bolivariano de Extradición** (Bolivarian Extradition Agreement) (BOLIVIA, COLOMBIA, ECUADOR, PERU, and VENEZUELA)
- **Convención Multilateral de Montevideo** (Multilateral Montevideo Convention) (ARGENTINA, BRAZIL, CHILE, CUBA, DOMINICAN REPUBLIC, ECUADOR, EL SALVADOR, GUATEMALA, HAITI, HONDURAS, MEXICO, NICARAGUA, PARAGUAY, PANAMA, PERU, UNITED STATES, URUGUAY)

Extradition of Colombians is permitted for offenses committed after December 16, 1997. The Ministry of Foreign Affairs is the central authority that receives extradition requests. The number of extradition requests received by Colombia rose from 86 to 141 between 2002 and 2003, and the replies granting extradition increased during the same period, from 51 to 70.



Country requesting extradition	Number of requests received by Colombia			Number of replies in which Colombia granted the request		
	2002	2003	2004	2002	2003	2004
CANADA	2	-	-	4	2	-
SPAIN	2	3	9	2	2	5
BRAZIL	-	-	-	1	-	1
PERU	2	-	4	2	2	-
FRANCE	4	-	4	2	-	1
ARGENTINA	3	4	-	1	-	2
VENEZUELA	2	-	-	-	1	-
BELGIUM	1	-	1	-	1	-
ITALY	3	4	2	1	2	2
UNITED STATES	67	130	179	55	69	129
GERMANY	-	-	1	-	-	-
ECUADOR	-	-	1	-	-	-
POLAND	-	-	1	-	-	-
DENMARK	-	1	-	-	1	-

Source: Ministry of Interior and Justice

Colombia states it has not encountered difficulties in applying extradition agreements.

CICAD views with concern the high number of requests for judicial assistance presented by Colombia to which it has not received a reply. It also notes that the country has difficulties in compiling information on the number of arrests and trials in connection with illicit drug trafficking, and on arrests, trials, and convictions in connection with illicit possession. CICAD does note, however, that the country provides figures for the total number of illicit trafficking convictions.

## RECOMMENDATION:

18. IMPLEMENT A MECHANISM FOR OBTAINING INFORMATION ON PERSONS ARRESTED, TRIED AND CONVICTED FOR ILLICIT DRUG POSSESSION, AND ON PERSONS ARRESTED AND TRIED FOR ILLEGAL DRUG TRAFFICKING.

## B. Firearms and Ammunition

The entities with responsibility for controlling activities related to firearms, ammunition, explosives, and related materials are: the Ministry of Foreign Affairs, the Ministry of Interior and Justice, the Ministry of Defense, the Ministry of Commerce, Industry, and Tourism, the Office of the Prosecutor General, the Administrative Security Department (DAS), the General Command of the Armed Forces, the National Police, the National Tax and Customs Office, and the Military Industry of Colombia.

Under the applicable legislation, when these products are seized, they must be deposited with a military or police unit, depending on whether it is an administrative investigation or part of criminal proceedings before a judicial authority, until proceedings are concluded.

The Colombian Penal Code contains an article in force that criminalizes the illicit possession, trafficking in, and manufacture of firearms, ammunition, explosives, and related materials. During the period evaluated, the number of persons arrested for these offenses has increased: for firearms, from 123 persons in 2002, to 208 in 2003 and for explosives the number rose from 49 to 68. The number of persons tried for firearms offenses rose from 442 to 659, and for explosives, from 237 to 243, remaining unchanged in 2004. The number of persons convicted for possession, and



illicit trafficking of firearms and/or ammunition and/or explosives increased from 169 in 2002 to 179 in 2003. The country only has global figures that include ammunition and firearms, as provided in the Colombian Penal Code.

The Colombian constitutional, legal and regulatory juridical framework establishes controls on the import, export and in-transit movement of firearms, ammunition, explosives and related material. The Military Industry of Colombia is the only entity that may lawfully introduce into the country, export, manufacture, and market firearms, ammunition, and explosives, and the raw materials, machinery, and devices for the manufacture thereof. It also keeps control over the temporary import and export of sporting/hunting weapons and ammunition. Permits are extended to firearm users entering or leaving the country to participate in international competitions, hunting activities, and the repair or adjustment of firearms; permit documents are issued by the General Command of the Military Forces.

