

Multilateral
Evaluation
Mechanism
MEM

Mexico

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

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

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1999
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2000

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Organización de los Estados Americanos – OEA

Comisión Interamericana para el Control del Abuso de Drogas – CICAD

Organization of American States – OAS

Inter-American Drug Abuse Control Commission – CICAD

Organização dos Estados Americanos – OEA

Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA

Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

NATIONAL ANTI-DRUG STRATEGY

Mexico has a National Drug Control Program, which covers the areas of supply reduction, demand reduction, control measures, institutional framework, budget and an evaluation system. Article 26 of the Constitution of the United States of Mexico is the legal basis for the Program. This article establishes a system of integrated planning and stipulates that the activity of the Federal Public Administration will be adapted to a National Development Plan, which must specify the national objectives together with the strategies and priorities for the country's integrated development. The Plan indicates the sectorial, institutional and special programs that must be designed. They must be congruent with the Plan and must indicate the objectives, priorities and policies that will govern the execution of activities in the corresponding sector. In this case, the National Development Plan in force is the one for the period 1995-2000, and it serves as the basis for the National Drug Control Program for the same period.

Mexico has a central coordinating authority entitled the Office of the Attorney General that coordinates the activities of demand reduction, supply reduction, control measures and the information center. Its legal basis is the Political Constitution of the United States of Mexico. The Office of the Attorney General has a budget that is part of the national budget.

Mexico has ratified the United Nations Conventions of 1961 and 1988. It has acceded to the United Nations Convention of 1971. It has ratified the Inter-American Convention Against Corruption, and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials. It has not signed the Inter-American Convention on Mutual Assistance in Criminal Matters. Mexico does not consider this necessary as it has bilateral agreements in this respect with the countries that have signed this Convention.

Furthermore, it has national laws and regulations with respect to the issue of drugs in conformity with international conventions. The country indicates specific legislation with respect to money laundering, firearms and chemical substances in accordance with CICAD model regulations.

Mexico has an integrated system for the collection and maintenance of statistics and documents. It also has a separate collection of documents and statistics on demand reduction, supply reduction, control measures and the societal impact of illicit drugs.

Recommendation

1. **Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.**

DEMAND REDUCTION

Progress has been made in every one of the objectives proposed in the United Nations Declaration on the Guiding Principles of Drug Demand Reduction and this accomplishment is extensively supported by documentation from National Council Against Addictions (CONADIC).

Mexico has implemented the Addiction Prevention and Control Program in the Secretariat of Health as one of twelve priority programs. Although there is no national system of drug abuse prevention programs, there are programs aimed at school children, community leaders, and street children. Nearly 90% of the school children are reached in primary school. While there are no programs aimed specifically at prisoners, prison officers or out of school youth, there are specialized programs for professional drivers, law enforcement officials, women, the handicapped, seniors, and indigenous persons.

Programs have been established to prevent and treat drug use in the workplace, in both the public and private sectors with those in the private sector predominating.

Mexico has adopted the United Nations Declaration and its Plan of Action on the Guiding Principles of Drug Demand Reduction. The Executive Branch strengthened the national program to fight addictions as a comprehensive response to the problem of psychoactive substance use and abuse. It has implemented as well programs to fight alcoholism and alcohol abuse, smoking, and drug addiction, with objectives, strategies, actions, and goals prepared in conjunction with the public, private, and social sectors. CONADIC is now headed by a national commissioner appointed with the necessary rank, authority, and powers to implement and enforce the decisions and provisions of the Council, which approves the policies governing the national program to fight additions, coordinates its actions, and evaluates the results.

There are drug treatment and rehabilitation programs covering: early detection and outreach, treatment, rehabilitation, social reintegration, and after care. Training for professionals in drug abuse prevention and treatment is offered at a variety of sources ranging from specialized, stand-alone courses, to academic degrees from Universities.

The National Survey on Addictions is the major measuring device providing the regular diagnosis of drug use in the general population. This is supplemented by information obtained by the Mexican Institute of Psychiatry and the Secretariat of Public Education. Research has been conducted on drug use and prevention. Although some evaluations have been conducted, they are few in number.

