

# Uruguay

## 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)**

# **URUGUAY**

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

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**CICAD wishes to thank the following national institutions of Uruguay which provided information for this MEM national Fourth Round report:**

- National Drug Board, National Drug Secretariat:
  - Demand Reduction Area
  - Uruguayan Drug Observatory
- Ministry of the Interior, General Directorate for the Control of Illicit Drug Trafficking
- Ministry of Public Health, Department of Medicines, Psychopharmaceutical and Narcotic Drugs Sector
- Ministry of Education and Culture, Central Authority Advisory Service for International Legal Cooperation
- Ministry of Foreign Affairs, Department on Legal Matters
- Ministry of National Defense, Military Equipment and Weapons Service of the National Army
- The Center for Training in Money Laundering Prevention (CeCPLA)



## 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 Uruguay will be published in June 2009. All MEM reports can be accessed through the following webpage: [www.cicad.oas.org](http://www.cicad.oas.org).



## INTRODUCTION

Uruguay covers an area of 176,220 square kilometers, including 1,564 kilometers of borders (579 km with Argentina and 985 km with Brazil) and 660 kilometers of coastline. In 2006, its population totaled 3,431,932, comprising the following ethnic groups: whites, mestizos, and Afro-descendants. Its literacy rate is 98%. Uruguay is a Constitutional Republic, divided into 19 departments. Its per capita Gross Domestic Product (GDP) in 2005 is estimated at US\$9,900, and its inflation rate is 4.7% (2005). Annual exports total US\$3.55 billion. Its major exports are beef, rice, leather products, wool, fish, and dairy products.

### I. INSTITUTION BUILDING

#### A. National Anti-drug Strategy

Uruguay has a national anti-drug plan, entitled “National Strategy for the Drug Problem in Uruguay, 2005–2009,” which was approved in 2005.<sup>1</sup> The country reports that its Strategy covers actions in the areas of demand reduction, supply reduction, control measures, money laundering, and evaluation of some prevention programs.

The institutions involved in executing the Strategy are the National Drug Board, the departmental governments, the National Public Education Administration, the National Institute for Children and Adolescents of Uruguay, and the Judiciary. Uruguay indicates that the departmental authorities have jurisdiction in areas related to anti-drug policies. There are four anti-drug plans at the departmental level that are being implemented in departments around the country.

The Strategy has a budget and is financed by direct allocations from the general government budget, the specific anti-drug budgets of public entities, civil society contributions, and international cooperation.

The National Drug Board (JND) is the authority that coordinates anti-drug policies. It operates within the Pro-Secretariat of the Office of President of the Republic. The national authority coordinates actions in the areas of demand reduction, supply reduction, control measures, drug observatory, and international cooperation.

The National Drug Secretariat (SND) is the central technical office of the National Drug Board and has an annual budget independent of other government agencies. It is financed by direct government allocations and international cooperation. The country indicates that the SND budget is adequate.

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<sup>1</sup> Updated in 2007.



The amounts budgeted for the national entity are shown in the following table:

**Budget for the National Authority, 2004–2006**

Fiscal Year	Proposed Budget (US\$*)	Total Budget Received (US\$*)
2004	47,874	134,473
2005	47,874	77,009
2006	127,880	299,554**

\* One US dollar is equivalent to 25 Uruguayan pesos.

\*\* National budget plus international cooperation

**CICAD notes that Uruguay has the “National Strategy for the Drug Problem in Uruguay, 2005–2009,” and a national authority with an adequate budget for carrying out its functions.**

## **B. International Conventions**

Uruguay has ratified the following conventions:

- Inter-American Convention against Corruption, 1996 (December 7, 1998).
- Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA), 1997 (July 20, 2001).
- United Nations Single Convention on Narcotic Drugs, 1961, as modified by the 1972 Protocol (October 31, 1975).
- United Nations Convention on Psychotropic Substances, 1971 (March 16, 1976).
- United Nations Convention on the Law of the Sea, 1982 (November 16, 1994).
- United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988 (March 10, 1995).
- United Nations Convention against Transnational Organized Crime, 2000, and the Protocols against the Smuggling of Migrants by Land, Sea and Air; and to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (March 4, 2005).

The country has signed but not ratified the United Nations Convention against Corruption and the Inter-American Convention on Mutual Assistance in Criminal Matters. In addition, the country has neither signed nor ratified the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition, of the United Nations Convention against Transnational Organized Crime.

With regard to bilateral agreements, Uruguay and Brazil signed the “Mutual Cooperation Agreement to Combat Trafficking by Aircraft Used for Illicit Transnational Activities” in Montevideo, on September 14, 2004.

**CICAD notes with satisfaction that the country ratified the Protocols against the Smuggling of Migrants by Land, Sea and Air and to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of the United Nations**



**Convention against Transnational Organized Crime. However, CICAD encourages the country to ratify the Inter-American Convention on Mutual Assistance in Criminal Matters; the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition, of the United Nations Convention against Transnational Organized Crime; and the United Nations Convention against Corruption.**

### **RECOMMENDATIONS:**

1. **RATIFY THE INTER-AMERICAN CONVENTION ON MUTUAL ASSISTANCE IN CRIMINAL MATTERS, A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.**
2. **ACCEDE TO THE PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION OF THE UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.**
3. **RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.**

### **C. National Information System**

The Uruguayan Drug Observatory is the entity that organizes and compiles statistics and information related to drugs. The country also has organized collections of documents pertaining to drugs.

