

Mexico

Evaluation of Progress in Drug Control 2005-2006

MEM

Multilateral Evaluation Mechanism



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





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**ORGANIZATION OF AMERICAN STATES (OAS)
Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)
Governmental Expert Group (GEG)**

MÉXICO

**EVALUATION OF PROGRESS IN DRUG CONTROL
2005–2006**



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PREFACE

The Multilateral Evaluation Mechanism (MEM) is a diagnostic tool designed by all 34 member states of the Organization of American States (OAS) to periodically carry out comprehensive, multilateral evaluations of the progress of actions taken by member states and by the hemisphere as a whole, in dealing with the drug problem. The Inter-American Drug Abuse Control Commission (CICAD), an OAS specialized agency, implemented this Mechanism in 1998, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile in 1998.

The MEM is not only an evaluation instrument, but has also become a vehicle for disseminating information on the progress achieved by individual and collective efforts of OAS member state governments, catalyzing hemispheric cooperation, promoting dialogue among member state government authorities and precisely channeling assistance to areas requiring greater attention by optimizing resources. The MEM process itself is assessed by the Intergovernmental Working Group (IWG), comprised of delegations from the 34 member states, which meets before the onset of each MEM evaluation round to review and improve all operational aspects of the mechanism, including the indicators of the evaluation questionnaire.

National evaluation reports are drafted by experts from each member state, with experts not working on their own country's report, guaranteeing the transparent multilateral nature of the MEM. Each chapter is based on countries' responses to a questionnaire of indicators covering the main thematic areas of institution building, demand reduction, supply reduction and control measures as well as subsequent comments and updated information provided by the government-appointed coordinating entities.

This report covers the full country evaluation for the MEM Fourth Round evaluation period 2005–2006. The follow-up report on the implementation progress of recommendations assigned to Mexico will be published in June 2009. All MEM reports can be accessed through the following webpage: www.cicad.oas.org.



INTRODUCTION

Mexico has an area of 1,972,550 km², with 9,330 km. of coastline and 4,353 km. of borders. It shares a border with the United States to the north (3,141 km.) and with Guatemala (962 km.) and Belize (250 km.) to the south. To the west lies the Pacific Ocean and to the east the Gulf of Mexico and the Caribbean Sea. Mexico has a population of 107,449,525 (July 2006 est.). The main ethnic groups are mestizo, indigenous, and white. The literacy rate is 92.2%. Mexico is a federal republic divided into 31 states and 1 federal district. Mexico has a GDP per capita (PPP¹) of US\$8,066.25 (2006 est.) and an inflation rate of 4.06% (2006). The country has annual exports of US\$249,997,200,000 (2006); its principal exports are manufactured goods, oil and oil byproducts, silver, fruits, vegetables, coffee, and cotton.

I. INSTITUTIONAL STRENGTHENING

A. National Anti-drug Strategy

In November 2002, through the Office of the Attorney General of the Republic (PGR), Mexico's Executive Branch approved the 2001–2006 National Drug Control Program (PNCD)². The PNCD provides for actions in the areas of demand reduction, supply reduction, development programs related to the prevention or reduction of illicit crop cultivation, drug production and trafficking, control measures, money laundering, program evaluation, addressing drug-related crimes, and international cooperation.

Taking into consideration decentralization activities, and based on changes made to the law, US\$450.9 million (about five billion Mexican pesos) was allocated to the states and municipalities in 2006 to strengthen activities to control local retail trafficking. In Mexico, only the federal authorities are responsible for implementing anti-drug policies.

The PNCD is financed through the specific budgets of different government agencies. In addition, Mexico receives contributions from international cooperation to finance the PNCD. Mexico does not provide the budgetary amounts assigned by area because, as it indicates, funds are distributed comprehensively under all the areas covered by the PNCD.

The PGR is the national authority responsible for coordinating national drug control policy, as set forth in the National Drug Control Program. The PGR carries out this function through its central technical office, the National Center for Planning, Analysis, and Information in Combating Crime (CENAPI).

The PGR/CENAPI is responsible for coordinating national anti-drug policy actions in the areas of demand reduction, supply reduction, development programs related to preventing or reducing illicit crops, production or trafficking of drugs, control measures, the drug observatory, international cooperation, program evaluation, and dealing with drug-related crimes.

The budget for the national authority (PGR) is independent and is funded by allocations from

¹ Purchasing Power Parity. Source: International Monetary Fund.

² As a result of Mexico's change of administration in December 2006, the new version of the PNCD will be made official in 2007, based on the applicable domestic provisions.



CENAPI's budget for coordinating anti-drug policies. This budget is funded through allocations from the Government and contributions through international cooperation.

Annual budget for PGR/CENAPI

Fiscal year	Budget (US\$)
2004	331,562.00
2005	365,751.00
2006*	239,203.00

* January-September 2006

Mexico reports that the budget received by PGR/CENAPI is inadequate, as the annual allocation from the budget makes it possible to carry out the activities necessary to correctly implement the national strategy. However, a larger budget would facilitate the provision of greater support for priority programs and activities defined on the basis of an evaluation of the 2001–2006 National Drug Control Program (PNCD) itself.

CICAD acknowledges that Mexico approved and implemented its National Drug Control Program for the period 2001–2006. CICAD notes that Mexico has appropriate administrative coordination for the execution of its PNCD, through the offices of the PGR, which has a specific budget for fulfilling this duty. However, Mexico notes that it would be useful to have increased resources from within the central authority for supporting priority programs.

However, CICAD notes that the country has not established a procedure for allocating the PNCD's budget by area, which would strengthen the system for control, follow-up, and evaluation of the institutional initiatives.

B. International conventions

Mexico has ratified the following conventions:

- Inter-American Convention on Mutual Assistance in Criminal Matters, 1992 (February 11, 2003).
- Inter-American Convention against Corruption, 1996 (June 2, 1997).
- Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and other Related Materials (CIFTA), 1997 (June 1, 1998).
- United Nations Single Convention on Narcotic Drugs, 1961, amended by the 1972 Protocol. Mexico acceded to the Amending Protocol on April 27, 1977, with a reservation.
- United Nations Convention on Psychotropic Substances, 1971. Mexico acceded to that convention on February 20, 1975, with a reservation.
- United Nations Convention on the Law of the Sea, 1982 (March 18, 1983).
- United Nations Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances, 1988 (April 11, 1990).
- United Nations Convention against Transnational Organized Crime, 2000, and its three Protocols: Protocol against the Smuggling of Migrants by Land, Sea, and Air; the Protocol to Prevent, Repress, and Punish Trafficking in Persons, Especially Women and Children; and the



Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (March 4, 2003).

- United Nations Convention against Corruption, 2003 (July 20, 2004).

Within the framework of these international, Mexico reports that during the 2005–2006 evaluation period it has signed various bilateral cooperation agreements and treaties in the areas of mutual legal assistance and/or extradition with Bolivia, Switzerland, Korea, Ecuador, Spain, Russian Federation, Honduras, Panama, Paraguay and China.

CICAD acknowledges that Mexico has ratified the international conventions that address drugs and related activities, which compose the legal framework of the MEM. CICAD also acknowledges the country's efforts made in expanding and strengthening its international cooperation mechanisms with the signature of bilateral treaties and agreements on issues relating to mutual assistance in criminal matters and extradition.

C. National Information System

Mexico organizes, compiles, and coordinates drug-related statistics and other drug-related information through different entities, not through a centralized office. In the health sector, data on drugs are organized and compiled through the National Council against Addictions (CONADIC), the "Dr. Ramón de la Fuente" National Institute of Psychiatry, and the General Directorate of Epidemiology. With respect to demand reduction, the National Institute of Psychiatry has a Center for Information on Mental Health and Addictions (CISMAD), which compiles, classifies, and systematizes epidemiological and reference information on scientific research conducted primarily in Mexico on the subject of addictions and mental health, for the purpose of making this information available to the different sectors of society. The National Center for Planning, Analysis, and Information in Combating Crime (CENAPI) is responsible for compiling information in the area of supply reduction. Taking this into consideration, the country does not plan to centralize the functions of organizing, compiling, and coordinating drug-related statistics under a single entity.

In 2005, utilizing the availability of various indicators on the costs associated with the drugs problem in Mexico, a methodology was designed to estimate the economic, social, and human costs of combating the drug phenomenon, with the participation of the following bodies and institutions: CONADIC, CENAPI, the National Institute of Psychiatry, the Youth Integration Centers, Inc., the General Directorate of Epidemiology (DGE) of the Ministry of Health and CICAD.

Mexico reports that the lack of financial resources, the heterogeneous nature of the methodologies used to capture data, and the lack of coordination among agencies providing information are the major impediments the country encounters in compiling, organizing, analyzing, and utilizing statistics and documentation/information on drugs.

Various methods are used to disseminate information and distribute publications and materials related to the drug problem. These include: web pages; libraries; schools, universities and research institutes; national publications; communications media; email; publications by the national authority combating drugs and other government agencies; and compact disks.

The Telephone Guidance Center (COT), a help line, provides information and guidance to people in crisis situations due to problems related to the use of addictive substances. Similarly, support is given in referring patients to health care facilities based on a national directory. The COT handles an average of 25,000–30,000 calls each month.



Mexico has a budget for disseminating information related to the drug problem. The budget for disseminating information in the area of demand reduction was US\$40,000 in 2004, US\$50,000 in 2005, and US\$120,000 in 2006. With respect to the dissemination of information on crime prevention by the Office of the Attorney General of the Republic (PGR), the materials distributed (posters, leaflets, brochures, etc.) are reproduced with the support of sponsors. In addition, every six months the PGR publishes progress made in the National Drug Control Program (PNCD) and the journal *“Visión, el Cambio”*. Thus, according to Mexico, it is able to increase population coverage and the support of sponsors by inserting preventive messages in newspapers and magazines.

CICAD acknowledges the interest Mexico has shown in disseminating information related to demand reduction, as seen in the increasing budgets it has allocated over the past three years. CICAD encourages the country to continue strengthening both its production and dissemination of materials of this kind.

II. DEMAND REDUCTION

A. Prevention

Mexico has a long-term national strategy for preventing drug use in its educational system, which seeks to have a positive impact on the comprehensive health of new generations of students—boys, girls, and adolescents. This strategy is contained in the document *“Guidelines for Preventing Drug Use in Mexican Schools”*, presented in 2006, which was prepared by the National Council against Addictions (CONADIC), in coordination with the General Directorate of Curriculum Development (Ministry of Public Education) and with the participation of experts in the areas of addiction prevention and education.

