



**ORGANIZATION OF  
AMERICAN STATES (OAS)**



**MEM**

**MULTILATERAL EVALUATION  
MECHANISM (MEM)**

**INTER-AMERICAN DRUG ABUSE  
CONTROL COMMISSION (CICAD)**

**SECRETARIAT FOR MULTIDIMENSIONAL  
SECURITY (SMS)**

# Panama

Evaluation Report on Drug Control

2014





Organization of  
American States

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**Organization of American States (OAS)  
Secretariat for Multidimensional Security (SMS)  
Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)**

# Panama

**EVALUATION REPORT ON DRUG CONTROL  
2014**

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## PREFACE

The Multilateral Evaluation Mechanism (MEM) is a diagnostic tool, designed by all member states of the Organization of American States (OAS), to periodically carry out comprehensive, multilateral evaluations on the implementation level of the Plan of Action of the Hemispheric Drug Strategy of member states of the Inter-American Drug Abuse Control Commission (CICAD). As part of the Secretariat of Multidimensional Security (SMS), CICAD is the OAS specialized agency responsible for the implementation of this Mechanism, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile in 1998.

The MEM is not only an evaluation instrument, but has also become a valuable source of information on the progress achieved by the individual and collective efforts of the governments of OAS member states, thus strengthening hemispheric cooperation, promoting dialogue among governmental authorities of member states and precisely channeling assistance to areas requiring greater attention by optimizing resources. The MEM process in itself is assessed by the Intergovernmental Working Group (IWG) comprised of delegations from all member states, which meets before the onset of each evaluation round to review and strengthen all operational aspects of the mechanism.

The national evaluation reports for the Sixth Round collect the results of the level of implementation of the 27 recommendations, emanating from the Plan of Action 2011-2015 of the Hemispheric Drug Strategy 2010, and were drafted by experts in the different areas, assigned by each member state. Experts do not work on their own country's report, guaranteeing the transparent, objective and multilateral nature of the MEM. Each chapter is based on countries' responses to a survey covering the main thematic areas of the Hemispheric Drug Strategy: institutional strengthening, demand reduction, supply reduction<sup>1</sup>, control measures and international cooperation, as well as additional and updated information, provided by the government-appointed coordinating entities.

This report covers the country evaluation for the MEM Sixth Evaluation Round, which covers the 2013 to mid-2014 period. All MEM reports are available through the following webpage: <http://www.cicad.oas.org>.

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<sup>1</sup> In accordance with the CICAD Commissioner's agreement at their fiftieth regular session (November 2011), the supply reduction chapter refers exclusively to the topic of illicit crops. For this reason, the CICAD Commissioners decided, at their fifty-fourth regular session (December 2013), that the recommendations in this chapter (11 to 15) would only be applied to those countries that have significant illicit crops.





## INSTITUTIONAL STRENGTHENING

### RECOMMENDATION 1

ESTABLISH AND/OR STRENGTHEN NATIONAL DRUG AUTHORITIES, PLACING THEM AT A HIGH POLITICAL LEVEL, WITH THE MISSION TO COORDINATE THE EFFECTIVE PLANNING AND IMPLEMENTATION OF NATIONAL DRUG POLICIES.

**Evaluation:** Complete

Panama's national drug authority is the National Commission for the Study and Prevention of Drug-related Crimes (CONAPRED), under the administration and management of the Attorney General's Office. This authority has a legal basis and a budget, and coordinates the areas of supply reduction, demand reduction, control measures, observatory on drugs, international cooperation and program evaluation. The country has a coordination mechanism to carry out the effective planning and implementation of national drug policies.



## INSTITUTIONAL STRENGTHENING

### RECOMMENDATION 2

DESIGN, IMPLEMENT, STRENGTHEN AND UPDATE NATIONAL EVIDENCE-BASED STRATEGIES AND POLICIES ON DRUGS.

**Evaluation:** Complete

Panama has a National Drug Strategy 2012-2017. The Strategy includes the areas of demand reduction, supply reduction, control measures and international cooperation. The relevant actors are involved in the designing, drafting and execution of the National Strategy, which has a monitoring and evaluation framework.





## INSTITUTIONAL STRENGTHENING

### RECOMMENDATION 3

ESTABLISH AND/OR STRENGTHEN NATIONAL OBSERVATORIES ON DRUGS OR SIMILAR TECHNICAL OFFICES TO DEVELOP NATIONAL DRUG INFORMATION SYSTEMS AND FOSTER SCIENTIFIC RESEARCH ON THIS SUBJECT.