The average age of first use of illicit drugs is fourteen to fifteen years. This is also the age range reported for alcohol and tobacco. Estimates of the annual incidence of new drug users are derived from new cases in treatment centers and cannot be applied to the general population. There is one major study to evaluate relapses at the Center to Assist Alcoholics and Their Families. Although it is reported that most organizations conduct evaluations, few have included impact assessment.

Recommendations

1. **Implement a national system of prevention program delivery by consolidating existing programs.**
2. **Develop prevention programs for prisoners, prison officers and out of school youth.**
3. **Expand applicable demand reduction programs, paying special attention to the changing pattern of drug use throughout the country.**
4. **Implement a system of data collection to determine the incidence of new drug users.**
5. **Conduct evaluations on existing drug abuse prevention programs for comparative purposes and build into the design of new programs.**

SUPPLY REDUCTION

Mexico has illegal cannabis and poppy plantations. It has no information on production potential, cultivated area, and new plantations because it considers the information systems in place not to be reliable enough to determine potential production on the basis of production cycles, geography, and other prevailing conditions. The institutions responsible for fighting drug production are evaluating various methodologies in order to identify those most suited to the country's particular requirements.

At present estimates are based on eradicated area, which in 1999 reached 49,098 hectares, of which 33,351 were for cannabis and 15, 747 for poppies. Five heroine laboratories were destroyed. From January 1, 2000 - August 31, 2000, 16,019 hectares of marijuana have been eradicated.

The problem of synthetic drugs is a challenge for Mexico. To this end, the trafficking and production of synthetic drugs is now a crime, and controls such as the establishment of 8 customs check points across the country for the controlled import and export of essential chemicals and precursors.

The control of synthetic drugs, including pharmaceuticals with legitimate uses is proceeding in accordance with international conventions, particularly the provisions of the 1971 United Nations Convention on Psychotropic Substances and the 1988 United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

In accordance with national health and criminal legislation, the Ministry of Health is the proper authority responsible for preventing the diversion of pharmaceuticals for illicit purposes, determining annual requirements for licit purposes, and regulating professions involved in handling pharmaceuticals. Working closely with the Ministry, the Attorney General of the Republic, through the Office of the Special Prosecutor for Crimes Against Health, pursues actions to prevent and, if necessary, investigate and prosecute possible violations of the laws regulating controlled substances and pharmaceuticals, including the illicit trafficking and production of synthetic drugs.

In 1999, 568 kgs of amphetamines, 358 kgs of methamphetamines, and 800 units (pills) of methamphetamines were seized; also, 12 methamphetamine-processing laboratories were destroyed.

In Mexico, the concept of alternative development has been introduced through integrated rural development policies to control drug production. Such policies are intended to promote alternatives for socioeconomic development in potential drug producing areas through social development programs, infrastructure works, and initiatives to promote and support alternative crops while providing campesinos with opportunities for lawful employment that offer them alternative means of gainful support. This initiative seeks to introduce broad-based social and economic development programs for communities in cannabis and poppy growing areas.

On the basis of these criteria, two groups of municipalities, known as High Priority Municipalities, have been targeted for cannabis and poppy eradication campaigns. Second Priority Municipalities are neighboring areas with the potential for drug cultivation, in which drug prevention actions are pursued.

There is an agency that controls pharmaceutical products and controlled chemical substances under the aegis of the Ministry of Health. It also estimates yearly needs for legal use and regulates professions involved in pharmaceutical product handling.

There is a mechanism in place for operational information exchange for each of the controlled substances. With regard to pharmaceutical products, the Ministry of Health is in charge with the support of the Ministries of Foreign Affairs, Public Finance and Credit, Trade and Industrial Development, and the Office of the Attorney General of the Republic. A systematized network for controlled chemical substances is at the final implementation stage, made up of the institutions responsible for controlling diversion. It has confiscated both pharmaceutical products and controlled chemical substances, as detailed below.

Pharmaceuticals (name)	Quantity seized	Unit of measurement
Methamphetamine*	880	Pill
Tafil	11,734	Pill
Rivotril	6,119	Pill
Darvon	4,437	Pill
Artane	537	Pill
Valium**	850	Pill
Rohypnol	1,063	Pill
Lexotan	418	Pill
Asenlix	21,172	Pill
Other	19,195	Pill
Not specified	117,099	
Total	183,504	Pill

* Included in this table when in pill form. In addition, 358 kg. of methamphetamines and 568 kg. of amphetamines were seized.