Uruguay distributes drug-related information and materials to the public through web pages, national records, libraries, schools, universities, research institutes, national journals, press and media, e-mail, publications and reports issued by the national drug authority and other government agencies, and posters and pamphlets used in specific campaigns. To carry out these activities, the country assigned a budget of US\$32,600 for 2004, US\$11,900 for 2005, and US\$34,370 for 2006.

The National Information and Reference Center of the Drugs Network has a drug treatment telephone service or hotline to provide drug-related information to the general public, which receives an average of 300 calls per month.

**CICAD recognizes the country's efforts to increase the availability of drug-related information and the means used to disseminate it to the public, with a specific budget for that purpose.**

## **II. DEMAND REDUCTION**

### **A. Prevention**

Uruguay is implementing drug abuse prevention programs that target key sectors of the population, in accordance with the principles of CICAD's Hemispheric Guidelines. These programs are described in the following table:





**Prevention Programs Developed**

Program	Target Group	Coverage		
<b>Garabatos</b>	Preschoolers (ages 3 to 5) and teachers	Students	17,626	21.5 %
		Teachers	187	6.1 %
		Schools	103	57.2 %
<b>La Aventura de la Vida Garabatos</b> <b>Citizenship skills</b> <b>Gardening skills</b>	Students in grades 3 to 6 (ages 8 to 12) and teachers	Students	40,696	20.1 %
		Teachers	566	10 %
		Schools	538	30 %
<b>Responsible Education Centers</b> 1 <sup>st</sup> phase: Training teachers and principals in the use of the program. 2 <sup>nd</sup> phase: “ <i>Reto a la Libertad</i> ” Program. 3 <sup>rd</sup> phase: Evaluation of activities and selection of best tools.	Middle education (high school and vocational, ages 12 to 17) Inspectors, principals, teachers, and aides in the schools	Students	1,300	0.3%
		Teachers	4,500	20%

The country is also developing a selective training program to train parents and families in family educational skills. The program is in the process of training teams that will implement the program throughout the country.

Another program developed by the country targets injectable drug users. This program published a “Guide for prevention of alcohol and drug use in the workplace,” which covers differences in use by men and women, method of consumption, and consequences of use.

Through the teacher training program of the Educational Centers for Secondary Education, Uruguay offered training in drug use prevention to 1,800 and 2,200 directors, assistant directors, and teachers of secondary school institutes, and technical and vocational schools in 2004 and 2005, respectively.

The country states that programs targeting the school population and injectable drug users were carried out in coordination with non-governmental organizations.

Moreover, through the training course on drug use problems, the country offered instruction in drug use prevention and treatment to technicians, health personnel, mental health teams linked to primary healthcare, and to members of general health clinics of housing cooperatives. Three hundred persons were trained in 2004, 350 in 2005, and 350 in 2006.

In addition, the country offers university degrees in the area of drug abuse prevention, treatment, and research at the *Universidad de la República Oriental del Uruguay*, the *Dámaso Antonio Larrañaga* Catholic University of Uruguay, and the Dr. José Scoseria Health School. As for graduate programs, the *Dámaso Antonio Larrañaga* Catholic University of Uruguay and the Latin American Human Economy Center (CLAEH) offer master’s degree programs in drug addiction. Both are two year programs. The CLAEH program awarded six degrees in 2004 and six in 2005. Ten students took part in the program in 2006.

Moreover, the School of Psychology of the *Universidad de la República Oriental del Uruguay* offers ongoing and refresher training courses in drug addiction. The country states that the professional training courses do not satisfy demand in the areas of prevention and treatment.



Uruguay has formed a Joint Commission comprising the National Drug Board and authorities from the formal education system to evaluate the programs underway. During 2004 and 2005, the country conducted a general evaluation of the following programs: “*La Aventura de la Vida*”, “*Garabatos*”, “*Habilidades para la Huerta*”, and “*Habilidades para la Ciudadanía*”.

During 2004 and 2005, the NGO *El Abrojo*, under its Health Promotion and Development of Life Skills Program, conducted an evaluation of the impact of the “*La Aventura de la Vida*” program among third grade students in public schools in Montevideo.

**CICAD notes with satisfaction that Uruguay carries out drug prevention programs that target key populations, with substantial coverage. The country has also evaluated some of its prevention programs and evaluated the impact of one of them.**

**CICAD notes that Uruguay offers degrees in prevention, treatment, and research of drug abuse at its universities.**

## B. Treatment

Uruguay has developed mandatory standards of care for drug abuse treatment at the national level.<sup>2</sup> The Health Ministry maintains a national registry of available treatment services and programs, and is responsible for accrediting them.

Uruguay reports that there are various training mechanisms and refresher courses in the area of drug abuse treatment. Training is done through seminars, workshops, and courses, conducted by experts from the National Drug Secretariat and various NGOs. General hospitals or clinics providing primary care, mental health and emergency personnel, and officials in the prison system have received training, among others.

The country has seven public programs and 11 private outpatient treatment programs (including clinics) for adults of both genders, and two public and six private programs providing residential or in-patient services.