New control mechanisms have been implemented in application of Decree 2535 of 2003, containing the provisions on firearms, ammunitions, and explosives, Regulatory Decree 1809 of 1994, and the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials, enacted in Colombia in Law 737 of 2002.

Between 2002 and 2003, 1,322 firearms were confiscated, and the quantity of ammunition confiscated in illicit drug trafficking cases increased from 39,824 in 2002 to 263,679 in 2003. Colombian laws require that firearms be marked at the time of their manufacture. The number of firearms and explosives confiscated in relation to arrests, has remained unchanged, but there are no records as to existence of investigations which may allow an estimation to determine if said firearms and ammunition were destined to illicit trafficking organizations. Seized firearms are not subjected to marking.

Following is the report containing information on firearms seized by the Army, Navy, Police, and Administrative Security Department (DAS):

**Quantity of Firearms Seized  
2003 - 2004 <sup>(1)</sup>**

ENTITY	TYPE OF WEAPON														TOTAL ARMS	
	REVOLVERS		PISTOLS		SHOTGUNS		CARBINES		MACHINE-GUNS AND SUBMACHINE-GUNS		RIFLES		OTHER ARMS		2003	2004
	2003	2004	2003	2004	2003	2004	2003	2004	2003	2004	2003	2004	2003	2004		
ARMY	1,369	1,698	1,192	1,478	960	1,128	115	258	145	163	2,143	3,120	0	369	5,924	8,21
NAVY	91	150	154	112	72	270	0	5	3	12	360	124	0	0	680	67
POLICE	28,293	36,795	11,695	16,293	6,671	8,194	124	97	169	228	387	552	498	370	47,837	62,52
DAS	69	74	83	68	78	46	8	3	11	5	47	45	19	280	315	52
<b>TOTAL</b>	<b>29,822</b>	<b>38,717</b>	<b>13,124</b>	<b>17,951</b>	<b>7,781</b>	<b>9,638</b>	<b>247</b>	<b>363</b>	<b>328</b>	<b>408</b>	<b>2,937</b>	<b>3,841</b>	<b>517</b>	<b>1,019</b>	<b>54,756</b>	<b>71,93</b>

(1) Note: The 2004 statistics are final and correspond to the period January 1-December 31, 2004.

**Quantity of Ammunition Seized  
2003 - 2004**

ENTITY	2003	2004
ARMY	1,014,285	1,691,008
NAVY	464,363	119,141
POLICE	579,842	615,868
DAS	18,447	53,596
<b>TOTAL</b>	<b>2,076,937</b>	<b>2,479,613</b>



The Military Industry of Colombia keeps records of all firearms, ammunition and explosives produced by Colombia, information that is recorded and maintained for a five-year period, as provided in law. The Customs authority data base contains a complete description of the imports and exports of firearms and explosives made since 1994.

Information on these issues is reserved to the army, navy, and national police, and its international exchange and collection is carried out through Interpol-DAS. The number of requests made by Colombia in order to obtain information concerning the shipment of firearms, ammunition and explosives increased, from 1,666 requests in 2002 to 3,483 in 2003. The country received 982 replies to its requests in 2002 and 2,547 replies in 2003.

CICAD makes a favorable evaluation of the information contributed regarding firearms and ammunition seized in 2003 and 2004 and the effort made by Colombia in the confiscation of firearms. In particular, CICAD recognizes that Colombia has ratified and is in the process of effectively implementing the CIFTA Convention, of which it holds the Pro Tempore Chair position for the period 2003-2005, as this will enable the country to improve its internal system for the control of legal firearms, ammunition, and explosives, with the aim of adapting it to social realities and as the point of departure for determining what illegal firearms are entering the country. From the penal standpoint, sentencing for illicit trafficking will be increased.

### C. Money Laundering

In Colombia, a person may be convicted of money laundering regardless of whether he has been convicted of a predicate offense, as money laundering is an autonomous offense in this country. Since 2000, the new Penal Code has contained a chapter, "Money Laundering," which includes four offenses: money laundering, failure to control, illicit enrichment, and the use of "fronts."