**Evaluation:** Partially complete

Panama has the Panamanian Observatory on Drugs (OPADRO). The country has one priority study in demand reduction and has priority information in supply reduction. Drug demand and supply reduction information is disseminated to all relevant parties.

Panama does not have national household surveys or studies on access to patient registers in treatment centers in the area of demand reduction. In the area of supply reduction, there is no priority information on the number of seizures of pharmaceutical products, quantities of seized pharmaceutical products or the number of laboratories seized producing illicit plant-based and synthetic drugs. The country has not carried out a study on the economic and social cost of drugs in the past 10 years.



## DEMAND REDUCTION

### RECOMMENDATION 4

DEVELOP AND IMPLEMENT COMPREHENSIVE DEMAND REDUCTION POLICIES, PLANS AND/OR PROGRAMS.

**Evaluation:** Complete

Panama has comprehensive demand reduction programs that include the areas of prevention, early intervention, treatment and rehabilitation, social reinsertion, and recovery support services. These programs have been designed using the available evidence from recognized organizations and include a gender perspective. The country monitors and evaluates the demand reduction programs that it implements, and amends and updates them in accordance with the evaluations carried out. Panama has adopted a multisectoral approach to its demand reduction programs, with the participation of a variety of sectors.



## DEMAND REDUCTION

### RECOMMENDATION 5

DESIGN AND IMPLEMENT A COMPREHENSIVE SYSTEM OF EVIDENCE-BASED UNIVERSAL, SELECTIVE, AND INDICATED PREVENTION PROGRAMS, WITH MEASURABLE OBJECTIVES, AIMED AT DISTINCT TARGET POPULATIONS, INCLUDING AT-RISK GROUPS.

**Evaluation:** Complete

Panama has universal, selective, and indicated prevention programs addressing drug use and aimed at different population groups. Selective and indicated prevention programs vary based on the presence of risk factors. The country has a comprehensive prevention system.



## DEMAND REDUCTION

### RECOMMENDATION 6

PROMOTE THE INTEGRATION OF TREATMENT AND RECOVERY PLANS AND PROGRAMS INTO THE PUBLIC HEALTH SYSTEM AND ADDRESS DRUG DEPENDENCE AS A CHRONIC, RELAPSING DISEASE.

**Evaluation:** Complete

Panama has a network of public health system facilities responsible for health care within its territory. These facilities carry out drug use screening and have screening instruments in place for early detection of drug use, provide guidance and brief intervention and systematic referral to treatment for persons affected by drug use. The public health system coordinates with other sectors, such as private institutions and non-governmental organizations (NGOs) to provide in-patient and out-patient treatment services, rehabilitation, aftercare and recovery support services. Treatment centers have an accreditation system. The public health facilities have a monitoring system that produces statistical data, which are collected and used by the Ministry of Health and the National Mental Health Institute.



## DEMAND REDUCTION

### RECOMMENDATION 7

FACILITATE ACCESS FOR DRUG-DEPENDENT PERSONS TO A SYSTEM OF DRUG TREATMENT, REHABILITATION, SOCIAL REINSERTION, AND RECOVERY SERVICES THAT ARE EVIDENCE-BASED AND FOLLOW INTERNATIONALLY-ACCEPTED QUALITY STANDARDS.

**Evaluation:** Complete

Panama undertakes actions to facilitate access to treatment, rehabilitation, and social reinsertion to the various population groups affected by drug use. The treatment, rehabilitation, and social reinsertion interventions are tailored to the population profiles being served.



## DEMAND REDUCTION

### RECOMMENDATION 8

EXPLORE THE MEANS OF OFFERING TREATMENT, REHABILITATION, SOCIAL REINSERTION AND RECOVERY SUPPORT SERVICES TO DRUG-DEPENDENT CRIMINAL OFFENDERS AS AN ALTERNATIVE TO CRIMINAL PROSECUTION OR IMPRISONMENT.

**Evaluation:** Mostly complete

Panama has national legislation that creates and provides for alternatives to incarceration for drug dependent criminal offenders. The law offers measures such as suspension of the proceedings, if the defendant enters a drug dependency program, either on a residential or out-patient basis. If convicted, the offenders enter mandatory treatment programs.

