

ANNEX 1

of the Commission Implementing Decision on the **Action Document for COPOLAD II - Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies**

1. IDENTIFICATION

Title/Number	COPOLAD II – Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies CRIS number: 2014 / 037-563		
Total cost	Total estimated cost: EUR 10,000,000 Total amount of EU budget contribution: EUR 10,000,000		
Aid method/ Management mode and type of financing	Direct management implemented by headquarters		
DAC-code	16063	Sector	Narcotics control

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The proposed action “COPOLAD II – Cooperation programme between Latin America, the Caribbean and the European Union on Drugs Policies” is part of the Multi-Annual Regional Indicative Programme for Latin America for the financial period 2014-2020, specifically the priority area on the security-development nexus, which seeks to promote security conditions conducive to inclusive development. Building on the first phase of COPOLAD, this particular action aims at supporting the capacity of beneficiary states and communities to develop integrated, balanced and human rights-based national drug policies covering both drug demand and supply reduction efforts, in line with the principle of co-responsibility. Expected results are an increased capacity to monitor drug issues and to formulate integrated, balanced and evidence-based drug policies at national level; reduced drug production, reduced demand and harm of drugs and reduced levels of drug trafficking; strengthened action against illicit financial flows and money laundering deriving from drug trafficking; increased control of precursors; and a strengthened EU-CELAC (Community of Latin American and Caribbean States) Coordination and Cooperation Mechanism on Drugs.

During the identification and formulation phases, the results and lessons learnt of the ongoing (first) phase of COPOLAD as well as of other relevant EU initiatives, like the Cocaine Route Programme, funded under the Instrument contributing to Stability and Peace, were carefully analysed and taken into account. Preliminary consultations were also carried out with the Latin American and Caribbean beneficiaries.

2.2. Context

Based on the Multi-Annual Regional Indicative Programme 2007-2013 for Latin America, the European Commission currently fully finances the “Cooperation Programme between Latin America and the European Union on Drugs Policies” (COPOLAD) with almost EUR 6.6

million from the Development Cooperation Instrument (DCI). COPOLAD – which will hereunder be called “COPOLAD I” for the sake of distinction from the proposed follow-up action “COPOLAD II” – is managed via direct centralised management through a grant contract awarded to a consortium¹ led by Spain, following a call for proposals open to all EU Member States and Latin American countries. The day-to-day management is carried out by an Executive and Coordination Body (ECB) based in Madrid. The programme’s implementation period will come to an end in June 2015, after an initial 42 months duration plus a 13 months extension.

The overall objective of the ongoing phase of COPOLAD I is to contribute to improving the coherence, balance and impact of policies related to drugs in Latin America, while the specific objectives are to strengthen capacities and encourage the different stages of the process of elaborating these policies in Latin American countries by improving the dialogue and reinforcing the cooperation of the national agencies and other actors responsible for global and sector drugs policies in Latin American and EU countries. These objectives are meant to be achieved through activities in four major intervention areas, i.e. components:

- Consolidation of the national drugs observatories of Latin American countries;
- Capacity-building in the reduction of drug demand;
- Capacity-building in the reduction of drug supply;
- Consolidation of the EU-CELAC Coordination and Cooperation Mechanism on Drugs.

¹ The consortium is composed of below-listed categories of countries/organisations. Notwithstanding, all EU and CELAC countries are beneficiaries of the programme.

1) Latin American partner countries:

ARGENTINA. Secretaría de Programación para la Prevención de la Drogadicción y la Lucha contra el Narcotráfico, SEDRONAR.

BRASIL. Secretaría Nacional de Políticas de Drogas. Presidencia de la República, SENAD.

CHILE. Servicio Nacional de Prevención y Rehabilitación del Consumo de Drogas y Alcohol, SENDA.

COLOMBIA. Dirección de Política contra las Drogas y Actividades Relacionadas. Ministerio de Justicia y del Derecho.

PERÚ. Comisión Nacional para el Desarrollo y Vida sin Drogas, DEVIDA.

URUGUAY. Junta Nacional de Drogas, JND.

2) European partner countries:

FRANCE. Mission Interministérielle de Lutte contre la Drogue et la Toxicomanie, MILDT.

GERMANY. Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH, GIZ.

PORTUGAL. Instituto da Droga e da Toxicodependência, IDT.

SPAIN. Delegación del Gobierno para el Plan Nacional sobre Drogas. Ministerio de Sanidad, Servicios Sociales e Igualdad, DGPNSD.

Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas, FIIAPP.
Centro de Inteligencia contra el Crimen Organizado. Ministerio del Interior, CICO.

3) Collaborating agencies (countries and organisations):

COSTA RICA. Instituto Costarricense de Drogas, ICD.

ECUADOR. Consejo Nacional de Control de Sustancias Estupefacientes y Psicotrópicas, CONSEP.

MÉXICO. Consejo Nacional contra las Adicciones, CONADIC.

POLAND. Polish Central Bureau of Investigation, PCB.

ROMANIA. Anti-Drugs National Agency, ANA.

CICAD. Inter-American Drugs Abuse Control Commission.

EMCDDA. European Monitoring Centre for Drugs and Drug Addiction.

IDPC. International Drug Policy Consortium.

PAHO. Pan-American Health Organization.

RIOD. Red Iberoamericana de ONG's que trabajan en Drogodependencias.