The penal code was amended in 2002, to include as predicate offenses, the illicit smuggling of migrants and trafficking in persons, and included punishable aggravating circumstances where these are perpetrated by company managers or corporations. It includes the hypothesis of the use of "fronts" and illicit enrichment of individuals. The penalty imposed is from 6 to 15 years of imprisonment, with the modifications to the Penal Code through Law 890 of 2004, the minimum sanction was increased by a third, in other words to eight years and the maximum was increased by half to twenty-two years. The money laundering predicate offenses are illicit trafficking of toxic drugs, narcotics, and psychotropic substances, and "acting in concert to perpetrate an offense"; illicit trafficking in firearms and in persons; crimes against the financial system; kidnapping with extortion; insurrection; extortion; and corruption-related offenses. Predicate offenses do not include fraud, terrorism, the financing of terrorism, prostitution, pornography, or trafficking in organs.

To combat money laundering activities, Colombian laws allow undercover police operations, electronic surveillance, the use of informants, controlled delivery, and sentence reduction for cooperating witnesses, especially Act 800 of the year 2003, approving the United Nations Convention against Transnational Organized Crime.

Provisions are in place in Colombia that establish administrative controls to prevent money laundering in banks, currency exchanges, stock exchanges, insurance companies, casinos, notaries, and currency transfers. If the parties subject to obligations to effect such control fail to use the control mechanisms necessary to prevent money laundering, the sanctions are fines – applicable to both persons and institutions. Fines are imposed regardless of any criminal sanctions as may be applicable. Other sanctions included are suspension and up to five years' bar from holding positions requiring the supervision of the Colombian Superintendency of Banks, removal of managers, and the closing of representation offices.



In 2002, 120 persons and 124 in 2003 were arrested for money laundering; in 2002, 334 and in 2003, 346 were tried, while 89 persons were convicted in 2002 and 82 in 2003. The Office of the Prosecutor General has a National Unit for Forfeiture of Assets and to Prevent Money Laundering. Cumulative data from May 1998 to December 31, 2004 on administrative and judicial judgments are:

OFFICE OF THE PROSECUTOR GENERAL NATIONAL UNIT FOR FORFEITURE OF ASSETS AND TO PREVENT MONEY LAUNDERING	
JUDGMENTS ISSUED AGAINST INDIVIDUALS IN MONEY-LAUNDERING CASES	
DECISIONS	TO DECEMBER 2004
CAUTIONARY MEASURES	1,301
NO MEASURES IMPOSED	298
<b>EARLY JUDGMENTS</b>	<b>144</b>
INDICTMENTS	734
EXTINCTIONS	322
<b>CONVICTIONS</b>	<b>267</b>
ACQUITTALS	69

PROCEEDINGS ACTIVE IN THE UNIT	
MONEY LAUNDERING CASES	
TOTAL	466
PRELIMINARY	341
SUMMARY	125

Colombian laws require financial institutions to inform suspicious transactions, and there are also exculpatory conditions relieving them from liability in the case of duly informing the same. In 2002, 1,264 suspicious transactions were informed, and in 2003 the number was 701. The Financial Information and Analysis Unit (FIAU) has a classification and statistics system of suspicious transactions reports that registers them, but it does not have a system that may allow a follow-up of reports, nor a method to assess its efficiency.

In the period under evaluation, Colombia did not impose any sanctions for not informing suspicious transactions, but the number of sanctions imposed for not complying with money laundering control regulations has increased ten times between 2002 and 2004, from 2 in 2002, 6 in 2003 and 20 up to May 2004. During this last date, the Securities Superintendency made requests before 20 stockbroker companies, for a plan of action to be designed, approved and put into practice in the short-term. This plan is aimed at an efficient and appropriate control of criminal activities through the public stock market.

Colombian laws permit the lifting of bank secrecy, both for financial intelligence purposes as well as for indictment. The country does not supply quantitative information on the number of money laundering cases in which documents and financial records were obtained, nor on the value of property forfeited in cases related to money laundering.

The Office of the Prosecutor General of the Nation reports that the estimated value of the money-laundering operations investigated between May 1998 and October 31, 2004, was US \$9,347,035,270, and that the estimated value of the seizure assets investigated was US \$6,586,087,603.