Panama does not have standard operating procedures to identify and select the candidates that meet the requirements to participate in alternatives to incarceration, nor does it monitor the progress of participants in these programs. The country does not evaluate this program of alternatives to incarceration.



## DEMAND REDUCTION

### RECOMMENDATION 9

STRENGTHEN GOVERNMENTAL RELATIONSHIPS WITH ACADEMIC AND RESEARCH INSTITUTIONS AND SPECIALIZED NON-GOVERNMENTAL ORGANIZATIONS (NGOs), IN ORDER TO GENERATE EVIDENCE ON THE DEMAND FOR DRUGS.

**Evaluation:** Complete

Panama has a national drug authority that maintains cooperative relationships with academic and research institutions, civil society organizations and other relevant institutions dealing with the drug demand reduction related issues. The information generated by these institutions and organizations is used in the design of demand reduction policies and programs. The Panamanian Drugs Observatory (OPADRO), academic and research institutions, and non-governmental organization (NGOs) analyze, update and design the country's drug strategies and policies on drugs. To support and improve the operations of this network, regular meetings are held with the institutions involved, strengthening services and analyzing drug use trend data.



## DEMAND REDUCTION

### RECOMMENDATION 10

PROMOTE AND STRENGTHEN TRAINING AND CONTINUING EDUCATION OF PROFESSIONALS, TECHNICIANS AND OTHERS INVOLVED IN THE IMPLEMENTATION OF DEMAND REDUCTION ACTIVITIES.

**Evaluation:** Complete

Panama has introductory training programs and continuing education geared to personnel working in demand reduction programs. The country offers training programs at the certificate, diploma, undergraduate and graduate levels that focus on the scientific approach and best practices, in order to enhance knowledge and strengthen skills in their technical and professional fields. Panama also facilitates access to advanced training programs on the subject at the national and international levels. The specialized training in demand reduction includes a gender perspective. The country monitors and evaluates the training programs, and uses the findings to update and modify the programs.





## SUPPLY REDUCTION

### RECOMMENDATIONS 11–15

**Evaluation:** Not applied

In consideration of Panama's situation, CICAD agreed not to apply any category from the evaluation scale to the following recommendations, given that the country does not have significant illicit crop areas:

**RECOMMENDATION 11:** ADOPT AND/OR IMPROVE COMPREHENSIVE AND BALANCED MEASURES AIMED AT REDUCING THE ILLICIT SUPPLY OF DRUGS.

**RECOMMENDATION 12:** ADOPT AND/OR IMPROVE DATA COLLECTION AND ANALYSIS MECHANISMS WITH A VIEW TO CARRYING OUT ASSESSMENTS THAT WILL FACILITATE THE DEVELOPMENT OF PUBLIC POLICIES AIMED AT THE REDUCTION OF THE ILLICIT SUPPLY OF DRUGS.

**RECOMMENDATION 13:** PROMOTE STUDIES AND RESEARCH THAT CONTRIBUTE TO THE EARLY IDENTIFICATION AND MONITORING OF NEW AND EMERGING TRENDS THAT COULD PROVIDE UPDATED INFORMATION ON THE ILLICIT SUPPLY OF DRUGS.

**RECOMMENDATION 14:** ACCORDING TO THE NEEDS OF EACH COUNTRY, ADOPT COMPREHENSIVE MEASURES, SUCH AS INTEGRAL AND SUSTAINABLE ALTERNATIVE DEVELOPMENT AND LAW ENFORCEMENT INITIATIVES.

**RECOMMENDATION 15:** PROMOTE ACTIONS TO REDUCE THE NEGATIVE IMPACT ON THE ENVIRONMENT CAUSED BY THE WORLD DRUG PROBLEM, IN ACCORDANCE WITH NATIONAL POLICIES.



## CONTROL MEASURES

### RECOMMENDATION 16

#### IMPLEMENT PROGRAMS TO PREVENT AND REDUCE THE ILLICIT PRODUCTION OF PLANT-BASED AND SYNTHETIC DRUGS.

**Evaluation:** Partially complete

Panama participates in ongoing training programs on detection and dismantling of laboratories illicitly manufacturing plant-based and synthetic drugs, aimed at law enforcements agents responsible for related control activities. These training programs are offered annually by international organizations and cover best practices for the dismantling of laboratories for illicit drug manufacturing, safety measures for dismantling this type of laboratory and their environmental impact.