Every facet of the drug problem – production, trafficking and consumption – **influences development prospects for all countries in Latin America and the Caribbean.** Despite this relationship, drug and development policies traditionally tended to be formulated in isolation. The drug problem was not included in the Millennium Development Goals, for example, despite the negative impact drugs have on key goals such as health, life expectancy, education, employment, human rights and poverty reduction. Beyond the toll on health and family structure, the drug problem implies high social and economic costs² that affect the economy, the environment, political processes, and even the social fabric that is essential for well-functioning democracies.³ While possible explanations for the increase in violence and crime in the region are multi-faceted, drugs may be associated with this phenomenon primarily for two reasons: the first refers to growing, producing and selling drugs, and the second to the consequences of the State fighting drug trafficking organizations. Drug trafficking and/or possession are also a root cause for serious problems in the penitentiary system of several countries, e.g. overcrowding of prisons.⁴

Nowadays many countries from the Community of Latin American and Caribbean States (CELAC) are at a turning point in their approach to drugs-related problems. Some of them are questioning the **impact of the drug control policies** pursued over the last decades, which were mainly focused on law enforcement and reduction of drug supply. As a consequence of these policies, many lives were lost due to drug trafficking, and social problems increased, linked to the fight between cartels for the control of production areas as well as to smuggling. Rather than favouring the so-called “war against drugs”, many Latin Americans now call for a new approach, focusing more on drug demand reduction (i.e. prevention, treatment, risk and harm reduction, social reintegration and rehabilitation – increasingly necessary in the region due to the rising rates of drug consumption). This has increased the interest of CELAC countries in new, holistic perspectives and strategies such as the below-cited EU Drugs Strategy, which tackle drug issues in a more integrated manner. These changing circumstances have positioned COPOLAD I with its holistic, balanced and evidence-based approach as a very attractive and interesting programme for all CELAC countries. It has furthermore provided a good opportunity for the EU to improve collaboration and cooperation in a geographical region and thematic area traditionally headed by the United States.

EU-CELAC cooperation in the fight against illicit drugs takes place within a well-defined framework based on the wider EU international policy on drugs. This cooperation builds on mutual understanding of shared responsibility, a balanced and evidence-based approach, and compliance with international law, including respect for human rights. The envisaged COPOLAD II will pursue the same approach as the first phase, and will thereby be in line with the current **EU Drugs Strategy 2013-2020** (implemented through the current 2013-2017 and subsequent 2017-2020 Action Plans), which sets out the priorities and objectives for the action on drugs for EU Member States and EU institutions alike. The Strategy is based on the fundamental values of the Union: respect for human dignity, liberty, democracy, equality, solidarity, the rule of law and human rights. It also fully respects the three International Drug Control Conventions, the Universal Declaration on Human Rights and other key United Nations declarations. At its core are two policy areas (drug demand reduction and drug supply reduction) and three cross-cutting issues (coordination, international cooperation and research, and information and monitoring). The international cooperation is based on the principles of shared responsibility; multilateralism; an integrated, balanced and evidence-based approach;

² INCB 2013 annual report, chapter 1: “Economic consequences of drug use”

³ OAS report on the Drug Problem in the Americas 2013, study on “Drugs and development”

⁴ UNDP Report on Citizen Security with a Human Face. Evidence and Proposals for Latin America 2013-2014

the mainstreaming of development; respect for human rights and dignity; and international conventions.

Since consistency between internal and external action on drugs has been of concern to the EU, these principles have guided the political dialogue of the EU with its partner countries such as the CELAC region. Within the EU-LAC framework for political dialogue, the EU and Latin American and Caribbean countries decided in 1999 to set up a **Coordination and Cooperation Mechanism on Drugs** (“the Mechanism”) between the two regions with a view to organising a regular biregional dialogue on drugs issues. Since then, one High Level Meeting (HLM) has been organized each year, preceded and followed by technical committee meetings. This biregional dialogue has been flanked by a sub-regional (with the Andean community) and bilateral (Brazil, Peru) ones. Furthermore, bilateral agreements on drug precursors' control – a field of exclusive EU competence under the responsibility of the Directorate General Taxation and Customs Union (TAXUD), where the EU can have very big leverage – have been concluded with Bolivia, Chile, Colombia, Ecuador, Mexico, Peru and Venezuela⁵. The specific problems faced by Central America and the Caribbean as drug transit regions have been recognized in the recently adopted EU Strategy on Public Security in Central America and the Caribbean. Both regions have adopted their own regional strategies focusing on the intertwined challenges related to security.

The importance that both EU and CELAC countries attach to tackling the drugs phenomenon is furthermore reflected in the **EU-CELAC Action Plan 2013-15**, which includes a specific reference to COPOLAD. The Action Plan lists a number of initiatives consistent with the priorities established at the first EU-CELAC Summit held in Santiago de Chile in January 2013. Chapter six of the Action Plan's eight chapters is dedicated to “the world drug problem”, the objective being “to strengthen bi-regional dialogue and effectiveness of joint efforts to tackle the world drug problem as identified and developed in the framework of the EULAC Coordination and Cooperation Mechanism on Drugs in accordance with the principle of common and shared responsibility through an integrated and balanced approach and in conformity with international law”. States therein commit to “support the establishment of EU-LAC networks to share experiences, know-how and best practices to tackle the world drug problem, via policy development and capacity building such as the COPOLAD programme” as well as to “strengthen cooperation against the diversion and illicit trafficking of chemical precursors.”

In the framework of the **EU development policy**, drugs are addressed as an important area of cooperation by several financial instruments, notably the Instrument contributing to Stability and Peace (IcSP) and the Development Cooperation Instrument (DCI). The latter explicitly includes drugs among the priority areas for EU support, notably with regard to geographical programmes in the region of Latin America, both for the previous financial period 2007-13 and the new period 2014-20.