The National Narcotics Office (DNE) is responsible for administration of assets seized in proceedings involving illicit drug trafficking. By the end of 2003, the total number of assets placed before judicial authorities for disposal was 47,000 assets, of which only 50% have been valued, according to these authorities, who are currently working to make a full and updated valuation of the assets.

The FIAU was established by law with administrative autonomy and an independent budget, as well as special regulations regarding personnel management. It is a division of the Ministry of Economy and Public Credit, whose functions are to help in the detection of money laundering related activities. This unit analyzes and presents conclusions and it is authorized to have direct access to bank accounts, but it does not investigate, regulate, nor apply sanctions. It has 26 officers and a budget of US\$926,000. The number of cases analyzed has increased, from 44 in 2002, to 72 in 2003, activity from which the Unit generates financial intelligence reports for the different authorities.

In 2003, the FIAU received 11,722 Suspicious Transaction Reports (ROS), which led to 72 Financial Intelligence Reports (IIF) for follow-up investigation and prosecution. Of these IIFs, 84% were sent to the National Money-laundering and Confiscation Unit within the Office of the Prosecutor General; 5% went to the Judicial Police and Investigation Directorate; 3% to the Administrative Security Department; 3% to the Technical Investigation Squad within the Office of the Prosecutor General; and the remaining 5% to the Ministry of National Defense, Office of the Prosecutor General, and other authorities. In 2004, the UIAF had received 9,990 ROSs, leading to 85 Financial Intelligence Reports. Of these, 71% were sent to the Office of the Prosecutor General; 22% to the Administrative Security Department; 5% to the Financial Intelligence Units of other countries; and 2% to the Judicial Police and Investigation Directorate.

The FIAU is a member of the Egmont Group and has signed Memoranda of Understanding with Argentina, Belgium, Bolivia, Brazil, Costa Rica, France, Guatemala, Honduras, Panama, Peru, Portugal, South Korea, Spain, and Venezuela, and it is authorized to share information only through this mechanism. In 2004, the FIAU signed additional Memoranda of Understanding with financial intelligence units, bringing the total to 21. In the first half of 2004, it signed such Memoranda with the financial intelligence units of the Australia, the Dutch West Indies, Guernsey, Mexico, the Netherlands, Russia, and United Kingdom.

Although Colombian law does not require the existence of such interagency agreements in order for information to be shared, the FIAU restricts its exchanges to members of the Egmont Group and/or units with which it has signed memoranda. This is to ensure that the information is kept confidential and handled appropriately.

Money laundering is an extraditable offense in Colombia. Most of the agreements signed by Colombia, establish a minimum of four years' imprisonment for extradition of requested persons found in Colombian territory (passive extradition). In 2002 and 2003, the country did not make extradition requests for this offense, the Ministry of Foreign Affairs having responsibility during the stage of presentation of requests.

During the same period, Colombia received 20 extradition requests for money laundering: 2 from France and 18 from the United States. Over said period, it granted 14 requests, one received from Spain and 13 from the United States. The country informs that it took an average of 12-18 months from the time the requests were received until the person requested was extradited. Colombia allows extradition of its nationals, for offenses committed after December 17, 1997, and does not demand the existence of a treaty to grant extradition, as the Political Constitution of Colombia provides for extradition.



Colombia reports that in 2003 it sent 54 requests for legal assistance to other countries, to which it received only 21 replies; this compares to 48 requests issued between January and August 2004, with only two replied to.

Colombia does not report information on the number of requests to freeze assets in money laundering cases made to other countries, nor on the number of requests received. Neither does it report the number of requests made to other countries to lift bank secrecy in these cases, or the number it received from other countries. In Colombia, bank secrecy does not prevent the information needed for investigations under way from being obtained. In all cases the necessary documents and records are available.

The number of judges and prosecutors who received special training to handle money laundering cases increased: from 5 judges in 2002 to 52 in 2003, and from 45 prosecutors in 2002 to 142 in 2003. However, there is no information as to how many of these continue holding the same positions. During the period under evaluation, the number of administrative officers trained who belong to the financial intelligence unit and other related entities was 177, of which 151 still hold their positions.

