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# MULTILATERAL EVALUATION MECHANISM (MEM)

*Evaluation Report on Drug Policies:  
Institutional Strengthening; Research,  
Information, Monitoring, and Evaluation;  
and International Cooperation*



## Paraguay

Inter-American Drug Abuse Control Commission (CICAD)  
Secretariat for Multidimensional Security (SMS)

2023





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### **EIGHTH EVALUATION ROUND**

**2023**

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## PREFACE

The Multilateral Evaluation Mechanism (MEM), established by a mandate from the Second Summit of the Americas (Santiago, Chile - 1998), is a unique multilateral evaluation tool designed to measure the progress made and challenges faced by the member states of the Organization of American States (OAS) in implementing the Hemispheric Plan of Action on Drugs of the OAS Hemispheric Drug Strategy, currently in force.

The Inter-American Drug Abuse Control Commission (CICAD) of the Secretariat for Multidimensional Security (SMS) is the OAS specialized agency in charge of implementing this Mechanism.

The current MEM round is based on the objectives of the Hemispheric Plan of Action on Drugs 2021-2025 of the Hemispheric Drug Strategy 2020 and their respective priority actions. These documents take into account the recommendations of the outcome document of the United Nations General Assembly Special Session on the World Drug Problem (UNGASS 2016) and the United Nations 2030 Agenda on Sustainable Development, as well as cross-cutting issues, such as the gender perspective and human rights, cultural context, and social inclusion approaches, among others.

Seven evaluation rounds have been completed from 1998 to 2019 and, during 2020, the MEM Intergovernmental Working Group (IWG), composed of member state delegates, agreed on a new methodology for the eighth round, consisting of annual thematic evaluations with the support of independent technical consultants, as follows: 2021 – Measures for Prevention, Treatment, and Recovery Support; 2022 – Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences; 2023 – Institutional Strengthening; Research, Information, Monitoring, and Evaluation; International Cooperation; and 2024 – Comprehensive Evaluation based on updated information from all thematic areas.

MEM evaluations are carried out based on information provided by the member states' National Coordinating Entities (NCEs), which is analyzed by the MEM Governmental Expert Group (GEG), composed of experts designated by the countries, who do not participate in their own country's evaluation, thus ensuring the transparency and impartiality of the process. The GEG is always supported by the group of independent technical consultants and the MEM Unit. The eighth round represents a more rigorous evaluation process, in which countries are requested to provide valid means of verification to support the information submitted and ensure compliance of each priority action.

Specifically, the GEG's work for the thematic assessment for the areas of "Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation" was conducted during 2023 and covers the 2019 to 2023 period (unless otherwise specified). This work was adapted to the COVID-19 pandemic with the use of technology and virtual tools, as well as taking it into consideration in the evaluation assessments.

Finally, it should be noted that one of the main purposes of MEM evaluation reports is to serve as a useful diagnostic tool to identify opportunities for improvement in drug policies and strategies, both at the national and regional levels.

# INSTITUTIONAL STRENGTHENING

## OBJECTIVE

1

**ESTABLISH AND/OR STRENGTHEN NATIONAL DRUG AUTHORITIES, PLACING THEM AT A HIGH POLITICAL LEVEL AND PROVIDING THEM WITH THE NECESSARY CAPABILITIES, RESOURCES, AND COMPETENCIES TO COORDINATE FORMULATION, IMPLEMENTATION, MONITORING, AND EVALUATION OF NATIONAL DRUG POLICIES.**

### **Priority Action 1.1: Place national drug authorities at a high political level.**

Paraguay has the National Anti-drug Secretariat (SENAD) as the national drug authority, which was established in 1991 and is positioned within the government administrative structure as a secretariat of state with the status of a Ministry in the Executive Branch and reports to the Office of the President of the Republic.

### **Priority Action 1.2: Grant national drug policy entities the authority to guide and coordinate the formulation, implementation, monitoring, and evaluation of national drug policies.**

Paraguay's national drug authority has a legal basis, through the following legal instruments:

- Law N° 1340 of November 22, 1988, amending, adding to, and updating Law N° 357/72 repressing illicit trafficking in narcotic substances and dangerous drugs and other similar offenses and establishing preventive measures and rehabilitation for dependent individuals, Chapter VIII, Article 58°
- Law N° 108 of December 27, 1991, creating the National Anti-drug Secretariat (SENAD); and its amending Law 396 of August 18, 1994
- Law N° 1881 of June 24, 2002, amending Law n° 1340 of November 22, 1988, repressing illicit trafficking in narcotic substances and dangerous drugs and other similar offenses and establishing preventive measures and rehabilitation for dependent individuals, art. 98°
- Decree 7979 of October 30, 2017, approving Paraguay's National Drug Policy 2017-2022

### **Priority Action 1.3: Allocate the necessary resources (material, financial, and human) for the effective functioning of the national drug authorities.**

Paraguay has an annual budget for the national drug authority, which is independent. The amount of the annual budget of the national drug authority for the years 2019-2023 is listed below:

Year	2019	2020	2021	2022	2023
Annual budget amount (US dollars)	8.898.988	9.988.757	9.274.546	10.518.120	10.289.988



**Priority Action 1.4: Design or optimize mechanisms to facilitate effective coordination and collaboration among government institutions for the formulation, implementation, monitoring, evaluation, and updating of evidence-based national drug policies and/or strategies.**

Paraguay has an ongoing coordination and collaboration mechanism among agencies and other levels of government (national and subnational), to formulate, implement, monitor, evaluate, and update national drug policies and/or strategies. In this sense, Article 3 of Decree 7979/2017, which approves the country's National Drug Policy 2017-2022, stipulates that all public sector entities and organizations that report to the Executive Branch will cooperate and support each other on an ongoing basis in order to successfully implement the National Drug Policy of Paraguay 2017-2022.

Article 3 is being implemented through conventions, agreements, and memorandums of understanding with central, departmental, and local government agencies, as well as with academia and civil society, to establish bilateral relationships and connections with cooperation agencies to build capacities for formulating, implementing, monitoring, evaluating, and updating the National Drug Policy.

Paraguay's national drug authority coordinates the areas of demand reduction, supply reduction, comprehensive and sustainable alternative development programs, control measures, drug observatory, and international cooperation, but not the area of program evaluation.

**OBJECTIVE  
2**

**FORMULATE, IMPLEMENT, EVALUATE, AND UPDATE COMPREHENSIVE NATIONAL DRUG POLICIES AND/OR STRATEGIES THAT PROMOTE BALANCED, MULTIDISCIPLINARY, AND EVIDENCE-BASED APPROACHES, WHILE FULLY RESPECTING HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS, UNDER THE PRINCIPLE OF COMMON AND SHARED RESPONSIBILITY, CONSISTENT WITH OBLIGATIONS OF PARTIES UNDER INTERNATIONAL LAW, AND TAKE INTO ACCOUNT GENDER, AGE, COMMUNITY, CULTURAL CONTEXT, AND SOCIALLY INCLUSIVE DEVELOPMENT.**

**Priority Action 2.1: Collect and use evidence as a basis for the formulation and updating of national drug policies and/or strategies.**

In Paraguay, the Paraguayan Drug Observatory (OPD) of the General Directorate of National and International Cooperation and Institutional Strengthening (DGCNIFI) of the National Anti-Drug Secretariat (SENAD) collects and uses evidence as a basis for formulating and updating national drug policies and/or strategies.

Information generated by SENAD's various departments, as well as by other national institutions with primary and secondary responsibility, is used in the formulation and updating of the national drug policies and strategies.

Signed instruments (conventions, agreements, memorandums of understanding) and other national information that supports compliance with the objectives established in the National Drug Policy 2017-2022 have been analyzed with regard to the areas of supply and demand reduction, international cooperation, and institutional strengthening.

**Priority Action 2.2: Promote and establish collaborative relationships with the scientific community, public policy experts, community and/or civil society actors, and other relevant stakeholders, to contribute to the evidence-based development, implementation, evaluation, and updating of national drug policies.**

In Paraguay, the following relevant actors from the priority areas are involved in the development, implementation, evaluation, updating of national drug policies and/or strategies:

Relevant actors	Development	Implementation	Evaluation	Updating
Health Ministry	X	X	X	X
Interior Ministry	X	X	X	X
Justice Ministry	X	X	X	X
Education Ministry	X	X	X	X
Regional and/or local governments	X	X		X
Scientific community/academia		X		
Civil society	X	X		X

Private sector		X		
Others:				
National Anti-Drug Secretariat (SENAD)	X	X	X	X
Public Ministry	X	X	X	X
Ministry of Finance	X	X	X	X
Ministry of Social Development	X	X		X
Ministry of Women	X	X		X
Ministry of Children and Adolescents	X	X		X
Ministry de Labor	X	X		X
Ministry of Agriculture and Livestock (MAG)	X	X	X	X
Technical Secretariat for Planning	X	X	X	X
National Police	X	X		X
Central Bank of Paraguay	X	X		X
National Secretariat for the Prevention of Money or Asset Laundering (SEPRELAD)	X	X	X	X
National Anti-Corruption Secretariat	X	X		X
National Customs Directorate	X	X		X
Ministry of Defense	X	X		X
National Institute of Statistics	X	X		X
General Comptroller's Office	X	X		

**Priority Action 2.3:** Promote sub-national/local management of drug policies and/or strategies through greater coordination and/or delegation of responsibilities, as appropriate, between sub-national/local and national agencies, taking into account the socio-cultural, demographic and other differences of each region.

Paraguay has partially delegated responsibilities for drug issues to the local/sub-national governments to implement concrete actions related to drug policies and strategies in the area of demand reduction, through prevention, treatment, rehabilitation, and social reintegration programs, in coordination with the national drug authority. In this sense, with the enactment of Law No. 6800 in September of 2021, the creation of Municipal Councils and Secretariats for the Prevention and Treatment of Addictions is established.

The country's national drug authority has, in its central structure, with an office or operational unit to promote, coordinate, train, and provide technical support to local/sub-national governments and agencies on drug-related issues. The Demand Reduction Bureau's mission is to execute addiction prevention and treatment programs with a view to reducing demand for drugs in the Paraguayan population through a collaborative responsibility approach. This Bureau is the technical agency in charge of providing support to local and municipal governments pursuant to

Law Nº 6800/2021.

For technical assistance, interagency agreements were signed to fulfill Article 7(a) of Law Nº 6800/2021.

Paraguay's national drug authority has coordinators, offices, or representatives within the sub-national/local territories, as part of a decentralized operational and coordination structure at the local level, to respond to the drug problem. To implement Law Nº 6800/2021, Paraguay created the Municipal Councils for Addiction Prevention and Care, which, with support from public and private institutions, are actively involved at the local level in the programs and actions undertaken under the National Drug Policy. To prevent the use of addictive substances, the country provides free care to the residents of every municipality through the Municipal Secretariats for Addiction Prevention and Treatment, for the gamut of existing addictions.

The Councils and Secretariats coordinate actions pursuant to what the Municipal Council has established and based on the national policies of SENAD and the Ministry of Public Health and Social Welfare.

Paraguay has a specific and ongoing mechanism to transfer funds and finance counterdrug initiatives and projects carried out by the municipalities or local governments. Law 6800/2021 arose from the need for a municipal-level mechanism that would provide strong support for preventing and addressing all types of addictions, especially ones resulting from the use of drugs and illegal substances by adolescents and young people.

