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# MULTILATERAL EVALUATION MECHANISM (MEM)

*Evaluation Report on Drug Policies:  
Institutional Strengthening; Research,  
Information, Monitoring, and Evaluation;  
and International Cooperation*

## Uruguay

Inter-American Drug Abuse Control Commission (CICAD)  
Secretariat for Multidimensional Security (SMS)

2023





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# URUGUAY

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### **Evaluation Report on Drug Policies:**

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### **EIGHTH EVALUATION ROUND**

**2023**

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## PREFACE

The Multilateral Evaluation Mechanism (MEM), established by a mandate from the Second Summit of the Americas (Santiago, Chile - 1998), is a unique multilateral evaluation tool designed to measure the progress made and challenges faced by the member states of the Organization of American States (OAS) in implementing the Hemispheric Plan of Action on Drugs of the OAS Hemispheric Drug Strategy, currently in force.

The Inter-American Drug Abuse Control Commission (CICAD) of the Secretariat for Multidimensional Security (SMS) is the OAS specialized agency in charge of implementing this Mechanism.

The current MEM round is based on the objectives of the Hemispheric Plan of Action on Drugs 2021-2025 of the Hemispheric Drug Strategy 2020 and their respective priority actions. These documents take into account the recommendations of the outcome document of the United Nations General Assembly Special Session on the World Drug Problem (UNGASS 2016) and the United Nations 2030 Agenda on Sustainable Development, as well as cross-cutting issues, such as the gender perspective and human rights, cultural context, and social inclusion approaches, among others.

Seven evaluation rounds have been completed from 1998 to 2019 and, during 2020, the MEM Intergovernmental Working Group (IWG), composed of member state delegates, agreed on a new methodology for the eighth round, consisting of annual thematic evaluations with the support of independent technical consultants, as follows: 2021 – Measures for Prevention, Treatment, and Recovery Support; 2022 – Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences; 2023 – Institutional Strengthening; Research, Information, Monitoring, and Evaluation; International Cooperation; and 2024 – Comprehensive Evaluation based on updated information from all thematic areas.

MEM evaluations are carried out based on information provided by the member states' National Coordinating Entities (NCEs), which is analyzed by the MEM Governmental Expert Group (GEG), composed of experts designated by the countries, who do not participate in their own country's evaluation, thus ensuring the transparency and impartiality of the process. The GEG is always supported by the group of independent technical consultants and the MEM Unit. The eighth round represents a more rigorous evaluation process, in which countries are requested to provide valid means of verification to support the information submitted and ensure compliance of each priority action.

Specifically, the GEG's work for the thematic assessment for the areas of "Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation" was conducted during 2023, and covers the 2019 to 2023 period (unless otherwise specified). This work was adapted to the COVID-19 pandemic with the use of technology and virtual tools, as well as taking it into consideration in the evaluation assessments.

Finally, it should be noted that one of the main purposes of MEM evaluation reports is to serve as a useful diagnostic tool to identify opportunities for improvement in drug policies and strategies, both at the national and regional levels.

# INSTITUTIONAL STRENGTHENING

**OBJECTIVE**

**1**

**ESTABLISH AND/OR STRENGTHEN NATIONAL DRUG AUTHORITIES, PLACING THEM AT A HIGH POLITICAL LEVEL AND PROVIDING THEM WITH THE NECESSARY CAPABILITIES, RESOURCES, AND COMPETENCIES TO COORDINATE FORMULATION, IMPLEMENTATION, MONITORING, AND EVALUATION OF NATIONAL DRUG POLICIES.**

**Priority Action 1.1: Place national drug authorities at a high political level.**

Uruguay has the National Drug Board (JND) as the national drug authority, which was established on July 13, 1988, by the Decree 463/988, amended by Decrees 346/99 and 170/000. The JND is positioned in the Office of the President of the Republic within the government administrative structure.

**Priority Action 1.2: Grant national drug policy entities the authority to guide and coordinate the formulation, implementation, monitoring, and evaluation of national drug policies.**

The legal basis for Uruguay’s JND is Decree 170/000 of June 14, 2000.

**Priority Action 1.3: Allocate the necessary resources (material, financial, and human) for the effective functioning of the national drug authorities.**

In Uruguay, there is an annual budget for the national drug authority, which is independent. The amount of the annual budget of the national drug authority for the years 2019-2023 is listed below:

Year	2019	2020	2021	2022	2023
Annual budget amount (U.S. dollars)	2.100.000	2.100.000	2.800.000	3.136.000	5.430.000

**Priority Action 1.4: Design or optimize mechanisms to facilitate effective coordination and collaboration among government institutions for the formulation, implementation, monitoring, evaluation, and updating of evidence-based national drug policies and/or strategies.**

Uruguay has an ongoing coordination and collaboration mechanism among agencies and other levels of government (national and sub-national) to formulate, implement, monitor, evaluate, and update national drug policies and/or strategies. In that regard, at the national level, the coordination and collaboration mechanism for government agencies are the meetings of the JND. The Board is comprised of: the Pro-Secretary of the Office of the President, the Secretary General of the National Drug Secretariat, the National Secretary for the Fight against Money Laundering and the Financing of Terrorism, and the Under-Secretaries of the following ministries: Interior,



Foreign Affairs, Economy and Finance, National Defense, Education and Culture, Labor and Social Security, Public Health, Tourism, and Social Development. This mechanism approved the National Drug Strategy 2021-2025 on June 25, 2021.