CICAD notes that, since 2002, Colombia has updated its penal legislation to expand the list of money laundering predicate offenses. However, there are still a number of offences which remain as non-predicate offenses. In addition, it should be noted that the country furnished a vast amount of information on reports of suspicious transactions, however, it does not give details of the system used for its effectiveness to be evaluated.

## **RECOMMENDATIONS:**

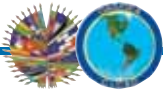
19. IMPLEMENT A SYSTEM FOR FOLLOW-UP OF SUSPICIOUS TRANSACTION REPORTS AND ENABLING ITS EFFECTIVENESS TO BE EVALUATED.
20. BROADEN THE LEGAL FRAMEWORK TO INCLUDE FRAUD, TERRORISM AND ITS FINANCING, PROSTITUTION, PORNOGRAPHY AND ORGAN TRAFFICKING AS MONEY LAUNDERING PREDICATE OFFENCES.

### **D. Corruption**

Colombia has made amendments and additions to its laws, since 2000, including definitions of corruption-related offenses. The offense of the fraudulent use of property, as set forth in the Inter-American Convention against Corruption, is, in principle, in keeping with the definition of the offenses of illegal enrichment by public officials and by private citizens (Articles 412 and 327, respectively, of the Penal Code) and, as concealment, is in keeping with the definition of the offense of money laundering, on the understanding that crimes against government are money laundering predicate offenses. The offense of corruption described in numeral XI.1.b of the Convention is included in the definitions of types of embezzlement contained in the Penal Code: Articles 397 (embezzlement through appropriation), 398 (embezzlement through use), 399 (embezzlement through inappropriate official use), and, possibly, 403 (use of public funds to provide undue incentive to or enrichment of extractors of and traders in precious metals).

The Superior Judiciary Council's information system does not contain information broken down by arrests, prosecutions, and convictions of public officials for illegal drug trafficking and corruption related to illegal drug trafficking, although in the preliminary round Colombia reported that said Council was preparing new forms to gather statistical information.





CICAD notes that Colombia has implemented substantial legal reforms and additions to provisions on corruption, incorporating offenses established in the Inter-American Convention against Corruption. However, it does not have broken-down information on the numbers of public employees arrested, tried, and convicted for illegal drug trafficking and for corruption offenses related to illegal drug trafficking.

### **RECOMMENDATION:**

21. IMPLEMENT A SYSTEM ENABLING STATISTICS TO BE COMPILED OF THE PUBLIC EMPLOYEES ARRESTED, TRIED, AND CONVICTED FOR ILLEGAL DRUG TRAFFICKING AND CORRUPTION RELATED TO ILLEGAL DRUG TRAFFICKING.

### **E. Organized Crime**

In the area of transnational organized crime, Colombia has enacted Law 733 of 2002, to combat kidnapping and extortion; Law 599 of 2000, the New Penal Code, which came into effect in June 2001; Law 600 of 2000, the New Penal Procedural Code; Law 793 of 2002, on forfeiture of assets; Law 504 of 1999, on specialized justice; and Law 526 of 1999, establishing the FIAU. Therefore, the national law defines as offenses: participation in an organized criminal group, referred to in Colombian legislation as "acting in concert to perpetrate an offense"; money laundering; in the area of corruption, embezzlement, extortion by a public official or judge, and bribery; obstruction of justice; trafficking in migrants; illicit manufacturing and trafficking in firearms and ammunition; and trafficking in national or foreign currency. Colombian laws address extradition, mutual and joint judicial assistance, seizure, and forfeiture; interdiction operations; and victim protection and assistance, in keeping with the second Protocol of Geneva.

Colombia's Penal Code does criminalize collusion to commit a crime. There are also tools for attacking organized crime including police and judicial cooperation through INTERPOL and extradition proceedings.

Another form of cooperation is controlled delivery, with judicial consent. Colombian legislation also provides for undercover operations and interception of telecommunications. In 2002, the Witness Protection System in Law 782, was approved and through Resolution 2700 of the Public Prosecutor, the Witness and Victim Protection Office was established.

