

Multilateral Evaluation Mechanism MEM



Mexico

2005 PROGRESS REPORT IN DRUG CONTROL
IMPLEMENTATION OF RECOMMENDATIONS
FROM THE THIRD EVALUATION ROUND



**RECOMMENDATION 1:****EXTEND THE COVERAGE OF THE DRUG-RELATED INFORMATION DISSEMINATION SYSTEMS TO THE NATIONAL LEVEL**

PUBLICATION DATE: JUNE 2005

Mexico reports that the National Council Against Addictions (CONADIC) has prepared guides, manuals, and brochures on the prevention of drug abuse, minimum standards of care, preventive models, and community development/awareness during 2004 and 2005.

The country also indicates that the State Councils against Addictions developed a Social Communication program in nine states. In addition, the national campaign on drugs titled *"You can't get this information on the street"* broadcasted 27,218 messages on radio and 3,648 on television. Likewise, in 13 states of the Republic there were 2,801 television messages, 924 radio messages, 871 print media messages, and 2,217,066 printed pieces, such as posters, leaflets, foldouts, pamphlets, and banners.

Mexico reports that there is continuous participation of CONADIC in the country's main radio programs, with nationwide coverage. The Department of Health and the National Council against Addictions signed an agreement with the National Chamber of the Radio and Television Industry (CIRT) and the Advisory Council of that Chamber for 1,253 national radio stations to carry guidance and information messages on addiction prevention, through a Technical Guide prepared by CONADIC.

In the period under review, the telephone hotline handled 358,300 calls from the 32 states, regarding information, referral for treatment, and crisis intervention services. CONADIC's on-line addiction information system reports that during the 2004–2005 period, there were on average 248,000 hits per month on its web page.

The country reports that it will continue to finalize development of the Mexican Observatory on Alcohol, Tobacco, and Other Drugs 2004–2005, finish the remodeling of the website to bring the information closer to the public, for professionals and researchers, conduct a campaign on drug addiction on radio stations and publish prevention messages for patients served in treatment centers.

Additionally, in 2003 the Federal Commission for Protection Against Health Risks (CONFEPRI) launched a program aimed at companies that handle precursors and essential chemicals in order to make them aware of the risks and need for controls in the handling of those substances.

CICAD expresses its satisfaction at compliance with this recommendation.

RECOMMENDATION 2:**STRENGTHEN GOVERNMENT PREVENTION PROGRAMS SPECIFICALLY TARGETING VULNERABLE POPULATION GROUPS, SUCH AS WORKING CHILDREN, STREET CHILDREN, WOMEN, AND INDIGENOUS PEOPLES**

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Mexico reports that the Addictions Action Program of the National Council Against Addictions (CONADIC) has had an impact on the vulnerable populations such as working children, street



children, and others, and is in line with the government's social development policies and gender equality strategies. In carrying out the program, it benefits from the collaboration of local governments, especially from the Federal District through its workshops designed for working children and street children.

The country reports that interagency coordination is under way with both state governments and national health, education, and social agencies, with the participation of agencies such as the National System for Integral Development of the Family, National Commission for the Development of Indigenous Peoples, and the Departments of Social Development and Interior, among others.

Working Children and Street Children: During 2003, the Youth Integration Centers (CIJ) in the Cuauhtémoc borough of the Federal District and in the state of Zacatecas carried out a pilot project aimed at professionals from institutions that work with street children and youngsters. It addressed the design, execution, and evaluation of actions for dealing with drug use problems and the strengthening of theoretical and practical skills for identifying situations and consumption factors inherent to this sector, the prevention of psychological and social risks, and the attention of harm associated with the abuse of tobacco, alcohol, and other toxic substances.

Women: Mexico reports that during 2004 it carried out a pilot project on Preventing Addictions for Women aged 12 to 17 years and still at school, led by the CIJ, with the aim of addressing the link between depression and the use of alcohol, tobacco, and other drugs.

Indigenous Population: the Department of Health has launched activities with the indigenous population through the *"Program to Prevent Abuse in the Consumption of Alcoholic Beverages and Alcoholism in the Indigenous Population."* This program has been revived and adapted for use in the Wixarika Indigenous Population of the Northern Zone of Jalisco and in San Luis Potosí, through the respective State Councils against Addictions. The country reports that it has developed general programs which include the following: the Interagency Healthy Education Program (PIES), the Social Network for an Addiction-Free Mexico, and the Safe Back pack operation.

Mexico informs that to complete implementation of this recommendation, it expects the pilot projects to be concluded by the second half of 2007, and the remaining federal entities to be incorporated once the coordination agreements have been signed.