Departmental Drug Boards (JDD) and Local Drug Boards (JLD) are the subnational coordination mechanisms.

The national drug authority of Uruguay coordinates the areas of demand reduction, supply reduction, control measures, drug observatory, international cooperation, and program evaluation.

**OBJECTIVE  
2**

**FORMULATE, IMPLEMENT, EVALUATE, AND UPDATE COMPREHENSIVE NATIONAL DRUG POLICIES AND/OR STRATEGIES THAT PROMOTE BALANCED, MULTIDISCIPLINARY, AND EVIDENCE-BASED APPROACHES, WHILE FULLY RESPECTING HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS, UNDER THE PRINCIPLE OF COMMON AND SHARED RESPONSIBILITY, CONSISTENT WITH OBLIGATIONS OF PARTIES UNDER INTERNATIONAL LAW, AND TAKE INTO ACCOUNT GENDER, AGE, COMMUNITY, CULTURAL CONTEXT, AND SOCIALLY INCLUSIVE DEVELOPMENT.**

**Priority Action 2.1: Collect and use evidence as a basis for the formulation and updating of national drug policies and/or strategies.**

In Uruguay, the Uruguayan Drug Observatory (OUD), attached to the National Drug Secretariat (SND) collects and uses evidence as a basis for formulating and updating national drug policies and/or strategies. The process to compile and analyze evidence used as a basis to formulate and update national policies and/or strategies on drugs is done by defining the research objectives and posing the research questions and hypothesis. Furthermore, background studies are conducted, through a review of literature and documented sources.

Subsequently, a feasibility analysis takes place of: human and financial resources, materials, time, and accessibility to the research target population. The scope of the investigation and the sample selection are also determined. Finally, data-gathering instruments are specified.

During the execution phase, human resources needed for the field study phase are trained, a pilot study is conducted, and data is obtained using instruments to gather them. The OUD does the coordination, monitoring and supervision if the activities are carried out by institutions with which it has an agreement. Finally, during the analysis phase, data is processed, tables, graphs, and figures are presented, and the results are interpreted.

**Priority Action 2.2: Promote and establish collaborative relationships with the scientific community, public policy experts, community and/or civil society actors, and other relevant stakeholders, to contribute to the evidence-based development, implementation, evaluation, and updating of national drug policies.**

In Uruguay, the following relevant actors from the priority areas are involved in the development, implementation, evaluation, and updating of national drug policies and/or strategies:

Relevant actors	Development	Implementation	Evaluation	Update
Health Ministry	X	X		X
Interior Ministry	X	X		
Justice Ministry	X	X		X
Education Ministry	X	X		

Regional and/or local governments	X	X	X	
Scientific community/academia	X	X		
Civil society	X	X	X	X
Private sector	X	X		
<b>Others:</b>				
National Public Education Administration (ANEP-CODICEN)	X	X		
State-owned companies	X	X		
National Children's Institute of Uruguay (INAU)	X	X		

**Priority Action 2.3:** Promote sub-national/local management of drug policies and/or strategies through greater coordination and/or delegation of responsibilities, as appropriate, between sub-national/local and national agencies, taking into account the socio-cultural, demographic and other differences of each region.

Uruguay has fully delegated responsibilities on drug issues to sub-national/local governments to implement concrete actions related to drug policies and strategies, in coordination with the National Drug Board (JND). In that regard, the country has fully delegated the responsibility for designing and implementing specific measures to the Departmental Drug Boards (JDD) and Local Drug Boards (JLD). Local (departmental) governments actively participate in the Boards together with other pertinent stakeholders.

Additionally, specific agreements have been implemented between the JND and the departmental governments of Rivera, Durazno, Tacuarembó to manage care and treatment services of the Ciudadela programs (they are the gateway to the National Drug Treatment Network - RENADRO). In other departments these services are managed through local civil society organizations.

Decrees 84/2010 and 387/2012 provide for JDD's responsibilities in implementing drug policy.

Uruguay's SND has, in its central structure, an Office of Territorial Management, which promotes strengthening of the JDD and JLD and favors the participation of departmental governments, as well as relevant institutions in the design, execution, and monitoring of measures set forth in the National Drug Strategy, through departmental drug plans.