Chapter 3 ("On assets and resources"), Article 8 of this Law establishes that the assets and resources of the Municipal Secretariats for Addiction Prevention and Treatment will consist of:

- Funds from municipal taxes
- Any financial transfer made to the municipal governments pursuant to the laws in force
- Donations made by any type of nonmunicipal agency (governmental and nongovernmental)

**Priority Action 2.4:** Engage private sector entities to develop innovative approaches to implementation of drug policy, including the exchange of information on emerging substances and new drug trafficking modalities that may affect the private sector, and best practices for denying criminals access to the private sector platforms and technologies that facilitate international trade.

Paraguay engages private sector agencies to develop innovative approaches in the implementation of drug policies and exchange information and best practices. In this sense, it carries out the following activities:

In terms of information sharing on emerging substances with the private sector it is noted that the Díaz Gill Laboratory – Medicina Laboratorial S.A. was incorporated into the country's Early

Warning System, under the coordination of the Paraguayan Drug Observatory, forming a technical team in the area of chemical characterization of substances.

Moreover, agreements have been established between SENAD and private terminals and ports for information sharing and mutual cooperation with law enforcement authorities in matters of prevention, control, and supervision of drugs, precursor substances, or chemical products subject to control, such as with the San José Private Port in the month of September 2019, with the Paraguayan Chamber of Terminals and Private Ports of Paraguay (CATERPPA) and with the Center for River and Maritime Shipowners (CAFyM), as well as between the National Customs Directorate (DNA), with a view to facilitating the safe trade of private companies certified as Authorized Economic Operators.

In the month of June 2023, Special Agents from the Directorate of Registration and Supervision of SENAD, together with personnel from the National Directorate of Health Surveillance (DINAVISA), held a training session for representatives of private companies that use catalogued products that are subject to Category B inspection. One of the objectives of this training is to dispel the doubts of users of said category in order to facilitate the documentary analysis of the competent authorities.

**Priority Action 2.5: Formulate or update national drug policies and/or strategies in line with the 2020 OAS Hemispheric Strategy on Drugs and this accompanying Plan of Action, taking into account the objectives of the 2030 Agenda for Sustainable Development**

Paraguay takes into account the OAS 2020 Hemispheric Drug Strategy and its corresponding Plan of Action to formulate or update national drug policies and strategies.

The country's national drug policies and strategies take into account the UN 2030 Agenda for Sustainable Development. The country's National Development Plan (PND) 2030 was updated in 2021 and aligns with the United Nations Sustainable Development Goals (SDGs). This document guides the strategic management of public administration based on general and sector diagnostic assessments and the development vision, strategic and specific objectives, indicators, and targets, as well as lines of action, with a long-term sustainable development perspective. Furthermore, it facilitates coordination of actions in Executive, Legislative, and Judicial branch sector agencies as well as with the various levels of government, civil society, the private sector, and academia, all with the aim of accelerating sustainable development in Paraguay.

Paraguay's National Drug Policy and its two main pillars (drug supply reduction and drug demand reduction) are based on the National Development Plan 2030, in accordance with the following pillars and objectives:

- Pillar 1: Poverty reduction and social development:
  - Strategic objective 1.1. Achieve equitable social development
  - Strategic objective 1.1.8 Addictive substances (pp. 56/7)

- Pillar 4: Institutional strengthening:  
Strategic objective 4.1 Guarantee access to human rights, improve justice and security  
Strategic objective 4.1.4 Prevent money laundering and combat organized crime (pp. 180/181)

The plan also aligns with the UN's SDGs for 2030, namely goals 3, 5, 12, 15, 16, and 17.

**Priority Action 2.6:** Integrate a human rights, gender, and social inclusion approach, particularly with respect to at-risk populations, in the process of formulating, implementing, and updating national drug policies and/or strategies.

Paraguay's national drug policies and strategies take into account the human rights approach. Accordingly, Paraguay's National Drug Policy implements actions to reduce the supply and demand of drugs as part of a balanced national policy with a focus on public health, considering the complexity of the underlying causes and their effects, social determinants, situations of vulnerability, risk factors, the diverse characteristics of the territories and their populations, life stages, cultural and gender aspects, respect for human rights, dignity, and fundamental freedoms.

The country's national drug policies and strategies take into account the gender perspective. Accordingly, the National Drug Policy mobilizes funds to launch the following systemic actions to reduce the supply and demand of drugs, based on values and principles:

- **Values-based interventions:** Unconditional respect for human rights, fundamental freedoms, and the dignity of persons, the rights to health, inclusive education, and information, and equity, solidarity, and social justice
- **Principles-based interventions:** Universality, integrity, gender equality, sustainability, quality, intersectorality, common and shared responsibility, social participation, inclusion, confidentiality

Paraguay's national drug authority requires technical support to develop and implement programs with a gender perspective. The activities associated with the commitment to gender equality fall within the Fourth National Plan for Equality 2018-2024, with special guidelines for security organizations. As another frame of reference, the country refers to the Seventh Round of the Multilateral Evaluation Mechanism (MEM) National Reports, as well as the recommendations made by the Inter-American Program for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies (GENLEA) of the Inter-American Drug Abuse Control Commission (CICAD), which are adopted as a starting point for drafting the institutional policies on gender equality.

SENAD is currently adapting GENLEA's handbook to implement useful strategic measures, and it will need technical assistance to:

- Form and effectively operate gender units specifically created to foster inclusion of the gender

perspective in all spheres of the institutions

- Perform an institutional diagnostic assessment on gender
- Prepare and implement an action plan that organizes and lends coherence to institutional measures for incorporating the gender approach within SENAD
- Implement a system to monitor and evaluate the action plan

In addition, the country is addressing the issue of gender in the framework of the Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD), the Assistance Program against Organized Crime (PAcCTO), and the Cooperation Program in Border Management and Security between Latin America and the European Union (EUROFRONT), and considers it important to continue receiving support from these programs for equality of opportunity in building capacities for reducing supply and demand, as well as in crosscutting issues like sustainable, comprehensive, alternative development.

Paraguay's national drug policies and strategies take into account the social inclusion approach. In this sense, the National Drug Policy, as one of the country's social policies and in synergy with them, seeks to reverse adverse social determinants, transform vulnerability, and control risk factors before drug use problems take root, and as a requirement for effective treatment, rehabilitation, and social insertion and reinsertion.

**Priority Action 2.7: Provide adequate financial and other necessary resources for the implementation of drug policies and programs.**

Paraguay does not have the necessary resources to implement drug policies and programs. The National Drug Policy is not specifically or directly allocated financial, technical, or human resources for execution of the actions it establishes. However, the national institutions with legal or missionary mandates that are directly involved, and other institutions participating in a crosscutting way, do receive ordinary budget appropriations in the national budget on a yearly basis to fulfill their institutional missions.

In this context, the institutions involved, whether directly or in a crosscutting way, prepare their sector institutional strategic plans and annual institutional operating plans, allowing them to apply the National Drug Policy to the extent possible, through specific actions more directly related to the planned institutional activities and targets.

**OBJECTIVE  
3**

**DESIGN AND COORDINATE NATIONAL DRUG POLICIES, THAT CAN BE HARMONIZED ACROSS RELATED GOVERNMENT POLICIES AND/OR STRATEGIES, THAT ADDRESS THE FUNDAMENTAL CAUSES AND CONSEQUENCES OF THE DRUG PROBLEM.**

**Priority Action 3.1:** Establish and/or strengthen interagency and multisectoral policy and technical coordination mechanisms, to achieve a comprehensive, balanced, and multidisciplinary approach to the drug problem, including its causes and consequences.

Paraguay has the following interagency and multisectoral policy and technical coordination mechanisms to achieve a comprehensive, balanced, and multidisciplinary approach to the drug problem, including its causes and consequences:

- The National Anti-drug Secretariat (SENAD) establishes interagency and intersectoral coordination actions with the various State institutions, through cooperation agreements and conventions that comprehensively address the diverse issues involved in the drug problem in a balanced, multidisciplinary way, so as to mitigate their causes and consequences
- During the evaluation period, several working groups on education were formed with the Education Ministry to hold prevention campaigns, establish tools for early action, and train professionals from both institutions to optimize treatment of the drug problem
- The Health Ministry is working with its National Addiction Prevention and Treatment Center (CENPTRA) on toxicology and mental health, to develop a comprehensive approach to treatment, in working groups and intersectoral meetings
- As needed, the country sets up national roundtables, and reform committees coordinate to analyze regulations, as shown by the existence of specialized criminal courts of guarantees.
- The Interagency Committee on Industrial Hemp, led by the Ministry of Agriculture and Livestock, is working on the issue of comprehensive and sustainable alternative development, with the participation of SENAD, the Ministry of Industry and Trade, the National Service for Plant Health, and the National Institute of Agricultural Technology
- Likewise, under the auspices of Law N° 6007, which creates the National Program for the Medical and Scientific Study of and Research into the Medicinal Use of the Cannabis Plant and its Derivatives, has convened an interagency group to work in coordination with the National Health Department, with the participation of SENAD, the Ministry of Industry and Trade, and the National Service for Plant and Seed Quality and Health (SENAVE)

**Priority Action 3.2:** Design, implement, and evaluate multisectoral plans and programs based on the principles of human rights, public health, and development, to address and counter the socioeconomic causes and the consequences of the drug problem.

Paraguay has the following concrete multisectoral programs to address the causes and socioeconomic consequences of the drug problem, which are based on the principles of human rights, public health, and development:



- **Industrial hemp program:** The Interagency Committee on Industrial Hemp, led by the Ministry of Agriculture and Livestock, is working on the issue of comprehensive, sustainable alternative development, with the participation of SENAD, the Ministry of Industry and Trade, SENAVE, and the National Institute of Agricultural Technology. This program tackles sustainable development with a rights and gender approach, linking its actions to the fight against climate change, and working together with vulnerable communities and industries to find profitable, alternative replacements for illegal crop cultivation
- **National Program for the Medical and Scientific Study of and Research into the Medicinal Use of the Cannabis Plant and its Derivatives:** an interagency group coordinated by the National Department of Health Surveillance (DINAVISA) is working under the auspices of Law N.º 6007. Representatives of SENAD, the Ministry of Industry and Trade, and the SENAVE all participate in this group, which covers subjects related to respect for human rights from the perspective of access to health for the most vulnerable, providing registered patients with cannabis-derived medicinal products produced by licensees and donated to the program

**Priority Action 3.3: Participate in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions, and their internal processes.**

Paraguay participates in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions, and their internal processes. Details on the activities that were carried out are shown below:

**Bilateral:**

- **Argentina:** Channels have been established for the exchange of information and they are fully functional. In addition, the proposals for training SENAD staff on reducing the drug supply have been finalized, and specific courses on controlling chemical precursors have been established, through Argentine institutions like the Secretariat for Comprehensive Drug Policies of the Argentine Nation (SEDONAR). As a direct result, channels have been established for SENAD and Argentine security institutions like the Naval Command, National Gendarmerie, and the Police to exchange operational information.

Moreover, the work done by the two countries in the Integration Committees is noteworthy. These committees are formed by representatives of security, customs, migration, and tourism institutions, among others, that play a role at strategic border points.