As regards the **Caribbean**, it is noteworthy to underline that COPOLAD I activities have been open to all national drugs agencies in Latin America, the Caribbean and the EU – however, with the restriction that expenses incurred by the Caribbean countries could not be reimbursed due to legal constraints stemming from the former DCI Regulation. The Caribbean countries have regretted this shortcoming on multiple occasions and repeatedly requested to be included as fully-fledged beneficiaries in a next phase. This concern is fully shared by the European Commission, given that COPOLAD II will continue to contribute to strengthening the Mechanism, in which *all* Latin American and Caribbean countries are

⁵ There are two joint follow-up groups that meet on an annual basis: one with Mexico and another one with the other six countries.

represented. The independent Mid-Term Evaluation of COPOLAD I, elaborated on in section 2.3., has come to the same conclusion. COPOLAD II will thus be able to maximize its impact only under the condition that the Caribbean countries be fully included in the programme. It is therefore considered that the exceptional and duly justified circumstances required by Article 16 of the DCI Regulation⁶ (“Participation by a third country not eligible under this Regulation”) are fulfilled so as to extend the eligibility of COPOLAD II actions to the Caribbean countries, thereby ensuring the coherence and effectiveness of EU financing in an intervention of regional nature.

2.3. Lessons learnt

An independent **Mid-Term Evaluation of COPOLAD I**, commissioned by the European Commission, was conducted from May to November 2013 with the objectives (i) to review the overall performance of the programme; (ii) to provide recommendations for its improvement; and (iii) to provide recommendations for relevant follow-up actions for the programming period 2014-2020. Its **main conclusions** were as follows:

- COPOLAD I is valued highly by all the beneficiaries and stakeholders, which confirms the relevance of the chosen intervention areas and the smooth implementation. It is of considerable importance at bi-regional, regional and sub-regional level and its continuation in the near future should be guaranteed in order to ensure the consolidation of achievements.
- The programme has adapted to the needs of the beneficiaries, and the interventions are widely in line with government priorities. The capacity building activities are highly appreciated by the beneficiaries for all the components.
- The programme has contributed to significantly improving and activating the biregional Coordination and Cooperation Mechanism on Drugs. It has established new procedures for a more practical and operative drugs policy dialogue at bi-regional, regional and sub-regional level. The inclusion of technical issues within the Mechanism and in the HLM has enhanced the quality and variety of issues covered by the HLM Declarations and the intensity of the dialogue. COPOLAD has contributed to the involvement and participation of more countries in the Mechanism and enriched the level of diplomatic relations and formal declarations.
- The programme has established good coordination and collaboration with other donors and funding agencies. Cooperation with institutions of the Member States, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), the Inter-American Drugs Abuse Control Commission (CICAD) and the Pan-American Health Organization (PAHO) confirms the level of synergies established with other programmes. A good level of complementarity has also been achieved with other EU programmes in the region, especially in the reduction of supply, namely the Cocaine Route Programme (CRP) and the Programme against Illicit Drugs in the Andean Community (PRADICAN).
- The level of sustainability of participation in the activities depends on the field of intervention. There is, however, a high level of dependence on the programme logistical structures, and as a consequence, actions already set up and functioning could be at risk without any follow-up programme.

⁶ REGULATION (EU) No 233/2014 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020

- The participation of all members of the Mechanism (i.e. also those of the Caribbean) in the programme is essential for the advancement of the bi-regional dialogue. The involvement of all EU Member States would be an asset, providing a more balanced dialogue between the regions.

2.4. Complementary actions

In both the financial periods 2007-2013 and 2014-2020, not only the respective Regional Strategy Papers but also several National Strategy Papers have foreseen programmes for Latin America and the Caribbean in the area of drugs as a focal sector. The evidence available generally confirms the coherence of COPOLAD I with other EU external cooperation projects, in particular those addressing the drug phenomenon and wider issues related to peace and security. The added value of an intervention at regional level consists in the fact that the drugs problem affects all countries in the region. Such a complex situation requires an integrated, holistic response that only regional programmes are able to deliver. The following **EU-funded interventions** are particularly noteworthy in the context of a COPOLAD II:

Bilateral level: In Bolivia, Colombia and Peru there are drug-related programmes regarding alternative crop production and rural development, and a more comprehensive institutional development and capacity building programme on drugs issues; these programmes are going to continue in the next few years. Moreover, a project (DROGASTOP) covering reduction of drug supply and demand is funded in Venezuela (EUR 3.3 million), and another one in Nicaragua on Prevention and Control of Organized Crime and Drugs (EUR 10 million). A project on Support to Security Cooperation in Panama (SECOPA) was recently launched (EUR 28 million).

Sub-regional level: The Programme Against Illicit Drugs in the Andean Community (PRADICAN) finished its implementation in 2013 (EUR 3.3 million); it focused on the support to the drugs observatories, drug demand reduction, alternative development, law enforcement, control of precursors and support to forensic laboratories. Another project in the Andean Community, i.e. the Regional Project to Support Demand Reduction of Illicit Drugs (PREDEM), was launched in 2013 (EUR 6.5 million). The EU furthermore funds a project with the Central American Integration System (SICA) on border security (EUR 5.5 million), and a project on Support to the Central America Security Strategy (EUR 21.5 million) aiming at the prevention of violence and institutional strengthening. In the Caribbean, a sub-regional project for a CARIFORUM Crime and Security Cooperation Programme (EUR 12.6 million) was adopted in 2013. The programme offers a comprehensive, multi-disciplinary approach to crime and security, thereby focusing on drug demand and supply reduction, crime prevention and social development, and capacity building of law enforcement and security agencies.