In addition, Mexico reports that since 2001, the PGR has been carrying out the Comprehensive Program on Preventing Crime and Drug Dependence, which is being implemented in all the states.

The drug abuse prevention programs being implemented in Mexico target the following key population sectors: school children and university students; youths (not in school), adults, women, and indigenous groups, through community-based programs; the workplace; and prisoners in the correctional system. In addition to these programs targeting specific populations, Mexico reports that it is implementing an institutional prevention program called *“Living Drug Free”* (*Para Vivir Sin Drogas*). Its aim is universal prevention; in the short term, it plans to develop selective projects using an intervention according to the context. The coverage of the institutional prevention program during the years 2004, 2005, and 2006 totaled 10,644,086 people, and coverage in the community mobilization projects was 4,021,880 people, with total coverage of 7,932,669.


Drug Prevention Programs, Mexico – 2004, 2005, and 2006

Target Population	Coverage/N° of participants	Type of Program
School Children and University Students		
Preschool: Ages 3 to 6	48 (0%)	Pilot prevention project in universal modality directed to educators
	53,097	Implementation of the Comprehensive Program on Preventing Crime and Drug Dependence
Primary: Ages 10 to 12	1,086,230 (21.6%)	Universal project with information, guidance, and training strategies
	212,390	Implementation of the Comprehensive Program on Preventing Crime and Drug Dependence
Secondary: Ages 13 to 15 years	1,380,334 (27.45%)	Universal project with information, guidance, and training strategies
	265,487	Implementation of the Comprehensive Program on Preventing Crime and Drug Dependence
Tertiary: (university level)	878,148 (17.46%)	Universal project with information, guidance, and training strategies
	508,356	Implementation of the Comprehensive Program on Preventing Crime and Drug Dependence
Community Programs for Youths (outside the school system)		
Working children Street/abandoned children	Not available ³	Pilot projects through CIJ, which can be implemented at the national level.
Community programs for adults		
Community programs for adults	1,682,122 (33.45%)	Universal information, guidance, and training projects directed to parents, teachers, medical personnel, and community leaders
Women		
Women	282 (0.01%)	Project pilot to guide women who are working and have family members who use heroine
Indigenous Groups		
Indigenous groups	1,500 (0.03%)	Selective pilot project to train those in charge of medical dispensaries in the Mazahua community
	6 million indigenous people (22 million total population)	Program to Prevent Addiction in the Indigenous Population
Prisoners in the correctional system		
Prisoners in the correctional system	16 (0%)	Pilot project to provide guidance
Other groups		
Families Gender perspective included	276 (0.01%)	Pilot project on preventing violence and tobacco use

³ Mexico reports that given the instability of this highly vulnerable population group, there is no estimated number of participants.



Workplace Drug Prevention - 2004, 2005, and 2006

Target Population	Coverage/N° of participants	Describe the type of program
Federal Public Sector	1,677,883 workers Represents 71% of the population affiliated with the institution	<p>Workplace Health and Safety Commissions in the area of addictions.</p> <p>The major objective is to promote a culture to prevent workplace accidents and illness and to promote different self health care actions designed to prevent and control different types of addictions among government workers.</p>
	1,686,099 government workers 24,508 Joint Workplace Health and Safety Commissions at the national level	<p>Program for participation in Joint Workplace Health and Safety Commissions in the area of addictions.</p> <p>Their main objective is to foster a culture of safety, health, and environmental protection in the workplace and carry out various activities to prevent and control different types of employee addictions.</p>
Confederation of Mexican Workers	5 million workers 14,000 unions	Integrated model for prevention of the improper use and abuse of drugs, alcohol, tobacco, and other addictive substances in the workplace, the community, and the workers' families
Revolutionary Confederation of Workers and Peasants	4.5 million workers, which is 10–12% of the membership	<p>Program Mexico Without Drugs</p> <p>The objective of the program is for the union and companies to work together to provide a prevention and care system for workers and their families; it also works with society in general on the misuse and abuse of alcohol and drugs. An ongoing training system to reduce the demand for drugs has been established.</p>
Mexican Construction Industry Chamber – CMIC, with support from its Construction Industry Training Institute – ICIC.	43 CMIC delegations and the 60 ICIC training offices, which represent 100% coverage	<p>National Program to Prevent Drug Addiction in the Construction Industry</p> <p>The general objective of the program is to provide training in the workplace and in classrooms for workers in construction companies, in order to prevent, detect, and reduce the use of drugs and alcohol in the construction industry.</p>
Ministry of Communications and Transport	21,598 95% of workers nationally	<p>Program for the Participation of Joint Workplace Safety and Health Commissions on the Subject of Addictions.</p> <p>Actions to prevent alcoholism, tobacco use, and drug dependency: dissemination through posters, leaflets, and general printed matter, as well as participation in and organization of events with pre-established dates, to achieve more informed workers and greater prevention among workers on the subject of addictions.</p>
Employees of Petróleos Mexicanos	Total population: 702, 000 people 175,000 workers, 527,000 entitled	<ul style="list-style-type: none"> • Program to prevent and care for the use of tobacco in workplace and medical clinics. The objectives are to protect non-smokers' health, discourage smoking, and educate the public on the harmful effects of smoking and provide better medical care for smoking addicts. • Program for Prevention and Treatment of Alcohol and Drugs in the Workplace. <u>General objective:</u> To promote prevention of alcohol and drug use in the workplace, to reduce use of alcohol, and to provide treatment and rehabilitation for alcoholic workers of Petróleos Mexicanos
Workers nationwide Including: Senior management, Middle management, Liaison personnel, and Rank-and-file workers (operators, monitors, and temporary workers)	21,683	<p>Programs of the Central Workplace Health and Safety Commission in the Secretariat of Communications and Transportation:</p> <ol style="list-style-type: none"> 1. Workplace health, safety, and environmental program. 2. Workplace risk prevention program. 3. Program for workplace health and safety commission participation in the addiction area. 4. Program to prevent alcoholism, smoking, and drug addiction.



In 2004, 2005, and 2006, specialized training on prevention, treatment, and study of drug abuse was offered in Mexico through short refresher courses, diplomas/certificates, postgraduate master's and doctoral programs, regional and international training programs, and specialization courses for Addictions Treatment (in Youth Integration Centers – Ministry of Public Education).

With respect to training on prevention topics, 478 courses were offered in Mexico in 2004, providing training for a total of 25,407 professionals; 534 courses were offered in 2005, with a total of 27,673 trained; 557 courses were offered in 2006, with 30,837 professionals trained.

Training on topics relating to drug abuse treatment was offered through eight courses in 2004, with a total of 956 participants; in 2005 seven courses were offered with a total of 799 participants; and three courses in 2006⁴ with a total of 160 people trained. The courses were in different areas, such as diagnosis, rehabilitation and social reintegration, family violence, addictions, and eating disorders and their connection with substance use. In addition, Mexico reports that two diploma courses were given, "*Brief intervention for users of alcohol, tobacco, and other drugs*", and "*Violence and addictions*".

On research subjects relating to drug abuse, in 2004 courses were given in Mexico on "*Interview Techniques for Qualitative Investigations*", and "*Multivariate Statistical Analysis II*", providing training to 17 and 13 health workers respectively. In 2005 courses were offered on "*Qualitative Methods Applied in Addiction Studies*", with the participation of 17 health workers, and "*Qualitative Evaluation of Programs*", with the participation of 19 health workers. In addition, during 2006 the National Institute of Psychiatry reports joint research courses with the National Autonomous University of Mexico (UNAM), which awards masters and doctoral degrees in public mental health.

The UNAM, the University of Colima, Anáhuac University (Monte Fénix), the Intercontinental University (Monte Fénix), the Institute of Public Health, and the Ama la Vida Foundation include prevention and/or treatment subjects in their general curricula for students in disciplines such as Medicine, Psychology, Nursing, Social Work, Public Health, and Addictions. In the context of the 2006 International Day against Drug Abuse and Illicit Trafficking, the major universities signed an agreement with the Youth Integration Centers to incorporate material on addictions in medicine, psychology, and nursing courses. In addition, graduate degrees are awarded in addiction, prevention, and treatment and/or research with two-year programs in four universities.

Mexico reports that the training courses offered in the country do not meet national demand for professional training in the areas of prevention and treatment. In addition, the country does not have an accreditation or licensing system for professionals in the field of demand reduction, although Mexico has identified the need to have this system in order to ensure minimum quality standards in the services offered in this area.

During 2004–2006, evaluations of the results of substance abuse prevention programs were conducted by public and private institutions, non-governmental organizations (NGOs), and universities. The programs evaluated targeted the entire population as well as specific at-risk population groups. The results of the evaluation for the "*Armando el Revén*" module among adolescents and youths in at-risk situations indicate that the module in question increases the perception of the risk associated with consuming alcohol. The evaluation of the pilot prevention project targeting teachers showed favorable results in increasing their positive attitudes toward early childhood prevention and having appropriate prevention information for preschoolers. As regards

⁴ Partial data for 2006.



the “Mazahuas” pilot project in indigenous communities, started two years ago, Mexico reports that the evaluation showed increased perception of the risks of alcohol use among children and better communication with their parents.

In addition, the CIJ program is developing two studies: “*Predictive Capacity of the Theory of Planned Behavior on the Intent to Use Drugs among Mexican Students*” and “*Development and Evaluation of Prevention Program Process and Results*”, which are the second and third phases, respectively, of a training evaluation program based on a scientifically-supported prevention intervention.

CICAD acknowledges Mexico’s efforts in strengthening the prevention programs targeting students from the preschool to university levels, with the adoption in 2006 of the “*Guidelines for Preventing Drug Use in Mexican Schools*” and the long-term view it contains. Among the programs targeting other specific populations, CICAD highlights the indigenous population program, which covers 27% of that sector, and encourages the country to continue expanding its coverage. CICAD also recognizes the work of the pilot project for prevention programs targeting working children, street children, and women, and acknowledges the country’s efforts to conduct assessments of research programs since 2004. CICAD encourages Mexico to persevere in these efforts in the long term.

However, CICAD notes that, in spite of the efforts made to provide significant coverage in specialized training for prevention, treatment, and research, there is a clear need to increase the availability of training in order to meet the real requirements of professionals working in those areas. In addition, mechanisms to ensure the quality of the services provided need to be established.