Panama does not have mechanisms available to detect and identify laboratories for the illicit manufacturing of plant-based and synthetic drugs. The country does not have a national information system on the detection and dismantling of this type of laboratory, nor does it have protocols for dismantling them in the event they are detected.



## CONTROL MEASURES

### RECOMMENDATION 17

ADOPT OR STRENGTHEN CONTROL MEASURES IN ORDER TO PREVENT THE DIVERSION OF CONTROLLED CHEMICAL SUBSTANCES TOWARDS ILLICIT ACTIVITIES.

**Evaluation:** Complete

Panama has criminalized those acts established in Article 3 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 and has regulations for the control of controlled chemical substances in accordance with Article 12 of the Convention. Panama has an updated register of all individuals and corporations handling these substances, and has a system for licensing manufacturers and distributors. As part of its control activities, the country conducts regular inspections and audits of the establishments of individuals and corporations that handle controlled chemical substances. In addition, the country issues administrative and civil penalties for infractions or violations by natural and legal persons that handle controlled chemical substances. Panama's legislation has established a competent authority responsible to coordinate control activities of controlled chemical substances, which has legal authority to exercise its functions. The country has mechanisms for the timely issuance of pre-export notifications for controlled substances that are sent to other States, and for responding to those sent by other countries.



## CONTROL MEASURES

### RECOMMENDATION 18

ADOPT OR STRENGTHEN CONTROL MEASURES TO PREVENT THE DIVERSION OF NARCOTICS, PSYCHOTROPIC SUBSTANCES, PHARMACEUTICAL PRODUCTS WITH PSYCHOACTIVE PROPERTIES AND THOSE USED IN THE PRODUCTION OF SYNTHETIC DRUGS.

**Evaluation:** Complete

Panama has legislation for the control of narcotic drugs, psychotropic substances and preparations containing them, as called for in the United Nations Single Convention on Narcotic Drugs of 1961, as amended by the 1972 Protocol, and the United Nations Convention on Psychotropic Substances of 1971. The country has a national authority responsible for coordinating activities to control these substances and products, and its legal powers, functions and responsibilities are established under current law. Panama has mechanisms to estimate the requirements for narcotic drugs for medical and scientific purposes, which allow collection of the information established in Article 19 of the Single Convention on Narcotic Drugs of 1961. The country provides for application of administrative penalties for infractions or violations of the regulations by medical professionals, administrators, and legal representatives of establishments that handle narcotics, psychotropic substances, and psychoactive pharmaceutical products.



## CONTROL MEASURES

### RECOMMENDATION 19

ENSURE THE ADEQUATE AVAILABILITY OF NARCOTICS NEEDED FOR MEDICAL AND SCIENTIFIC USE.

**Evaluation:** Started

Panama has conducted an analysis of the impediments to adequate availability of narcotics and psychotropic substances for medical use, and having identified difficulties, is working to amend Law 23 of February 16, 1954, which regulates controlled substances, as one action to correct those impediments.

Panama does not conduct periodic evaluations of the availability of narcotics and psychotropic substances. The country's regulations stipulate that only oncologists and pain specialists may prescribe narcotic drugs, which, in the opinion of its authorities, may be a factor that limits adequate availability for medical use. Similarly, the regulations on record-keeping and handling of these products in health care establishments may have in some way inhibited some of them from handling these types of medications.



## CONTROL MEASURES

### RECOMMENDATION 20

STRENGTHEN NATIONAL ORGANIZATIONS FOR THE CONTROL OF ILLICIT DRUG TRAFFICKING AND RELATED CRIMES.

**Evaluation:** Complete

Panama conducts periodic evaluations of the strengths and weaknesses of the entities responsible for the control of drug trafficking and implements ongoing training plans for those entities responsible for control activities in this area. The country has a formal mechanism for the exchange of information among the entities involved in the control of drug trafficking and has a legal framework to address prevention of drug trafficking. In addition, the country has laws or regulations that include provisions for the safe and final disposal of seized drugs.



## CONTROL MEASURES

### RECOMMENDATION 21

IDENTIFY NEW TRENDS AND PATTERNS REGARDING ILLICIT DRUG TRAFFICKING AND RELATED CRIMES.

**Evaluation:** Complete

Panama analyzes data on recent trends in drug trafficking and related crimes. The country updates its legislation based on the identification of new trends in drug trafficking and related crimes.