Uruguay has 110 polyclinics for early detection, outreach, referral of cases, and brief interventions, six public detoxification services, eight public and 19 private treatment and rehabilitation services, and 90 private self-help groups. All of these services have national coverage.

In the public sector, the country has two residential and two outpatient centers. In the private sector, there are two residential and three daytime treatment centers, which have an agreement with Uruguay’s Institute for Children and Adolescents (INAU).

A census of treatment centers taken in 2006 registered a total of 2,100 outpatients and 100 residential patients in public centers, and 2,300 outpatients and 300 residential patients in private centers.

**CICAD notes with satisfaction that the country has developed minimum standards of care for drug dependents and has a variety of treatment programs, as well as a database on the number of patients requiring care for drug use.**

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<sup>2</sup> The standards for care were approved on January 29, 2007.



## C. Statistics on Consumption

Uruguay conducted the Fourth National Household Survey on Drug Use in November 2006 under the framework of a sub-regional project of the United Nations Office on Drugs and Crime (UNODC), with technical and financial support from CICAD. The information obtained through this survey is presented in the following table:

**Drug Use Prevalence among Persons aged 12–65  
Fourth National Household Survey, 2006**

Type of Drug	Lifetime (percentage)			Last 12 months (percentage)			Last 30 days (percentage)		
	M	F	Total	M	F	Total	M	F	Total
<b>Alcohol</b>	84.3	73.4	78.6	72.0	57.2	64.3	60.2	59.1	49.9
<b>Tobacco</b>	60.0	50.0	54.8	39.0	30.8	34.7	36.3	27.9	31.9
<b>Solvents or Inhalants</b>	0.9	0.2	0.6	0.2	0.0	0.1	0.0	0.0	0.0
<b>Hashish</b>	2.2	0.8	1.5	–	–	–	–	–	–
<b>Marijuana</b>	16.6	8.3	12.2	7.5	3.0	5.2	5.0	1.7	3.3
<b>Hallucinogens</b>	1.8	0.6	1.2	–	–	–	–	–	–
<b>Heroin</b>	0.3	0.1	0.2	–	–	–	–	–	–
<b>Morphine*</b>	0.1	0.1	0.1	–	–	–	–	–	–
<b>Opium</b>	0.3	0.0	0.2	–	–	–	–	–	–
<b>Basuco, Coca Paste</b>	1.2	0.4	0.8	0.5	0.1	0.3	0.2	0.1	0.1
<b>Cocaine HCl</b>	6.2	2.0	4.0	2.3	0.7	1.4	1.4	0.3	0.8
<b>Crack</b>	0.4	0.1	0.2	–	–	–	–	–	–
<b>Tranquilizers, Sedatives, Depressants</b>	3.3	3.4	3.4	1.4	1.6	1.5	0.6	0.9	0.8
<b>Ketamine</b>	0.3	0.1	0.2	–	–	–	–	–	–
<b>Stimulants</b>	0.9	0.5	0.7	0.4	0.2	0.3	0.2	0.0	0.1
<b>MDMA (Ecstasy)</b>	1.1	0.3	0.7	0.1	0.1	0.1	0.1	0.1	0.1
<b>Other Drugs</b>	0.6	0.1	0.4	1.6	1.1	1.3	0.5	0.6	0.6
<b>Any Illicit Drug</b>	17.2	8.5	12.7	8.8	4.1	6.3	5.5	2.3	3.8

\* Non-prescription/non-therapeutic use only.



**Drug Use Incidence among Persons aged 12–65  
Fourth National Household Survey, 2006**

Type of Drug	Last 12 months (percentage)			Last 30 days (percentage)		
	M	F	Total	M	F	Total
Alcohol	11.1	5.8	7.8	1.6	1.1	1.3
Tobacco	2.4	2.0	2.2	0.3	0.1	0.2
Solvents or Inhalants	0.1	0.0	0.0	0.0	0.0	0.0
Marijuana	1.1	0.9	1.0	0.3	0.2	0.3
Basuco, Coca Paste	0.3	0.0	0.1	—	—	—
Cocaine HCl	0.5	0.0	0.3	0.1	0.0	0.1
Tranquilizers, Sedatives, Depressants	0.4	0.8	0.6	0.0	0.1	0.1
Stimulants	0.0	0.1	0.0	—	—	—
MDMA (Ecstasy)	0.1	0.0	0.0	—	—	—
Other Drugs	0.6	0.4	0.5	0.1	0.0	0.0
Any Illicit Drug	1.3	1.1	1.2	0.3	0.2	0.2

**Age of First Use of Drugs  
Fourth National Household Survey, 2006**

Type of Drug	Average			Median		
	M	F	Total	M	F	Total
Alcohol	15.9	17.4	16.8	15	17	16
Tobacco	15.6	16.8	16.3	15	16	15
Solvents or Inhalants	17.7	16.2	17.1	16	16	16
Marijuana	18.7	18.8	18.8	18	18	18
Basuco, Coca Paste	19.9	19.6	19.8	19.5	18	19
Cocaine HCl	18.4	20.0	18.9	18	18	18



Regarding specific populations, the country conducts surveys on drug use among secondary school students every two years. The latest survey was conducted in 2005, in coordination with the Inter-American Observatory on Drugs (OID). Drug use prevalence in this specific population is presented in the following table:

**Drug Use Prevalence among Secondary School Students, 2005**

Type of Drug	Lifetime (percentage)			Last 12 months (percentage)			Last 30 days (percentage)		
	M	F	Total	M	F	Total	M	F	Total
<b>Alcohol</b>	81.1	79.2	80.1	71.1	68.1	69.5	55.2	51.1	52.9
<b>Tobacco</b>	48.5	57.1	53.3	31.2	40.3	36.3	21.1	29.5	25.7
<b>Solvents or Inhalants</b>	3.8	2.4	3.0	1.8	1.4	1.6	0.6	0.5	0.6
<b>Hashish</b>	1.2	0.7	0.9	—	—	—	—	—	—
<b>Marijuana</b>	14.9	11.1	12.8	10.9	8.3	9.5	7.1	4.9	5.9
<b>Hallucinogens</b>	1.8	1.1	1.4	—	—	—	—	—	—
<b>Heroin</b>	0.3	0.2	0.2	—	—	—	—	—	—
<b>Morphine*</b>	0.4	0.2	0.3	—	—	—	—	—	—
<b>Opium</b>	0.2	0.2	0.2	—	—	—	—	—	—
<b>Basuco, Coca Paste</b>	1.5	0.9	1.2	0.9	0.5	0.6	0.3	0.1	0.2
<b>Cocaine HCl</b>	3.3	1.8	2.5	1.9	1.1	1.5	0.7	0.3	0.5
<b>Crack</b>	0.3	0.2	0.2	—	—	—	—	—	—
<b>Tranquilizers, Sedatives, Depressants</b>	4.7	8.0	6.5	—	—	—	—	—	—
<b>Stimulants</b>	3.0	5.2	4.2	1.2	2.5	1.9	0.7	0.9	0.8
<b>Other Drugs</b>	0.9	0.4	0.6	0.5	0.3	0.4	0.2	0.2	0.2
<b>Any Illicit Drug</b>	16.4	12.4	14.2	11.7	9.0	10.2	7.5	5.1	6.2

\* Non-prescription/non-therapeutic use only.

Moreover, the country has an estimate of the percentage of youths aged 13 to 17 who perceive drug use as harmful to their health and well-being.



**Percentage of Youth Aged 13 to 17 that Perceive Drug Use  
as Harmful to their Health and Well-being, 2005**

<b>Category</b>	<b>% of those surveyed who believe that persons who carry out the following activities are at a moderate or great risk (or who think that it is quite harmful or very harmful)</b>
<b>Occasionally smoke cigarettes</b>	22.8
<b>Often smoke cigarettes</b>	90.0
<b>Often drink alcoholic drinks</b>	85.5
<b>Get drunk</b>	88.2
<b>Occasionally take non-prescribed tranquilizers/stimulants</b>	71.1
<b>Often take non-prescribed tranquilizers/stimulants</b>	85.9
<b>Occasionally inhale solvents</b>	73.6
<b>Often inhale solvents</b>	87.8
<b>Occasionally smoke marijuana</b>	66.9
<b>Often smoke marijuana</b>	90.0
<b>Occasionally take cocaine or crack</b>	81.5
<b>Often take cocaine or crack</b>	94.0
<b>Occasionally use coca paste</b>	88.0
<b>Often use coca paste</b>	93.0
<b>Occasionally take ecstasy</b>	78.1
<b>Often take ecstasy</b>	86.7

In 2004, Uruguay, in coordination with ODA, carried out the Program on the Human, Social and Economic Costs of Drug Use. The figures for the direct costs of the drug problem in Uruguay during 2002–2004, shown in the table below, were obtained through this program.

**Direct Costs of the Drug Problem, 2002–2004 (in millions of US\$)**

<b>Activity</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Supply Reduction</b>	1.56	1.39	1.45
<b>Demand Reduction (Treatment)</b>	0.69	0.34	0.36
<b>Demand Reduction (Prevention)</b>	0.34	0.36	0.47
<b>Total</b>	2.59	2.07	2.28

Through the Study on Drug Use among Recent Detainees, the country was able to obtain estimates of drug and alcohol use by recent arrestees prior to their arrest.

The Law on Prevention and Control of Traffic Accidents (Law 16585), enacted in 1994, establishes nationwide provisions on measures to prevent alcohol-related accidents.



In November 2006, CICAD sponsored a study of accidents related to improper use of alcohol and drugs. The project included the creation of a uniform data system for continued recording of this indicator.

**CICAD notes with satisfaction that Uruguay conducted a survey of the general population in 2006, and that it surveys drug use among secondary school students every two years. In addition, the country has data from a series of national research projects, some undertaken with cooperation from international organizations.**

### III. SUPPLY REDUCTION

#### A. Drug Production

Uruguay has detected marijuana plants grown indoors. A total of 71 plants were detected and seized in 2004, 405 in 2005, and 99 in 2006.

The country found and dismantled two small-capacity cocaine hydrochloride laboratories (less than 100 kg. of drugs per year) in 2004, and one in 2006.

**CICAD observes that indoor cultivation of marijuana has been detected and notes that illicit cocaine hydrochloride laboratories were found.**

#### B. Control of Pharmaceutical Products

In Uruguay, Decree-Law 14294, enacted on October 31, 1974, regulates the import, export, and sale of pharmaceutical products. All pharmaceutical products containing substances listed in international conventions are controlled by the country.