Trans-regional level: Under the Instrument for Stability (now Instrument contributing to Stability and Peace - IcSP), the EU has – since 2009 – committed almost EUR 35 million in over 38 countries along the so-called cocaine route (from Latin America to Europe via the Caribbean and West Africa) in its efforts to fight against both organised crime and drugs trafficking. In this vein, the purpose of the programme is to enhance regional and trans-regional cooperation capacities for law enforcement, judicial and prosecuting authorities in selected countries of Latin America and the Caribbean (LAC) and West Africa, by providing support in three main domains: stop illicit flows, fight against money laundering and enhancement of information sharing. It therefore comprehensively addresses the multi-faceted challenges posed by organised crime and drug trafficking through a number of complementing projects, some of which cover selected countries in the CELAC region. These

include: AMERIPOL-EU (Law Enforcement and Judicial Cooperation in Latin America), GAFISUD (Support to the Fight against Money Laundering in Latin America), PRELAC (Prevention of the Diversion of Drugs Precursors in the LAC region), AIRCOP (Airport Communication Programme), and, in the near future, also SEACOP (Seaport Cooperation Programme) but limited in this case to the Caribbean only. Another project, CORMS (Cocaine Route Monitoring Support), facilitates synergies between the different components of the Cocaine Route Programme.

Specifically worth highlighting is the **PRELAC** project, which will come to an end after 72 months (divided in two phases – PRELAC I and II) in February 2015. The project's objective has been to assist selected countries in the LAC region in disrupting the availability of chemical precursors used to produce illegal drugs by strengthening the capacities of national control authorities, encouraging cooperation with the private sector and promoting regional and international cooperation. It is implemented by the United Nations Office on Drugs and Crime (UNODC) with a budget of EUR 5.1 million. Recent evaluation exercises, such as the Results-Oriented Monitoring (ROM) concluded in September 2013, have demonstrated its high relevance and impact prospects. In an effort to rationalize, increase the coherence of and avoid overlaps in the EU external action on drugs, funding of PRELAC will be discontinued under the Instrument contributing to Stability and Peace (IcSP) after February 2015 (with the IcSP being used as a last resort instrument where other financial instruments cannot intervene). As such, since a few activities on precursors have already been implemented in the framework of COPOLAD I and in order to build upon and further consolidate the results of PRELAC I and II, it is suggested that precursor-related activities be further expanded under COPOLAD II by including PRELAC main lines of action in component 4 (supply reduction). To note that the current PRELAC's geographical focus has been on selected Latin American and Caribbean countries only, i.e. Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Jamaica, Mexico, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela. Under COPOLAD II, the beneficiaries will be *all* LAC countries.

The **AMERIPOL-EU** project (EUR 3.7 million) is also very relevant in the region since it is addressed at strengthening the exchange of information and intelligence at regional level (through a future pilot Information Exchange System) and the capacities of prosecutors and police officials to conduct complex investigations in Latin America, Europe and West Africa.

As regards relevant interventions from **other donors** in the region, UNODC launched in spring 2014 a CARICOM-UNODC Regional Programme for the Caribbean 2014-2016 (EUR 11.7 million), which covers CARICOM countries, Cuba and the Dominican Republic. It consists of the following five sub-programmes, thereby directly targeting the priority goals of the CARICOM Crime and Security Strategy: (i) countering transnational organized crime, illicit trafficking and terrorism; (ii) countering corruption and money laundering; (iii) preventing crime and reforming criminal justice; (iv) drug use, prevention and treatment and HIV/AIDS and (v) research, trend analysis and forensics.

Finally, **non-governmental organizations** play an important role especially in the field of demand reduction, both in Europe and Latin American and Caribbean countries.

2.5. Donor coordination

Above-cited Mid-Term Evaluation confirmed that COPOLAD I has achieved a **high level of coordination and complementarity** with relevant interventions of EU Member States and other donors, and also improved coherence with other EU policies and activities. The

programme has taken an increasingly active role in donor and EU Member States coordination with several cooperation programmes and organisations. The participation of CICAD, PAHO, the EMCDDA and Member States agencies such as the German development cooperation agency (GIZ) in an important number of interventions has corroborated the synergies and cooperation established with multiple institutions.

The wide range of objectives that COPOLAD II will pursue, following COPOLAD I's approach, will complement **other EU programmes** addressing drugs policies. Coordination and linkages that have already been established with programmes such as the CRP, e.g. in the organization of activities, will be maintained and – wherever possible – increased in order to avoid duplicating activities with similar objectives on the one hand, and to complement them and benefit from their experience in the same geographical scope and fields of intervention on the other. Future activities of COPOLAD II will thus carefully take into account the objectives and actions of other EU programmes in the region.

There are **few significant projects of EU Member States** in the field of drugs in LAC. The interventions in the region are limited to the OAS (the SAVIA project, financed by Spain and with activities in Colombia, Ecuador, Peru and Uruguay), to several non-governmental organisations (NGOs) working in demand reduction (e.g. treatment and rehabilitation) and to concrete interventions of EU Member States at bilateral level. For example, GIZ is very active in alternative development in the Andean Community. The Belgian, British and Spanish cooperation fund programmes in Peru in the area of demand reduction with the collaboration of civil society. These interventions tend to focus on the shorter term, and mostly pursue a geographically limited approach. The second phase of COPOLAD, like the first one, will concentrate on a much more global approach than certain specific programmes implemented by EU Member States in CELAC do. The added value of the EU-funded COPOLAD II will thus consist in providing a global cooperation framework that Member States can complement through specific actions of limited thematic and geographic scope.

