

Multilateral  
Evaluation  
Mechanism  
MEM

# Uruguay

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

Inter-American Drug Abuse Control Commission – **CICAD**

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1999  
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2000  
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Organización de los Estados Americanos – OEA  
Comisión Interamericana para el Control del Abuso de Drogas – CICAD

Organization of American States – OAS  
Inter-American Drug Abuse Control Commission – CICAD

Organização dos Estados Americanos – OEA  
Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA  
Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

## NATIONAL ANTI-DRUG STRATEGY

**U**ruguay has a National Anti-Drug Plan, which covers the areas of supply reduction, demand reduction, control measures, institutional framework, budget, and an evaluation system.

There is a central coordinating authority entitled the National Drug Board (JND), established by Executive Decree, that coordinates the areas of demand reduction, supply reduction, control measures and the information center. Its legal basis stems from Executive Decree 463/88 modified by Executive Decree 346/99. The JND does not have its own budget, although in order to carry out its activities and in fulfillment of its functions, it has funds deriving from the budget allocated to the Office of the President. Part of its activities are financed by funds from the Executing Unit of the Office of the President.

Uruguay has ratified the United Nations Convention of 1988. It has acceded to the UN Conventions of 1961 and 1971. It has also ratified the Inter-American Convention Against Corruption. It has signed the Inter-American Convention on Mutual Assistance in Criminal Matters, and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials.

Furthermore, it has national laws and regulations to deal with the issue of drugs in accordance to international conventions. Specifically, it has legislation on money laundering, firearms, ammunition, explosives, and controlled chemical substances in accordance with CICAD Model Regulations.

Uruguay has an integrated system for the collection and maintenance of statistics and documents. It also has a separate unconnected collection of documents and statistics in the following areas: demand reduction, supply reduction, control measures and the societal impact of illicit drugs.

## Recommendations

1. **Seek to establish a separate budget for the National Drug Board to carry out its activities.**
2. **Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters and the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials.**

## DEMAND REDUCCION

Uruguay has the appropriate framework in place to carry out demand reduction programs in all areas. Considerable expansion of prevention programs will be required in order to extend coverage to all of the key populations. Uruguay has a National Drug Demand Reduction Strategy. There is a national system of drug abuse prevention programs, available to very low percentages of key populations: 5% of school children, 10% of community leaders, and 2% of prisoners and prison officers. There are no programs for street children or out of school youth, but some programs have been carried out directed at professional sex workers. Uruguay is a signatory and member of the regional Memorandum of Understanding "Uniform Statistical System" of the United Nations Development Program.

Pilot "Drugs in the Workplace" programs are being carried out.

Uruguay has adopted the UN Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action.

No minimum standards of care for drug treatment have been established. Uruguay has drug treatment and rehabilitation programs that are primarily delivered by Non-Governmental Organizations and utilize a variety of treatment modalities. There are no early detection and outreach programs. The majority of the programs are based on treatment, rehabilitation, and social reintegration and after-care. Professional specialized training in drug abuse prevention and treatment is offered. Assessments of the prevalence of drug use in the general population are conducted periodically through a household survey. Research is carried out in the area of prevention and drug use.

The average age of first use of any illicit drugs is reported to be 13 years, for both males and females. These data are based on a very select group from three schools.

Other studies, such as the National Survey, indicate a much higher age of first use. The annual incidence of new drug users ranges from less than 0.1% for hallucinogens to 4.7% for alcohol. There have been no studies conducted to evaluate treatment and rehabilitation programs and modalities.

## Recommendations

1. Extend existing programs to include street children and out-of-school youth.
2. Continue developing public and private sector "Drugs in the Workplace" programs.

3. Establish guidelines for minimum standards of care in drug treatment.
4. Strengthen the evaluation system to enable the analysis, monitoring and interpretation of information related to the processes, effects, and impact of interventions in demand reduction measures.

## SUPPLY REDUCTION

**A**lthough there is only marginal cannabis cultivation in Uruguay, the 1998 Anti-drug Act criminalizes all cultivation intended for illicit drug production.

The Ministry of Health is in charge of the regulation of the diversion of pharmaceuticals, as well as the professions involved in their handling. Chemical substances are controlled through the Chemical Substances and Precursors Committee of the National Drug Secretariat, which is composed of public and state agencies. In coordination with the Safety Committee, it also facilitates the exchange of information on an operational level and cooperation between the respective authorities and entities responsible for controlling both types of substances. Uruguay has a network coordinated by the National Drug Secretariat and the Ministry of Health, which includes the institutions responsible for control. This network registers firms and looks into their background, thus facilitating issuance of export, import, and marketing certificates.

The Ministry of Public Health has a specialized data collection area for identifying legitimate needs of pharmaceuticals and controlled chemical substances. Furthermore, the Chemicals Committee of the National Secretariat conducts studies to expand on the information required to establish those needs. Uruguay does not produce controlled chemical substances. Nevertheless, in some isolated cases, the country can re-export some of these substances.

The National Drug Secretariat coordinates, through the Ministry of Health and its supply control agencies, the exchange of information between countries on pharmaceuticals and controlled chemical substances.

In keeping with the Vienna Convention, Law No. 17,016 of 1998 updated the standards that establish civil, penal, and administrative sanctions against the diversion of pharmaceuticals and controlled chemical substances. However, no information is provided on the enforcement of these sanctions in 1999.