CICAD recognizes the progress achieved by Mexico and encourages the country to continue working to expand the coverage of its prevention programs to key sectors of the Mexican population.

RECOMMENDATION 3:

STRENGTHEN SYSTEMS FOR COMPILING DATA ON DRUG USE-RELATED MORBIDITY AND MORTALITY

PUBLICATION DATE: JUNE 2005

Mexico describes the institutions in charge of compiling, integrating, and processing data on morbidity-mortality, but it does not report on strengthening systems for compiling data on drug-use-related morbidity and mortality. Likewise, the country reports that, given the complexity and importance of the data for the National Health System, they are presented two years after the events have occurred.

CICAD takes note of the information provided by Mexico in reference to this recommendation and accepts the justification provided by the country.

**RECOMMENDATION 4:****CONDUCT STUDIES TO ESTIMATE THE PREVALENCE OF DRUG USE AMONG NATIONAL SCHOOL POPULATION**

PUBLICATION DATE: JUNE 2005

Mexico has supplied new information on the regional prevalence of drug use among the school population. Accordingly, it has information for the following states: Federal District 2003, Aguascalientes 2005, Tamaulipas 2004, Querétaro 2004, San Luis Potosí 2004, Guanajuato 2002, Campeche 2005, Jalisco 2004, and Chapingo 2005.

CICAD recognizes the progress made by Mexico and encourages the country to complete national drug use prevalence studies in the school population.

RECOMMENDATION 5:**INCREASE THE COVERAGE OF, AND THE BUDGET APPROPRIATION FOR, INTEGRAL DEVELOPMENT**

PUBLICATION DATE: JUNE 2005

In Mexico, the integral development programs are not directly linked to alternative development. However, the country reports that sustainable social rural development is a fundamental element in Mexico's strategy to prevent poor and marginalized sectors of the population from getting involved in drug production activities.

In response to the recommendation, the country reports on the general budgetary allocation for social development indicating that it cannot be lower in real terms than the one for the previous financial year; thus, between 2005 and 2006, that budget increased by 11.4%.

With respect to the coverage of the social development programs, with all their components, registered by the "Opportunities" Program, between 2001 and 2005 there was a 53.8% increase—in other words, an average annual increase of 10.8%—expanding from 3.2 million families to 4,923,941. However, the aforementioned budget and coverage are common to all social development programs, and do not specify those directly related to the population segments at risk or already involved in illegal drug production.

CICAD recognizes the efforts being made by Mexico to fully implement the recommendation and accepts the justification provided by the country.

RECOMMENDATION 6:**INCORPORATE AN ALTERNATIVE DEVELOPMENT COMPONENT IN THE EXISTING INTEGRAL DEVELOPMENT PROGRAMS TO PREVENT ILLICIT DRUG PRODUCTION¹**

PUBLICATION DATE: JUNE 2005

Mexico reports that, due to its political structure and the development and application of its economic and social policy, together with the international commitments assumed in this area, the strategy Mexico considers viable for meeting the commitments in the area of prevention and control

¹In the reports of October 2005 and January 2006 as well as at the thirty-ninth regular session of CICAD, Mexico informed that it would be requesting that this recommendation be reconsidered and eventually taken as fulfilled, as the indicators relative to alternative development have been modified for the Fourth Evaluation Round, and now refer to development programs related to the prevention or reduction of illicit crop cultivation, drug production or trafficking.



of the supply of illicit drugs—in particular activities to prevent illicit crop cultivation - is encompassed in Integral Rural Development, referred to in its legislation as Sustainable Rural Social Development. Its objectives consist of improving the social welfare and economic activities of the population in the territory outside urban centers, through the planning and organization of farming and livestock production, industrialization, and marketing of other goods and services and all activities aimed at raising the standard of living of the rural population, as envisaged in its political constitution.

The country clarifies that the differences in terms of the alternative development model and sustainable rural development, are significant because the scope of the option chosen in Mexico guarantees a broad impact of the results, they may be visible perhaps over the long term.

CICAD encourages Mexico to incorporate an alternative development component, as defined by CICAD and the United Nations, into the integral development programs (now referred to as Sustainable Rural Social Development) aimed at preventing and eliminating the illicit production of plants containing narcotic and psychotropic substances.

RECOMMENDATION 7:

EVALUATE THE IMPACT OF INTEGRAL DEVELOPMENT PROGRAMS, A RECOMMENDATION REITERATED SINCE THE SECOND EVALUATION ROUND, 2001–2002

PUBLICATION DATE: JANUARY 2003

REITERATION DATE: JUNE 2005

Mexico reports that various academic institutions and corporations with experience in the area of program and project evaluation take part in evaluating the impact of sustainable rural social development programs. Various agencies participated in the evaluation of the non-sector programs of the Department of Social Development throughout the country in 2004, and provided information on the general process of six programs.