3. DETAILED DESCRIPTION

3.1. Objectives

The objectives and priorities of COPOLAD II will focus on the comprehensive, balanced and evidence-based approach to drugs issues, based on international cooperation and dialogue, as well as on demand and supply reduction, in line with the EU Drugs Strategy 2013-2020 and related Action Plan.

Overall objective:

- To contribute to improved coherence, balance and impact of drugs policies in LAC countries, as well as to strengthen bi-regional dialogue and effectiveness of joint efforts to tackle the world drug problem.

Specific objectives:

- To facilitate the rapprochement and cooperation of the national agencies in charge of global drugs policy-making in LAC and EU countries, so as to strengthen capacities and encourage the different stages of the process of elaborating drugs policies in LAC countries.
- To facilitate the exchange and cooperation between agencies and national actors in charge of sectoral drugs policies in LAC and EU countries, so as to contribute to building the capacities of the competent authorities in LAC countries.

3.2. Expected results and main activities

The four components inherent to COPOLAD I will be maintained in COPOLAD II, given that the stakeholders have expressed their satisfaction with this comprehensive approach to the drugs phenomenon on various occasions (e.g. above cited Mid-term Evaluation). It is furthermore in line with the European Drugs Strategy and the chapter on drugs in the EU-CELAC Action Plan. The final activities will be selected also in terms of added value with regard to other EU-funded programmes, with which they will be closely coordinated. As a lesson from COPOLAD I, it will furthermore be important that the activities be targeted in a differentiated and flexible manner between countries, based on the interest and expertise of each country and how it is affected by the drugs problem; a methodological approach is needed that takes into account regional diversity while accomplishing more effective and tailor-made interventions. Lastly, the main lines of action of the PRELAC project, whose financing will be discontinued by the Cocaine Route Programme, will be advanced under component 4.

Component 1: Consolidation of the national observatories

To define coherent policies and be able to evaluate them, national drugs agencies and policy makers need access to information about the overall drugs problem that is accurate, up-to-date, trustworthy, and compatible and comparable in the sub-regional, regional and international spheres. CELAC countries have been assisted in the last twenty years by CICAD in the pursuit of this goal but with uneven results. Although almost every CELAC country has developed at some stage an integrated drugs information system (production, consumption, trafficking etc.), the actual state of affairs varies significantly. Countries like Argentina, Chile, Uruguay, Peru and Mexico have very well developed observatories and information systems on drugs with qualified and permanent staff, while others barely have any structure or trained staff. The institutional framework is also of great diversity in size, stage of development and organization. Some of the main problems are the lack of staff, equipment and infrastructure and problems in collecting data. Thanks to COPOLAD I, a minimum common set of standards has been identified to permit the availability of more comparable data. Also, the main training needs of the staff of national observatories were satisfactorily identified and an Early Warning System intervention started. However, significant differences remain between countries due to the variety of circumstances such as the structure, needs and development of indicators, which demands continued support to be provided through the proposed second phase of the project. EU support for data collection and qualitative analysis, in line with the EMCDDA⁷ standards, have been considered a valuable contribution from the European national observatories to the LAC counterparts already during COPOLAD I.

The expected result of the component is the strengthened capacity of the national observatories, resulting in a deepened knowledge of the drugs situation in each LAC country and in the region as a whole; and well-functioning methods of disseminating and comparing this knowledge.

Indicative main activities:

- Annual meeting of the EU and LAC national observatories, with exchange of methodology

⁷ It is recommended that the EMCDDA be associated with the execution of this component.

of good practices and successes.

- Training workshops that group countries with similar interests and level of acquired expertise.
- Dissemination of knowledge such as national annual reports, synthesis documents and investigation results.
- Pilot projects of "twin observatories" between EU and LAC countries.

Component 2: Capacity-building in reduction of demand

The EU understands the drug problem first and foremost as a health issue. Member States are of the opinion that drug users should be considered as patients and as such be entitled to medical treatment; that all stages from prevention, early intervention, treatment, risk and harm reduction, social reintegration and rehabilitation should be covered; and that targeting health and social risks should be a core element of drugs policies at national and international level. In the field of reduction of demand, the EU has thus acquired rich and varied experience for several decades through a diversity of actions and national responses. Thanks to harm reduction measures initiated in many EU countries back in the 1980s, it has been possible to stabilise the consumption of injected heroine and control the spread of HIV in the 1990s.

At the same time, of all drugs-related issues, drug demand reduction is the area with least institutional development in the majority of LAC countries, despite some work of NGOs and civil society organizations. It remains a component with few resources and with little previous regional exchange. At a time when consumption of natural and synthetic drugs and of new psychoactive substances (NPS) is increasing in LAC countries, exchange of experience and good practices between both regions is nonetheless strategic. In line with COPOLAD I, the interventions of COPOLAD II will be oriented to establish a common basis in prevention, treatment and rehabilitation models and in building up common agreements to identify best practices and quality standards.

The expected result for this component is to strengthen the capacities of competent authorities and other relevant actors in LAC countries, aimed at consolidating evidence-based drugs policies in the field of demand reduction, especially in the fields of prevention, treatment and rehabilitation, harm reduction and social integration.

Indicative main activities:

- Themed workshops and work visits in order to exchange experience and good practices in prevention, treatment, risk and harm reduction, social reintegration and rehabilitation.
- Activities to enhance the implementation of consensus and conclusions reached during COPOLAD I on the adoption of quality and evidence-based criteria to facilitate the implementation of programmes and their accreditation, as well as further develop a sustainable training of trainers' strategy in key areas of drug demand reduction, including planning and evaluation.