Colombia has government entities with specific responsibility for application of laws against transnational organized crime and with training programs for officials with responsibility for their application. Training was provided for 140 persons in 2002, 248 in 2003, and 371 in 2004. The country indicates that it lacks training programs for investigation of synthetic drugs, for public appearances by judicial police, and for investigation of cybercrime. It also notes training deficiencies in investigation techniques and criminal analysis in money laundering and money forgery cases.

Generic institutional evaluation systems are in place, in both the National Police and the Administrative Security Department (DAS), where mechanisms for ongoing control of officials have also been implemented.

In 2002, 14,118 arrests were made in connection with transnational organized crime; in 2003, 45,220; and in 2004, 40,775, but data is not available on trials or convictions, owing to methodological difficulties in compiling this information.



CICAD notes that Colombia has implemented substantial legal amendments and additions vis-à-vis corruption, incorporating behaviors contained in the Inter-American Convention Against Corruption. Deficiencies exist, however, in the information about public officials facing criminal proceedings in connection with corruption offenses.



## V. CONCLUSIONS

The approval process for Colombia's national drug demand reduction policy has taken two and a half years, during which time the strategy's components have operated without being linked together. Starting in 2003, however, important efforts were made to redefine and support a new national policy in this area. Thus, the country's lack of essential statistical data vis-à-vis demand reduction has been a constant source of concern, even though it has reported plans to address the matter.

Although Colombia has reported the reasons why it has not signed the Protocols to the United Nations Convention Against Transnational Organized Crime, against the Smuggling of Migrants by Land, Sea and Air and against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, the country has been alerted to the international legal fragmentation caused thereby, which undermines the unified hemispheric anti-drug policy.\*

The country has conducted a national survey into drug use among school students, but it needs to expand the scope of its studies and surveys in this matter and implement mechanisms to inform the general public about programs for prevention, treatment, and rehabilitation.

The country faces difficulties in furnishing information on drug abuse prevention and specialized training on prevention, treatment, and research, and there is no evidence of national actions being taken in this regard.

Important progress has been made with protocols for attention, intervention and treatment of problems related to psychoactive substances use, as well as with the analysis of the prevailing situation at treatment and rehabilitation centers. It is also notable that Colombia has established its National Register of Drug Treatment Centers, thereby meeting a recommendation issued during the Second Evaluation Round.

Colombia provides figures on illegal drug cultivation and production potential, except for cannabis. It does not provide any information on eradicated crops, preventing the country from being evaluated on this subject as the other states of the Hemisphere. It should be noted that the country has implemented several alternative development programs to drug cultivation, and that it applies evaluation mechanisms in this regard.

While there were seizures of synthetic drugs during the evaluation period, Colombia states that it has not identified the origin of the seized substances or the trafficking routes used. At the same time, the country lacks formal mechanisms for controlling and evaluating the use and distribution of pharmaceuticals by health practitioners and, as indicated by the information provided, the issuing of pre-export notifications for controlled chemical substances is still pending.

The country has problems collecting information on the numbers of individuals arrested and tried for illegal drug trafficking and related crimes; it does, however, report figures for convictions.

Colombia furnishes copious information on firearms and ammunition seized in 2003 and 2004. CICAD notes that the country has ratified the CIFTA Convention and is putting it into practice, since this will allow it to conduct an internal review of its current legislation governing legal firearms, munitions, and explosives.

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\* See footnotes 2, 3 and 4.



Even though Colombia updated its criminal law governing money laundering in 2002, there are still several non-predicate offenses. At the same time, the extensive information on reports of suspicious operations contrasts with the lack of detail in the system used to assess their effectiveness.

CICAD recognizes the unparalleled efforts that Colombia has demonstrated in the fight against the drug problem under very complex circumstances. CICAD urges the country to correct the weakness identified in its report and national policies, while also thanking the country for its constructive participation in the MEM process.