## CONTROL MEASURES

### RECOMMENDATION 22

#### PROMOTE IMPROVEMENTS IN INFORMATION SYSTEMS ON ILLICIT DRUG TRAFFICKING AND RELATED CRIMES.

**Evaluation:** Partially complete

Panama has national statistics on drug trafficking, which include a number of variables related to this topic, and has standard methods for gathering and validating the data provided by the various agencies involved. The country also has a national early warning system on new behaviors of criminal organizations in drug trafficking. This system spans law enforcement agencies in Panama and is linked to international drug observatories. The system produces confidential reports for the decision-making process regarding the control of drug trafficking.

Panama does not conduct technical studies or research on drug trafficking and related crimes, nor does it conduct drug characterization or impurity profiling studies, based on the specific situation of the drug trafficking problem in its territory.





## CONTROL MEASURES

### RECOMMENDATION 23

ADOPT MEASURES FOR EFFECTIVE COOPERATION IN CRIMINAL INVESTIGATIONS, INVESTIGATION PROCEDURES, COLLECTION OF EVIDENCE, AND THE EXCHANGE OF INTELLIGENCE INFORMATION AMONG COUNTRIES, ASSURING DUE RESPECT FOR THE VARIOUS NATIONAL LEGAL SYSTEMS.

**Evaluation:** Mostly complete

Panama has formal mechanisms for the secure and effective exchange of intelligence information in the investigation of cases of drug trafficking and related crimes, which are established in various laws and regulations. The country takes part in training programs on the exchange of intelligence information in the investigation of cases related to this issue. This training is provided by national and international organizations. The country has legal frameworks for the investigation of all assets within the scope of drug trafficking cases.

Panama does not have formal mechanisms for coordination or exchange of information and best practices for the prevention, investigation and control of activities relating to drug trafficking via the Internet.



## CONTROL MEASURES

### RECOMMENDATION 24

ADOPT OR STRENGTHEN, AS APPLICABLE, CONTROL MEASURES FOR THE ILLICIT TRAFFICKING OF FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS ASSOCIATED WITH ILLICIT DRUG TRAFFICKING.

**Evaluation:** Partially complete

Panama criminalizes the illicit manufacture of and trafficking in firearms, ammunition and explosives. In order to prevent losses or diversions, the country takes the necessary measures to ensure the security of imported and in transit firearms, ammunition, explosives and other related materials. Likewise, ensures the security of exported firearms, ammunition and other related materials. The country requires the appropriate marking of firearms, permitting identification of the manufacturer's name and serial number. The country maintains a licensing system for the importation of firearms, ammunition and other related materials. There is a register of firearms, ammunition, explosives and other related materials seized in operations related to drug trafficking.

Panama does not take the necessary measures to ensure the security and prevent losses or diversion of explosives being exported. Panama does not require the identification of place of manufacture in the marking of firearms and does not require the appropriate marking of any firearm confiscated or forfeited. The country does not maintain a system of licenses for the export or international transit of firearms, ammunition, explosives or other related materials nor for the importation of explosives. There is no national authority responsible for coordinating control activities for the illicit manufacture of and trafficking in firearms, ammunition, explosives and other related materials that includes the measures called for in Article 8 of the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials of 1997.



## CONTROL MEASURES

### RECOMMENDATION 25

ESTABLISH, UPDATE, OR STRENGTHEN LEGISLATIVE AND INSTITUTIONAL FRAMEWORKS IN MATTERS OF PREVENTION, DETECTION, INVESTIGATION, AND PROSECUTION OF MONEY LAUNDERING.

**Evaluation:** Partially complete

Panama has a complementary system of laws regarding the prevention and control of money laundering, financing of terrorism and forfeiture of illicitly derived assets, which makes possible the forfeiture of assets related to money laundering. The country has a Financial Analysis Unit (FAU).

Panama does not fully comply with the list of predicate offenses, given that its regulations do not follow the model that includes a specific category of predicate offenses called "serious crimes," and do not include a legal definition of that term. The FAU does not have an independent budget, as it is part of the Public Security and National Defense Council. As such, the Ministry of the Presidency will include in its budget the necessary allocations for its operation.



## CONTROL MEASURES

### **RECOMMENDATION 26**

CREATE OR STRENGTHEN, IN ACCORDANCE WITH NATIONAL LEGISLATION, THE COMPETENT NATIONAL ORGANIZATIONS FOR THE MANAGEMENT OF SEIZED AND/OR FORFEITED ASSETS, AND THE DISPOSITION OF FORFEITED ASSETS.