RECOMMENDATIONS:

1. **EXTEND COVERAGE OF GOVERNMENT PREVENTION PROGRAMS SPECIFICALLY TARGETING VULNERABLE POPULATION GROUPS, SUCH AS STREET CHILDREN, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**
2. **INCREASE THE AVAILABILITY OF TRAINING IN ORDER TO MEET THE REQUIREMENTS OF PROFESSIONALS WORKING IN THE AREAS OF DRUG PREVENTION, TREATMENT, AND RESEARCH.**

B. Treatment

Mexico has guidelines and standards of care for drug abuse treatment at the national, state, and local levels, which have been implemented through two documents: “*Mexican Official Standard for the Prevention, Treatment, and Control of Addictions*” (NOM-028-SSA2-1999) and “*Minimum Quality Criteria for the Recognition of Residential Facilities with mixed and professional mutual support model*”. The “*Mexican Official Standard for the Prevention, Treatment, and Control of Addictions*” is implemented nationwide and is mandatory. The Federal Commission for Protection against Health Risks (COFEPRIS) is the authority responsible for verifying compliance with this standard according to the established guidelines. In addition to this standard, Mexico has developed the “*Minimum Quality Criteria for the Recognition of Residential Facilities with mixed and professional mutual support model*”. These criteria are voluntary. The Ministry of Health, through coordinating meetings, encourages inpatient and outpatient treatment and rehabilitation services to apply these criteria, and according to Mexico, this allows such services to be recognized as quality facilities by those seeking care.



In Mexico, the National Council against Addictions (CONADIC) and the Ministry of Health maintain the national registry of treatment services and programs and are the institutions responsible for the system for accrediting these services and programs.

Mexico has a national mechanism for verifying compliance with the standards of care for drug abuse treatment, as well as for evaluating the quality of the services provided. This mechanism operates through the application of the Certificate of Compliance with NOM-028-SSA2-1999 by COFEPRIS and the *“Minimum Quality Criteria for the Recognition of Residential Facilities with mixed and professional mutual support model”*. Quality evaluations of treatment services are conducted every two years. As reflected in these evaluations, there are 400 recognized residential care facilities in Mexico.

Training for treatment personnel is offered through the course/workshop on the NOM-028-SSA2-1999, which is directed to those in charge of facilities and addictions programs in the various states of Mexico. This workshop is offered by the Promotion and Accreditation Sub directorate of the Technical Secretariat of CONADIC.

With respect to drug use treatment modalities, there are 96 outpatient programs (including clinics) and six inpatient programs in Mexico.⁵ Both modalities are offered by public programs, targeting both the adult and adolescent populations.

Regarding treatment programs targeting specific populations, Mexico emphasizes that the Youth Integration Centers' (CIJs) comprehensive treatment and rehabilitation program serves both males and females in the child, youth, and adult populations, regardless of their legal problems. It also offers guidance to institutions and personnel responsible for providing care to youth offenders and the adult prison population. With respect to treatment programs for prisoners, activities are being carried out in Baja California through the Personal Rebuilding Program at the CERESO prison in Tijuana. Regarding programs targeting women, a family treatment model with a gender perspective is available to address drug use and violence towards women in a coordinated manner. There are also groups to care for alcoholic women and women smokers and groups for co-dependent women.

⁵ These figures are obtained from the Operational Network of the CIJ, which offers treatment on both an outpatient and inpatient basis and the CONADIC Database, the source of which is the National Registry of Health Infrastructure (RENIS).



Drug Treatment Services *

Services	Public	Private
Early detection network, patient training, and case referral	19,042 (Health Units)	N/A
Detox	12,519 (Health Information System)	N/A
Treatment and rehabilitation	1,725 (Health Information System)	N/A
Social reintegration	96 (Youth Integration Centers)	N/A
Self-help groups	N/A	15,000 (Alcoholics Anonymous) 1,396 (Self-help)
Short-term interventions	229 (Youth Integration Centers)	N/A

* All centers in the table offer coverage at the municipal, regional, and national level.

Mexico indicates that studies have been done on the characteristics of care and the evaluation of results from existing models of care, in both private and public institutions. However, the country indicates that these studies do not have the systematization or standardized methodology that would allow them to be considered as evaluation models, because the indicators have been based solely on infrastructure and procedural aspects; outcome or impact indicators have not yet been established.

According to the Comprehensive Statistical Information System of the Planning Directorate of the Youth Integration Centers, a total of 29,306 patients received treatment in 2004; 33,652 in 2005; and 25,403 in 2006. Of the patients served in 2006, 5,114 were women and 8,118 were adolescents.

Although national household surveys and surveys of high school students in various states showed increased use by women, in 2006 there were 5.3 men for every woman who sought treatment, compared with 2005, during which there were 4 men for every woman.

Drug Treatment Programs¹ 2004–2006

Year	Total number of treatment programs		Number of new treatment programs started in the indicated year	
	Outpatient	Residential	Outpatient	Residential
2004	77	3	7	0
2005	78	4	1	1
2006	96	6	19	2

¹ Mexico indicates that the information compiled in this table refers to the number of operational units of the Youth Integration Centers, which offer the treatment program to different cities and political delegations.



CICAD acknowledges the country's efforts in the treatment area, including the obligatory use of guidelines and quality standards for drug abuse treatment provided at the national, state, and local levels. However, CICAD notes with concern that the information furnished by the country does not indicate whether the treatment services it provides meet the real levels of demand that exist. CICAD encourages the country to step up its efforts in evaluating the results of the various care programs that exist.

RECOMMENDATION:

3. **IMPLEMENT A SYSTEM TO EVALUATE THE EFFECTIVENESS OF EXISTING DRUG TREATMENT MODELS IN PUBLIC AND PRIVATE INSTITUTIONS.**

C. Statistics on Consumption

Mexico reports that it conducts surveys of the general population every five years and of specific populations every year. However, all the studies for which Mexico provides results were conducted prior to the evaluation period. The studies conducted during the period 2004–2006, and for which results were not provided, included:

- a. Household Survey: during 2006 a local household survey was carried out in Mexico City.
- b. Survey of secondary school students: these studies include representative samples of the middle and high school grades. Mexico reports that middle school surveys were conducted at the local level in 2004, 2005, and 2006, in the cities of Ciudad Juárez, Tijuana, Monterrey, and the States of Querétaro and Yucatán.
- c. Survey of higher education students: during 2005 in Aguascalientes.
- d. Registers of patients in the country's treatment centers, collected in 2004, 2005, and 2006.
- e. Cross-cutting studies of patients in treatment centers during 2004, 2005, and 2006.
- f. Coroners' registers of drug-induced deaths during 2004, 2005, and 2006.
- g. Survey of juvenile offenders: Mexico reports that in 2005 there were random surveys of youth held in law enforcement institutions and evaluation of the incidence of legal problems among in-school adolescents, using the same methodology applied in the general population surveys.
- h. Emergency room patient surveys: Mexico obtains this data from the Addiction Epidemiological Monitoring System (SISVEA), which, every six months, uses the "Emergency Care Sentinel" system to interview all patients who use the service 24 hours per day for one full week. Currently 144 hospitals in 23 of the country's federated entities participate in it.

The information on drug use prevalence and incidence in the general population and in specific populations was not provided; Mexico notes that it does not have a system for recording treatment that would allow identification of new substance use cases. For this reason, no incidence statistics are reported.



Mexico has percentage estimates of young people who perceive drug use as being harmful to health and well-being. These studies are conducted over time; they involve systematic application in this type of population and make it possible to determine whether there are changes in the perception of risk associated with the use of drugs. In addition, the country indicates that in the period 1996–2006, it has been noted that the social context has fostered a lower perception of risk among adolescents regarding drug use. Nonetheless, a high perception of risk has continued among adolescents regarding the frequent use of drugs such as cocaine, marijuana, and inhalants. However, as Mexico indicates, the perception of risk associated with the consumption of alcohol and tobacco has declined.

Use of a new drug was detected in 2004: ethylene chloride and ethyl chloride, taken orally and inhaled. Mexico does not have information regarding new drugs used and new routes of administration detected in 2005 and 2006.

Mexico has a partial estimate of the number of drug-related deaths. The information is captured on death certificates and later compiled in the mortality tables prepared by the Ministry of Health. The data are presented by cause of death, age, sex, and primary residence as well as other characteristics but are not presented in such a way as to record the details necessary to clearly and specifically identify fatalities directly related to the use of an addictive substance. In addition, Mexico reports that work is being done on analysis of the International Classification of Diseases (ICD 10) in order to more accurately identify the causes of death related to the use of addictive substances, and those that cannot be classified as such. Parallel work is being done to determine the risk attributable to the use of substances.

The 2005 SISVEA Report on juvenile offenders is the most recent Mexican estimate of drug use by recent arrestees prior to their arrest. The results of those studies indicate that 16.8% of arrests of males and 10% of arrests of females were related to drug use.

Mexico reports that it does not have specific estimates on drug use by arrestees prior to their arrest, nor records on workplace accidents related to the use of alcohol and drugs, since current records do not specifically identify accidental deaths that are the direct result of alcohol or drug use. Nonetheless, it does have records on traffic accidents related to alcohol and drug use. In 2004, 10.8% of the traffic accident mortality rate could be attributed to the use of alcohol (calculated for every 100,000 inhabitants), but Mexico does not specifically identify accidental deaths resulting from alcohol use.

Guidelines, norms, and regulations on activities to prevent alcohol-related accidents were established at the national, state, and local level in Mexico. In addition to the *“Program against Alcoholism and the Abuse of Alcoholic Beverages”*, which is conducted nationwide, there are state and municipal level activities in the country designed to reduce alcohol-related accidents, such as the *“Program on Control and Prevention of Alcohol Use by Vehicle Drivers in the Federal District”*, also known as *“Drive without alcohol”*. Directives relating to the subject are developed at the local level, and every state in Mexico has its own regulations. All these standards are obligatory.

CICAD acknowledges the country’s efforts to increase the frequency of studies based on household surveys at the local level; during the evaluation period they were conducted in five states. During this period there were also studies of middle and higher education students as well as juvenile offenders. However, CICAD notes that the country does not provide data on drug use prevalence and incidence from these studies, or data on systematic assessments of risk perception among young people.



CICAD encourages the country to conduct national studies that will provide updated figures on the age of first use. CICAD also encourages the country to step up its efforts to implement mechanisms for recording deaths related to drug use.

CICAD acknowledges the efforts Mexico has made to provide, as of 2005, information on the percentages of persons arrested who had taken drugs, including alcohol, prior to their arrest (SISVEA Report), and encourages the country to include a breakdown by drug type in future studies, similar to the specifications indicated in the traffic accident studies. CICAD also acknowledges the steps taken at the national level to prevent alcohol use, specifically those adopted at the state and municipal levels under the “*Conduce sin alcohol*” program.