In 2019, the Argentine authorities expressed interest in carrying out similar actions on the border with Paraguay, and, in September of the same year, Paraguay and Argentina began their first joint operation against marijuana. Argentina's National Gendarmerie and Federal Intelligence Agency provided support for the actions of the Paraguayan institutions, led by SENAD. Operation "Integration" took place in rural zones of the department of Itapúa.

On the other hand, an amendment to the Memorandum of Understanding among the Ministry of Security of the Argentine Republic, The Interior Ministry, and SENAD was signed on March 13, 2019.

Additionally, a Memorandum of Understanding was signed between SENAD and the Ministry of Justice and Security of the Government of the Autonomous City of Buenos Aires (CABA) of the Argentine Republic on July 21, 2021.

- **Brazil:** SENAD and the Brazilian Federal Police are working together under cooperation plan agreements that reflect the principle of shared responsibility among the parties, with a view to improve the fight against drug trafficking and transnational organized crime, in accordance with the respective national legislations and bilateral instruments in force. This cooperation takes into account SENAD and the Federal Police's different operational areas of responsibility, pursuant to the respective regulations governing their jurisdictions. This plan was signed in Brasilia on August 10, 2017, and is currently in force. Moreover, in August of 2022 a Memorandum of Understanding was signed to adopt the first cooperation program for the exchange of intelligence between SENAD and the Brazilian Intelligence Agency.
- **United States:** Within the scope of Paraguay's bilateral cooperation with the Government of the United States, SENAD forms part of the United States Drug Enforcement Agency (DEA) program to implement a Confidential Matters Investigation Unit (SIU) to thwart criminal organizations engaged in drug trafficking, as well as to provide financial support for SENAD's sensitive operations. To that end, sophisticated sensitive equipment has been provided, as well as national and international continuing education seminars for the program staff. As a result of the DEA program, SENAD was able to achieve record-breaking results in seizures, arrests, and disruption of drug trafficking organizations over the past few years and plans to continue focusing its efforts on reaching the main drug trafficking organizations operating in Paraguay. The DEA continues to support SENAD's efforts, endeavoring to improve institutional capacity to combat drug trafficking and related crimes.

Additionally, on March 31, 2016, an addendum to the international interagency cooperation agreements in the fight against drugs and related punishable acts was signed among the United States Drug Enforcement Administration, the National Police of Paraguay, and SENAD.

- **Taiwan:** Cooperation to build the capacities of SENAD's forensic laboratory and evidence center.
- **Uruguay:** A memorandum of understanding between Uruguay's National Drug Board and Paraguay's National Anti-drug Secretariat was signed on July 23, 2021, to establish direct channels of communication for exchanging information on persons or groups of persons involved in transnational drug trafficking affecting the Republic of Paraguay and the Eastern Republic of Uruguay, whether by land, water, or air, as well as for coordinating joint actions against drug trafficking.

- **France:** Cooperation for training on targeting and controlling sea containers, with the participation of customs agents from Argentina, Paraguay, and Uruguay, as well as representatives of the Argentinean Naval Command, Paraguay's National Police, and SENAD in May 2022.

#### **Multilateral:**

- **Cooperation Program in Border Management and Security between Latin America and the European Union (EUROFRONT)**
  - Arrangement for special agents to participate in drafting border work manuals in the last six months of 2021
  - Arrangement for a representative of the institution to participate in the in-person seminar and study visit in Rome on shared databases in the European Union's IBM system, especially SIS/SIRENE, and biometric controls and the use of artificial intelligence to control the external borders of the European Union, held in Rome on June 9-11, 2023
  - Seminar on drug trafficking arenas and the urgent importance of coordinating investigations in the prison and border spheres, held in Asunción on June 21-22, 2022
  - Participation in the webinar on the operation the European Border and Coast Guard Agency (FRONTEX), on September 22, 2022
- **Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD)**
  - Coordination of and participation in the regional information session for points of contact of the COPOLAD III program, held online on September 28, 2022
  - Coordination and participation in the preliminary presentation of identified needs, which developed and explained the objectives of the diagnostic assessment of inception stage needs, held online on October 27, 2022
  - COPOLAD annual meeting in Asunción, Paraguay, on drug policies within the COVID-19 context in June of 2022
  - Participation in COPOLAD's various working groups.
  - Arrangement for participation of institutional representatives in the Alternative Development Forum held in Colombia in July of 2022
  - Participation in the COPOLAD program alternative development studies tour, in Peru
- **Europe-Latin America Assistance Program against Transnational Organized Crime (PacCTO)**
  - Inclusion of the national committee in the police component
  - Participation in the working group on maritime and air narcotic (cocaine) trafficking routes - PRY
  - First launch event for the bi-regional operational working group against drug trafficking
  - Regional Meeting of Trainers for the use of the COLIBRÍ Project Geoportal and the Customs Enforcement Network Communication Platform (CENcomm) - Montevideo, Uruguay, June 2022

- Training course for officials of SENAD, the National Customs Directorate (DNA), the National Directorate of Civil Aeronautics (DINAC) and the National Police in the use of the COLIBRÍ Project Geoportal - September 2022
- **World Customs Organization COLIBRÍ Program**
  - In-person training course for the COLIBRÍ Program in Asunción, Paraguay, on May 23-27, 2022, third course
- **EUROPEAN UNION/FIIAPP - SEACOP PROGRAM**
  - Memorandum of understanding signed with SENAD for implementation of the fifth phase of the Seaport Cooperation program (SEACOP V) in the Republic of Paraguay in July 2022
  - Online course on cybernetic elements of the investigation of drug trafficking
  - SEACOP V Regional meeting, June 22-24, 2022 in Cartagena de Indias, Colombia
  - SEACOP/International and Ibero-American Foundation for Administration and Public Policies (FIIAPP) memorandum of understanding for international cooperation, signed in July 2022
  - Training course on maritime intelligence for SENAD agents in October 2022

**Priority Action 3.4: Promote comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption.**

Paraguay promotes comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption. In this sense, Paraguay's vision for 2030, based on implementation of the National Development Plan 2030, conceives of a country where everyone can live with dignity, in a democratic State that promotes equality of opportunity with social development indices in the highest range, high levels of citizen security, care for indigenous peoples, and a high level of women's empowerment.

On this basis, the country promotes implementation of comprehensive, cross-cutting public policies through various government institutions, which, by virtue of their nature, facilitate achievement of specific, strategic objectives.

**Priority Action 3.5: Implement measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural context.**

Paraguay implements the following measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural approaches:

- The Judicial Branch Gender Secretariat, which reports to the Supreme Court of Justice, has drawn up and published a guide to ensuring access to justice for all persons without distinction in Paraguay, which stands as a pedagogical tool for supporting the judiciary towards applying the principle of equality and nondiscrimination in judicial decisions, to strengthen the justice

system.

- The Supreme Court of Justice, to continue guaranteeing the rights of vulnerable people, as established in the international conventions adopted by the country, established the Response Protocol for Access to Justice for Persons with Psychosocial Disabilities in the Republic of Paraguay.
- The initial implementation of the pilot plan for restorative juvenile justice, in the city of Lambaré, represented a milestone for juvenile justice in Paraguay on the justice system's institutional commitment to achieving well-being for adolescents at odds with the law, as promoted in the Convention on the Rights of the Child, established in 2017 and still in force. The objective is to humanize the juvenile criminal justice process with a restorative approach; make the parties to the dispute visible; for the victim to retake control, the offender to receive decent treatment and accept the consequences of the acts, and as far as possible, repair the damage caused; for the community to join the efforts and serve as a fundamental tool for effectively reintegrating adolescents.
- Implementation of the Program to Train Mediators and Negotiators for an Alternative, Participative, and Restorative Justice, spearheaded by the Center for Judicial Studies together with the Office of the Public Prosecutor.
- The country is also developing policies for the inclusion of original peoples, which will apply and be in force nationwide, such as the National Plan for Indigenous Peoples. This plan ties its actions to the objectives of Paraguay's National Development Plan 2030 and National Plan for Poverty Reduction, which proposes an intercultural approach, based on building a good life, to reduce poverty and establish basic living conditions, taking into consideration certain principles on which the communities' interactions with the indigenous peoples are based: rights; nondiscrimination; interculturality; self-determination; legal pluralism; participation; consultation and free, prior, and informed consent, in good faith.

**Priority Action 3.6: Implement measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion.**

Paraguay implements measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion. In connection with the national policies and strategies for citizen security, roundtables are set up with citizens, private sector organizations, and civil organizations, in the country's various territories, which were convened by the National Police of the Interior Ministry in 2023. The participants were the Interior Ministry's Vice Minister of Domestic Security and committee; Cardinal Adalberto Martínez; and representatives of neighborhood committees, of the Rural Association of Paraguay, and of pharmacy, supermarket, service station, and flatbed shipping chains. For the discussion, the Police Chief and Advisory Council presented issues involved in the security strategies for 2023.

## OBJECTIVE

4

**DESIGN, ADOPT, AND IMPLEMENT ALTERNATIVES TO INCARCERATION FOR MINOR OR NON-VIOLENT DRUG OR DRUG-RELATED OFFENSES, WHILE TAKING INTO ACCOUNT NATIONAL, CONSTITUTIONAL, LEGAL, AND ADMINISTRATIVE SYSTEMS, AND IN ACCORDANCE WITH RELEVANT INTERNATIONAL INSTRUMENTS.**

**Priority Action 4.1:** Adopt alternative measures to incarceration for minor or non-violent drug-related offenses, where appropriate, while safeguarding the sovereignty of states, and ensuring individual accountability, respecting human rights and the gender perspective.

Paraguay provides for alternative measures to incarceration for minor and nonviolent drug-related offenses through the following laws:

- Law 1340/88 on Drugs
- Law 1881/02 modifying Law 1340/88
- Law 1160/97. Criminal Code
- Law 1286/98. Code of Criminal Procedure
- Law 6350/10 modifying Article 245 of the Code of Criminal Procedure

These measures respect human rights and take into account the gender perspective in accordance with relevant international instruments. The Constitution of the Republic of 1992 regulates preventive detention and is essentially protective of constitutional rights, setting the foundation for the reform of the inquisitorial criminal process, from which the current Code of Criminal Procedure Law N° 1286/1998 and Criminal Code Law N° 1160/1997 arise.

One of the fundamental advancements of procedural law is that it allowed judges to hand down alternative precautionary measures instead of preventive detention, regardless of the offense invoked in the process to clarify the events in question.

Precautionary measures that restrict freedom are limited by the presumption of innocence and the principle of proportionality. By law, when preventive custody restricts fundamental rights that are not strictly necessary to achieve its precautionary purpose, the restrictions must cease, or the preventive custody be revoked (Code of Criminal Procedure Article 252, numeral 4).

This leads to several mandates directly linked to the precautions to be taken into account so that the custody will not be, in effect, an early sentence, thereby guaranteeing the enjoyment of inalienable rights (Article 11 of the Constitution of the Republic).

The law also disallows the use of preventive custody for certain groups, such as women who are breastfeeding, pregnant women in the final months of the pregnancy, the confirmed severely and terminally ill, and persons over 70, and clearly orders that in such cases at a maximum house arrest may be applied (Code of Criminal Procedure Articles 237 and 238).