Component 3: Capacity-building in reduction of supply

As opposed to demand reduction, LAC countries often have long-standing experience with supply reduction, notably in terms of law enforcement and alternative development. There are more previous experiences in coordination, and more funding from other donors. COPOLAD I has integrated these aspects smoothly, establishing coordination with other programmes.

COPOLAD II will further increase this coordination and carefully avoid possible duplication of activities, especially as regards the Airport Communication Project (AIRCOP), the Seaport Cooperation Project (SEACOP), the Law Enforcement and Judicial Cooperation in Latin America Project (AMERIPOL-EU) and the Support to the Fight Against Money Laundering in Latin America Project (GAFISUD) of the Cocaine Route Programme. Taking into account LAC's own experience, and other relevant EU cooperation projects, this component will be principally directed towards complementing, consolidating and expanding, on a regional level, already existing initiatives. The envisaged activities will further contribute to strengthening the competent authorities in the area of supply reduction. Training and evaluation of accumulated experience in alternative development could also be envisaged. Particular emphasis will be given to strengthening cooperation against the diversion and illicit trafficking of chemical precursors in order to ensure continuity of major lines of action of the PRELAC project, ending in February 2015, and coherence with activities under the scope of the bilateral agreements on precursors. Synthetic drugs and their precursors, as well as NPS, are relatively new realities in the LAC region. Sharing information with the EU countries, which have a lot of experience in this sensitive area, is thus considered essential.

The expected result for this component is the strengthening of capacities of the competent authorities in LAC countries responsible in the field of supply reduction, in particular in the areas of alternative development, money laundering and prevention of precursor diversion.

Indicative main activities:

- Cross-cutting seminars, workshops, studies, study visits or exchanges for relevant staff of competent authorities of LAC countries in the field of reduction of supply: exchange of experience and good practice in law enforcement areas such as penal antidrug legislation and its implementation, alternatives to prison, and mutual legal assistance.
- Workshops and dissemination of good practices in the field of alternative development in order to strengthen the capacities of competent authorities in regions where crops are cultivated for the production of illicit drugs.
- Workshops to exchange experience and best practices on money laundering and the diversion of drugs precursors.

Component 4: Policy support, dialogue and consolidation of the Mechanism

The national drugs agencies are a key element of any policy in the fight against drugs, in spite of the institutional weakness they often display. A forum between these EU and LAC bodies, the principal actors in drugs policy-making, for an exchange of experience, good practices and information is indispensable in the face of the global drugs problem. Such a platform is essential for the political-technical dialogue on the worldwide nature of the drugs phenomenon. It is also a very useful forum to further strengthen the national coordinating services in LAC countries and to stimulate intersectoral cooperation. The results of the national drugs agencies' (in the countries that these do not exist, the entities responsible for policy-making) cooperation will be the chief element of consolidation of the Mechanism in its basic principles: On the one hand, that implies operationalizing key concepts of the drugs problem i.e. global policy, balanced policies, and shared responsibility; on the other, enhancing the role of the national drugs agencies and the observatories in terms of design, implementation, monitoring and evaluation of policies and strategies.

The expected result of the component is an improved framework of dialogue, exchange and capacity building between the agencies in charge of drugs policy-making in LAC and the EU. The capacities of the LAC countries will be strengthened, and a system of sustainable management for their dialogue and cooperation will be maintained and expanded. Rather than replacing the meetings of the Mechanism, the suggested activities will complement them.

Indicative main activities:

- Annual conferences on themes chosen in the scope of the Mechanism that represent current problems needing concerted action, i.e. new challenges and new responses to the drugs phenomenon in LAC and Europe. This annual conference will be organised back-to-back with the High Level Meetings of the Mechanism, thereby boosting participation and bringing in expert knowledge.
- Attendance and long-distance capacity-building activities for relevant staff from the national drugs agencies on selected technical aspects and key concepts of drugs policies such as integrated policies, balanced approach, shared responsibility, comparative legislation, policy design, implementation and evaluation tools, mechanisms for inter-service coordination and cooperation, socio-economic costs related to drugs, as well as specialized documentation support to facilitate evidence-based decision making.

3.3. Risks and assumptions

Thanks to its holistic approach, COPOLAD I was able to make important efforts to adapt its **methodology** to the realities and conditions of CELAC countries, and has demonstrated a significant level of flexibility. However, the complexity and variety of situations has at times made it complicated to adapt some interventions of the programme to the needs of all beneficiaries. While some activities were of limited value to certain institutionally advanced countries to which the content was already very well known, less advanced countries could hardly reach the level required to participate. That said, successful support was evident in countries where the institutional framework was already rather well developed, as demonstrated by drug agencies with a clear mandate and a comprehensive national drugs strategy, for example in Argentina, Uruguay and Chile. However, in countries with less favourable contexts for cooperation, the impact and ownership was much lower. COPOLAD II will therefore pursue the strategy to better adapt the programme activities by tailoring them to groups of countries with a similar institutional background and interests. It will aim at both maintaining a high level of engagement of more advanced countries and take into account the needs and requirements of new countries (e.g. the Caribbean) that will be included. At the same time, however, the challenge will be to maintain the fully regional character of the programme.