**Evaluation:** Complete

Panama has a single agency responsible for the management and disposition of seized and forfeited assets in cases of drug trafficking and money laundering. The country has a legal framework that establishes the procedures to be followed to determine the final disposition of seized and forfeited assets and has manuals, regulations and directives on asset management. In addition, the country participates in training programs on the management of seized and forfeited assets.



## INTERNATIONAL COOPERATION

### RECOMMENDATION 27

REAFFIRM THE PRINCIPLE OF COOPERATION CONTAINED IN INTERNATIONAL INSTRUMENTS TO ADDRESS THE WORLD DRUG PROBLEM, THROUGH ACTIONS TO ENSURE COMPLIANCE AND EFFECTIVENESS.

**Evaluation:** Complete

Panama has ratified the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, the United Nations Convention against Transnational Organized Crime of 2000 and the Inter-American Convention on Mutual Assistance in Criminal Matters of 1992. The country has legislation that permits the extradition of citizens for crimes of trafficking and money laundering. Also, there are legal mechanisms for bringing to trial those persons whose extradition was denied on the grounds set out in Article 4.2.a of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. Legislation exists that enables it to provide reciprocal judicial assistance to third party States in investigations, trials, and legal proceedings for money laundering. The country has adopted measures to identify, trace, preventative embargo, seizure and confiscation of proceeds or property of equal value, the materials and equipment and other instrumentalities used in or intended for use in the crime of drug trafficking or money laundering. Panama has mechanisms for the administrative cooperation with agencies and services in other countries on inquiries on the identity, whereabouts, and activities of persons allegedly linked to drug trafficking; the movement of proceeds or assets used to commit the crime of drug trafficking; the movement of controlled substances. The country has legal provisions that permit the use of controlled delivery of drugs; and has legal obligations for the proper marking of imported firearms. The country has designated central authorities in accordance with the pertinent international instruments related to drug trafficking, firearms control, transnational organized crime and mutual assistance in criminal matters.



## CONCLUSIONS

The MEM Sixth Evaluation Round report reflects the country's internal reality regarding the implementation of the Hemispheric Drug Strategy (2010) and its Plan of Action (2011-2015) from 2013 to mid-2014. CICAD recognizes that among the 27 common recommendations, Panama has completed 14, mostly completed two, partially completed five, started one, and five are not applicable.

**In the area of Institutional Strengthening,** Panama has a national drug authority under the Attorney General's Office and a national anti-drug strategy. The country has a technical office which functions as a national observatory on drugs. There is one priority demand reduction study (1 of 3) and has the majority of the priority supply reduction information (7 of 10).

**In the area of Demand Reduction,** Panama has comprehensive demand reduction programs that are monitored, evaluated and updated. The country has a comprehensive prevention system. The public health system facilities offer early detection screening of drug use and provide guidance and brief intervention and systematic referrals to treatment. The public health system uses a multisectoral approach to the provision of inpatient and residential treatment services, aftercare and recovery support services. Treatment centers have an accreditation system. Panama has alternatives to incarceration for drug-dependent criminal offenders. Policies, plans and programs are developed with the support of academic and research institutions and civil society organizations. Training and continuing education for demand reduction personnel, which goes from a certificate level to graduate degrees, includes evidence-based approaches and best practices.

**In the area of Supply Reduction,** CICAD agreed not to apply any category from the evaluation scale, given that Panama does not have significant illicit crop areas.

**In the area of Control Measures,** Panama has ongoing training programs on the detection and dismantling of laboratories for the illicit manufacture of plant-based and synthetic drugs. However, it does not have mechanisms to detect and identify them, does not have a national-information system in this regard, and does not have protocols for their dismantling, should one be detected.

Regarding the control of pharmaceutical products and controlled chemical substances, Panama has legislation for the control of such chemical substances and cooperates



with other States. The country has laws regulating the manufacture of and domestic distribution channels for controlled chemical substances, and has a relevant authority with the necessary powers to coordinate activities to control the diversion of precursor chemicals. Regarding the control of narcotics, psychotropic substances and preparations containing them, Panama analyzes impediments to their adequate availability for medical use and is working to resolve them. However, it does not conduct regular evaluations regarding their availability.