In addition to the requirements called for in the procedural regulations for the application of preventive custody or any coercive precautionary measure, pursuant to Articles 3, 4, 6, 10, 12,

55, 125, 242, 243, 244, and 247 of the Code of Criminal Procedure, judges have a legal tool: control of compliance, which they must use to give effect to the State's obligations of adherence, in the sense of having regulations that ensure the human rights established in international law are guaranteed. When existing domestic regulations legislate against international treaties that protect human rights, the judiciary may depart from the domestic regulation to effectively protect the right enshrined in the international standard, thereby protecting the dignity of the individual while ensuring the State upholds its previously assumed international obligation.

**Priority Action 4.2: Develop mechanisms to monitor and evaluate alternative measures to incarceration for minor or non-violent drug-related offenses, in collaboration with academic and research institutions, as well as civil society.**

Paraguay does not develop mechanisms to monitor and evaluate alternative measures to incarceration for minor drug-related offenses.

In the country, there are legislative reform initiatives that take into account the implementation of alternative measures to incarceration for minor drug-related offenses. The Paraguayan Congress is promoting a comprehensive amendment to Law N° 1340/88 "amending, adding to, and updating Law, repressing illicit trafficking in narcotic substances and dangerous drugs and other similar offenses and establishing preventive measures and rehabilitation for dependent individuals," its amending and supplementary laws.

**Priority Action 4.3: Promote common understanding of national legal norms, regulations, and internal procedures for the implementation of alternatives to incarceration.**

Paraguay promotes a common understanding of national legal norms, regulations, and internal procedures for the implementation of alternatives to incarceration applicable only to crimes committed by minors. Accordingly, the Supreme Court of Justice, through the "Educating in Justice" program, promotes children and adolescents' access to the right, by bringing judges and SENAD experts to the country's schools to inform students about the detrimental consequences of drugs in people's lives, criminal procedure for adolescents, and what institutions to turn to for help with the various disputes that may arise.



**OBJECTIVE**  
**5**

**PROMOTE AND IMPLEMENT, AS APPROPRIATE, IN ACCORDANCE WITH THE POLICIES, LAWS AND NEEDS OF EACH COUNTRY, COMPREHENSIVE PROGRAMS THAT PROMOTE SOCIAL INCLUSION, ESPECIALLY TO THOSE AT-RISK POPULATIONS.**

**Priority Action 5.1:** Design and implement, in accordance with the characteristics, interests, and needs of each country, inter-agency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, taking into account the specific needs of at-risk populations.

Paraguay has interagency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, and take into account the specific needs of at-risk populations. In that sense, the Social Protection System represents Paraguayans' opportunities for development, and based thereon, offers a better quality of life to families and communities in both urban and rural areas. Executive Decree No. 4775/2021, issued January 22, 2021, establishing "VAMOS," Paraguay's Social Protection System, approving the strategic framework of objectives and actions and the prioritization of strategic actions for the 2019-2023 multiannual planning, and declaring it in the national interest and ordering implementation.

Likewise, the Ministry of Justice, with the support of the Inter-American Development Bank (IDB), the Organization of Ibero-American States (OEI) and the Center for Environmental and Social Studies (CEAMSO), has designed a reintegration model of people convicted in 2019. This cooperation made it possible to bring together the experience and knowledge of key national and international professionals in the Paraguayan prison system to build up information and public policy practices, on the five pillars established for the approach, which allow for resuming life in freedom after being deprived of liberty in State custody. The pillars are: drugs, psychosocial, educational, criminal - penitentiary, and labor inclusion; these pillars underpin the proposed approach throughout the document, which concludes with operational guidelines to be used at prisons.

**Priority Action 5.2:** Disseminate best practices and lessons learned to improve institutional responses to the needs of at-risk populations.

Paraguay disseminates best practices and lessons learned to improve institutional responses to the needs of people in at-risk situations, such as mechanisms, programs, and interventions, through publications, meetings, workshops, among others. Through its institutions with primary and secondary responsibility, Paraguay provides an institutional response to the needs of people in at-risk situations, in accordance with the nature of the issues and depending on the available budget resources. These actions are disseminated through interagency meetings, monitoring and follow-up reports, intervention reports, special reports, annual management reports, social research, work documents, statistics, summaries, and participation in international and multilateral fora like the Inter-America Drug Abuse Control Commission of the OAS (CICAD/OAS),



the United Nations Office on Drugs and Crime (UNODC), the Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD), and the Southern Common Market (Mercosur) network, among others.

## OBJECTIVE

6

PROMOTE PROPORTIONATE SENTENCING FOR DRUG-RELATED CRIMES THAT PROVIDES FOR PENALTIES COMMENSURATE WITH THE RELATIVE SERIOUSNESS OF OFFENSES, IN LINE WITH THE INTERNATIONAL DRUG CONVENTIONS AND RESPECTING THE PRINCIPLES OF DUE PROCESS, WITH GENDER PERSPECTIVE, AGE, COMMUNITY, AND A HUMAN RIGHTS APPROACH.

**Priority Action 6.1:** Promote proportional legal sentencing for minor drug-related offenses in accordance with domestic law.

Paraguay promotes proportional legal sentencing for minor drug-related offenses in accordance with domestic law. Article 13 of the Paraguayan Criminal Code (Law 1160/97) establishes a classification and defines “crimes” as acts punishable with a legal penalty of deprivation of liberty for over five years, and “offenses” as acts punishable with a legal penalty of deprivation of liberty for up to five years, or with a fine. Sentences may also last from six months to one year, from one to three years, or more than two years, depending on the type of offense.

The country does not have special courts or tribunals for minor drug-related crimes.

**Priority Action 6.2:** Promote legal reforms as needed, to promote proportional sentencing for minor drug-related offenses.

Paraguay promotes legal reforms, where appropriate, regarding proportional sentencing for minor drug-related offenses through:

- Interagency working groups that analyze proposals for reduced sentences, exclusion of liability, and the compatibility of these proposals with the national constitution, the international treaties and agreements ratified by Paraguay, and the criminal law in effect
- The Paraguayan Congress is discussing a comprehensive amendment to Law N° 1340/88 “amending, adding to, and updating Law N° 1.340/1988, repressing illicit trafficking in narcotic substances and dangerous drugs and other similar offenses and establishing preventive measures and rehabilitation for dependent individuals,” its amending and supplementary laws

# RESEARCH, INFORMATION, MONITORING, AND EVALUATION

**OBJECTIVE**  
**1**

**ESTABLISH OR STRENGTHEN NATIONAL OBSERVATORIES ON DRUGS, OR SIMILAR TECHNICAL OFFICES, STRENGTHENING NATIONAL DRUG INFORMATION SYSTEMS, AND FOSTER SCIENTIFIC RESEARCH TO GENERATE, COLLECT, ORGANIZE, ANALYZE, AND DISSEMINATE INFORMATION TO INFORM THE DEVELOPMENT AND IMPLEMENTATION OF EVIDENCE-BASED DRUG POLICIES AND STRATEGIES.**

**Priority Action 1.1: Develop and strengthen national drug observatories (NDOs) or similar technical offices ensuring they have adequate human and financial resources.**

Paraguay has the Paraguayan Drug Observatory (OPD), which was created by the National Anti-drug Secretariat (SENAD) Resolution N° 198/2004.

The OPD has been assigned financial and human resources to carry out its functions, which is financed by the General Expenditure Budget of the Nation (Central Program, Activity 22 – “Control, Repression and Prevention of Drug Trafficking”, National Anti-Drug Secretariat, Financing Source 10 “Genuine Resources”). The breakdown of budget allocations is as follows:

- Basic Remunerations (salaries and bonuses): 56,027 USD
- Supplementary Allowances: 14,198 USD
- Basic Services: 597 USD
- Tickets and Per diem: 10,306 USD
- Expenses for cleaning, maintenance and repair services: 687 USD
- Medical Insurance: 8,245 USD
- Consumer Goods and inputs: 2,199 USD

**Priority Action 1.2: Strengthen ties to academic and research institutions, as well as specialized non-governmental organizations, to foster scientific research and studies on the various aspects of the drug phenomenon.**

Paraguay has established and maintained working relationships with academic and research institutions. Notably, SENAD and other State institutions establish working relationships with universities and specialized research centers, nongovernmental organizations (NGOs), and other academic and research institutions through the interagency cooperation agreements and conventions 33, 42, 43, 64, 65, 74, and 87 (with universities); and 41, 42, 62, and 81 (with foundations and NGOs).

The country has not carried out studies on the drug problem through academic and research institutions.

**Priority Action 1.3: Develop and adopt quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries.**

Paraguay has developed and adopted quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries. The country has adopted the Inter-American Drug Abuse Control Commission of the OAS (CICAD/OAS) Inter-American Uniform Drug Use Data System (SIDUC) to obtain data on the demand for drugs, build explanatory models, and underpin Paraguay's response to the problem of psychoactive substance use.

Data is gathered through the standardized SIDUC survey, self-administered by secondary school students.

A methodology aligned with the SIDUC, "Licit and Illicit Drug Use Prevalence in School Students," was used to perform the studies.

Paraguay has also used CICAD's standardized indicators for drug information networks to collect, analyze, and report national drug-related information.

The country has carried out a study using methods that are non-representative of the population and/or qualitative methodologies to obtain information on drugs that can be shared with other countries that have carried out studies with similar methodologies, which consists of a national census of treatment centers for people with problems derived from the consumption of alcohol and other drugs, prepared by the OPD with the cooperation of the Regional Departments of SENAD, treatment centers, and self-help groups of NGOs (Alcoholics Anonymous, Narcotics Anonymous), in order to have scientifically rigorous studies that can serve as a basis for decision-making and national public policy plans.

**Priority Action 1.4: Establish and strengthen national drug information networks (DINs) to carry out long-term monitoring and early warning systems (EWS), including the use of a broad range of research methods and information sources, to develop rapid responses to emerging threats.**

**Priority Action 1.5: Contribute to the Early Warning System of the Americas (Spanish acronym SATA) to gather the available national alerts and disseminate them to member states, so that member states can respond in the shortest possible time to new threats.**

**Priority Action 1.6: Publish updates annually, when possible, on drug supply and drug demand utilizing the information provided on the national drug situation by using information from the national drug information networks (DINs).**

The Paraguayan Drug Observatory does not have a national drug information network.

The country has an early warning system (EWS) to identify new psychoactive substances and

other emerging drug-related threats. This system is led by the OPD. The EWS shares information, alerts, and reports with the Early Warning System for the Americas (SATA).

The EWS has a mechanism to share information in real time.

The following stakeholders participate in the EWS:

Stakeholders	Yes	No
Universities/Academia		X
Health institutions	X	
Drug treatment facilities	X	
Law enforcement	X	
Forensic laboratories	X	
Statistical and census institutions		X
Private consultants	X	
Civil society and other social stakeholders		X
International cooperation agencies	X	

**Priority Action 1.7:** Build capacity among relevant stakeholders to enhance the collection, management, and dissemination of drug related information.

The OPD carries out training sessions with local stakeholders to improve data collection and management.

The OPD convenes meetings and other workshops at which the results of studies and other information gathering activities are shared with local stakeholders.

**Priority Action 1.8:** Establish or strengthen forums at which drug researchers can present their findings to policymakers, and encourage their participation in CICAD experts groups.