III. SUPPLY REDUCTION

A. Drug Production

Mexico has a system for detecting and quantifying the area of illicit crops of poppy and marijuana. The planted area was estimated by statistical extrapolation applied to the historical series available since 1994 for detected and eradicated crop values. Yield was estimated by a sampling method, using a mathematical model proposed by the United Nations.

The cultivated area and production of marijuana decreased during the 2004–2006 period, while yield remained 1,200 kilograms per hectare. The cultivated area of poppy increased significantly in 2005 to 6,755 hectares, and the yield of opium gum was constant. In addition, in 2005 the potential production of heroin was 29 tons.

**Cultivated area and potential production of raw material
2004–2006**

Cultivated area			
Plant	2004	2005	2006
Marijuana	45,488 Ha	43,326 Ha	36,386 Ha
Poppy	22,202 Ha	28,957 Ha	19,147 Ha

New illicit crops (area)			
Plant	2004	2005	2006
Marijuana	– 5,016 Ha	– 2,106 Ha	– 6,940 Ha
Poppy	– 3,603 Ha	6,755 Ha	– 9,810 Ha

Potential production of raw materials			
Raw material	2004	2005	2006
Marijuana	1,200 Kg. / Ha	1,200 Kg. / Ha	1,200 Kg. / Ha
Opium gum	11 Kg. / Ha	11 Kg. / Ha	11 Kg. / Ha



Potential production of drug			
Drug	2004	2005	2006
Marijuana	54,586 tons	51,991 tons	43,663
Heroin	22 tons	29 tons	19 tons

Mexico's formal illicit crop eradication program uses the aerial spraying and forced manual eradication methods. However, the country does not use voluntary manual eradication. Between 2004 and 2006 marijuana eradication remained above 30,000 hectares and poppy varied, as shown in the following table:

Total area of crops eradicated in Mexico 2004–2006

Year	Areas no longer cultivated (in hectares)	Plants	
		Marijuana	Poppy
2004	Sprayed	5,689.70 Ha	2,506.83 Ha
	Forced Manual Eradication	25,162.75 Ha	13,418.81 Ha
	Total	30,852.45 Ha	15,925.64 Ha
2005	Sprayed	3,974.33 Ha	2,770.28 Ha
	Forced Manual Eradication	26,882.55 Ha	18,838.96 Ha
	Total	30,856.88 Ha	21,609.23 Ha
2006	Sprayed	1,977.60 Ha	1,222.27 Ha
	Forced Manual Eradication	28,183.93 Ha	15,667.62 Ha
	Total	30,161.53 Ha	16,889.90 Ha

Laboratories for organic drugs were found in Mexico during the period 2004–2006. One cocaine hydrochloride laboratory and one heroin laboratory were dismantled in 2004, and in 2005 (preliminary data) one cocaine hydrochloride laboratory and two laboratories for mixed processing of heroin, cocaine cuts, and methamphetamine were dismantled. In 2006 (preliminary data) one heroin laboratory and one other illicit drug laboratory were dismantled.

Mexico reports that illegal synthetic drug laboratories have also been found. Twenty-one methamphetamine laboratories were dismantled in 2004, 34 were dismantled in 2005, and 28 were dismantled in 2006, in addition to a laboratory that was processing fentanyl, known as "synthetic heroin".

CICAD notes the decrease in marijuana cultivation and the increase in 2005 in poppy cultivation, and encourages the country to continue eradication programs for these crops. CICAD encourages the country to maintain tight controls over precursors used to process other organic drugs, such as cocaine hydrochloride and heroin hydrochloride, in order to hinder the clandestine production of those drugs.

CICAD acknowledges the Mexican authorities' efforts in detecting clandestine synthetic drug laboratories, and urges the country to tighten its controls over the chemicals used to produce drugs of that type. CICAD notes with concern the evidence



that fentanyl—a much more potent drug than heroin—is being produced, and encourages the country to continue strengthening its police activities to detect and dismantle the clandestine laboratories involved in its production.

B. Development programs related to the prevention or reduction of illicit crop cultivation, drug production, or trafficking.

Mexico carries out development activities or programs in 75% of the areas⁶ with illicit crops to improve economic opportunities or living conditions for those living in areas where there are or could be illicit crops, drug production, or activities related to drug trafficking. They are implemented in such a way as to reduce illicit crops by providing other options for producing income and reducing the chances that people will become involved in related illicit activities.

Mexico's strategy in the area of prevention and control of the supply of illicit drugs -particularly in terms of illicit crops- is comprehensive rural development, which is called Sustainable and Social Rural Development under Mexican law. This consists of comprehensive improvements in the social well-being of the population and in economic activities in areas outside of urban centers, aimed at diversifying productive activities in rural areas, including non-agricultural activities, by raising productivity, profitability, competitiveness, and the incomes and employment levels of the rural population.

The country states that the strategy in question involves several agencies, including: the Ministry for Social Development (SEDESOL), through social and human development programs; the Ministry of Agriculture, Livestock, Rural Development, Fisheries, and Foods (SAGARPA), through a general program called *Alianza Contigo* that promotes productive diversification and reconversion, research, and technology transfers; and, finally, the Ministry of the Environment and Natural Resources (SEMARNAT), with conservation and oversight activities aimed at preventing environmental degradation.

The impact of development programs related to the prevention or reduction of illicit crops, drug production, or drug trafficking is evaluated in Mexico through an internal mechanism. Except for the local development program called "Microregions", which has a territorial evaluation component, the remaining programs the Ministry of Social Development implements throughout the country use the subjects as the evaluation component. Mexico does not provide details on the impact of the aforementioned programs broken down by types of work.

⁶ In the remaining 25% of the areas, which are difficult to reach, only control and institutional presence activities are carried out.

**Impact of development programs on the population 2004–2006**

Impact	2005 ²	2006 ²
Total number of families benefited ¹	4,923,941	5,000,000
Number of these families engaged in non-agricultural activities		
Number of jobs (direct employment) generated by development programs related to the prevention or reduction of illicit crop cultivation, drug production, or trafficking	472,504 (agricultural day laborers)	547,102 (agricultural day laborers)
Number of jobs (indirect employment) generated by development programs related to the prevention or reduction of illicit crop cultivation, drug production, or trafficking	46,679 (temporary jobs)	46,076

¹ The number of families benefited represents the coverage achieved by the Opportunities program

² Preliminary data

CICAD acknowledges the efforts of the country in coordinating and carrying out integral development programs and encourages the country to strengthen efforts in order to reduce the illicit cultivation of poppy and cannabis in its territory.

CICAD notes that the country does not provide information that would allow it to determine the impact of these programs on illicit crop cultivation in these areas, and encourages the country to establish mechanisms that would allow measurements of this kind to be made.

C. Control of Pharmaceutical Products

The “*General Health Law*” (1984) and the “*Regulations on Health Inputs*” (1998) are Mexico’s current regulations for the control of pharmaceutical products. The country indicates that these regulations control all pharmaceutical products containing substances listed in international conventions. The Ministry of Health’s Federal Commission for Protection against Health Risks (COFEPRIS) is the authority responsible for coordinating activities related to the control of pharmaceutical products.

Mexico also has a mechanism to monitor and prevent the diversion of pharmaceutical products, which is applicable to health professionals and institutions authorized for importation, exportation, manufacture, distribution, etc. Within the commercial sector, this mechanism includes the areas of import/export control, license control, monitoring distribution, inspections, administrative sanctions, registry of licensees, and registry of quantities of pharmaceutical products sold. In addition, within the health sector, this mechanism includes the areas of license control, monitoring of distribution, monitoring of prescriptions, inspection, administrative sanctions, and transfer of unusual cases detected by administrative authorities to judicial authorities. Mexico indicates that the institutions responsible for these activities have not encountered any impediments in effectively fulfilling their responsibilities.

The country also has a system for compiling information on administrative and regulatory activities as well as sanctions imposed in connection with them. Through this system, Mexico reports on the following regulatory activities carried out during the period 2004–2006.

**Regulatory Activities for Control of Pharmaceutical Products 2004–2006**

Regulatory Activities ¹	2004	2005	2006 ²
Number of permits issued for:			
Importation	519	797	551
Exportation	505	387	173
Number of inspections conducted			
Pharmacists	231	281	55
Veterinarians	2	3	2
Manufacturers	628	728	276
Distributors	118	96	26

¹ The country reports that it does not issue exclusive licenses for importers or exporters of pharmaceutical products.

² Partial data

The Federal Commission for Protection against Health Risk (COFEPRIS), in coordination with chemical and pharmaceutical companies as well as the states, provides courses and workshops to train public and private sector personnel involved in the handling of pharmaceutical products. Mexico indicates that these courses satisfy the demand for training in the country.

To facilitate the control of pharmaceutical products, Mexico has an automated information management system: the “*National Drug Control System*” (NDS), which is the system recommended by the International Narcotics Control Board (INCB).

According to the Federal Penal Code of Mexico, penal and administrative sanctions can be applied for the diversion of pharmaceutical products. The country indicates that it does not have information available on the number of times sanctions were imposed during the years 2004–2006.

The country reports the number of seizures and the quantities of controlled pharmaceutical products seized during the years 2004–2006, as follows:


Seizures of Controlled Pharmaceutical Products in Mexico 2004–2006

Pharmaceutical product	Number of seizures			Quantities seized Unit of measure: pills		
	2004	2005	2006	2004	2005	2006
Pseudoephedrine	35	40	48	19,601,678	9,209,872	3,253,374
Alprazolam	18	10	19	260,722	130	8,517
Diazepam	35	49	31	13,345	30,789	25,679
Escitalopram	—	1	1	—	19,152	4
Clonazepam	191	193	130	6,585	2,547	7,816
Flunitrazepam	198	241	202	3,631	3,949	9,313
D- norpseudo-ephedrine	1	1	3	30	5,400	11,279
Clobenzorex	95	118	75	6,121	5,355	3,464
Triazolam	2	2	—	7,200	33	—
Phentermine	2	3	3	5,253	932	177
Lorazepam	5	4	12	1,574	47	4,138
Magnesium valproate	—	1	2	—	50	3,920
Methylphenidate	1	1	5	600	25	1,536
Dextropropoxyphene	4	10	6	435	238	1,460
Perphenazine	2	1	2	1,420	1	210
Femproporex	—	2	2	—	60	1,530
Bromazepam	13	21	5	183	251	1,115
Trihexy-phenidyl	2	3	2	112	70	1,003
Ketamine	2	—	3	202	—	372
Estazolam	—	2	—	—	506	—
Fenitone sodium	1	—	—	500	—	—
Clomipramine	—	2	1	—	76	250
Biperidene	1	—	—	300	—	—
Codeine	—	—	3	—	—	316
Sodium valproate	—	—	1	—	—	250
Haloperidol	3	2	2	187	3	32
Biperidene	2	4	—	67	138	—
Mazindol	3	2	1	145	39	21
Risperidone	2	2	1	90	45	20
Zolpidem hemitartrate	—	—	1	—	—	150
Thioridazine	—	1	1	—	80	42
Phenobarbital	—	1	1	—	40	48
Chlorpro-mazine	2	1	—	54	32	—
Amfepramone	—	1	—	—	30	—
Norpseudo-ephedrine	—	—	1	—	—	29
Other	6	7	10	99	30	280
Unspecified	99	57	44	11,997	145,778	11,571



Mexico reports that the quantities of pharmaceutical products seized (as shown in the above table) coincide with the quantities of products disposed of, except in cases where diversion has been detected, as in the case of diazepam and alprazolam. For these substances, the quantities disposed of that the country reported were: 13,345 pills of diazepam in 2004, 30,789 in 2005 and 25,679 in 2006. In the case of alprazolam, 260,722 pills were disposed of in 2004, 130 in 2005 and 8,517 in 2006 (data for 2006 are preliminary).