The national drug authority of Uruguay has coordinators, offices, or representatives in subnational/local territories, which are part of a decentralized operational and coordination structure to respond to the drug problem at the local level. In this regard, there are JDD in the 19 departments in which the country is divided administratively, and attached to them are JLD in nine municipalities.

The JDD have the responsibility to further, coordinate, and promote at a territorial level the National Drug Strategy formulated by the JND. The statutory basis for the creation of the JDD is pursuant to Decree 84/010 of February 2010 and Decree 387/012 of December 2012. The JDD are comprised of departmental representatives of the ministries that make up the JND, representatives of municipal mayors, representatives of the National Public Education Administration - Central Board of Directors (ANEP- CODICEN), the State Health Services Administration (ASSE), the National Children's Institute of Uruguay (INAU), as well as other autonomous and decentralized government agencies.

Furthermore, each one of the ministries comprising the JND has its own system for decentralizing policies at a territorial level. These actions are coordinated by the JDD and JDL at a local level. Finally, there is a regionalization policy at the territorial level of the country: Center, East, North, West, and South.

Uruguay has a specific, ongoing mechanism/program to transfer funds or to finance initiatives or projects on drugs that are implemented by sub-national/local governments. In that regard, the SND finances departmental project initiatives (PID) to address the problems and needs of each territory that the JDD have previously identified in the framework of departmental plans.

To this end, agreements are entered into between the JND and each department where proposals are executed in keeping with the strategic guidelines provided for in the National Drug Strategy 2021-2025 (END 2021-2025).

**Priority Action 2.4: Engage private sector entities to develop innovative approaches to implementation of drug policy, including the exchange of information on emerging substances and new drug trafficking modalities that may affect the private sector, and best practices for denying criminals access to the private sector platforms and technologies that facilitate international trade.**

Uruguay does not engage private sector entities to develop innovative approaches in the implementation of drug policies and exchange information and best practices.

**Priority Action 2.5: Formulate or update national drug policies and/or strategies in line with the 2020 OAS Hemispheric Strategy on Drugs and this accompanying Plan of Action, taking into account the objectives of the 2030 Agenda for Sustainable Development.**

Uruguay takes into account the Organization of American States (OAS) 2020 Hemispheric Drug Strategy and its corresponding Plan of Action to formulate or update national drug policies and strategies. In that regard, both documents were taken into account to draft the END 2021-2025. Once the first stages of the Strategy implementation began, these documents were included as references for its implementation. Background information on exchanges with the Inter-American Drug Abuse Control Commission (CICAD)/OAS were included, as well as participation

in the process of building the Hemispheric Drug Strategy 2020 and its Plan of Action in August 2020. This reference appears on page 33 of Uruguay's END 2021-2025.

The country's national drug policies and strategies take into account the United Nations (UN) 2030 Agenda for Sustainable Development, as was done in the design of the END 2021-2025. This Strategy delved into the Sustainable Development Goals - SDGs' importance, incorporating an analysis of the contribution of each strategy component to particular SDGs. The reference table appears on END 2021-2025's page 35.

**Priority Action 2.6: Integrate a human rights, gender, and social inclusion approach, particularly with respect to at-risk populations, in the process of formulating, implementing, and updating national drug policies and/or strategies.**

Uruguay's national drug policies and strategies take into account the human rights approach. In this sense, the human rights approach is a necessary cross cutting factor taken into account in all of the strategic guidelines established. It is the main principal that guides the formulation, implementation, and evaluation of drug policy.

The country's national drug policies and strategies take into account a gender perspective, as a cross-cutting principle of development with equity in all strategic guidelines established in the END 2021-2025.

Uruguay's national drug authority requires technical support to develop and implement programs with a gender perspective. Currently, it is receiving support from the Cooperation Program between Latin America, the Caribbean and the European Union on Drug Policies (COPOLAD) III, in an effort to have greater representativity of international organizations that are experts in the field in order to develop programs and projects.

The country's national drug policies and strategies take into account the social inclusion approach. This approach is found in the National Drug Strategy as part of the comprehensive health component. Social inclusion is intended as part of drug treatment.

**Priority Action 2.7: Provide adequate financial and other necessary resources for the implementation of drug policies and programs.**

Uruguay has the necessary resources to implement drug policies and programs.

**OBJECTIVE  
3****DESIGN AND COORDINATE NATIONAL DRUG POLICIES, THAT CAN BE HARMONIZED ACROSS RELATED GOVERNMENT POLICIES AND/OR STRATEGIES, THAT ADDRESS THE FUNDAMENTAL CAUSES AND CONSEQUENCES OF THE DRUG PROBLEM.**

**Priority Action 3.1:** Establish and/or strengthen interagency and multisectoral policy and technical coordination mechanisms, to achieve a comprehensive, balanced, and multi-disciplinary approach to the drug problem, including its causes and consequences.