** Includes other medicines that contain diazepam as an active ingredient.

Controlled chemical substances (name)	Quantity seized 1999	Quantity seized 1 Jan 2000 - 31 august 2000	Unit of measurement
Ephedrine	365	560	Kg.
Ephedrine	3,130	-	Pill
Pseudoephedrine	348	54	Kg.
Pseudoephedrine*	1,303,518	-	Pill
Piperonal	362	1	Kg.
Iodine	222	60	Kg.
Red phosphorus	54	32	Kg.
Sodium hydroxide	44	28	Kg.
Acetone	34	13	Lt.
Hydrochloric acid	5	72	Lt.
Ethyl Alcohol	5	50	Lt.
Toluene	3	-	Lt.
Sulphuric acid	2	16	Lt.
Ethyl ether	1	-	Lt.
Acetic acid	1	-	Lt.

* This figure is for medicines with a significant content of pseudoephedrine (Afrinex, Actifed, Sudafed, Sendevil, Dofedrin, Prindex, Clarinase, Ferpil, Teldane D).

There are laws and regulations authorizing penal and administrative sanctions for the diversion of chemical substances and pharmaceuticals. There were no sanctions applied in 1999.

Regarding international controlled chemical substance transactions, Mexico received 21 pre-export notifications and replied to all. The country made 6 requests for cooperation regarding controlled chemical substances and received 6 replies.

Mexico has a system and an agency responsible for pre-export notifications of controlled substances.

Recommendation

1. Continue developing a system to determine potential production, cultivated area and new illicit cultivation of drugs.

CONTROL MEASURES

In the area of illicit drug trafficking, Mexico has law enforcement and administrative agencies which support the Office of the Attorney General of the Republic in the prosecution of crimes against health that come within the purview of the federal authorities. These institutions are the Ministry of the Interior (Federal Preventive Police), the Ministry of National Defense, the Ministry of the Navy, the Ministry of Finance and Public Credit, and the Ministry of Communications and Transportation. In view of the foregoing, it falls to the district criminal courts to hear and punish offenses against health. The intercepting and administrative control of drug trafficking is done by the Office of the Attorney General of the Republic through the Special Prosecutor for Crimes Against Health, in coordination with different offices of the Federal government.

Mexico indicates that it has a mechanism for the exchange of operational information and operational collaboration among national authorities; the Office of the Attorney General is responsible for information exchanges and collaboration with other countries.

The Uniform Statistical System for Drug Control (SEUCD) collects information on the number of drug seizures made by the law enforcement agencies and groups engaged in the fight against drug trafficking. Mexico reported that 11,366 operations with seizures were carried out in 1999. Presented below is information on seizures for the period 1999-2000.

Type of drug	Unit	Quantity 1999	Quantity (Jan.1 - Aug. 31, 2000)
Opium	Kg.	801	232.83
Poppy Seeds	Kg.	750	757.57
Morphine	Kg.	1	4.48
Heroin	Kg.	260	213.51
Cocaine Salts	Kg.	34,623	16,467.74
Leaf Cannabis (grass)	Kg.	1,471,960	1,109,307
Cannabis Resin (hashish)	Gr.	329	4.7
Cannabis Seed	Kg.	5,848	6,373
Methamphetamine	Kg.	358	375
Methamphetamine	Unit (pill)	880	-
Amphetamine	Kg.	568	31.97
Psychotropic pills*	Unit (pill)	183,504	-

*Includes Metamphetamines

It also indicates that 10,732 persons were arrested for illicit drug trafficking. In 1999, a total of 12,298 persons were reported to have been charged and 8,287 convicted. The Attorney General's Office has been developing a project to standardize the collection and processing of judicial statistics for federal offenses.

Mexico made 37 requests for international cooperation to investigate and prosecute drug trafficking last year, and received 19 replies.