The country reports that in Mexico, the sustainable rural social development program encompasses two basic approaches: territory and subjects, both of which are covered in the strategy called *Contigo* (With You), with the exception of the local development program *Microregiones* (Microregions) which is evaluated on a "territorial" basis. The programs that the Department of Social Development applies throughout the country are evaluated on a "subject" basis. The programs seek within its objectives to develop the ability of Mexicans to attain higher levels of well-being; to promote generation of opportunities for higher income through better jobs and access to credit, and to open possibilities for social protection and acquiring a small property.

Although Mexico has conducted evaluations of the Sustainable Rural Social Development Programs, it lacks information on the impact on populations and areas where illicit crops are cultivated.

CICAD takes note of the efforts made by Mexico regarding this recommendation and accepts the justification provided by the country.

**RECOMMENDATION 8:****UPDATE LEGISLATION ON CONTROLLED CHEMICAL SUBSTANCES IN LIGHT OF THE NEW TRENDS IN THEIR DIVERSION, A RECOMMENDATION REITERATED SINCE THE SECOND EVALUATION ROUND, 2001–2002**

PUBLICATION DATE: JANUARY 2003

REITERATION DATE: JUNE 2005

Mexico reports that, as part of the package for updating legislation on controlled substances, draft amendments were proposed for Articles 243 and 245 of the General Health Act, which establish the classification of psychotropic and narcotic drugs. The country states that this was undertaken in order to update legislation in the light of new trends in the diversion of controlled substances, particularly in response to problems with diversion of medications that contain pseudo ephedrine. Preparation of the draft took into consideration consultations with the Attorney General's Office, and was approved by the Chamber of Deputies on September 27, 2005.

The country highlights the following main characteristics of the proposed changes included in the draft amendments:

- The amendment makes specific reference to the lists of controlled substances in the international treaties on drug control.
- The text of the Act includes substances such as ephedrine and pseudo ephedrine, to prevent any possible challenge to the lists published in the Federal Register, which added those substances to Article 245.
- Nonaddictive substances (as Mexico indicates) were removed from the lists, because they were a case of over-regulation.

Mexico states that with this amendment, the legal framework for the control of non mentioned Chemical Substances would be strengthened.

CICAD recognizes the progress made by Mexico in complying with this recommendation which was assigned during the Second Evaluation Round, 2001–2002.

RECOMMENDATION 9:**ESTABLISH INFORMATION MECHANISMS TO REGISTER THE NUMBER OF PERSONS ARRESTED, TRIED AND CONVICTED FOR ILLICIT DRUG TRAFFICKING AND FOR ILLICIT POSSESSION OF DRUGS**

PUBLICATION DATE: JUNE 2005

Mexico indicates that the Office of the Attorney General of the Republic, through the Coordination of Institutional Planning, Development, and Innovation (COPLADI), is implementing, as of 2006, the Interagency Statistical Information System (SIIE), which is supplied with data forwarded by different areas of the Institution. Mexico provides the official statistics for 2001 to 2005, which include statistics on crimes against health, drug trafficking, diversion of precursor chemicals, prescriptions for narcotic from authorized medical personnel, among others.

CICAD recognizes the progress made by the Mexican authorities and encourages them to continue their efforts to improve this information system.

**RECOMMENDATION 10:****ESTABLISH A MECHANISM TO BE USED BY THE FINANCIAL INTELLIGENCE UNIT TO FOLLOW UP ON REPORTS PRESENTED TO JUDICIAL AUTHORITIES**

PUBLICATION DATE: JUNE 2005

Mexico reports that, with the application of the amendments to the Internal Regulations of the Department of Treasury and Public Credit (SHCP) in May 2004, the Financial Intelligence Unit (FIU) was given control and responsibility in the area of preventing money laundering and the funding of terrorism.

Among the responsibilities of this unit, the FIU follows up on complaints and intelligence reports that it has submitted to the Office of the Attorney General (PGR) and it is implementing actions in order to improve feedback with that agency and have updated information on the status of reports and complaints submitted by the FIU.

Accordingly, in June 2004 and October 2005, and the PGR and the FIU signed memoranda of understanding with the aim of establishing the basis for the presentation and handling of intelligence information obtained by the FIU in accordance with its sphere of competence, operation analysis reports, and the confidentiality to be afforded to those reports. The memoranda also aim to enhance the efficiency of the work of these two offices.