There is a mechanism to monitor and prevent the diversion of pharmaceutical products applicable to health professionals and entities authorized to handle these products.

The authority responsible for coordinating activities related to control of pharmaceutical products is the Sector on Psychopharmaceutical and Narcotic Drugs of the Medicines Department, Health Products Division, in the Ministry of Health. In the commercial area, Uruguay exercises the following controls: import and export control, license control, monitoring of distribution, inspection, imposition of administrative sanctions, registry of licensees, and registry of quantities of pharmaceutical products sold. Similarly, in the health care sector, control mechanisms include license control, monitoring of distribution, monitoring of prescriptions, inspections, imposition of administrative sanctions, and transfer of unusual cases detected by administrative authorities to judicial authorities.

Uruguay issued 2,004 importation permits for pharmaceutical products in 2004, 2,169 in 2005, and 1,646 in 2006. Moreover, the country issued 1,084 permits for the exportation of these products in 2004, 1,047 in 2005, and 982 in 2006.

The country offers training courses on the handling of pharmaceutical products, including best manufacturing practices, market regulations, monitoring of pharmaceuticals, economy of pharmaceuticals, and policies on medicines. The country reports that these courses meet the demand for training.



Uruguayan law makes provision for penal, civil, and administrative sanctions in cases of diversion of pharmaceutical products.

Three administrative sanctions were imposed in 2005. The country did not provide information on the number of times that administrative sanctions were imposed in 2004 and 2006, or on the penal or civil sanctions imposed during the years 2004–2006.

Uruguay did not seize or dispose of any pharmaceutical products during the years 2004–2006.

The country detected drug sales over the Internet, websites where controlled pharmaceutical products and other drugs are sold, and centers where drugs are stored or distributed after they are sold. Moreover, the country has detected the sale of these substances in open discussion forums.

Although Uruguay has general regulations for the control of pharmaceutical products, it has not clearly defined the functions and responsibilities of administrative offices and police entities involved in prevention and control of sales of pharmaceutical products and drugs over the Internet, since there are no legal provisions covering this area. The responsible institutions do not have procedures, investigative techniques, training and equipment to detect suspicious transactions or diversion of controlled pharmaceutical products or other drugs.

**CICAD notes that the country has a legal framework and mechanisms for the control of pharmaceutical products and collects data on administrative and regulatory actions.**

**However, CICAD notes that the country does not have specific mechanisms to register information on the number of civil, administrative, and penal sanctions imposed for the diversion of pharmaceutical products.**

**CICAD observes that the country offers courses on the handling of pharmaceutical products and that these courses satisfy the demand for training.**

**CICAD notes that the country does not have specific regulations and mechanisms to prevent and control the illicit traffic in pharmaceutical products and other drugs over the Internet.**

### **RECOMMENDATIONS:**

4. IMPLEMENT A SYSTEM TO OBTAIN INFORMATION ON THE NUMBER OF PENAL, CIVIL AND ADMINISTRATIVE SANCTIONS IMPOSED FOR THE DIVERSION OF PHARMACEUTICAL PRODUCTS.
5. CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET, WHICH WILL ENABLE THE COUNTRY TO IDENTIFY ITS REGULATORY AND OPERATIONAL NEEDS.

### **C. Control of Chemical Substances**

Uruguay's Law 17.016, enacted in 1998, regulates the control of controlled chemical substances. The country has a mechanism in place to monitor and prevent the diversion of controlled chemical substances, including all the substances listed in international conventions.





The Ministry of Industry and Energy is the entity responsible for maintaining the national registry of licensees. The Ministry of Transportation is responsible for controlling the transport of chemical substances, while the Ministry of Health is responsible for the control of licenses for manufacturing, distribution, imports and exports, and pre-export notification; in addition, together with the Ministry of Interior it is responsible for inspections and managing distribution and end sales. The judiciary is the entity responsible for imposing sanctions.

Uruguay uses the National Drug Control System (NDS) to manage information, facilitating the control of controlled chemical substances.

The country reports that CICAD has provided training courses for administrative, police, and customs officers on controlling the diversion of chemical substances, and that these courses meet the national demand.

Uruguayan law provides for the application of penal, civil, and administrative sanctions in the case of diversion of controlled chemical substances. No administrative, penal, or civil sanctions were imposed during the years 2004–2006.

Uruguay imports and exports controlled chemical substances, and also handles these substances in transit. The country issued 102 pre-export notifications in 2004, 124 in 2005, and 59 in 2006. In 2004, one notification was rejected, and none were rejected in 2005 or 2006.

Among the main problems encountered with this system, Uruguay reported that the importing or transit country did not respond to the notification on 60 occasions in 2004, on 51 occasions in 2005, and in 32 cases in 2006. In addition, one country requested additional information in 2005 and another in 2006.

The country received 147 pre-export notifications in 2004, 37 in 2005, and 67 in 2006. The country answered all notifications received in a timely manner. Of these notifications, one was not approved in 2005, and another in 2006, leading to investigations in both cases.

Uruguay reported that it did not record any seizures of controlled chemical substances during years 2004–2006.