Paraguay has established the following forum that allows drug researchers to present their findings to policymakers:

Forum title	Frequency	Reports or publications from these forums
Scientific evidence on CBD and THC 2020	Depends on findings	Yes

**Priority Action 1.9: Foster and disseminate best practices and the exchange of successful experiences in research among member states.**

The OPD promotes and disseminates best practices and the exchange of successful research experiences among member states, through participation in international fora promoted by CICAD and the Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD), as well as in bilateral meetings of the joint commission with countries in the region, to share experiences and best practices.

**OBJECTIVE**  
**2**

**EXPAND ACCESS TO INFORMATION ON DRUG USE AND RELATED ISSUES THROUGH THE USE OF SOUND, SYSTEMATIC DATA COLLECTION PRACTICES, SCIENTIFIC RESEARCH, AND STANDARDIZED METHODOLOGIES, ENSURING THAT COUNTRIES HAVE THE INFORMATION NECESSARY TO DEVELOP SOUND DEMAND REDUCTION PROGRAMS AND POLICIES.**

**Priority Action 2.1:** Generate information on the incidence, prevalence, and modes of drug use and health impacts of drug use (e.g. non-fatal overdose, fatal overdose, infectious disease transmission), as well as drug use and health impact trends over time using sound, systematic data collection practices, scientific research, and standardized methodologies to monitor use across the general public and in key populations, whenever possible utilizing the Inter-American Uniform Drug Use Data System (SIDUC) as the standard methodology for epidemiological surveillance.

Paraguay has carried out and published the following demand reduction studies:

Demand reduction			
Studies	Studies carried out and published		Year of most recent study
	Yes	No	
Survey of secondary school students	X		2022
National household surveys (12-64 years)		X	
Cross-section survey of patients in treatment centers	X		2022
Survey of patients in emergency rooms		X	
Survey of university students		X	
Survey of incarcerated individuals		X	
Studies on drug-related mortality		X	
Studies on drug-related morbidity		X	
Survey of other target populations		X	

**Priority Action 2.2:** Develop drug treatment information systems that record the number of patients treated, diagnoses, clinical history, and available information on treatment outcomes.

(Paraguay does not have a national system for the collection of data on the number of patients treated, diagnoses, clinical history, or other information on treatment outcomes.



**Priority Action 2.3:** Evaluate and monitor the impact and the results of treatment and prevention programs using scientific methodologies and make recommendations to update programs based on findings.

Paraguay has not conducted studies to evaluate treatment and prevention programs and interventions.

The country has not carried out process or intermediate outcome evaluations of prevention or treatment programs.

Paraguay has not carried out impact evaluations of its prevention or treatment programs.

The country does not have mechanisms to continually monitor and evaluate the results of care, treatment, rehabilitation, or recovery and social integration programs and services in the public health or social protection network.

### OBJECTIVE

3

**EXPAND AND ENHANCE THE COLLECTION AND DISSEMINATION OF INFORMATION ON ILLICIT DRUG PRODUCTION, TRAFFICKING, AND RELATED ISSUES, THROUGH THE USE OF SOUND, SYSTEMATIC DATA COLLECTION PRACTICES, SCIENTIFIC RESEARCH, AND STANDARDIZED METHODOLOGIES.**

**Priority Action 3.1:** Generate information on illicit drug production, trafficking, drug markets, and related issues, using systematic data collection practices, scientific research, and wherever possible applying comparable methodologies.

Paraguay has mechanisms to collect and analyze information related to the illicit supply of drugs.

The following institutions participate in these mechanisms:

- Paraguayan Drug Observatory (OPD) of the National Anti-drug Secretariat (SENAD)
- Counterdrug Department of the National Police, Interior Ministry
- Justice Ministry
- Office of the Public Prosecutor

The country has the following information related to supply reduction, trafficking, and related crimes:

Supply reduction, trafficking, and related crimes			
Information	Available information		Year of most recent information
	Yes	No	
Quantification of illicit crop cultivation including crops grown indoors	X		2022
Number of seizures of illicit drugs and raw materials for their production	X		2022
Quantities of seized illicit drugs and raw materials for their production	X		2022
Number of seizures of controlled chemical substances (precursors)	X		2022
Quantities of seized controlled chemical substances (precursors)	X		2022
Number of seizures of pharmaceutical products	X		2022
Quantities of seized pharmaceutical products	X		2022
Number of persons formally charged with drug use, possession, and trafficking	X		2022
Number of persons convicted of drug use, possession, and trafficking	X		2022
Number of laboratories producing illicit plant-based drugs detected and dismantled	X		2022
Number of laboratories producing illicit drugs of		X	

Supply reduction, trafficking, and related crimes			
Information	Available information		Year of most recent information
	Yes	No	
synthetic origin detected and dismantled			
Chemical composition of seized drugs	X		2021- 2022
Sale price of drugs (for consumers)		X	
Number of persons formally charged with money laundering	X		2023
Number of persons convicted of money laundering	X		2023
Number of persons formally charged with trafficking in firearms, explosives, ammunition, and related materials		X	
Number of persons convicted of trafficking in firearms, explosives, ammunition, and related materials		X	
Number of persons formally charged with diversion of chemical substances	X		2022
Number of persons convicted of diversion of chemical substances		X	

Paraguay does not carry out periodic studies and research on the illicit drug market.

The country carries out the following study on the medical and scientific use and other legal uses of narcotics or psychotropic substances, subject to international control systems:

Type of study	Title of report	Year of publication
Article in the National University of Asunción journal of research and studies	Cannabis in Paraguay, present and prospects	2022

### **Priority Action 3.2: Conduct studies on the price, purity or concentration, and chemical profile of drugs.**

Paraguay collects information on the price, purity or concentration, and chemical profile of drugs through publications such as the following:

Type of publication/report	Title of report/publication	Year of report/publication
Yearbook	Management 2022	2022
Yearbook	Management 2021	2021

The country conducts chemical characterizations and tests of purity for substances that may or may not be subject to international control. The country has mechanisms through which substances that have been identified as not being under international control can be placed under control. The findings from the characterizations of the seized substances analyzed by the

competent specialized forensic laboratories enable the Ministry of Public Health and Social Welfare, to update the list of substances subject to control, based on Article 1 of the Law on Drugs 1340/88 and amendments, for subsequent formalization by executive decree, once a year at a minimum, and whenever necessary.

**Priority Action 3.3:** Establish and strengthen the relationship between the NDOs, or similar technical offices, and national, and when applicable, local, or sub-national forensic laboratories to bolster the collection of data on the chemical composition of substances and precursors seized.

In Paraguay, the following agencies are responsible for analyzing chemical substances, precursors, and pharmaceutical products, including new psychoactive substances, and also form part of the national early warning system:

- SENAD Specialized Forensic Laboratory
- Forensic Laboratory of the Office of the Public Prosecutor
- National Department of Health Surveillance (DINAVISA)

The country participates in the following periodic training program for personnel involved in the analysis of chemical substances, precursors, and pharmaceutical products, including new psychoactive substances, under the Program for Cooperation between Brazil's Federal Police and Paraguay's SENAD:

Implements or participates in the program	Type of training	Targeted institutions	Year when last training was done
Participates	Training course on the analysis of new psychoactive substances for expert chemists from Latin America, Brasilia, Brazil - National Criminalistics Institute of the Federal Police of Brazil	SENAD – Specialized Forensic Laboratory	2022

**Priority Action 3.4:** Strengthen drug information networks in member states by improving the mechanisms used to gather and analyze data to inform the development of public policies that control the illicit supply of drugs.

Not applicable.

## OBJECTIVE

4

## PARTICIPATE IN AND STRENGTHEN THE MULTILATERAL EVALUATION MECHANISM (MEM) PROCESS, CONSIDERING ITS RECOMMENDATIONS.

### **Priority Action 4.1:** Regularly collect information and data to evaluate implementation of the Hemispheric Plan of Action.

For the eighth MEM evaluation round, Paraguay collected information on the implementation of the Hemispheric Plan of Action on Drugs 2021-2025 and submitted it in a timely manner for evaluation by the Governmental Expert Group (GEG) in the following thematic areas:

- Measures of Prevention, Treatment, and Recovery Support (2021)
- Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences (2022)
- Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation (2023)

### **Priority Action 4.2:** Support and facilitate active and timely participation in each of the MEM activities agreed to by member states.

For the eighth MEM evaluation round, Paraguay designated delegates for the following MEM groups, actively participating and contributing to the evaluation process:

Thematic evaluation	National Coordinating Entities (NCEs)	Governmental Experts Group (GEG)
Measures of Prevention, Treatment, and Recovery Support (2021)	Yes	Yes
Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences (2022)	Yes	Yes
Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation (2023)	Yes	Yes

### **Priority Action 4.3:** Disseminate MEM evaluation reports by member states among national stakeholders, other pertinent organizations, and the general public.

Paraguay carried out the following periodic activities to promote and raise awareness of the MEM Drug Policy Evaluation Reports targeting national institutions:

Name of the activity	Date	Participating institutions
Publications in the yearbook and on	2022	- Ministry of Agriculture and Livestock

social media and the SENAD website to raise awareness with national institutions	2023	<ul style="list-style-type: none"> <li>- Ministry of the Environment and Sustainable Development</li> <li>- National Secretariat for Confiscated Goods</li> <li>- National Secretariat for Preventing Money Laundering</li> <li>- National Secretariat for Intelligence</li> <li>- Interior Ministry</li> <li>- Ministry of Public Defense</li> <li>- National Department of Health Surveillance</li> <li>- Ministry of Foreign Affairs</li> <li>- Justice Ministry</li> <li>- Ministry of Public Health</li> </ul>
Email notification of the authorities of every participating national institution	2023	<ul style="list-style-type: none"> <li>- Interior Ministry</li> <li>- Ministry of Foreign Affairs</li> <li>- Justice Ministry</li> <li>- National Secretariat for Confiscated Goods</li> <li>- National Secretariat for Preventing Money Laundering</li> <li>- National Secretariat for Intelligence</li> <li>- Interior Ministry</li> <li>- Ministry of Public Defense</li> <li>- National Department of Health Surveillance</li> <li>- Ministry of Public Health</li> </ul>

**Priority Action 4.4: Promote use of the MEM's findings to identify technical assistance needs.**

Paraguay has promoted the analysis of the findings of MEM Evaluation Reports on Drug Policies for national institutions to identify areas where technical assistance is needed to improve national drug-related policies and programs. The National Anti-Drug Secretariat (SENAD), as the national coordinating entity, is currently planning the revision of the National Drug Policy. To that end, it plans to convene the institutions with primary and secondary responsibility for analyzing the MEM eighth round Drug Policy Evaluation Reports, as well as the Hemispheric Strategy on Drugs of the Organization of American States (OAS) and its corresponding Plan of Action, as a starting point for incorporating the recommendations in the instrument to be prepared and approved for the 2023 - 2030 period. Likewise, the recommendations received have helped the country identify where it needs to strengthen national capacities.

**Priority Action 4.5: Increase hemispheric cooperation and partnerships among member states and sharing of best practices and lessons learned.**

Paraguay has reviewed the MEM Evaluation Reports on Drug Policies and identified opportunities to increase cooperation and partnerships with other member states and share best practices and lessons learned (horizontal cooperation), where opportunities were identified for building institutional capacities for promoting cooperation mechanisms that foster technical assistance, exchange of information, best practices, and lessons learned among international cooperation

agencies and organizations, through programs developed with the United Nations Office on Drugs and Crime (UNODC), the Bureau of International Narcotics and Law Enforcement (INL) and the Drug Enforcement Administration (DEA) of the Government of the United States, the Government of Canada, the Federal Police of Brazil, the Italian Finance Police, the Inter-American Drug Abuse Control Commission (CICAD), the Pan-American Health Organization (PAHO), French cooperation, the International Narcotics Control Board (INCB) and the European Union, through the Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD), the Cooperation Program in Border Management and Security between Latin America and the European Union (EUROFRONT), the Seaport Cooperation program (SEACOP), and the Assistance Program against Organized Crime (PACCTO).