With regard to pseudoephedrine, in most cases the product was seized after identifying inconsistencies in the documentation presented in parcel service shipments. Other pharmaceutical products are usually seized from distributors and users on the street, as well as from establishments (pharmacies) after detecting that they lack the corresponding marketing permit.

Mexico does not provide information on existing mechanisms for preventing and suppressing the use of the Internet for illicit trafficking of pharmaceutical products and other drugs. However, it specifies that any sale of controlled products over the Internet is prohibited in the country, since such medications require a medical prescription that must be retained at the time of sale, with the requirement to record the sale.

Regarding the sale of pharmaceutical products and other drugs over the Internet, COFEPRIS believes that personalized evaluation through a medical visit is fundamental and cannot be replaced by a virtual diagnosis. In addition, the legal framework on the subject, the General Health Law, as well as the Federal Law on Chemical Precursors, prohibit the sale of controlled substances through courier services or the mail. However, Mexico indicates that this legislation has not been updated to meet the technological challenges of the Internet, improvements in methodology are needed to identify these websites and carry out such controls effectively, and international and inter-ministerial cooperation and cooperation with web service operators are needed as well.

According to Mexico, the National Center for Planning, Analysis, and Information in Combating Crime (CENAPI) and COFEPRIS maintain close cooperation; these institutions regularly share information on commercial transactions involving pharmaceutical products, as well as the results of audits of laboratories and pharmacies that distribute controlled products. In addition to police action, COFEPRIS has the power to inspect facilities that keep controlled substances in order to ensure the protection of public health. Thus, COFEPRIS, in coordination with police authorities, may prosecute these crimes and impose the appropriate administrative sanctions.

CICAD notes that the country has not supplied data on the issuing of special licenses for establishments and activities related to the commercialization of pharmaceutical products. Furthermore, although the country reports significant quantities of pharmaceutical products seized, there is no evidence of criminal sanctions connected with this form of illicit drug trafficking.

CICAD acknowledges Mexico's efforts in providing information on the illicit trafficking of pharmaceutical products and other drugs over the Internet. CICAD notes that the country does not have specific regulations and mechanisms to prevent and control illicit traffic in pharmaceutical products and other drugs over the Internet.

RECOMMENDATIONS:

4. **IMPLEMENT TRAINING AND RESEARCH ACTIVITIES ON THE PREVENTION AND CONTROL OF ILLICIT TRAFFICKING OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS OVER THE INTERNET, ALLOWING NATIONAL REGULATORY AND OPERATIONAL NEEDS TO BE IDENTIFIED.**



5. ESTABLISH A LICENSING SYSTEM FOR IMPORTERS, EXPORTERS, MANUFACTURERS, AND DISTRIBUTORS OF PHARMACEUTICAL PRODUCTS AS PROVIDED IN THE UNITED NATIONS CONVENTION ON PSYCHOTROPIC SUBSTANCES OF 1971.

D. Control of Chemical Substances

Current laws and regulations that establish controls to prevent the diversion of chemical substances subject to control in Mexico are:

- Federal Law for the Control of Chemical Precursors, Essential Chemical Substances, and Machinery for Manufacturing Capsules, Tablets, and/or Pills.
- Agreement defining the quantities and volumes of essential chemical substances on the basis of which the provisions of the law will be applicable, promulgated on April 27, 1998.
- Agreement establishing the classification and codes of essential chemical products, the import or export of which are subject to submission of prior notice to the Ministry of Health, promulgated on March 29, 2002.

Mexico has a mechanism to monitor and prevent the diversion of controlled chemical substances; it is applicable to health professionals and other entities (importers, exporters, manufacturers, distributors, etc.) authorized to handle these substances. This mechanism is used to control all substances listed in the international conventions. Additionally, to facilitate control of the diversion of chemical substances, Mexico has an automated system for the safe and efficient handling of information, the “*National Drug Control System*” (NDS).

The Federal Commission for Protection against Health Risks (COFEPRIS) is responsible for implementing the following components of the internal mechanism to control the diversion of chemical substances: national registry of licensees, license control (for manufacturing, distribution), import/export control, inspections, control of distribution, control of final marketing,⁷ and pre-export notifications; it maintains offices at six customs points where transit of this type of products is permitted. This Commission, in conjunction with the Office of the Attorney General of the Republic (PGR), is responsible for imposing sanctions, with COFEPRIS responsible for administrative sanctions and the PGR responsible for civil and criminal sanctions. Finally, the Ministry of Communications and Transport (SCT) exercises control over transportation.

No training courses are offered in Mexico for administrative, police, and customs officials on the subject of controlling the diversion of chemical substances.

The country’s regulatory standards allow the imposition of criminal and administrative sanctions for the diversion of controlled chemical substances. The offense of diversion of controlled chemical substances is sanctioned in accordance with the Federal Penal Code. Thirty-nine administrative sanctions were imposed in 2004 for noncompliance with certain formalities of the law; five sanctions were imposed in 2005; and two in 2006 (partial data). Mexico does not have information available on the number of times criminal sanctions were imposed in the period 2004–2006.

Mexico exports and imports controlled chemical substances, but does not handle such substances in transit. The country has been using the pre-notification mechanism since 2003. Mexico reports that of the total number of pre-export notifications sent by Mexico, two were not approved in 2004.

⁷ Mexico notes that control of final marketing is only carried out for products like pseudoephedrine that are used in the pharmaceutical industry, but not for products like acetone or methyl ethyl ketone.



However, it notes that one of these two notices was for a shipment that was later reconsidered and export was ultimately allowed at the request of the original receiving country. In 2005 and 2006, none of the pre-export notifications sent by Mexico were rejected.

**Pre-Export Notifications sent by Mexico
2004–2006**

Number of Pre-export Notifications Issued			
Importing/ transshipment countries	2004	2005	2006
Germany	18	20	11
Brazil	2	0	0
Chile	3	8	3
Colombia	25	0	0
Costa Rica	2	2	0
El Salvador	40	17	4
United States	342	331	165
Guatemala	134	0	16
Honduras	40	18	5
Italy	0	0	1
Indonesia	4	1	0
Malaysia	13	8	0
Nicaragua	0	5	0
Panama	0	0	0
Peru	8	6	6
Total	631	416	211

Among the problems encountered when sending pre-export notifications to transshipment or importing country, Mexico notes the lack of response from the country to which the notification is sent. In this regard, during 2004, 151 of the notifications sent went unanswered, 66 received no response in 2005, and 14 received no response in 2006. Another frequent obstacle is the lack of updated data from the country to which the notification is sent; this occurred three times in 2004, 217 times in 2005, and 76 times in 2006. In August 2006, Mexico began to issue export notifications through the INCB's PEN-ON LINE system, which has expedited the procedure.

As an importing country of controlled chemical substances, Mexico reports that it received 362 pre-export notifications from other countries in 2004, 437 in 2005, and 207 in 2006. It also reports that a timely response was sent to all these notifications (less than 15 days). Of the pre-export notifications for controlled chemical substances that Mexico received, the country reports that it did not approve five of the 362 notifications received in 2004, and one of these led to an investigation initiated by the country itself. In 2005, seven of the 437 notifications Mexico received were not approved, and two of them resulted in investigations. In 2006, nine of the 207 notifications received were rejected and one of them led to an investigation.



Mexico notes that, from the perspective of an importing country, through the pre-export notification system it has been able to keep shipments from reaching companies that are not registered or authorized by the competent authority. However, when attempting to respond to pre-export notifications received from exporting countries, Mexico encountered the same problem on two occasions in 2004: incorrect information. The exporting countries had errors in their pre-export notifications, for example, showing the wrong product classification at customs for entry to the country or incorrect names for the companies to which the shipment is being sent.

Mexico reports on the quantities of chemical substances seized during 2004, 2005, and 2006, but does not provide information on the number of seizures carried out during that same period. All chemical substances seized in Mexico during the period 2004–2006 were discarded.

Seizures of Controlled Chemical Substances 2004–2006

Controlled chemical substances	Number of seizures			Unit of measure	Quantities seized		
	2004	2005	2006		2004	2005	2006
Acetone	11	19	9	Lt	934.6	538.3	526.6
Toluene	5	—	—	Lt	795.3	—	—
Sodium hydroxide	7	12	16	Kg	413.0	664.3	805.3
Pseudoephedrine	14	18	7	Kg	257.0	526.0	59
Ethyl alcohol	4	6	1	Lt	241.1	324.7	90.0
Iodine	9	—	—	Kg	133.9	—	—
Sulfuric acid	8	5	11	Lt	42.5	9.0	181.8
Kerosene	1	—	—	Lt	10.0	—	—
Hydrochloric acid	4	4	9	Lt	8.0	77.8	86.9
Ephedrine	2	7	11	Kg	3.0	8.0	19,945
Ethyl ether	2	2	—	Lt	1.9	1,200.0	—
Potassium permanganate	—	3	—	Kg	—	40,000.0	—
Phenylacetic acid	—	2	1	Kg	—	15,000.0	616.0
Piperonal	—	1	—	Kg	—	4,000.0	—
Toluene	—	10	14	Lt	—	1,294.7	2,842.2
Idoine	—	9	7	Kg	—	309.0	353.0
Norpseudoephedrine	—	2	—	Kg	—	11.0	—
Acetic anhydride	—	1	—	Lt	—	10.0	—
Soda lye	—	1	—	Kg	—	9.0	—
Red phosphorous	—	3	—	Kg	—	2.0	—
0-aminobenzoic acid	—	—	1	Kg	—	—	6,608
4-aminophenol	—	—	1	Lt	—	—	180.0
Chloroform	—	—	3	Kg	—	—	165.0
Other (liquid substances)	—	—	5	Lt	—	—	22.0
Other	6	1	13	Kg	0.4	0.4	10.0



CICAD notes with concern that the country does not report the imposition of criminal sanctions, despite the fact that (for example) during the evaluation period, 105 seizures of pseudoephedrine were carried out, as well as 39 seizures of the raw material of this precursor chemical, which is used in clandestine laboratories to produce amphetamine-type synthetic drugs.