## VI. SUMMARY OF RECOMMENDATIONS

The following recommendations are assigned to Colombia in order to assist the country in strengthening its policy to combat the problem of drugs and related activities and increase multilateral cooperation in the Hemisphere:

### INSTITUTIONAL BUILDING

1. FINALIZE THE AGREEMENT OF THE NATIONAL DEMAND REDUCTION POLICY, WITH THE DIFFERENT SECTORS, ENSURING THROUGH THE APPROPRIATE CHANNELS THAT IT REMAINS IN FORCE FOR AT LEAST 10 YEARS.
2. RATIFY THE FOLLOWING PROTOCOLS TO UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND 2001-2002:
  - A) PROTOCOL AGAINST THE SMUGGLING OF MIGRANTS BY LAND, SEA AND AIR.
  - B) PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION
3. INCREASE THE NUMBER OF DRUG USE STUDIES OR SURVEYS.
4. IMPLEMENT A PUBLIC HELP LINE TO PROVIDE INFORMATION ON THE DRUG PROBLEM.
5. ADOPT GUIDELINES AT THE NATIONAL LEVEL FOR THE DISSEMINATION OF INFORMATION ON PREVENTION, TREATMENT, AND REHABILITATION PROGRAMS, AND FOLLOW UP ON THEIR EFFECTIVE IMPLEMENTATION.

### DEMAND REDUCTION

6. IMPLEMENT A NATIONAL SYSTEM OF DRUG ABUSE PREVENTION PROGRAMS THAT TARGET KEY SECTORS OF THE POPULATION.
7. DEVELOP A SYSTEM ENABLING EXISTING PREVENTION PROGRAMS TO BE EVALUATED.
8. IMPLEMENT THE DRAFT RESOLUTION DEFINING THE CONDITIONS FOR CERTIFYING DRUG ADDICTION TREATMENT CENTERS AND DRUG DEPENDENCY SERVICES.
9. ESTABLISH MECHANISMS TO VERIFY THE COMPLIANCE WITH STANDARDS OF CARE.
10. CONDUCT STUDIES TO EVALUATE THE EFFECTIVENESS OF DRUG ABUSE TREATMENT PROGRAMS.
11. COMPLETE THE STUDIES OF DRUG ABUSE PREVALENCE AND AVERAGE AGE OF FIRST USE.
12. UPDATE NATIONWIDE STUDIES TO DETERMINE THE PERCENTAGE OF YOUTH WHO PERCEIVE DRUG USE AS HARMFUL TO HEALTH AND WELFARE, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001-2002.



13. CONDUCT NATIONWIDE STUDIES OF DRUG ABUSE-RELATED MORBIDITY.
14. CONDUCT NATIONWIDE STUDIES TO OBTAIN ESTIMATES OF DRUG ABUSE-RELATED CRIME AND ACCIDENTS.

### **SUPPLY REDUCTION**

15. IMPLEMENT MECHANISMS TO MEASURE THE POTENTIAL PRODUCTION OF CANNABIS IN THE COUNTRY.
16. IMPLEMENT A FORMAL MECHANISM TO ENABLE EXISTING CONTROLS OF THE USE AND DISTRIBUTION OF PHARMACEUTICAL PRODUCTS TO BE EVALUATED.
17. DEVELOP A SYSTEM ENABLING THE NUMBER OF PENAL SANCTIONS IMPOSED FOR THE DIVERSION OF PHARMACEUTICAL PRODUCTS TO BE DETERMINED.

### **CONTROL MEASURES**

18. IMPLEMENT A MECHANISM FOR OBTAINING INFORMATION ON PERSONS ARRESTED, TRIED AND CONVICTED FOR ILLICIT DRUG POSSESSION, AND ON PERSONS ARRESTED AND TRIED FOR ILLEGAL DRUG TRAFFICKING.
19. IMPLEMENT A SYSTEM FOR FOLLOW-UP OF SUSPICIOUS TRANSACTION REPORTS AND ENABLING ITS EFFECTIVENESS TO BE EVALUATED.
20. BROADEN THE LEGAL FRAMEWORK TO INCLUDE FRAUD, TERRORISM AND ITS FINANCING, PROSTITUTION, PORNOGRAPHY AND ORGAN TRAFFICKING AS MONEY LAUNDERING PREDICATE OFFENCES.
21. IMPLEMENT A SYSTEM ENABLING STATISTICS TO BE COMPILED OF THE PUBLIC EMPLOYEES ARRESTED, TRIED, AND CONVICTED FOR ILLEGAL DRUG TRAFFICKING AND CORRUPTION RELATED TO ILLEGAL DRUG TRAFFICKING.