**CICAD notes that the country has a legal framework and control mechanisms for chemical substances and that it issues and responds to pre-export notifications for these substances.**

**Additionally, CICAD notes that the country offers courses in handling chemical products and these courses meet the national demand for training.**

## IV. CONTROL MEASURES

### A. Illicit Drug Trafficking

Uruguay provided information on drug seizures carried out during the period 2004–2006. The data are presented in the following table:

**Quantities of Drugs Seized, 2004–2006**

Type of Drug	Number of Seizures			Quantities of Drugs Seized		
	2004*	2005	2006	2004*	2005	2006
<b>Cannabis Plants</b>	11	15	12	70 ua.	405 ua.	99 ua.
<b>Marijuana</b>	210	286	357	1,256.43 kg.	969.66 kg.	444.96 kg.
<b>Cannabis Resin (Hashish)</b>	3	2	—	0.11 kg.	0.05 kg.	—
<b>Cocaine</b>	98	102	109	36.72 kg.	53.94 kg.	471.03 kg.
<b>Coca Paste</b>	70	118	159	29.55 kg.	49.33 kg.	98.17 kg.
<b>Coca Leaf</b>	6	6	2	1.89 kg.	0.22 kg.	0.53 kg.
<b>LSD</b>	1	4	—	100 ua.	5 ua.	—
<b>MDMA (Ecstasy)</b>	5	7	—	20,512 ua.	856.50 ua.	—
<b>Cannabis Seeds</b>	—	1	1	—	0.16 kg.	0.002 kg.
<b>Psychopharmaceuticals</b>	—	2	7	—	31 ua.	212 ua.
<b>Heroin</b>	—	1	—	—	15.57 kg.	—

\* Source: CICDAT

Moreover, the country provides information on the persons formally charged with and convicted of illicit drug trafficking in the following table:

**Persons Formally Charged with and Convicted of Illicit Drug Trafficking**

Year	Formally Charged	Convicted
<b>2004</b>	392	263
<b>2005</b>	425	139
<b>2006</b>	544	4

Uruguay reports that six public officials were formally charged with illicit drug trafficking and related acts of corruption in 2004, two in 2005, and five in 2006.

Law 17016 establishes that persons who have in their possession a reasonable quantity of drugs exclusively for personal consumption shall be exempt from prosecution. This rule applies to all illicit drugs. The distinction between possession for personal use and possession with the intent to traffic is at the judge's discretion. In this context, the country has handed down judgments that found the possession of drugs for personal use to be licit.

Uruguay facilitates the timely exchange of operational information and cooperation among national and international authorities responsible for controlling illicit drug trafficking through a national standing committee for coordination of drug supply control agencies, meetings, conferences, personal interviews with liaison entities, e-mail, and fax.

In the last quarter of 2005, the country made four requests for judicial cooperation in the area of illicit drug trafficking to other states, based on international agreements, and made 11 such requests in 2006. The country received two replies granting these requests in 2005, and three in 2006.



In this same context, the country received 12 requests for judicial cooperation in 2005, and 36 in July 2006. Uruguay granted the requests for cooperation in seven cases in 2005 and in 23 cases in 2006.

The central authority responsible for making extradition requests is the Legal Affairs Directorate of the Ministry of Foreign Affairs or the Central Advisory Authority on International Legal Cooperation of the Ministry of Education and Culture, when extradition is expressly established through a bilateral agreement. The country reported that it made four extradition requests to other states in illicit drug trafficking cases in 2005 and one in 2006.

The authorities responsible for receiving extradition requests are the Department of Legal Matters in the Ministry of Foreign Affairs and the respective courts in the judicial system. The extradition of nationals is permitted under the country's laws. Five extradition requests were received from other states in illicit drug trafficking cases in 2005 and four in 2006.

Uruguay has developed specialized training courses in the area of illicit drug trafficking for both public and private entities. The list of courses offered is shown in the table below:

**Specialized Training Offered in Illicit Drug Trafficking Control, 2004–2006**

Name of Course	Number of times it was held	Participating Countries	Participating Entities
<b>Basic Anti-drug Course</b>	3	Uruguay	National Police
<b>Training of Anti-drug Dogs and Guides</b>	10	Uruguay	National Police
<b>Lectures on drug trafficking control</b>	150	Uruguay	Various public and private entities
<b>Coordination to control maritime drug trafficking</b>	1	Uruguay and France	Customs, prefecture, and the General Directorate for the Control of Illicit Drug Trafficking (DGRTID)

The country reported that these courses have met the demand for training in this area. Specific training needs that have not been covered are related to the analysis of intelligence and passive drug detection using anti-drug dogs.

**CICAD notes that the country offers specialized training courses in fighting illicit drug trafficking, which meet demand.**

**CICAD notes the detection of ecstasy in Uruguay, and encourages the country to undertake awareness campaigns on the trafficking and use of this substance, aimed at authorities responsible for demand and supply reduction and control.**

## **B. Firearms, Ammunition, Explosives, and Other Related Materials**

As regards the entities responsible for implementing controls pertaining to firearms, ammunition, explosives, and other related materials, the country reports that the Military Equipment and Weapons Service of the National Army is responsible for granting licenses and permits for import and transit, granting export licenses, canceling licenses and permits, exchange of information with pertinent



national entities within the country, and exchange of information with the relevant national entities in other countries. Moreover, the Judiciary is responsible for the confiscation or forfeiture of firearms, ammunition, explosives, and other related materials that are illicitly trafficked.