# INTERNATIONAL COOPERATION



## OBJECTIVE

1

**PROMOTE AND STRENGTHEN COOPERATION AND COORDINATION MECHANISMS TO FOSTER TECHNICAL ASSISTANCE, IMPROVE EXCHANGE OF INFORMATION AND EXPERIENCES, AND SHARE BEST PRACTICES AND LESSONS LEARNED ON DRUG POLICIES.**

**Priority Action 1.1:** Develop and implement a plan for promoting and strengthening technical assistance and horizontal cooperation among member states and with states outside of the Western Hemisphere, and with relevant international and regional organizations, and related initiatives and programs.

Paraguay develops and implements a plan for the promotion and strengthening of technical assistance and horizontal cooperation among member states and with states outside the Western Hemisphere, as well as with relevant international and regional organizations and related initiatives and programs. From 2019 to 2023, the country engaged in the following activities:

- **National Drug Policy 2017-2022, Objective 8.3 - Strategic partnerships:**

Partnerships for technical and financial cooperation:

- Strengthen cooperation with the United Nations Office on Drugs and Crime (UNODC), the Inter-American Drug Abuse Control Commission (CICAD), and the Pan-American Health Organization (PAHO) to support relevant research; foster intersectoral discussion, strategic planning, training of human resources, and social participation emphasizing affected individuals and families; and strengthen the legislative and regulatory framework, among others
- Strengthen partnerships with cooperation agencies in the European Union
- Strengthen bilateral partnerships
- Provide incentives for, facilitate, and support project applications for international cooperation funds in connection with the Sustainable Development Goals (SDGs)
- Establish a medium-term international cooperation agenda

- **Universal Treatment Curriculum course for health professionals:** The Demand Reduction Bureau, in coordination with CICAD/OAS, led coordination of the Universal Treatment Curriculum course for 238 health professionals

- **Education and training for demand reduction officers** through the Paraguay Universal Prevention Curriculum (UPC) course, in the Colombo Plan Drug Advisory Program Coordinators for Latin America and the Caribbean framework series

- **Participation in regional and multilateral fora:**

Paraguay actively participates in the various international fora that address the demand reduction facet of the drug problem, such as the CICAD/OAS Group of Experts on Demand Reduction, which it chaired in the 2020-2021 period

- Paraguay served as Vice Chair of CICAD/OAS during the 2021-2022 period, and currently serves as Chair for the 2022-2023 period
- Co-Chair of the Community of Latin American and Caribbean States – European Union (CELAC - EU) Mechanism for Coordination and Cooperation on Drug Matters (MCCMD): Paraguay,

together with Slovenia and France on behalf of the EU, cochaired the mechanism, and in June 2022 the twenty-third high-level meeting was held in the city of Asunción.

- Pro Tempore Presidency of the Southern Common market (Mercosur) Network of Drug Authorities: The National Anti-Drug Secretariat (SENAD), in coordination with the Ministry of Foreign Affairs (MRE) represented Paraguay in the coordination of Mercosur's Network of Drug Authorities (RED), in connection with Paraguay's Pro Tempore Presidency, for which the 29th RED was held in May 2022
- Other activities within the framework of CICAD:
  - Training webinar on emerging drugs and early warning systems for SENAD staff
  - Training of SENAD staff on "Treating Adolescents with Substance Abuse Disorders," held online on October 7, 2022
  - Training of SENAD personnel in the Virtual Table "Curriculum for the Treatment of Adolescents with Substance Use Disorders," held in virtual format on October 7, 2022
  - Participation in the Inter-American Program for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies (GENLEA), with which work meetings have been held to apply the program guidelines in the national security institutions responsible for the drug problem
  - **Colombo Plan:** Participation in various online meetings to coordinate the online training of trainers course in the Universal Prevention Curriculum (UPC)
- **Programs with European Union financing:**
  - **Cooperation Program in Border Management and Security between Latin America and the European Union (EUROFRONT):** Latin America - European Union cooperation program on border management and security, whose pillars are comprehensive border management and the fight against human trafficking. Activities are held in connection with these pillars to build institutional capacities to combat drug trafficking, with a view to, in general, reducing illegal border activities, promoting security and development, and aligning legal frameworks.
  - **Cooperation Program between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD) III:** COPOLAD's third edition was launched in 2021, and working groups are now being formed. The program is beginning to hold activities on supply and demand reduction, as well as on drug use in general, through work aimed at developing general guidelines, rather than specific programs and projects. In this sense, the working groups and holding their first meetings to analyze the countries' problems and needs.
  - **Assistance Program against Organized Crime (PACCTO):** This is a cooperation program between the European Union and Latin America to address and combat transnational organized crime. It carries out activities on the drug problem, like courses and training sessions to strengthen the countries' capacities and facilitate the exchange of experiences and best practices in this area and in other areas like combating prison criminal groups. The program's major achievements include the establishment of the Latin American Internal Security Committee (CLASI) and its work to consolidate the Police Community of the Americas (AMERIPOL) as coordinator of the police forces in the Americas and counterpart to The European Union Agency for Law Enforcement Cooperation (EUROPOL) and the European Union Agency for Criminal Justice Cooperation (EUROJUST).

The country has established secure communication channels for the exchange of intelligence information on drug interdiction and control through bilateral channels with various institutions in Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, Spain, the United States, Mexico, Peru, Uruguay, and Venezuela, among others. The institutions provide point persons or designated liaisons as safe channels for communication, to exchange intelligence information for drug trafficking research and interdiction.

Paraguay promotes the exchange, with member states and with States outside the Western Hemisphere, and with relevant international and regional organizations, of best practices on training, specialization, and professional development of the staff responsible for implementing the national drug policies and strategies. Accordingly, the country has carried out the following activities:

- **CICAD/OAS:**
  - Training workshop on monitoring and evaluating drug policies, strategies, and national plans, February 28 and March 1, 2023
  - Training on drafting drug policies, strategies, and national plans, August 2022
- **COPOLAD II / European Union:**
  - Third annual COPOLAD II meeting of national drug observatories, held in the Czech Republic. March 2019
- **COPOLAD III / European Union:**
  - Meeting of representatives of COPOLAD III on drugs, with authorities from SENAD and other institutions involved in implementing drug policies, to coordinate the technical dialogue with a view to launching the program's third stage. May 2022
  - Annual meeting of COPOLAD III, with the participation of over 35 national drug commissions, social, health, and security policy specialists, and international organizations participate. June 2022
  - High-level meeting of the MCCMD, co-chaired during this six-month period by Paraguay and France. June 2022

To prevent crimes related to drug trafficking, such as firearms trafficking, extortion, kidnapping, money laundering, and corruption, among others, the country participated in the following regional coordination activities:

- Participation in EUROFRONT, whose pillars are comprehensive border management and the fight against human trafficking. Activities are held in connection with these pillars to build institutional capacities to combat drug trafficking, with a view to, in general, reducing illegal border activities, promoting security and development, and aligning legal frameworks
- Work is starting on the preparation of a border manual for the Republic of Paraguay

- The meeting of the working group to prepare proposals for agreements for the adoption of data exchange and artificial intelligence systems in border control / on the triple frontier was organized with the EUROFRONT program and held in the city of Buenos Aires, Argentina, on November 15-18
- First tripartite meeting of Argentina, Brazil, and Paraguay to work on preventing and prosecuting human trafficking and identifying the illegal trafficking of migrants on the triple frontier. July 2022
- International seminar on integrated border management - fostering the balance between mobility and security. June 2022
- **COPOLAD III:** COPOLAD's third edition was launched in 2021, and working groups are now being formed. The program is beginning to hold activities on supply and demand reduction, as well as on drug use in general, through work aimed at developing general guidelines, rather than specific programs and projects. At this stage, the program is forming the working groups and holding their first meetings to analyze the countries' problems and needs
- **EL PACCTO:** This is a cooperation program between the European Union and Latin America to address and combat transnational organized crime. It carries out activities on the drug problem, like courses and training sessions to strengthen the countries' capacities and facilitate the exchange of experiences and best practices in this area and in other areas like combating prison criminal groups. The program's major achievements include the establishment of the Latin American Internal Security Committee (CLASI) and its work to consolidate AMERIPOL as coordinator of the police forces in the Americas and counterpart to EUROPOL and EUROJUST
  - Formation of working groups to improve the sustainable development, human rights, and gender outcomes of drug policies.
  - Seminar on drug trafficking arenas and the urgent importance of coordinating investigations in the prison and border spheres, held in Asunción, June 21-22
  - PACCTO first meeting to launch the bi-regional operational working group against drug trafficking, Buenos Aires, Argentina on October 19-21, 2022.

In Paraguay there are bilateral mechanisms for coordination and collaboration with other countries, focused on the dismantling of criminal groups linked to drug trafficking and related crimes, with Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, Spain, the United States, Mexico, Peru, and Uruguay. These bilateral mechanisms are executed through signed conventions, agreements, memorandums of understanding, and cooperation programs, at the country level (framework) and between agencies (specific). These mechanisms provide for joint meetings typically held every two years. Likewise, the commitments agreed upon in these meetings are monitored on an ongoing basis. The cooperation programs and memorandums of understanding (specific and interagency) are implemented based on the periods specifically established in the signed instruments.