CICAD notes with concern that Mexico does not offer training for administrative, police, customs and prosecutors on how to address chemical diversion.

CICAD acknowledges Mexico's efforts to fully enforce the pre-export notification mechanism, which has enabled it to prevent diversions of specific chemical shipments. In addition, CICAD notes Mexico's strict compliance with the commitments it has made regarding the processing of prior notifications received from exporting countries; this mechanism has enabled it to identify five cases, which have been referred for investigation.

CICAD acknowledges the efforts made by the Mexico in the seizure of significant amounts of controlled chemical substances, such as pseudoephedrine and potassium permanganate. CICAD encourages the country to step up its efforts to prevent further diversions of substances of this kind.

RECOMMENDATIONS:

6. **ESTABLISH A PROGRAM OF CONTINUOUS TRAINING IN CHEMICAL DIVERSION CONTROL, TARGETING ADMINISTRATIVE, POLICE, CUSTOMS, AND PROSECUTORS.**
7. **UPDATE LEGISLATION ON CONTROLLED CHEMICAL SUBSTANCES IN LIGHT OF THE NEW TRENDS IN THEIR DIVERSION, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.**

IV. CONTROL MEASURES

A. Illicit Drug Trafficking

Mexico carried out the following drug seizures during the period 2004–2006:

Drug Seizures and Quantities Seized⁸ in Mexico 2004–2006

Type of drug	Number of seizures			Quantities of drugs seized (in Kgs)		
	2004	2005	2006 ¹	2004	2005	2006 ¹
Opium	94	172	308	464.70	276.0	123.50
Poppy seeds	442	861	749	2,028.70	2,598.3	1,645.5
Morphine	1	2	1	N.S. ²	N.S. ²	0.9
Heroin	188	291	140	302.4	461.7	333.8
Cocaine hydrochloride	5,192	7,151	4,678	26,849.20	30,751.3	21,309.2
Crack	57	39	7	0.6	0.5	0.03
Cannabis (leaf)	14,090	16,050	13,864	2,208,382.1	1,801,879.6	1,902,111.3
Cannabis resin (hashish)	6	5	5	0.30	89.40	102.2
Cannabis seed	1,818	2,308	2,472	14,219.2	12,982.1	12,702.1
Methamphetamine	1,416	2,259	747	951.6	980.1	753.5 Kg
Methamphetamine	—	—	1	—	—	2,680.00 Ui
Methamphetamine	—	—	4	—	—	144.00 Lt
Amphetamine	5	6	6	0.3	37.8	0.1
MDMA (ecstasy)	—	15	3	—	15.2	26.4 Kg
MDMA (ecstasy)	—	—	9	—	—	945 Ui

¹ The 2006 data are preliminary

² No significant

Mexico reports on the number of preliminary inquiries recorded with and without arrest (cases), in which one or more suspects may have been held for illicit drug trafficking, in lieu of providing the number of people formally charged with illicit drug trafficking. Bearing this in mind, the country reports that there were 13,075 cases in 2004; 14,572 in 2005; and 15,569 in 2006.

Regarding the number of lower court convictions for illicit drug trafficking, Mexico reports that there were 8,861 convictions in 2004; 9,071 in 2005; and 10,029 in 2006.

Mexico does not provide disaggregated information on the number of public officials formally charged with acts of corruption related to illicit drug trafficking or for offenses related to illicit drug trafficking. The country indicates that it does not have information broken down by type of offense.

⁸ The total number of seizures by type of drug and year cannot be directly obtained from the table since two or more types of drugs could be seized in a single seizure operation.



The information provided by Mexico represents the number of preliminary inquiries initiated (cases) in which there one or more persons may be suspected of such offenses. The figures refer to all offenses committed by public servants throughout the federal government, including offenses against health. In this regard, Mexico reports that 554 preliminary inquiries that involved public officials were initiated during 2004; 673 in 2005; and 477 in 2006.

Mexico has no laws or regulations at the federal or state level that permit the possession of drugs for personal use. In the administrative sphere, the General Health Law indicates that the use of narcotics and psychotropic substances is prohibited throughout Mexican territory. Under the Federal Penal Code, simple possession of narcotics (without importing them for personal use) is an offense.

The criteria the country uses to distinguish possession for personal use from possession for illicit drug trafficking are as follows:

- a. That given the amount of the narcotic as well as other circumstances of the case, possession cannot be considered to be intended for the purpose of carrying out any of the actions referred to in Article 194 of the Federal Penal Code of Mexico, and the accused is not a member of a criminal organization;
- b. That the amount of the narcotic held is what is strictly needed for personal use;
- c. In the case of drug dependents, an expert determination that the accused is dependent on drugs; and
- d. In the case of those who are not drug dependents, verification that the absolute excuse has not been applied previously.

Mexico has no laws or regulations establishing exceptions within the definition of the offense of possession for personal use; exceptions are determined on a case by case basis, based on the expert opinion of the health authority. The country also reports that no court judgments have been issued finding possession for personal use to be lawful.

When someone is charged with or convicted of illicit possession for personal use in Mexico there are no alternative sentencing measures available. However, the country explains that in cases in which the absolute excuse for personal use is applied to a drug dependent, the Federal Public Prosecutor's Office must report to the health authorities for the purposes of providing the appropriate treatment. Immediately upon learning that the defendant is drug dependent, the judge is required to inform the health authority, which decides on the type of follow-up and treatment for the individual's care.

Mexico does not provide a figure for the number of persons arrested for illicit drug possession for personal use; rather it reports on the number of persons arrested for offenses against health, which includes a variety of offenses. Taking this into account, 18,998 people were arrested for offenses against health in 2004; 23,495 in 2005 (preliminary data); and 6,699 in 2006 (preliminary data).

Mexico has various communication systems, databases, etc. to facilitate the exchange of intelligence data at the national and interagency level, and with other countries. With respect to bilateral cooperation, Mexico is part of the Mexico-United States Bilateral Group for Analysis and Information Exchange on Interdiction (GBAIII), for the exchange of information on land, maritime, and air traffic in both countries. Additionally, efforts have been made to establish mechanisms, such as the Mexico-Guatemala High Level Group on Border Security and the Mexico-Belize High Level Group on Border Security, in order to increase cooperation, *inter alia*, on the subject of exchanging strategic, tactical, and operational information, so as to combat illicit drug trafficking occurring within the region.



The following table shows the number of judicial cooperation requests related to illicit drug trafficking made by Mexico to other countries and received by Mexico from other countries:

Judicial Cooperation Requests related to illicit drug trafficking 2004–2006

Judicial Cooperation Requests	Made by Mexico to other countries		Received by Mexico from other countries	
	Number of requests	Number of responses granting the request	Number of requests	Number of responses granting the request
2004	42	37	13	13
2005*	29	14	16	9
2006*	36	7	20	14

* Some of the responses in 2005 and 2006 are pending; thus, the numbers are lower than those reported for the number of requests.

The Office of the Attorney General of the Republic (PGR) is the central authority responsible for making extradition requests in illicit drug trafficking cases. Mexico states that it has extradition treaties with the following countries: Australia, the Bahamas, Belgium, Belize, Brazil, Canada, Colombia, Korea, Costa Rica, Cuba, Chile, Ecuador, El Salvador, Spain, the United States of America, France, Greece (Hellenic Republic), Guatemala, Italy, Nicaragua, the Netherlands, Panama, Peru, Portugal, the United Kingdom (Great Britain and Northern Ireland), Uruguay, and Venezuela. Mexico reports that the PGR has not detected any recurring impediments in requests made by Mexico regarding offenses against health.

Mexico reports that four extradition requests were made in illicit drug trafficking cases in 2004; four were made in 2005; and three were made in 2006 (partial data). In this respect, the country reports that in 2004 it did not receive any responses granting requests; received two responses in 2005; and no responses in 2006 (partial data).

With respect to extradition requests that Mexico received in illicit drug trafficking cases, the country reports that it received 34 extradition requests and issued 31 responses granting those requests in 2004; in 2005, it received 22 requests and provided 25 responses; and in 2006 it received 33 requests and provided 29 responses. In addition, it reports that one request for extradition was denied in 2005 because the arrest order supporting the formal request for extradition had expired.

The Mexican legal system permits the extradition of nationals. The PGR is the central authority responsible for receiving extradition requests. Among the major impediments encountered when receiving formal extradition requests in illicit drug trafficking cases is that requesting countries do not submit the evidence needed to support the probable responsibility of the person being sought.

Specialized training courses and information sessions have been developed in Mexico for security, law enforcement, customs officers, prosecutors, and the judiciary on combating illicit drug trafficking. Mexico developed and participated in a total of 17 courses during 2005 and 20 courses during 2006 (partial data). The country reports that these courses do not satisfy the country's demand for training. Mexico reports that it has achieved a good level of specialized training on control of illicit drug trafficking. However, the country states that training for the handling of chemicals commonly used to produce amphetamines needs to be strengthened.



CICAD acknowledges the efforts made by the Mexican control authorities in the large number of opioid seizures carried out during the review period. CICAD notes with concern the significant presence of opioid production and trafficking in Mexico's territory, and urges the authorities to maintain and strengthen their control efforts to eradicate poppy crops and their use in the semi-synthetic production of heroin.

CICAD notes the progress reported by Mexico in the exchange of internal operational information and intelligence at the national, regional, and international levels. CICAD encourages the country to step up its efforts to overcome the impediments reported regarding timeliness and resource limitations, in order to strengthen its mechanisms for exchange of information and cooperation.

CICAD notes that in Mexico, possession of drugs, whether for personal use or not, is prohibited by the provisions of criminal law, and recognizes the country's efforts to mandate the referral to treatment of drug dependents identified as such during judicial proceedings.

Regarding international and regional cooperation, CICAD notes that the country has signed bilateral extradition treaties. CICAD acknowledges Mexico's efforts to provide timely responses to a high percentage of the extradition requests received, and encourages the country to continue upholding those commitments.