Law 17300 of 2001 and Law 17835 of 2004 establish the criminal offense of illicit trafficking in and manufacture of firearms, ammunition, explosives, and other related materials.

The country did not provide information on persons formally charged with and convicted of illicit possession of and trafficking in firearms, ammunition, explosives, and other related materials.

Decree 2605/943 and Decree 91/993 are the laws that establish administrative controls pertaining to import, export, and transit of firearms, ammunition, explosives, and other related materials. Decree 550/969 establishes sanctions for noncompliance. Nine administrative sanctions for noncompliance with existing regulations were applied during the years 2004–2006.

Decree-Law 10415 of 1943 and Law 17300 of 2001 are the national laws and regulations that require Uruguay to issue import or transit licenses or authorizations before permitting the entry of a shipment of firearms, ammunition, explosives, and other related materials.

These laws also establish that Uruguay may not issue an export license or authorization for shipments of these materials until the importing country has first issued the necessary licenses or authorization.

Uruguay did not provide information on the quantities of firearms, ammunition, explosives, and other related materials confiscated in illicit drug trafficking cases.

The country reports that it has computerized records on the import, export, and transit of firearms, ammunition, explosives, and other related materials. These records are permanent.

**CICAD notes that the country has a legal framework to control the transit of firearms, ammunition, explosives, and other related materials.**

**CICAD notes that Uruguay has permanent computerized records on the import, export, and transit of firearms, ammunition, explosives, and other related materials.**

**CICAD views with concern that the country does not have data on the number of persons charged with and convicted of possession of and illicit trafficking in firearms, ammunition, explosives, and other related materials, nor on the quantities of these materials seized in illicit drug trafficking cases.**

## **RECOMMENDATIONS:**

6. **DEVELOP A SYSTEM TO OBTAIN INFORMATION ON PERSONS FORMALLY CHARGED WITH AND CONVICTED OF ILLICIT POSSESSION OF AND TRAFFICKING IN FIREARMS AND AMMUNITION, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**
7. **DEVELOP A REGISTER ON SEIZURES OF FIREARMS, AMMUNITION, EXPLOSIVES, AND OTHER RELATED MATERIALS, INDICATING THOSE THAT WERE LINKED TO ILLICIT DRUG TRAFFICKING.**



### C. Money Laundering

In Uruguay, the laws that establish the offense of money laundering and provide for sanctions are Decree-Law 14294 of 1974, amended by Article 5 of Law 17016 of 1998, Law 17060, and Law 17343 of 2001.

The following are predicate offenses of money laundering: genocide; wartime crimes; crimes against humanity; terrorism; trafficking in contraband valued over US\$20,000; trafficking in firearms, explosives, ammunition, or material for their manufacture; trafficking in organs, tissues and medicines; trafficking in human beings; extortion; kidnapping; proxenetism; illicit trafficking in nuclear substances; illicit trafficking in works of art, animals, or toxic materials; and fraud, when it is perpetrated by physical persons or representatives or employees of juridical persons subject to Uruguay's Central Bank controls, in the exercise of their functions.

In Uruguay, money laundering is considered an autonomous offense, therefore it is not necessary that a person be convicted of a predicate offense in order to be prosecuted for money laundering.

There are administrative controls in the country to prevent money laundering in certain sectors, including banks, off shore banks, exchange houses, stock and securities exchanges, casinos, companies that provide money transfer services, real estate companies, natural or legal persons engaged in buying and selling antiquities, works of art, and precious metals, and natural or legal persons who carry out financial transactions on behalf and for the account of third parties, or who customarily manage commercial firms when they are not part of a consortium or economic group.

The country reports that the National Audit Office is the entity responsible for supervising non-financial obligated entities' compliance with prevention controls.

Attorneys, notaries, and accountants are included among the persons to whom preventive norms apply, but only in the event that they perform financial transactions on behalf of and for the account of third parties, or customarily manage commercial firms.

The laws and regulations in force authorize the country to use undercover police operations in combating money laundering.

No person was formally charged with money laundering in 2004. One person was formally charged in 2005, and 14 in 2006.

The country has an Information and Financial Analysis Unit (UIAF) that is autonomous, but its budget comes under the Central Bank of Uruguay. The UIAF is made up of seven officials who are responsible for analysis and communication of decisions, investigation, regulation, sanctions, receipt, and communication of banking information.

Uruguay reports that the UIAF may request any type of information from the financial institutions supervised by the Central Bank of Uruguay, and may share this information with other government institutions and similar foreign institutions.

The UIAF is not a member of the Egmont Group. However, the Uruguayan legal system authorizes it to share non-confidential information with other foreign financial intelligence units without signing a Memorandum of Understanding.

Uruguayan laws and regulations require financial institutions and other responsible entities to report suspicious or unusual transactions to the competent authorities. The following control measures are



also in place: reporting large transactions; registration of clients; verification of client identity; registration of transactions; record keeping; compliance officials; independent audits; “know your customers and employees” policies; and prohibition of anonymous accounts.

Uruguay received and investigated 11 reports of suspicious transactions in 2004, 42 in 2005, and 94 in 2006.