Panama has formal mechanisms for the exchange of information among the institutions involved in the control of drug trafficking and related crimes, as well as for the secure and effective exchange of intelligence information in the investigation of related cases. In addition, the country implements ongoing training plans among the respective control agencies, has statistical information in this area at the national level, and updates its legislation based on evidence regarding recent trends in drug trafficking and related crimes. In addition, the country has laws or regulations that include provisions for the safe and final disposal of seized drugs, and has a national early warning system on new behaviors of criminal organizations in this area.

The laws that criminalize the illicit manufacture of and trafficking in firearms, ammunition and explosives include measures to prevent loss and diversion in the course of licit trade, with the exception of exported explosives. In addition, the country has a register of such items seized in operations and activities related to drug trafficking, but does not have a national authority responsible for coordinating control activities. Panama does not require firearms marking to include the place of manufacture and does not require the marking of seized or forfeited firearms.

Panama has legislation criminalizing money laundering and regulations for its prevention and control, as well as a Financial Intelligence Unit, though it does not have an independent budget. In addition, the country does not comply with the full list of predicate offenses. Measures for the management and disposal of seized and forfeited assets include guidelines for appropriate management, through a single agency responsible for this function.

**In the area of International Cooperation,** Panama has ratified the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, the United Nations Convention against Transnational Organized Crime of 2000, the Inter-American Convention on Mutual Assistance in Criminal Matters of 1992 and has



designated central authorities in said conventions. The country has legal provisions to permit the extradition for the crime of drug trafficking and money laundering. Also, the country has legal provisions for providing reciprocal judicial assistance to third party States in investigations, trials, and legal proceedings for drug trafficking and money laundering. In addition, the country has legal provisions that permit the use of controlled delivery of narcotic drugs and psychotropic substances in order to identify persons involved in the crime of drug trafficking.

CICAD recognizes Panama for its continued participation and commitment during the Sixth Evaluation Round of the MEM. In accordance with its national situation, the country is encouraged to fully implement the Plan of Action (2011-2015) of CICAD's Hemispheric Drug Strategy (2010).





## SUMMARY OF THE STATUS OF COMPLIANCE WITH RECOMMENDATIONS

INSTITUTIONAL STRENGTHENING		
NO.	RECOMMENDATION	EVALUATION
1	Establish and/or strengthen national drug authorities, placing them at a high political level, with the mission to coordinate the effective planning and implementation of national drug policies.	COMPLETE
2	Design, implement, strengthen and update national evidence-based strategies and policies on drugs.	COMPLETE
3	Establish and/or strengthen National Observatories on Drugs or similar technical offices to develop national drug information systems and foster scientific research on this subject.	PARTIALLY COMPLETE
DEMAND REDUCTION		
4	Develop and implement comprehensive demand reduction policies, plans and/or programs.	COMPLETE
5	Design and implement a comprehensive system of evidence-based universal, selective, and indicated prevention programs, with measurable objectives, aimed at distinct target populations, including at-risk groups.	COMPLETE
6	Promote the integration of treatment and recovery plans and programs into the public health system and address drug dependence as a chronic, relapsing disease.	COMPLETE
7	Facilitate access for drug-dependent persons to a system of drug treatment, rehabilitation, social reintegration, and recovery services that are evidence-based and follow internationally-accepted quality standards.	COMPLETE
8	Explore the means of offering treatment, rehabilitation, social reinsertion and recovery support services to drug-dependent criminal offenders as an alternative to criminal prosecution or imprisonment.	MOSTLY COMPLETE
9	Strengthen governmental relationships with academic and research institutions and specialized non-governmental organizations (NGOs), in order to generate evidence on the demand for drugs.	COMPLETE
10	Promote and strengthen training and continuing education of professionals, technicians and others involved in the implementation of demand reduction activities.	COMPLETE