CICAD notes that the specialized training on illicit drug trafficking control techniques is not sufficient to meet the country's needs.

RECOMMENDATIONS:

8. ESTABLISH A DATABASE TO REGISTER THE NUMBER OF PERSONS FORMALLY CHARGED WITH, TRIED FOR, AND CONVICTED OF ILLICIT DRUG TRAFFICKING AND ILLICIT POSSESSION OF DRUGS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
9. INCREASE THE COVERAGE OF THE SPECIALIZED TRAINING ON ILLEGAL DRUG TRAFFICKING FOR LAW ENFORCEMENT, SECURITY AND CUSTOMS OFFICERS, INCLUDING TOPICS SUCH AS THE DIVERSION OF CONTROLLED CHEMICALS AND DRUG TRAFFICKING OVER THE INTERNET.

B. Firearms, Ammunition, Explosives and Other Related Materials

The General Directorate for Federal Registration of Firearms and Control of Explosives of the Ministry of National Defense (SDN) is the national entity responsible for controlling the issuance of import and in-transit licenses and authorizations, the issuance of export licenses, and the cancellation of licenses and authorizations for firearms, ammunition, explosives, and other related materials. In addition, the Office of the Attorney General of the Republic (PGR), pursuant to a court order, is responsible for confiscation and forfeiture of illicitly trafficked firearms, ammunition, explosives, or other related materials. Finally, the Inter-institutional Coordinating Group for the Prevention and Control of Firearms, Ammunition, and Explosives (GC-ARMAS) is the entity responsible for exchanging information with the relevant national entities of Mexico and other countries for firearms, ammunition, explosives, and other related materials.

In Mexico, the illicit trafficking in and manufacture of firearms, ammunition, explosives, and other related materials are criminalized in general terms by the Political Constitution of the United Mexican



States and, in specific terms, under the Federal Law on Firearms and Explosives⁹. This Law deals in detail with activities related to the possession, carrying, sale, manufacture, import, export, and transit of firearms, ammunition, explosives, and related materials.

Under Mexican law, the forfeiture of illicitly trafficked firearms, explosives, and other related materials is ordered by a judge at the end of the criminal proceeding as part of the sentence. During the proceeding, these materials are seized by the Prosecutor's Office. Mexico reports that 9,516 cases of illicit possession of and trafficking in firearms (in which one or more suspects may allegedly be responsible for the events) were recorded during 2006.¹⁰ However, the country indicates that the same information is not available for the years 2004 and 2005 because the implementation of the Interagency Statistical Information System (SIIIE) began in January 2006. It also indicates that there are no records on ammunition, explosives, and other related materials that have been seized in connection with crimes against health.

Failure to comply with administrative controls on the import, export and in-transit movement of firearms, ammunition, explosives, and other related materials is punishable by imprisonment, fines, and forfeiture, as was established in the Federal Law on Firearms and Explosives, the Regulations for this Law and the Agreement, and the Manual on Procedures for obtaining permits. In addition, the same law establishes the requirement in Mexico that import and in-transit licenses or permits be issued before shipments of firearms, ammunition, explosives, and other related materials are authorized to enter the country.

Regarding the number of shipments and the total quantities of firearms, ammunition, explosives, and other related materials whose entry was not authorized in Mexico due to the absence of the necessary license or authorization, during the evaluation period, the country reports that this figure is determined based on the number of preventive seizures carried out by customs personnel.

Preventive seizures of weapons, ammunition, explosives, and other materials carried out by customs personnel, 2004–2006

Year	Firearms		Ammunition		Explosives		Other related materials	
	No. of Seizures	Quantity Seized	No. of Seizures	Quantity Seized	No. of Seizures	Quantity Seized	No. of Seizures	Quantity Seized
2004	210	282	323	304,170	4	1 Kg. powder	80	478
2005	173	262	261	152,190	2	11.794 kg	148	3,021
2006 ¹	237	281	518	185,816	3	1.908 Kg.	144	3,057 ¹

¹ Loaders, telescopic sights, warheads, percussion caps.

The Federal Law on Firearms and Explosives and its Regulations establish the requirement that before Mexico issues an export license or authorization for shipments of firearms, ammunition, explosives,

⁹ Published: DOF. 11-January-1972, latest amendment: 23-January-2004

¹⁰ This figure corresponds to the PI's filed from January to June 2006, for offenses under the Federal Law on Firearms and Explosives; Collection and Trafficking in Weapons under the Federal Law on Organized Crime, and Prohibited Carrying of Weapons under the Federal Penal Code.



and other related materials, the importing country or the in-transit country must first issue the necessary licenses or authorizations. Mexico reports that it does not export firearms, explosives, or other related materials.

Mexico reports that it has not detected trafficking of weapons, ammunition, explosives, or other related materials. However, the country has detected the illicit possession of these materials. Taking this into account, the data on confiscation of firearms and ammunition that appear in the table refer to illicitly possessed materials. With respect to the confiscation of explosives and related materials, Mexico reports that there are no incidents related to explosives and ammunition connected with drug trafficking. However, it reports that CENAPI is in the process of integrating information systems that will monitor the quantity of explosives secured.

Quantities of firearms and ammunition confiscated in cases of illicit possession, 2004–2006

Year	Firearms Confiscated	Ammunition Confiscated
2004	5,577	466,543
2005	5,115	299,498
2006	4,211	402,586

* Partial data

Quantities of firearms and ammunition confiscated in relation to the number of arrests for illicit drug trafficking offenses, 2004–2006

Year	Number of Arrests	Firearms Confiscated	Ammunition Confiscated
2004	983	1,142	43,589
2005	1,024	1,072	29,723
2006	851	992	76,050

In Mexico, research studies are carried out to estimate the percentages of firearms and ammunition seized that were destined for illicit drug trafficking organizations. Through these studies, the country reports that in 2004, 20.48% of the 1,142 firearms confiscated and 9.34% of the 43,589 munitions confiscated were intended for illicit trafficking organizations; in 2005, 20.96% of the 1,072 firearms confiscated and 9.92% of the 29,723 munitions confiscated; and in 2006 (partial data) 23.56% of the 992 weapons confiscated and 18.89% of the 76,050 munitions confiscated.

Mexico has a national computerized record keeping system (by date, description, and series or lot number) of imports, exports, and in-transit movements of firearms, ammunition, explosives, and other related materials. The records in this system, begun in 1972, are maintained permanently.

GC-ARMAS is the entity responsible for exchanging information regarding firearms, ammunition, and explosives in connection with criminal activities, as well as illicit operations of manufacturers, importers, exporters, distributors, introducers, shippers, and buyers. This group is also responsible for collaborating with institutions in other countries on the control of firearms, ammunition, explosives, and other related materials. GC-ARMAS operates under the authority of the Ministry of Public Safety. It is responsible for interagency cooperation on this subject, with support from the Ministry of National Defense (SDN) and implemented by the Technical Secretariat of that group.



The mechanisms that Mexico uses to facilitate the exchange of information include the use of interagency committees like GC-ARMAS, joint training, and interagency information and communication systems (National Information System on Public Safety). Mexico reports that it does not employ joint operations with other countries as a mechanism for cooperation.

CICAD acknowledges the great efforts made by Mexico in establishing mechanisms for the control, oversight, sanction, and prevention of illicit activities involving firearms, explosives, ammunition, and related materials. These mechanisms include specific updated provisions, such as the Federal Law of Firearms and Explosives and its regulations, agreements, and procedural manuals for commercial, administrative, and customs activities, which protect legal trade while at the same time preventing and punishing illicit activities.

C. Money Laundering

Money laundering is legally defined in Mexico in the Federal Penal Code, the Federal Code of Criminal Procedures, and the Federal Law against Organized Crime. Mexico considers money laundering an autonomous offense; a conviction for the underlying or predicate offense is not necessary in order to establish that certain assets are the proceeds of that offense. Thus, an individual may be convicted of money laundering independently of the predicate offense.

The legal definition covers proceeds from all offenses defined as “predicate” offenses, including terrorism financing, which is defined as an autonomous offense.

Mexico reports that penal and civil sanctions are applicable to the crime of money laundering; these sanctions shall be increased by one-half when the illicit action is committed by public servants charged with preventing, reporting, investigating, or adjudicating the commission of crimes. When the offense of money laundering is committed by members of organized crime, regardless of the penalties applicable for the offense of money laundering, additional penalties shall be imposed, ranging from 4–16 years in prison and from 250–25,000 fine days.

The country reports that current legal provisions allow the following special investigation techniques to combat money laundering: electronic surveillance, use of informants, and plea bargaining or cooperative testimony. Current law does not expressly allow the use of “undercover police operations” or “monitored delivery”. However, based on Article 11 of the Federal Law against Crime, such operations can be carried out when conducted based on the infiltration of agents in the framework of a special criminal investigative measure undertaken exclusively by the Office of the Public Prosecutor of the Federation subordinate to the Office of the Assistant Public Prosecutor Specializing in Organized Crime of the Office of the Attorney General of the Republic.

**Persons formally charged with and convicted of money laundering
Years 2004–2006**

Year	Persons formally charged	Persons convicted
2004	22	15
2005	45	18
2006	53	09



With respect to legal provisions designed to establish administrative controls to prevent money laundering, Mexico notes that its legislation prohibits the establishment of casinos and off-shore banks. Mexico adds that financial institutions are obligated to implement customer and user identification and know-your-customer/user policies; submit suspicious transaction reports that are relevant and of concern to the Financial Intelligence Unit (FIU), through the corresponding supervisory entity; establish internal control structures to verify correct application of anti-money laundering/terrorism financing control measures; develop annual training and dissemination programs in the area of combating money laundering and terrorism financing; implement computerized systems to detect and monitor transactions; maintain identification files and other relevant documentation for a minimum of ten years; and follow selection criteria to ensure the technical quality, experience, and rectitude of their staff, among other prevention measures.

Mexico reports that a law that took effect on January 1, 2006 includes real estate agencies and professional services (lawyers, notaries, and accountants) among the entities required to comply with the system for preventing, detecting, and combating activities associated with money laundering. The law incorporates under the Income Tax Law a general requirement that individuals and legal entities paying taxes under that law, which includes agents (among them, real estate companies and professional services providers such as attorneys, notaries, and accountants) as well as gambling establishments, merchants who buy and sell metals and precious stones, art dealers, auctions, pawn shops, charitable organizations, and the remaining activities and services identified internationally as "gatekeepers", must report to the competent authorities any cash consideration received in domestic or foreign currency, as well as in gold and silver pieces, when the amount exceeds one hundred thousand pesos.