Uruguay does not have a computerized system to follow up on reports of suspicious transactions and results achieved, or a method for evaluating the effectiveness of the system for reporting suspicious transactions. With CICAD’s support, the UIAF is working on a computerized project for this purpose.<sup>3</sup>

Pursuant to laws in force in Uruguay, it is possible to obtain financial records and documents in money laundering cases. They may be requested from banks for purposes of financial intelligence and for the purpose of initiating judicial proceedings against suspicious parties.

Financial entities are legally required to submit information requested by the UIAF, and to ensure that if the required records or documents exist, they are always submitted within the time established for that purpose.

In Uruguay, the National Drug Board is the entity responsible for administration and disposal of assets seized and confiscated in illicit drug trafficking and money laundering cases.

The country reports that in 2006 it received 11 requests for freezing of assets related to the lifting of bank secrecy, identification of corporations, or other types of investigations. During the same period the country sent eight replies granting the request.

The Ministry of Foreign Affairs, Department of International Legal Matters, and the Advisory Office of the Central Authority for International Legal Cooperation of the Ministry of Education and Culture are the central authorities responsible for extradition requests.

Uruguay sent one extradition request for money laundering in 2006.<sup>4</sup> In addition, the country received three extradition requests in 2004, five in 2005, and none in 2006. The country granted three extradition requests in 2004, four in 2005, and none in 2006.

**CICAD observes that Uruguay has legislation to combat money laundering and has initiated a project to implement a computerized system to manage suspicious transaction reports, which has not been concluded, despite being a recommendation reiterated from a previous evaluation round.**

## **RECOMMENDATION:**

- 8. IMPLEMENT A SYSTEM FOR MONITORING SUSPICIOUS TRANSACTION REPORTS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**

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<sup>3</sup> The timeline for execution calls for final delivery to the UIAF in March 2008.

<sup>4</sup> This request was granted in 2007.



## CONCLUSIONS

CICAD recognizes Uruguay's progress in various areas related to its anti-drug strategy. In this regard, CICAD notes that Uruguay approved a new national strategy in 2005, and the existence of four anti-drug plans at the departmental level.

CICAD observes with satisfaction that Uruguay has made progress in ratifying key international instruments. However, ratification of the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition of the United Nations Convention against Transnational Organized Crime; the Inter-American Convention on Mutual Assistance in Criminal Matters; and the United Nations Convention against Corruption is still pending.

CICAD observes that the country is carrying out several prevention programs, some of which are in the process of being evaluated. CICAD also notes with interest the initiative to evaluate the impact of one of these programs. The country has made progress in compiling statistical data on drug abuse in the country, highlighted by the completion of the National Household Survey on Drug Use in 2006, and the study on drug use among secondary school students in 2005.

CICAD notes with satisfaction the country's progress in the treatment area, with implementation of mandatory standards of care and the national register of available treatment services. CICAD considers it important for the country to compile data on the demand for treatment in the country's institutions.

CICAD also observes that the training offered in control of pharmaceutical and chemical products meets the national demand.

CICAD notes with satisfaction that the country has made progress in maintaining records of persons arrested for trafficking in and possession of drugs, but the country also needs complete data on the number of persons convicted of these offenses.

The country has adequate legislation to control the transit of firearms, ammunition, explosives, and other related materials. However, CICAD notes the need for the country to maintain information on transactions of these materials and on penal proceedings related to this type of trafficking. Lack of this data precluded a complete evaluation of Uruguay's progress in this area.

CICAD notes that Uruguay has legislation and mechanisms to combat money laundering.

CICAD recognizes Uruguay's participation in and commitment to the Multilateral Evaluation Mechanism process.



## SUMMARY OF RECOMMENDATIONS

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

### INSTITUTIONAL STRENGTHENING

1. **RATIFY THE INTER-AMERICAN CONVENTION ON MUTUAL ASSISTANCE IN CRIMINAL MATTERS, A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.**
2. **ACCEDE TO THE PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION OF THE UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.**
3. **RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.**

### SUPPLY REDUCTION

4. **IMPLEMENT A SYSTEM TO OBTAIN INFORMATION ON THE NUMBER OF PENAL, CIVIL AND ADMINISTRATIVE SANCTIONS IMPOSED FOR THE DIVERSION OF PHARMACEUTICAL PRODUCTS.**
5. **CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET, WHICH WILL ENABLE THE COUNTRY TO IDENTIFY ITS REGULATORY AND OPERATIONAL NEEDS.**

### CONTROL MEASURES

6. **DEVELOP A SYSTEM TO OBTAIN INFORMATION ON PERSONS FORMALLY CHARGED WITH AND CONVICTED OF ILLICIT POSSESSION OF AND TRAFFICKING IN FIREARMS AND AMMUNITION, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**
7. **DEVELOP A REGISTER ON SEIZURES OF FIREARMS, AMMUNITION, EXPLOSIVES, AND OTHER RELATED MATERIALS, INDICATING THOSE THAT WERE LINKED TO ILLICIT DRUG TRAFFICKING.**
8. **IMPLEMENT A SYSTEM FOR MONITORING SUSPICIOUS TRANSACTION REPORTS, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**





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**Organization of American States - OAS**  
**Inter-American Drug Abuse Control Commission - CICAD**  
**1889 F Street, N.W. Washington D.C. 20006**