In addition, the FIU recently added to its structure a specialized unit responsible for gathering data and compiling statistics on money laundering and financing of terrorism, with trends and definitions in the area. The country informs that this has, *inter alia*, facilitated the systematic compilation of statistics on the reports filed by those required to do so and on the intelligence reports drawn up by the FIU, which are used as the basis for presenting the charges filed with the PGR.

CICAD expresses its satisfaction at the full implementation of this recommendation.

RECOMMENDATION 11:**ENSURE THAT THE LAWS ON MONEY LAUNDERING INCORPORATE ADMINISTRATIVE CONTROLS ON THE ACTIVITIES OF REAL ESTATE AGENCIES AND PROFESSIONAL SERVICES (LAWYERS, NOTARIES, AND ACCOUNTANTS), A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002**

PUBLICATION DATE: JANUARY 2003

REITERATION DATE: JUNE 2005

Mexico reports that the Financial Intelligence Unit (FIU), in coordination with other areas of the Secretariat of the Treasury and Public Credit, has drafted a bill to include the activities of real estate agencies and professional services (attorneys, notaries, and accountants) in the provisions for preventing, detecting, and combating money laundering-related acts. The bill was approved by Congress – by the Chamber of Deputies in October 2005, and by the Senate in November of that year – and then sent to the executive for promulgation. The reform bill came into force on January 1, 2006.

The reforms incorporate into the Income Tax Law a general obligation incumbent on those individuals and corporate bodies that pay the tax – including agents (such as real-estate agencies and providers of professional services such as lawyers, notaries, and accountants) – and casinos,



traders in metals and precious stones, art merchants, auction houses, pawnbrokers, charitable organizations, and all other activities and services internationally identified as "gatekeepers" to report to the competent authorities all considerations received in national or foreign currency, and/or in gold and silver coin, whose value exceeds 100,000 Mexican pesos.

CICAD expresses its satisfaction at the implementation of this recommendation.

RECOMMENDATION 12:

IMPLEMENT A SYSTEM TO REGISTER COMPLETE NATIONAL STATISTICS ON PERSONS ARRESTED, TRIED AND CONVICTED FOR ILLICIT DRUG TRAFFICKING-RELATED CORRUPTION OFFENSES

PUBLICATION DATE: JUNE 2005

Mexico reports that the Office of the Attorney General of the Republic (PGR), through the Coordination of Institutional Planning, Development, and Innovation (COPLADI), has implemented the Interagency Statistical Information System (SIIE). This system's aim is to ensure that the different areas of the PGR report information on corruption offenses related to illicit drug trafficking.

The country reports the following official statistics for corruption offenses related to illicit drug trafficking in the 2001 to 2005 period.

CICAD recognizes the progress made by Mexico and encourages the country to persevere with its efforts to improve the information system.

CONCLUSIONS

Mexico shows progress in the implementation of the recommendations assigned during the Third Evaluation Round, 2003–2004. Thus, of the 12 recommendations formulated, the country has fully complied with four recommendations, has adequately addressed two, has shown progress on five recommendations, and had not begun to implement one recommendation.

The recommendations that Mexico has fulfilled are related to the coverage of drug advisory information; the systems for compiling, integrating, and processing data on morbidity-mortality; the recommendation regarding the mechanisms for the Financial Intelligence Unit to follow up on reports submitted to judiciary authorities, and the inclusion of administrative controls applicable to the activities of real-estate agencies and providers of professional services.

Of the recommendations currently being implemented, the country has conducted studies on drug use prevalence among the country's school population. As for government prevention programs aimed specifically at vulnerable population groups, such as working and street children, women and indigenous groups, the evaluation indicates that pilot projects for training multipliers were launched; however, CICAD encourages Mexico to expand the coverage of prevention programs among key sectors of the population.

Mexico has started up processes to establish information mechanisms that record the number of persons arrested, tried, and convicted for illicit drug trafficking and for illicit drug possession. The information furnished by the country deals with crimes against public health; thus, it would be appropriate to sift through the data in order to separate the information requested in the recommendation.



Mexico shows progress in the updating the legislation on controlled chemical substances in the light of new trends which have been detected in the diversion of these substances, a recommendation reiterated from the Second Evaluation Round, 2001–2002.

The recommendation which the country has yet to commence implementation relates to alternative development. Mexico has not incorporated alternative development programs into the integral development programs (now referred to as Sustainable Rural Social Development) for the purpose of impeding and eliminating the illicit production of plants containing narcotic and psychotropic substances.

The country indicates that one of the main problems encountered in the implementation of recommendations dealing with the strengthening of drug abuse prevention programs and national drug use prevalence studies in the school population, was the lack of financial resources.

CICAD recognizes the progress reported by Mexico and its participation in the MEM process and encourages the country to continue strengthening its efforts to implement the pending recommendations.