Another risk is related to the **perception of each LAC country to be a fully-fledged beneficiary** of the programme. In COPOLAD I, the fact that only a few Latin American countries had initially decided to participate in the consortium following a call for proposals launched by the European Commission, led to a distinction between “partner countries of the consortium” and “other beneficiary countries”. This has generated the perception of different categories of country participation in the implementation of COPOLAD I, with the result that those countries which are not members of the consortium but members of the Mechanism (and therefore, beneficiaries of the programme) consider their status within the implementation of the programme as “secondary”. In order to avoid that such a perception hinders some countries’ commitment and participation in the interventions of COPOLAD II,

it will be extremely important to involve all CELAC countries in the new programme from a very early stage on, detailing the participation criteria in the envisaged call for proposals.

The **operational coordination** of the activities in COPOLAD II will be focused, rather than on bilateral matters between the coordination body and the country, on coordination between countries. A higher implication of leading countries will be encouraged in order to facilitate more ownership and exchange rather than creating dependence on a coordination body.

In COPOLAD I, some **approaches** have been perceived as “too European”, thus being suitable for EU but not necessarily LAC circumstances. COPOLAD II will therefore put greater emphasis on the adaptability of EU approaches to the LAC context. It is important to underline though that European approaches have not been criticized as such. The EU global approach to drugs in the region determines the position of the EU and its Member States and how they are perceived in LAC countries. COPOLAD actions are seen as European proposals shared by Member States and not only as the proposals of COPOLAD experts. Although all EU Member States participate in COPOLAD in a formal way as members of the Mechanism, their effective participation has been, with a few exceptions, relatively low, demonstrating an unequal interest in the biregional dialogue on drugs. COPOLAD II will thus try to stimulate increased **EU participation** across all activities.

Another risk that was identified in COPOLAD I is the considerable volatility of some of the staff trained by the programme due to changes inside national LAC institutions. There is a **high rate of mobility** inside the institutions and among policy makers (top political level of the national drugs agency, project representative within national agencies, re-organization within governments etc.). This risk will be mitigated by maximizing information flows, thereby boosting the sensation of ownership by all beneficiaries.

COPOLAD II will re-consider the **sustainability** of certain interventions, as lessons learnt from COPOLAD I have shown that the dependence on certain products established by the programme and its logistical structures is relatively strong. It will furthermore be essential to ensure that activities are defined such that concrete outputs rather than open-ended activities are the aim.

COPOLAD II will try to top COPOLAD I's achievements in so far as it will intend to go beyond training activities and conferences and the creation of personal contacts for individual/specific interventions. A real perspective of a jointly **coordinated strategic approach** will be the final aim.

3.4. Cross-cutting issues

Crosscutting issues, as outlined in the EU Drugs Strategy, will be duly taken into account in COPOLAD II. A **sustainable development approach** will be applied to the activities in alternative development. Interventions in rural development will contribute to diminishing cocaine production and trafficking and to dismantling clandestine laboratories, and they will take into account environmental aspects, social development and economic sustainability. A **gender approach** has received significant attention in COPOLAD I; one annual conference was exclusively dedicated to the gender-dimension of the drug phenomenon. COPOLAD II will ensure that gender as a cross-cutting issue will be even further strengthened. The beneficiary will have to include a global gender analysis of all activities in the yearly progress reports.

A **good governance and human rights approach** was a main intervention principle in COPOLAD I. COPOLAD II will build on this and also adopt a rights-based approach. It will be implicitly implemented in every intervention.

3.5. Stakeholders

The **EU-CELAC Coordination and Cooperation Mechanism on Drugs** has been the reference framework for COPOLAD I and will also be for COPOLAD II. The Mechanism was launched in 1995 in Madrid (although its first official meeting took place in 1999 in the city of Panama) with the objective to strengthen the dialogue and the joint efforts between both regions to tackle the drugs phenomenon. It is the reference forum for cooperation and the exchange of experience and information between both regions in this field. At its core is an annual plenary High Level meeting whose location alternates between Europe and LAC. Several Technical Committee meetings in Brussels, attended by representatives from the respective embassies, ensure continuity between the plenary sessions. Prior to COPOLAD I, the High Level meetings brought together primarily representatives from the Foreign Affairs Ministries. By organizing annual programme conferences back-to-back with the High Level meetings, COPOLAD I boosted expert participation from each country (i.e. from the respective agencies responsible for the national drugs policies), thereby enhancing the technical quality of debates in the High Level meetings as well as the political declarations resulting therefrom. In 2014, the annual meeting of the Joint Follow-Up Group on precursors was added to this back-to-back organisational scheme.

The **National Drugs Observatories** are key actors for the programme on the ground. The proposal aims to further consolidate them so that they can better collaborate in the fight against drugs, putting them in the “driving seat” as often they find themselves in the heart of sectoral ministries. It is essential to work in the Mechanism with the National Drugs Observatories (and/or people responsible for the national anti-drugs policies) in order to go beyond the political and diplomatic level. In the current situation, these National Drugs Observatories exist in practically all LAC countries, albeit qualitative and quantitative differences in terms of statistical output exist and their configuration varies significantly from one country to the next. There are both fairly strong, centralised agencies (e.g. Chile) and much more fragile, fragmented and unstable ones (e.g. Bolivia, where the national observatory was established only during COPOLAD I). Generally in the latter cases, reforms have been undertaken or re-structuring is being considered at government level. It is important to point out that in Europe such discrepancies also exist and consequently, qualitative improvements are still possible and expected in both regions. From the beginning, the set-up of these national observatories, inspired by advances of the EMCDDA in Europe with its network of national focal points (European information network on drugs and drug addiction - REITOX), was stimulated by the hemispheric coordination efforts of CICAD and by the emergence of its scientific research branch, the Inter-American Observatory on Drugs (OID). European cooperation should be complementary to the work of CICAD, but with a deliberately bi-regional focus (EU-LAC). In the medium term, this cooperation could permit the production of standardised annual reports in the LAC region, as is already the case in Europe. A convergence and comparison of information on a bi-regional scale should become possible, as well as a better mutual understanding of the evolution of the situation in the field of drugs and corresponding national policies.