The country reports that during 2004, 93 administrative sanction proceedings were opened against financial entities for violation of the money laundering control regulations, 426 in 2005, and 480 in 2006.

Mexico has a Financial Intelligence Unit (FIU) under the Secretariat for Finance and Public Credit. Its main objective is to detect and prevent acts or operations that might promote the perpetration of money laundering and terrorism financing offenses, whether within national territory or abroad. It is authorized to request information on reports of transactions directly from financial institutions, enter into agreements for exchange of information, and encourage compliance with current regulations in coordination with the respective oversight agencies.

The FIU serves as the central national authority for receipt of reports of operations and other information relevant to the detection and prevention of money laundering offenses. It also serves as national coordinator of the system to prevent money laundering and terrorism financing. The annual budget approved for the FIU in 2004 was US\$500,000; in 2005, US\$2,549,300; and in 2006, US\$3,415,300.

To exercise its powers, the FIU has one principal and five subordinate general offices (DGAs), with functions specializing in anti-money laundering and terrorism financing tasks. It has an interdisciplinary executive structure and a staff of 46.

The FIU is part of the Egmont Group. In order to facilitate information exchange and cooperation with other FIUs, Mexico has signed 25 Memoranda of Understanding with the FIUs from other countries, and is also negotiating 11 new instruments with other FIUs. In the context of cooperation and the above-mentioned Memoranda of Understanding, Mexico received and made requests for exchange of financial information in money laundering cases. In keeping with international legislation on information exchange, the Financial Intelligence Unit shares information with foreign FIUs without necessarily signing a memorandum of understanding.



The FIU integrates all the areas involved in analysis by the SHCP of transactions using illegally sourced funds, and handles, *inter alia*, the system for sending transaction reports and following up on charges filed with the courts.

Number of financial reports received and cases investigated, 2004–2006

Year	Number of suspicious transaction reports received	Number of suspicious transaction reports investigated
2004	29,902	30
2005	63,674	60
2006	56,659	53

The country reports that documents and financial records can be obtained in cases of money laundering offenses for the purpose of prosecution. The FIU is authorized to request from financial institutions, through the respective oversight bodies, such additional information as may be need for its investigation. Data on the number of cases in which the FIU obtained documents and financial records are as follows:

Documents and Financial Records, 2004–2006

Year	Number of requests to obtain documents from banks and other financial institutions	Number of cases in which documents and financial records were obtained
2005	24	24
2006	50	50

The law provides for confiscation of assets in money laundering cases and provides for sharing such assets with other countries when the process has relied on cooperation from authorities in another country. The Property Management and Disposal Service administers seized and confiscated assets. The figures that the country reports on the value of property forfeited in money laundering cases are as follows:

**Value of Property Forfeited in Money Laundering Cases
2004–2006**

Year	Value of Property Forfeited
2004	46,285.90 Mexican pesos US\$9,114,805.00
2005	\$433,808.29 Mexican pesos US\$27,455,997.71
2006	\$22,222,208.61 Mexican pesos US\$3,769,099.47

In 2006, Mexico made one request to another country for preventive seizure of property in a money laundering case, based on international agreements, and during 2004 Mexico received one request from other country.



Mexico indicates that there is no limitation in domestic law that would bar the extradition of persons who commit a money laundering offense, provided that the international agreements signed by the country are honored. The extradition of nationals is permitted under Mexican law.

The central authority responsible for making extradition requests is the Mexican Ministry of Foreign Affairs. However, internally, the Office of the Attorney General is the authority responsible for handling extraditions. Mexico reports that the extradition treaties the country has signed with other countries contain provisions that facilitate extradition in money laundering cases.

During the years 2004–2006 Mexico reported that it did not send an extradition request to any country for money laundering cases, based on international agreements.

**Requests for Extradition, received by Mexico from other countries, for money laundering cases, based on international agreements
2004–2006**

Year	Number of requests received	Number of responses granting request
2004	3	2
2005	4	4
2006	7	6

CICAD acknowledges Mexico's efforts to establish a legal framework in accordance with international guidelines in the area of money laundering, which it defines as an autonomous offense; the country has an adequate system for administrative controls and its legislation permits lifting bank secrecy, the forfeiture of assets, and international legal cooperation in investigations of this type.



CONCLUSIONS

CICAD notes that in the area of institutional strengthening, Mexico has the National Drug Control Program (PNCD), financial resources, and an entity responsible for coordinating the Program's execution. Moreover, CICAD recognizes that the country has signed and ratified the international conventions and regional treaties on drugs and related activities and has intensified its commitment to international cooperation with the signature of bilateral accords on mutual legal assistance. In the area of dissemination of information for demand reduction, CICAD acknowledges that the country has dedicated increasing budgetary resources over the last three years and encourages it to continue strengthening both the preparation and distribution of this type of material.

CICAD acknowledges the country's actions in the area of drug abuse prevention with the implementation of the "*Guidelines for Prevention of Drug Use in Mexican Schools*", the programs targeting the indigenous population with a coverage of 27%, and the pilot programs for child workers, street children, and women. CICAD also recognizes the country's efforts to conduct evaluations of research programs since 2004 and encourages the country to continue these efforts over the long term.

In the treatment area, CICAD recognizes that Mexico has mandatory guidelines and quality standards for care at the national, state, and local levels. However, the information provided by the country did not permit a determination of whether the treatment services provided satisfy the real demand for them. CICAD encourages the country to increase efforts that would permit an evaluation of the results of the various existing care programs.

CICAD recognizes the country's efforts to conduct epidemiological studies in standardized methodology based on household surveys in five states, studies of middle and higher education students, and juvenile offenders. The country supplements these studies with systematic and regular measurement of use trends through the Drug Information Reporting System (SRID), with information from law enforcement and health institutions. However, CICAD notes that the country does not provide drug use prevalence and incidence data from these studies, or data on systematic assessments of risk perception among young people.

Regarding, drug production, CICAD notes the increase in poppy crops in 2005 and encourages the country to continue programs to eradicate them and maintain firm controls on chemical substances to discourage heroin production. CICAD recognizes the Mexican authorities' efforts to detect clandestine laboratories for synthetic drugs. However, CICAD notes with concern the discovery of the manufacture of fentanyl, a more potent drug than heroin, and encourages the country to continue strengthening control activities.

In the area of integral development, CICAD acknowledges the efforts of the country in coordinating and carrying out integral development programs, and encourages the country to strengthen them in order to reduce the illicit cultivation of poppy and cannabis in its territory.

CICAD observes that the country does not have specific regulations and mechanisms to prevent and control the illicit trafficking of pharmaceutical products and other drugs over the Internet.

In the area of control and monitoring of chemical substances, CICAD recognizes the country's efforts in full application of the pre-export notification mechanism and in the seizure of significant quantities of pseudoephedrine and potassium permanganate. However, CICAD notes with concern that the country did not report on criminal sanctions applied. In the same regard, it is of concern that the country does not offer training for administrative officials, police, customs and prosecutors in the area of control of the diversion of chemical substances.



In the area of illicit drug trafficking, CICAD acknowledges the efforts made by the Mexican control authorities in the large number of opioid seizures carried out during the review period. CICAD notes the progress reported by Mexico in exchanging internal operational information and intelligence at the national, regional, and international levels. On the other hand, CICAD encourages the country to step up its efforts to overcome the reported impediments regarding timeliness and resource limitations, in order to strengthen its mechanisms for exchange of information and cooperation.

CICAD recognizes Mexico's significant progress in the control of firearms, ammunition, and related materials, including the updating of specific regulations, agreements, and procedural manuals applicable to the business, administrative, and customs spheres for their control.

CICAD notes that Mexico has adequate legislation and systems to prevent and control money laundering. Moreover, CICAD recognizes the country's efforts to comply with the recommendations to control money laundering assigned during the Third Evaluation Round, 2003–2004.

CICAD recognizes Mexico's commitment through its participation in the Multilateral Evaluation Mechanism (MEM).



SUMMARY OF RECOMMENDATIONS

The following recommendations are assigned to Mexico in order to assist the country in strengthening its policies to combat the problem of drugs and related activities and increase multilateral cooperation in the Hemisphere:

DEMAND REDUCTION

1. **EXTEND COVERAGE OF GOVERNMENT PREVENTION PROGRAMS SPECIFICALLY TARGETING VULNERABLE POPULATION GROUPS, SUCH AS STREET CHILDREN, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**
2. **INCREASE THE SUPPLY OF TRAINING IN ORDER TO MEET THE REQUIREMENTS OF PROFESSIONALS WORKING IN THE AREAS OF DRUG PREVENTION, TREATMENT, AND RESEARCH.**
3. **IMPLEMENT A SYSTEM TO EVALUATE THE EFFECTIVENESS OF EXISTING DRUG TREATMENT MODELS IN PUBLIC AND PRIVATE INSTITUTIONS.**

SUPPLY REDUCTION

4. **IMPLEMENT TRAINING AND RESEARCH ACTIVITIES ON THE PREVENTION AND CONTROL OF ILLICIT TRAFFICKING OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS OVER THE INTERNET, ALLOWING NATIONAL REGULATORY AND OPERATIONAL NEEDS TO BE IDENTIFIED.**
5. **ESTABLISH A LICENSING SYSTEM FOR IMPORTERS, EXPORTERS, MANUFACTURERS, AND DISTRIBUTORS OF PHARMACEUTICAL PRODUCTS AS PROVIDED IN THE UNITED NATIONS CONVENTION ON PSYCHOTROPIC SUBSTANCES OF 1971.**
6. **ESTABLISH A PROGRAM OF CONTINUOUS TRAINING IN CHEMICAL DIVERSIONS CONTROL, TARGETING ADMINISTRATIVE, POLICE, CUSTOMS, AND PROSECUTORS.**
7. **UPDATE LEGISLATION ON CONTROLLED CHEMICAL SUBSTANCES IN LIGHT OF THE NEW TRENDS IN THEIR DIVERSION, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.**

CONTROL MEASURES

8. **ESTABLISH A DATABASE TO REGISTER THE NUMBER OF PERSONS FORMALLY CHARGED WITH, TRIED FOR, AND CONVICTED OF ILLICIT DRUG TRAFFICKING AND ILLICIT POSSESSION OF DRUGS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**
9. **INCREASE THE COVERAGE OF THE SPECIALIZED TRAINING ON ILLEGAL DRUG TRAFFICKING FOR LAW ENFORCEMENT, SECURITY AND CUSTOMS OFFICERS, INCLUDING TOPICS SUCH AS THE DIVERSION OF CONTROLLED CHEMICALS AND DRUG TRAFFICKING OVER THE INTERNET.**



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