The country has criminalized the illicit manufacture, trafficking, importation, and exportation of firearms, ammunition, explosives, and other related materials. Furthermore, it has established administrative controls to prevent these offenses and has laws and regulations that allow for the freezing or seizure of those objects. There is an administrative authority that keeps records on the use, manufacture, importation, exportation, and transit of the aforementioned materials, as well as an entity devoted to effecting inter-agency coordination and information exchanges.

Regarding data on persons charged and convicted for illicit manufacturing and trafficking of firearms, ammunition, explosives and other related materials, the statistical system used by the Office of the Attorney General records the number of criminal trials and judgments issued by judicial authorities, which may also include more than one person. This measure reports 7,646 convictions resulting from a total of 8,698 First Instance trials and 5,993 Second Instance trials completed in that year.

The country reports that 855 seizure operations were carried out in relation to firearms, ammunition, explosives and other related materials connected to illicit

drug trafficking. Furthermore, the country identifies the origin of the firearms, ammunition, explosives, and other related materials, as well as the routing employed in their diversion. Three major routes have been detected for smuggling firearms and ammunition into Mexico: the Pacific route, the Pan American or Central route, and the Gulf route.

Mexico made 2,433 requests, which also reflects the number of firearms involved, for international cooperation to investigate and prosecute the illicit manufacture of and trafficking in firearms, ammunition, explosives, and other related materials and received 1,660 replies.

Mexico has criminalized money laundering with laws to suppress and prevent the laundering of drug trafficking proceeds. The country also has administrative and preventive controls, regulations, and laws that provide for the freezing, seizure, and forfeiture of such assets.

The Ministry of Finance has a financial intelligence unit that processes the data from reports of suspicious or significant transactions, a Specialized Money Laundering Unit within the Office of the Attorney General, laws requiring the reporting of suspicious and significant transactions, and a Confiscated Property Administration Service charged with managing assets seized from drug trafficking.

Mexico reports 121 persons arrested for money laundering offences during last year and 121 persons charged. In 1999, a judgment was obtained for this crime, in which 3 people were convicted; this represents 2.47% of total prosecutions and 0.0032% of the country's population. The country keeps records on the number of administrative sanctions for money laundering-related activities.

The country carried out 14 requests for international cooperation to investigate and prosecute money laundering and received 2 replies.

Recommendation

- 1. Pursue efforts to set up a register and/or data bank to identify the number of individuals charged and convicted for crimes related to drug trafficking.**

HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

CICAD acknowledges Mexico's effort in addressing the requirements of this indicator. There is a system in place to estimate the human, social, and economic cost of the drug problem. However, total estimates of these costs were not provided. Mexico recognizes that estimating these costs is challenging, but important to a country's full understanding of the nature of its drug problem.

To this end, the Government is initiating an inter-ministerial coordination effort aimed at elaborating a matrix that makes it possible to produce more precise and comprehensive calculations of the economic, human and social costs of the fight against drugs. Mexico may wish to share with CICAD its knowledge and experience in establishing information systems that are used to calculate social costs.

Because many countries have difficulty in providing these estimates, CICAD is proposing a hemispheric-wide program involving training and technical assistance, which should assist the country in its effort in confronting the drug problem and fulfilling this indicator's requirements.

Recommendation

1. **Continue efforts to estimate the human, social and economic cost of the drug problem.**

SUMMARY OF RECOMMENDATIONS

CICAD recommends that Mexico's anti-drug efforts be strengthened by addressing the following:

1. Ratify the Inter-American Convention on Mutual Assistance in Criminal Matters.
2. Implement a national system of prevention program delivery by consolidating existing programs.
3. Prevention programs for prisoners, prison officers and out of school youth should be developed.
4. Expand applicable demand reduction programs, paying special attention to the changing pattern of drug use throughout the country.
5. Implement a system of data collection to determine the incidence of new drug users.
6. Conduct evaluations on existing drug abuse prevention programs for comparative purposes and build into the design of new programs.
7. Continue developing a system to determine potential production, cultivated area and new plantations of drugs.
8. Pursue efforts to set up a register and/or data bank to identify the number of individuals charged and convicted for crimes related to drug trafficking.
9. Continue efforts to estimate the human, social and economic cost of the drug problem.