SUPPLY REDUCTION		
11	Adopt and/or improve comprehensive and balanced measures aimed at reducing the illicit supply of drugs.	NOT APPLIED
12	Adopt and/or improve data collection and analysis mechanisms with a view to carrying out assessments that will facilitate the development of public policies aimed at illicit supply of drugs reduction.	NOT APPLIED
13	Promote studies and research that contribute to the early identification and monitoring of new and emerging trends that could provide updated information on the illicit supply of drugs.	NOT APPLIED
14	According to the needs of each country, adopt comprehensive measures, such as integral and sustainable alternative development and law enforcement initiatives.	NOT APPLIED
15	Promote actions to reduce the negative impact on the environment caused by the world drug problem, in accordance with national policies.	NOT APPLIED
CONTROL MEASURES		
16	Implement programs to prevent and reduce the illicit production of synthetic and plant-based drugs.	PARTIALLY COMPLETE
17	Adopt or strengthen control measures in order to prevent the diversion of controlled chemical substances towards illicit activities.	COMPLETE
18	Adopt or strengthen control measures to prevent the diversion of narcotics, psychotropic substances, pharmaceutical products with psychoactive properties and those used in the production of synthetic drugs.	COMPLETE
19	Ensure the adequate availability of narcotics needed for medical and scientific use.	STARTED
20	Strengthen national organizations for the control of illicit drug trafficking and related crimes.	COMPLETE
21	Identify new trends and patterns regarding illicit drug trafficking and related crimes.	COMPLETE
22	Promote improvements in information systems on illicit drug trafficking and related crimes.	PARTIALLY COMPLETE
23	Adopt measures for effective cooperation in criminal investigations, investigation procedures, collection of evidence, and the exchange of intelligence information among countries, assuring due respect for the various national legal systems.	MOSTLY COMPLETE
24	Adopt or strengthen, as applicable, control measures for the illicit trafficking of firearms, munitions, explosives, and other related materials associated with illicit drug trafficking.	PARTIALLY COMPLETE



25	Establish, update, or strengthen legislative and institutional frameworks in matters of prevention, detection, investigation, and prosecution of money laundering.	<b>PARTIALLY COMPLETE</b>
26	Create or strengthen, in accordance with national legislation, the competent national organizations for the management of seized and/or forfeited assets, and the disposition of forfeited assets.	<b>COMPLETE</b>
<b>INTERNATIONAL COOPERATION</b>		
27	Reaffirm the principle of cooperation contained in international instruments to address the world drug problem, through actions to ensure compliance and effectiveness.	<b>COMPLETE</b>



## GLOSSARY

### I. INSTITUTIONAL STRENGTHENING

**Relevant actors:** includes civil society, scientific community, university based researchers, government at the national, regional and local levels.

### II. DEMAND REDUCTION

**Alternatives to incarceration:** vary from jurisdiction to jurisdiction, but most involve suspension of the judicial process provided the offender volunteers to participate in a monitored drug treatment program.

**Available evidence:** use of information, from different sources, to support an effect with an adequate degree of confidence, so that it can be used as a basis for a particular recommendation. The quality of the information sources will indicate the level of confidence for the estimate of the effect.

**Comprehensive (prevention) system:** organizations and programs that provide addiction prevention services, and are interconnected with each other and with several organizations, programs and channels that provide support services.

**Indicated prevention programs:** a set of actions targeting persons who use drugs.

**Public health system:** Includes all organizations, institutions and resources whose principal objective is to carry out activities designed to improve health. The majority of national health systems include the public, private, traditional and informal sectors. The four primary functions of a health system include: provision of services, generation of resources, financing and management.

**Selective prevention programs:** a set of actions targeting a specific segment of the population, which, because of personal, social, family, or socio-cultural and related characteristics, is vulnerable to the diverse risk factors leading to drug use.



**Social reinsertion:** any social intervention with the aim of integrating former or current problem drug users into the community. The three 'pillars' of social reinsertion are (1) housing, (2) education and (3) employment (including vocational training). May also be referred to as "social re-integration."

**Universal prevention programs:** a set of preventive actions targeting the entire population independent of risk.

### III. SUPPLY REDUCTION

**Regulatory framework:** the set of established laws and regulations that governs the activities of the institutions responsible for the formulation, development and application of drug supply reduction policies and/or programs.

**Risk factors:** risk factors are those conditions that contribute to the emergence or strengthening of illicit activities and/or to the neutralization of law enforcement activities.

**Social inclusion:** a situation which ensures that all citizens, without exception, are able to exercise their rights, use their skills, and take advantage of opportunities available to them.

**Vulnerable populations:** those sectors or population groups that, due to poverty, ethnic origin, health, age, gender or disability, are unable to develop and improve their circumstances. This vulnerability places such persons at a disadvantage with regard to exercising their full rights and freedoms.

### IV. CONTROL MEASURES

**Drug characterization and impurity profiling:** use of scientific laboratory information in support of law enforcement operation work, aimed at establishing links between drug samples. It consists of the systematic collection and sharing, in a standardized form, of physical and chemical information on a drug seizure, including the analysis and use of trace impurities to link different drug samples.







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