Other beneficiaries of the COPOLAD II programme will be the **professionals** in the services and structures involved in the policies and measures for **demand reduction** (prevention, treatment, risk and harm reduction, social reintegration and rehabilitation), and in the measures for **supply reduction** (law enforcement and customs officers, magistrates, lawyers, bankers etc. as well as actors in alternative development). The possible involvement of European agencies such as the EMCDDA in this cooperation would, like in COPOLAD I, bring added value in terms of institutional and technical support.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner countries, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months from the date of the award of the grant, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

The structures and instruments designed for planning and decision-making will be key to the institutional and political development of COPOLAD II, and also influence the technical progress. The above-cited Mid-Term Evaluation of COPOLAD I concluded that it was recommended to maintain and ensure the participation and coordination of agencies and institutions with a significant experience in the region and in the development and improvement of drug indicators, like CICAD, the EMCDDA and the PAHO; as well as to continue with the involvement of Member States agencies and experts – important in a field that requires a great variety of expertise and a high level of specialization. It will also be fundamental to increase the responsibility of the countries in the definition and implementation of the contents of the programme in order to boost horizontal coordination as well as ownership of products and processes. Furthermore, more civil society participation in the programme activities – in particular in component 3 – would be desirable. Thanks to their extensive experience, their involvement is a significant element in the implementation of effective interventions particularly in the reduction of drug demand.

4.3.1. Grants: call for proposals (direct management)

(a) Objectives of the grant, fields of intervention and expected results

Proposed **actions** will be considered eligible if:

- their objective is consistent with the programme's specific objectives as per section 3.1., and their results are in line with section 3.2.;
- they include jointly the four priority components of the programme as per section 3.2.;
- they are inspired by the priority areas for cooperation projects included in the EU-CELAC Action Plan on Drugs 2013-15 and are coherent with the EU Drugs Strategy 2013-2020 and corresponding Action Plan;
- the applicants present a methodology whereby the activities can be adapted to the evolution and needs of the LAC countries;
- the applicants explicitly state that they commit to cooperate actively with the Steering Committee chaired by the European Commission and constituted by representatives of the European Commission, the co-

presidencies of the EU-CELAC Coordination and Cooperation Mechanism on Drugs, representatives from the consortium to which the grant is awarded, and possibly representatives of European agencies such as the EMCDDA;

- they take into account cross-cutting issues as per section 3.4.

(b) Eligibility conditions

In order to be eligible for a grant, **applicants** must:

- be legal persons and
- be non-profit making and
- belong to the following categories: national drugs agencies or development cooperation agencies with pertinent experience in the drugs sector and
- be nationals of a Member State of the EU or CELAC and
- be directly responsible for the preparation and management of the action with their co-applicants, not acting as an intermediary and
- have sufficient capacity to manage actions of this grant's magnitude.

Applicants must act with **co-applicants** that will be subject to the following eligibility criteria:

- national drugs agencies and other public specialised agencies or bodies of the Member States of the EU or CELAC responsible for global and/or sectoral drugs policies,
- national drugs observatories of the Member States of the EU or CELAC,
- public ministries of the Member States of the EU or CELAC responsible for drugs policies.

In addition to the applicant, each proposal must include at least one co-applicant from one EU country and at least two co-applicants from two different LAC countries. The maximum number of co-applicants is indicatively fixed at 10, which is considered a number compatible with sound financial management. Co-applicants must participate in designing and implementing the action. All activities must be open to all EU and LAC countries.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 100%. The maximum possible rate of co-financing may be up to 100 % in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be

justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to launch the call
First trimester of 2015.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

In accordance with Article 8(3) of Regulation (EU) No 236/2014 and with regard to the regional nature of this action, the Commission decides that natural and legal persons from the following countries, territories or regions shall be eligible for participating in procurement and grand award procedures: Caribbean countries. The supplies originating there shall be eligible. The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(3) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realization of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR	Third party contribution
4.3.1. Call for proposals (direct management)	10,000,000	n/a
Total	10,000,000	n/a

4.6. Performance monitoring

The COPOLAD II programme will be followed and evaluated in compliance with the European Commission procedures established in this matter. The coordination entity of the programme will produce an annual report on the programme achievements as a whole and component by component.

The annual report will identify the main evolutions of the programme, the potential problems and will propose the appropriate and necessary modifications in order to maintain its coherence and relevance as a whole as well as its complementarity with other projects.

The monitoring and control system will involve the main actors of COPOLAD II: the national drugs agencies of EU and LAC countries directly involved in the management and coordination consortium, and the EU Delegations from the relevant LAC countries.

4.7. Evaluation and audit

A mid-term evaluation of the programme will be conducted by independent experts contracted by the European Commission in compliance with the existing procedures. A final external evaluation will be conducted upon completion of the programme.

An independent audit mission will be carried out upon completion of the programme, in accordance with European Commission auditing regulations.

4.8. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with parts of the budget indicated in section 4.3.1 above.

The measures shall be implemented by the grant beneficiary. Appropriate contractual obligations shall be included in the grant contract. Compliance with communication and visibility obligations will be closely monitored by the European Commission throughout the entire project duration.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.