**Priority Action 1.2: Promote technology transfers and information sharing among and between member states and international organizations.**

Paraguay has promoted technology transfers among and between OAS member states and international (including regional) organizations. With regard to the control of firearms, Paraguay has received a weapon-marking machine that will improve the traceability of the weapons that enter the country, hampering illegal trafficking through Paraguay. This is in the framework of the United Nations Office on Drugs and Crime (UNODC) Global Firearms Program Roadmap on Firearms to Strengthen the National System for the Control of Trade and Illegal Trafficking in Firearms. The following transfers were also made:

- United Nations Office on Drugs and Crime (UNODC): Donation of two TruNarc portable electronic drug analyzers, a crime scene kit, and laboratory consumables for tests, to SENAD
- Mobile laboratory with the capacity for on-site detection of new drugs: donated by the Embassy of Taiwan in Paraguay to SENAD for use in the Secretariat's various nationwide counterdrug procedures
- Forensic laboratory and evidence center: donated to SENAD by the Government of Taiwan, through its Embassy in Paraguay, to expand the scope of SENAD's action with regard to forensic chemical tests, enhancing the guarantee for drug trafficking processes. This will also be a valuable technical tool for processes involving industrial hemp and medical cannabis, and the detection of new psychoactive substances

The country has promoted information sharing among and between OAS member states and international (including regional) organizations. The country actively participates in the various international fora on the drug problem:

- Group of Experts on Demand Reduction (CICAD/OAS), which Paraguay chaired during the 2020-2021 period
- Paraguay served as the Vice Chair of CICAD/OAS in the 2021-2022 period, and currently serves as Chair (2022-2023 period)
- Co-Chair of the CELAC-EU MCCMD: Paraguay, together with Slovenia and France on behalf of the EU, cochaired the mechanism, and in June 2022 the twenty-third high-level meeting was held in the city of Asunción.
- Pro Tempore Presidency of the MERCOSUR Network of Drug Authorities: SENAD, representing Paraguay and in coordination with the Ministry of Foreign Affairs, took on the coordination of MERCOSUR's Network of Drug Authorities (RED), in connection with Paraguay's Pro Tempore Presidency, for which the 29th RED was held in May 2022
- Seventh meeting of the Paraguay-Brazil joint commission on drugs and related issues, 2019
- Seventh meeting of the Paraguay-Chile joint commission on preventing the abuse of narcotic drugs and psychotropic substances, 2020
- Fourth meeting of the Peru-Paraguay joint commission on narcotic substances and psychotropic drugs, held in Asunción, 2020
- Eighth meeting of the Bolivia-Paraguay committee on illegal drug trafficking, drug

dependence, and alternative development (comprehensive), 2021

- Fifth meeting of the Colombia-Paraguay binational committee for cooperation against the illegal trafficking of narcotics and psychotropic substances, with the Republic of Colombia and the Republic of Paraguay, 2021
- Fifth meeting of the Peru-Paraguay joint commission on preventing the abuse of narcotic drugs and psychotropic substances, 2022

**Priority Action 1.3: Promote the dissemination of good practices and exchange of successful research experiences among and between member states and international organizations.**

Paraguay promotes the dissemination of good practices and the exchange of successful research experiences among and between member states and international organizations on drug policies. The country has participated in the following events:

- Seventh meeting of the Paraguay-Brazil joint commission on drugs and related issues, 2019
- Seventh meeting of the Paraguay-Chile joint commission on preventing the abuse of narcotic drugs and psychotropic substances, 2020
- Fourth meeting of the Peru-Paraguay joint commission on narcotic substances and psychotropic drugs, held in Asunción, 2020
- Eighth meeting of the Bolivia-Paraguay committee on illegal drug trafficking, drug dependence, and alternative development (comprehensive), 2021
- Fifth meeting of the Colombia-Paraguay binational committee for cooperation against the illegal trafficking of narcotics and psychotropic substances, with the Republic of Colombia and the Republic of Paraguay, 2021
- Fifth meeting of the Peru-Paraguay joint commission on narcotic drugs and psychotropic substances, 2022
- Various fora like the CICAD/OAS Group of Experts on Demand Reduction, the CELAC-EU MCCMD, and the Mercosur Network of Drug Authorities

**OBJECTIVE**  
**2**

**STRENGTHEN INTERNATIONAL COOPERATION AS DEFINED IN THE INTERNATIONAL LEGAL INSTRUMENTS RELATED TO THE WORLD DRUG PROBLEM, MAINTAINING RESPECT FOR HUMAN RIGHTS.**

**Priority Action 2.1: Strengthen regional and international cooperation by competent authorities to investigate and prosecute criminals on drug-related offenses.**

The competent authorities in Paraguay carry out the following cooperative activities at the regional and international levels to investigate and prosecute criminals for drug-related offenses:

- Cooperation Agreement on Security and the Fight Against Organized Crime between the Interior Ministry of the Republic of Paraguay and the Ministry of Justice and Public Security of Brazil, which will enable the exchange of information, joint operations, and cooperation among the competent authorities in both countries
- Interagency Cooperation Program between the Federal Police of Brazil and the National Anti-drug Secretariat (SENAD) of Paraguay, signed in Brasilia on August 10, 2017, for cooperation on intelligence, technical and logistical cooperation, reciprocal legal assistance, and to carry out joint, coordinated actions against transnational criminal organizations engaged in drug trafficking and related crimes. Currently in effect
- Memorandum of understanding adopting the first cooperation program for the exchange of intelligence between Paraguay's SENAD and the Brazilian Intelligence Agency
- Cooperation agreement between the Republic of Paraguay and the Republic of Panama on the fight against the illicit trafficking of narcotic drugs and psychotropic substances, drug abuse, and related crimes, which establishes the countries' cooperation and assistance on research and prosecution as set forth in Article 9 of the United Nations Convention of 1988
- Convention and Reciprocal Assistance for Preventing the Abuse and Repressing Trafficking in Narcotic Drugs and Psychotropic Substances, signed by the Governments of the Republic of Paraguay and the Republic of Bolivia, in the city of Asunción, on October 29, 1991; Article 3(f) establishes the promotion of reciprocal legal assistance and investigative action on money laundering and goods derived from illicit trafficking in narcotic drugs and psychotropic substances, pursuant to the laws in force in each country
- Cooperation agreement for the fight against drugs, signed by the Republic of Paraguay and the United States on October 27, 2010, and its addendum of March 31, 2016, with the objective of fostering cooperation through training, equipping, and support for the special units of the competent institutions, to develop and share intelligence to disband, dismantle, and control the principal international drug trafficking organizations impacting the United States and the region

The country takes human rights into account in carrying out these activities under the National Drug Policy (PND) 2017-2022, which provides for application of the precepts of the international drug control treaties as well as other documents like the 2016 United Nations General Assembly political declaration and plan of action "Our joint commitment to effectively addressing and countering the world drug problem," the principles of the United Nations Charter,



international law, and the Universal Declaration of Human Rights, with full respect for the sovereignty and territorial integrity of the States, the principle of nonintervention in the domestic affairs of the States, all human rights, fundamental freedoms, the dignity inherent to all persons, and the principles of equal rights and mutual respect among the States. To achieve satisfactory results, the policy proposes close cooperation and coordination at all levels, especially in the health, education, justice, and law enforcement sectors. The PND likewise aligns with the Plan of Action 2021-2025 of the OAS Inter-American Drug Abuse Control Commission (CICAD/OAS) Hemispheric Strategy on Drugs, whose main pillars include respect for human rights, prioritizing vulnerable and at-risk populations based on the evidence, and incorporating a human rights, gender, age, and multiculturalism approach.

In addition, the State safeguards respect for human rights through its law enforcement bodies, guaranteeing due process, as established in the national constitution and laws on the matter.

**Priority Action 2.2: Strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with international legal instruments, when investigating and prosecuting criminals on drug-related offenses.**

To strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with international legal instruments, when investigating and prosecuting criminals on drug-related offenses, Paraguay carries out the following activities:

- The country's Supreme Court of Justice has a national working protocol for incoming and outgoing letters rogatory, which serves as the manual for the Department of International Legal Assistance and Cooperation, reporting to the Supreme Court and in charge of receiving, processing, and transmitting the requests for judicial assistance on criminal and noncriminal cases from the entire country, as established in Agreement 533/08
- The purpose of the Department of International Affairs and External Legal Assistance, as a body of the Office of the Public Prosecutor, is to join efforts with the community of States and international authorities to effectively tackle transnational organized crime and thereby strengthen the Office of the Public Prosecutor's international investigations. The Department, through the Extradition Area, is in charge of advising prosecutorial agents on the treaties and conventions applicable to extradition, templates for international arrest warrants, direct contact with peers in other countries, templates for letters rogatory, and procedures with the Ministry of Foreign Affairs, Supreme Court of Justice, National Police, Interpol, National Migration Department, and other bodies. It also attends hearings in extradition and international legal cooperation cases on behalf of the Office of the Prosecutor General and monitors the requests for extradition made by our authorities. Lastly, it disseminates the actions taken by the Office of the Public Prosecutor on issues associated with extradition and international legal and technical cooperation, as well as other relevant topics.
- The Office of the Public Prosecutor's Specialized Unit on Combating Drug Trafficking works to



exclusively investigate punishable acts of trafficking, possession of drugs or narcotic substances listed in Law Nº 1340/88, criminal conspiracy, and money laundering. Accordingly, it designs institutional policies and strategies to effectively fight drug trafficking and microtrafficking nationwide. Under the applicable international legal instruments, the Office of the Public Prosecutor works in a coordinated fashion and carries out activities to strengthen international cooperation on mutual legal assistance and extradition, among other procedures, to investigate and prosecute drug-related crimes; these bilateral actions are taken with strategic partners for each specific case, both incoming and outgoing, from central authority to central authority. The formal cooperation typically falls under the Vienna and Palermo Conventions. The most effective interaction mechanisms for prosecutors up to this point has been the Ibero-American Network of Counterdrug Prosecutors (RFAI).

**Priority Action 2.3: Enact national legislation and/or take administrative actions, as appropriate, to more fully implement the obligations set forth within these legal instruments.**

Paraguay has enacted and adopted, during the evaluation period (2019-2023), the following legislative and administrative measures and actions to improve implementation of obligations set forth within international legal instruments related to the world drug problem, respecting human rights and gender equality:

	Enacted	Adopted	Name of the legislation/administrative measures or actions
<b>Legislative actions/measures.</b>	X	X	Law Nº 6788/2021 establishing the jurisdiction, powers and authorities, and organic structure of the National Department of Health Surveillance
<b>Administrative actions/measures</b>	X	X	Decree Nº 5282/21 amending Articles 1 and 84 of Decree Nº 5213 of May 6, 2005, and updating the lists of psychoactive substances and chemical precursors, by mandate of Article 1 of Law Nº 1340 of November 22, 1988, and repealing Decree Nº 12064 of April 18, 2008
	X	X	Resolution 114/21 establishing the requirements and procedure for registration and re-registration with the National Department of Health Surveillance of facilities that work with controlled chemical substances
	X	X	Communiqué Nº 04/2021 Notification to all firms holding health registrations whose formulations contain pseudoephedrine and ephedrine, affected by Decree Nº 5282/2021.
	X	X	Communiqué Nº 08/2021. On the procedure, verification, count, packaging, and sealing of pharmaceutical products for export, in virtue of Law 1340/88 and regulatory decrees.

**Priority Action 2.4:** Promote the accession, ratification, and implementation of the international legal instruments related to the world drug problem and related crimes.

Paraguay has ratified or acceded to the following international legal instruments:

Conventions and Protocols			Yes	No
United Nations Convention	Convention against Transnational Organized Crime, 2000.	Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children	X	
		Protocol against the Smuggling of Migrants by Land, Sea, and Air	X	
		Protocol against the Illicit Manufacturing and Trafficking in Firearms, their Parts and Components and Ammunition	X	
	Single Convention on Narcotic Drugs, 1961		X	
	Convention on Psychotropic Substances, 1971		X	
	Convention against Corruption, 2003		X	
Inter-American Conventions	Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials (CIFTA), 1997.		X	
	Convention against Corruption, 1996		X	
	Convention on Mutual Assistance in Criminal Matters, 1992		X	

## EVALUATIVE SUMMARY

### INSTITUTIONAL STRENGTHENING

#### **Objective 1**

**Establish and/or strengthen national drug authorities, placing them at a high political level and providing them with the necessary capabilities, resources, and competencies to coordinate formulation, implementation, monitoring, and evaluation of national drug policies.**

CICAD notes that Paraguay has a national drug authority, which has a legal basis. Furthermore, CICAD observes that the country has an annual budget for the national drug authority, which is independent. Likewise, CICAD notes that Paraguay has an ongoing coordination and collaboration mechanism among agencies and other levels of government (national and subnational), to formulate, implement, monitor, evaluate, and update national drug policies and/or strategies and that the national drug authority coordinates the areas of demand reduction, supply reduction, comprehensive and sustainable alternative development programs, control measures, drug observatory, and international cooperation, but not the area of program evaluation.