## CONTROL MEASURES

Uruguay has law enforcement and administrative agencies in the area of illicit drug trafficking, although there is no judicial agency in this area. The law enforcement agencies are: the Ministry of the Interior, the Office for the Suppression of Illicit Drug Trafficking, the National Naval Prefecture. The administrative agency mentioned is the National Drug Secretariat (Area of Supply Suppression and Related Offenses). Uruguay states that there is a mechanism in place for the timely exchange of operational information for collaboration among national authorities.

There are centralized agencies responsible for the timely exchange of information as well as the international coordination and collaboration, pursuant to international commitments undertaken in this area. These agencies are: the Office for International Legal Cooperation and Justice, Ministry of Education and Culture, the National Drug Secretariat, and the Ministry of the Interior through its Office for the Suppression of Illicit Drug Trafficking.

Uruguay reports 141 drug seizure operations took place, which can be seen below:

Type of Drug	Unit	Quantity
Synthetic Narcotics—Ecstasy	gr.	84
Coca Leaf	gr.	100
Cocaine Base	gr.	18,698.38
Cannabis plants	units	5
Leaf Cannabis (grass)	gr.	493,782.91
Cannabis Resin (hashish)	gr.	1,135.50
Others (specify) LSD	doses	4

Also, Uruguay indicated that 57 persons were arrested with these offenses and 47 charged in connection with illicit drug trafficking, but it did not indicate the number of convictions.

Type of Offense	Number of Persons Arrested	Number of Persons Charged	% With Respect of Arrested
Production, Trafficking, Supplying, and Marketing	57	47	82%

Uruguay reports that it has made 57 requests for international cooperation to investigate and prosecute drug traffickers, and that it has received 40 replies.

Uruguay has criminalized under national law the illicit manufacturing, trafficking, exportation, and importation of firearms, ammunition, explosives, and other related materials.

It has in place administrative controls for the prevention of these activities, as well as laws and regulations authorizing the freezing or seizure of the aforementioned items. It has an administrative agency that maintains a record of the manufacturing, importation, exportation, and transit of firearms, explosives, ammunition, and other related materials, and a body that effects national and international interagency coordination and information exchanges.

In 1999, no persons were charged or convicted in Uruguay for the illicit manufacturing and trafficking of firearms, ammunition, explosives, and other related materials in connection with illicit drug trafficking. The country did not report the number of seizure operations involving firearms, ammunition, explosives, and other related materials exclusively connected to illicit drug trafficking, since no such cases were not detected in 1999.

Uruguay reports that it has not made requests for international cooperation to investigate and prosecute offenses involving the illicit manufacturing and trafficking of firearms, ammunition, explosives, and other related materials.

Uruguay has criminalized asset laundering in its national law, including the suppression and prevention of the laundering of assets derived from drug trafficking proceeds. It also has in place preventive administrative controls and a legal framework that authorizes the freezing or seizure and forfeiture of such assets.

Uruguay has a central agency responsible for receiving, requesting, analyzing, and disseminating to competent authorities disclosures of information relating to financial transactions, thereby allowing for operational collaboration and exchanges of information among national authorities and similar central authorities in other countries. There are also national laws and regulations that require financial institutions and others responsible to report suspicious or unusual transactions to the competent authorities. It also has a mechanism or entity for the management and disposal of seized and forfeited assets related to illicit drug trafficking.

Uruguay reports that no persons were arrested, charged, or convicted for money laundering in 1999.

The country reports that no convictions or administrative or regulatory sanctions were applied by supervisory agencies against financial institutions and others responsible for failure to report suspicious transactions and other violations of asset laundering control measures.

In the area of international cooperation, Uruguay has made requests to investigate and prosecute money laundering offenses under international agreements, to which 2 replies were received.

## Recommendation

1. **Strengthen its mechanism for detection of firearms, ammunition, explosives, and other related materials in connection with illicit drug trafficking.**

## HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

**E**stimating the human, social and economic cost of the drug problem in all of its manifestations constitutes a complex process. This information is relevant to each country's understanding of the magnitude of the drug problem. This would enable each country to appreciate the direct and indirect cost in proportion to their Gross National Product or national annual budget. Because many countries have difficulty in providing these estimates, CICAD is proposing a hemisphere-wide program involving training and technical assistance, which should assist the country in its effort in confronting the drug problem and fulfilling this indicator's requirements.

## Recommendation

1. **Develop the capacity to estimate the human, social, and economic cost of the drug problem.**

## SUMMARY OF RECOMMENDATIONS

**C**ICAD recommends that Uruguay's anti-drug efforts be strengthened by addressing the following:

1. Seek to establish a separate budget for the National Drug Board to carry out its activities.
2. Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters and the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and other Related Materials.
3. Extend existing programs to include street children and out-of-school youth.
4. Continue developing public and private sector "Drugs in the Workplace" programs.
5. Establish guidelines for minimum standards of care in drug treatment.
6. Strengthen the evaluation system to enable the analysis, monitoring and interpretation of information related to the processes, effects, and impact of interventions in demand reduction measures.
7. Strengthen its mechanism for detection of firearms, ammunition, explosives, and other related materials in connection with illicit drug trafficking.
8. Develop the capacity to estimate the human, social, and economic cost of the drug problem.