#### **Objective 2**

**Formulate, implement, evaluate, and update comprehensive national drug policies and/or strategies that promote balanced, multidisciplinary, and evidence-based approaches, while fully respecting human rights and fundamental freedoms, under the principle of common and shared responsibility, consistent with obligations of parties under international law, and take into account gender, age, community, cultural context, and socially inclusive development.**

CICAD notes that Paraguay collects and uses evidence as a basis for formulating and updating national drug policies and/or strategies. In addition, CICAD observes the involvement of relevant actors from priority areas in the development, implementation, evaluation, updating of national drug policies and/or strategies. CICAD notes that the country has partially delegated responsibilities for drug issues to the local/sub-national governments to implement concrete actions related to drug policies and strategies in the area of demand reduction, through prevention, treatment, rehabilitation, and social reintegration programs, in coordination with the national drug authority, and that said authority has, in its central structure, with an office or operational unit to promote, coordinate, train, and provide technical support to local/sub national governments and agencies on drug-related issues. In addition, the national drug authority has coordinators, offices, or representatives within the sub-national/local territories, as part of a decentralized operational and coordination structure at the local level, to respond to the drug problem. Likewise, Paraguay has a specific and ongoing mechanism to transfer funds and finance counterdrug initiatives and projects carried out by the municipalities or local governments. CICAD notes that the country engages private sector agencies to develop innovative approaches in the implementation of drug policies and exchange information and best practices. CICAD notes that Paraguay takes into account the OAS 2020 Hemispheric Drug Strategy

and its corresponding Plan of Action to formulate or update national drug policies and strategies. Likewise, these policies and strategies take into account the UN 2030 Agenda for Sustainable Development. CICAD observes that the country's national drug policies and strategies take into account the human rights approach, the gender perspective and the social inclusion approach. However, CICAD notes that Paraguay does not have the necessary resources to implement drug policies and programs.

### **Objective 3**

**Design and coordinate national drug policies, that can be harmonized across related government policies and/or strategies, that address the fundamental causes and consequences of the drug problem.**

CICAD notes with satisfaction that Paraguay has interagency and multisectoral policy and technical coordination mechanisms to achieve a comprehensive, balanced, and multidisciplinary approach to the drug problem, including its causes and consequences. Likewise, CICAD observes that the country has concrete multisectoral programs to address the causes and socioeconomic consequences of the drug problem, which are based on the principles of human rights, public health, and development. Furthermore, CICAD notes that Paraguay participates in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions, and their internal processes. Likewise, CICAD observes that the country promotes comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption. Additionally, CICAD notes that Paraguay implements measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural approaches. Likewise, CICAD observes that the country implements measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion.

### **Objective 4**

**Design, adopt, and implement alternatives to incarceration for minor or non-violent drug or drug-related offenses, while taking into account national, constitutional, legal, and administrative systems, and in accordance with relevant international instruments.**

CICAD notes that Paraguay provides for alternative measures to incarceration for minor and nonviolent drug-related offenses, which respect human rights and take into account the gender perspective in accordance with relevant international instruments. However, CICAD observes that the country does not develop mechanisms to monitor and evaluate these measures but has carried out legislative reform initiatives that take into account the implementation of these measures. Likewise, CICAD notes that Paraguay promotes a common understanding of national legal norms, regulations, and internal procedures for the implementation of said measures.

### **Objective 5**

**Promote and implement, as appropriate, in accordance with the policies, laws and needs of each country, comprehensive programs that promote social inclusion, especially to those at-risk populations.**

CICAD notes with satisfaction that Paraguay has interagency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, and take into account the specific needs of at-risk populations. Furthermore, CICAD observes that the country disseminates best practices and lessons learned to improve institutional responses to the needs of people in at-risk situations.

### **Objective 6**

**Promote proportionate sentencing for drug-related crimes that provides for penalties commensurate with the relative seriousness of offenses, in line with the international drug conventions and respecting the principles of due process, with gender perspective, age, community, and a human rights approach.**

CICAD observes that Paraguay promotes proportional legal sentencing for minor drug-related offenses in accordance with domestic law but does not have special courts for these offenses. Likewise, CICAD notes that the country promotes legal reforms, where appropriate, regarding proportional sentencing for minor drug-related offenses.

## **RESEARCH, INFORMATION, MONITORING, AND EVALUATION**

### **Objective 1**

**Establish or strengthen national observatories on drugs, or similar technical offices, strengthening national drug information systems, and foster scientific research to generate, collect, organize, analyze, and disseminate information to inform the development and implementation of evidence-based drug policies and strategies.**

CICAD notes that Paraguay has a National Drug Observatory (ODN), which has a legal basis and has been assigned financial and human resources to carry out its functions. Likewise, CICAD observes that the country has established and maintained working relationships with academic and research institutions. However, it has not carried out studies on the drug problem through these institutions. Furthermore, CICAD notes that Paraguay has developed and adopted quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries, has carried out studies on drug use applying the SIDUC methodology and has used CICAD's standardized indicators for drug information networks to collect, analyze, and report national drug-related information. Likewise, the country has carried out a study using methods that are non-representative of the population and/or qualitative methodologies to obtain information on drugs that can be shared with other countries that have carried out studies with similar methodologies. On the other hand, CICAD notes that

the Paraguayan drug observatory does not have a national drug information network (DIN). However, the country has an early warning system (EWS) to identify new psychoactive substances and other emerging drug-related threats, which shares information, alerts, and reports with the Early Warning System of the Americas (SATA) and has a mechanism for sharing information in real time. Additionally, CICAD observes that the Paraguayan drug observatory carries out training sessions with local stakeholders to improve data collection and management and convenes meetings and other workshops at which the results of studies and other information gathering activities are shared with local stakeholders. Additionally, CICAD notes that the country has established the following forum that allows drug researchers to present their findings to policymakers. Likewise, CICAD observes that the Paraguayan drug observatory promotes and disseminates best practices and the exchange of successful research experiences among member states.

### **Objective 2**

**Expand access to information on drug use and related issues through the use of sound, systematic data collection practices, scientific research, and standardized methodologies, ensuring that countries have the information necessary to develop sound demand reduction programs and policies.**

CICAD notes that Paraguay has carried out and published two demand reduction studies during the evaluation period (2019-2023). However, CICAD observes that the country does not have a national system for the collection of data on the number of patients treated, diagnoses, clinical history, or other information on treatment outcomes. Likewise, CICAD notes that Paraguay has not conducted studies to evaluate treatment and prevention programs and interventions, or process, intermediate outcome or impact evaluations of these programs. Likewise, Paraguay also does not have mechanisms to continually monitor and evaluate the results of care, treatment, rehabilitation, or recovery and social integration programs and services in the public health or social protection network.

### **Objective 3**

**Expand and enhance the collection and dissemination of information on illicit drug production, trafficking, and related issues, through the use of sound, systematic data collection practices, scientific research, and standardized methodologies.**

CICAD notes that Paraguay has mechanisms to collect and analyze information related to the illicit supply of drugs and has information related to supply reduction, trafficking, and related crimes. However, the country does not carry out periodic studies and research on the illicit drug market, but it does carry out a study on the medical and scientific use and other legal uses of narcotics or psychotropic substances, subject to international control systems. CICAD observes that Paraguay collects information on the price, purity or concentration, and chemical profile of drugs and conducts chemical characterizations and tests of purity for substances that may or may not be subject to international control. Likewise, the country has mechanisms through which

substances that have been identified as not being under international control can be placed under control. CICAD notes that Paraguay has agencies that are responsible for analyzing chemical substances, precursors, and pharmaceutical products, including new psychoactive substances, and form part of the national early warning system (EWS). In addition, the country participates in periodic training program for personnel involved in the analysis of these substances.

#### **Objective 4**

**Participate in and strengthen the Multilateral Evaluation Mechanism (MEM) process, considering its recommendations.**

CICAD notes with satisfaction that, for the eighth MEM evaluation round, Paraguay collected information on the implementation of the Hemispheric Plan of Action on Drugs 2021-2025 and submitted it in a timely manner for evaluation by the Governmental Expert Group (GEG). CICAD observes that, for the eighth MEM evaluation round, the country designated delegates for all MEM groups, actively participating and contributing to the evaluation process. Furthermore, CICAD notes that Paraguay carried out the following periodic activities to promote and raise awareness of the MEM Drug Policy Evaluation Reports targeting national institutions. Likewise, CICAD observes that the country has promoted the analysis of the findings of MEM Evaluation Reports on Drug Policies for national institutions to identify areas where technical assistance is needed to improve national drug-related policies and programs. Additionally, CICAD notes that Paraguay has reviewed the MEM Evaluation Reports on Drug Policies and identified opportunities to increase cooperation and partnerships with other member states and share best practices and lessons learned (horizontal cooperation).

### **INTERNATIONAL COOPERATION**

#### **Objective 1**

**Promote and strengthen cooperation and coordination mechanisms to foster technical assistance, improve exchange of information and experiences, and share best practices and lessons learned on drug policies.**

CICAD notes with satisfaction that Paraguay develops and implements a plan for the promotion and strengthening of technical assistance and horizontal cooperation among member states and with states outside the Western Hemisphere, as well as with relevant international and regional organizations. In addition, the country has established secure communication channels for the exchange of intelligence information on drug interdiction and control. Additionally, Paraguay promotes the exchange, with member states and with States outside the Western Hemisphere, and with relevant international and regional organizations, of best practices on training, specialization, and professional development of the staff responsible for implementing the national drug policies and strategies. Likewise, the country participates in regional coordination activities to prevent crimes related to drug trafficking, such as firearms trafficking, extortion,

kidnapping, money laundering, and corruption, among others. Additionally, in Paraguay, there are bilateral mechanisms for coordination and collaboration with other countries, focused on the dismantling of criminal groups linked to drug trafficking and related crimes. Furthermore, CICAD observes that the country has promoted technology transfers among and between OAS member states and international (including regional) organizations, and information sharing among them. Likewise, CICAD notes that Paraguay promotes the dissemination of good practices and the exchange of successful research experiences among and between member states and international organizations on drug policies.

### **Objective 2**

**Strengthen international cooperation as defined in the international legal instruments related to the world drug problem, maintaining respect for human rights.**

CICAD notes with satisfaction that the competent authorities in Paraguay carry out cooperative activities at the regional and international levels to investigate and prosecute criminals for drug-related offenses. Likewise, CICAD notes that the country carries out activities to strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with international legal instruments, when investigating and prosecuting criminals on drug-related offenses. Furthermore, CICAD notes that Paraguay has enacted and adopted, during the evaluation period (2019-2023), the following legislative and administrative measures and actions to improve implementation of obligations set forth within international legal instruments related to the world drug problem, respecting human rights and gender equality. Likewise, CICAD observes that the country has ratified or acceded to all the international legal instruments of the United Nations and all the OAS Inter-American legal instruments regarding the world drug problem and related crimes.







**ORGANIZATION OF AMERICAN STATES (OAS)  
INTER-AMERICAN DRUG ABUSE CONTROL COMMISSION (CICAD)**

1889 F Street NW  
Washington, D.C. 20006  
[www.cicad.oas.org](http://www.cicad.oas.org)