Uruguay has interagency and multisectoral policy and technical coordination mechanisms to address the drug problem in a comprehensive, balanced, and multidisciplinary approach, including its causes and consequences. The country participates in and coordinates from the National Drug Board (JND), multiple interinstitutional technical and policy forums with various related organizations. Currently it has the mechanisms listed below, which have obtained the following in 2022:

- Gender working group: implementation of the agreement between National Women's Institute (INMUJERES) of the Ministry of Social Development (MIDES) and the JND to jointly execute affirmative action nationally in the framework of technical training and interinstitutional coordination efforts
- Interinstitutional working group of the treatment program for the incarcerated: follow-up and monitoring of treatment implementation and the inclusion of prevention in the National Institute of Rehabilitation (INR), Comprehensive Care System – Persons Deprived of Liberty (SAI-PPL). Updating the treatment guide, coordinating with the Ciudadela centers for support for technical teams, preparation of intervention protocols, and referral processing
- National interinstitutional drug commission, JND/National Public Education Administration (ANEP)/Central Board of Directors (CODICEN):
  - Presentation of the “Plan to promote health and prevent the problematic use of psychoactive substances and other addictive behaviors”
  - Organization of the course “Contributions to address the use of drugs in educational settings,” from October 11-November 9, which was held using a mixed modality (three virtual meetings and one in-person meeting)
  - Updating lines of action and designing a protocol to address emerging situations on the issue of drugs in educational centers
  - Design of a national survey form on the misuse of psychoactive substances and other addictions for administrative teams of ANEP educational centers
  - Preparation and presentation of the document “Contributions to content to include in the curriculum to promote comprehensive health and prevent risky behaviors,” sent to CODICEN's Directorate for Educational Planning and ANEP's Directorate for Subsystems
  - Preparation and presentation of a document with proposals for content to be included in the curricula for initial teacher training about preventing addictive behaviors, sent to ANEP's Teacher Training Council
- Advisory Commission on Tobacco Control: participation in World No Tobacco Day through a social media campaign: “By Kicking the habit you also help save the planet”; analysis and

process of contraventions; health warning labeling; analysis of evidence on electronic nicotine administration systems to inform the Ministry of Public Health (MSP), proposals for lines of work of the Mercosur Intergovernmental Commission (CICT) of which Uruguay held the Pro Tempore Presidency, coordination with the Ministry of the Environment on oversight of cigarette filters

- Interinstitutional working group on implementing the Mental Health Law. Participation together with other public and civil society organizations to establish guidelines and criteria for developing the necessary arrangements for change in model that the new Law proposes

**Priority Action 3.2:** Design, implement, and evaluate multisectoral plans and programs based on the principles of human rights, public health, and development, to address and counter the socioeconomic causes and the consequences of the drug problem.

Uruguay has concrete multisectoral plans and programs to address the causes and socioeconomic consequences of the drug problem, which are based on the principles of human rights, public health, and development.

In this sense, the country has a comprehensive health program that encompasses various plans and programs that are part of the National Drug Treatment Network (RENADRO). The Network features ongoing care in the three treatment levels, aiming its actions to comprehensively address the problem. This means it promotes prevention, treatment, and social integration with measures to stop or reduce problematic drug use, with a risk management and harm reduction approach.

The first level of care involves screening, early detection, brief interventions, and diagnosis with:

- Free support and assistance by phone that is available nationwide
- Community treatment

The second level of care includes programs and establishments that emphasize diagnosis, treatment, care, and social integration. At this level there is:

- Specialized outpatient centers
- Specialized day centers (Intensive outpatient)
- Regional Residential Centers

The third level of care implements highly specialized treatment. To this end, RENADRO has:

- National residential programs for medium- to long-term stays (up to a year)
- Withdrawal units
- Mobile care units (UMA)
- Centers for persons deprived of liberty

**Priority Action 3.3: Participate in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions, and their internal processes.**

Uruguay participates in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions and their internal processes. In the framework of South-South cooperation, the collaboration between Uruguay and Chile contributes to the development of public policies on drugs in both countries through the strengthening of the programmatic offer and exchange of best practices to improve prevention and recovery interventions, taking into account Sustainable Development Goals (SDGs) 3, Good Health and Well-Being (Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol) and 10, Reduce inequality (By 2030, empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status).

**Priority Action 3.4: Promote comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption.**

Uruguay promotes comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption. In this sense, the Container Control Programme (CCP), a joint initiative of the United Nations Office on Drugs and Crime (UNODC) and the World Customs Organization (WCO), in the spirit of addressing interrelated matters of drug oversight, crime prevention, and international terrorism in the context of sustainable development and human security. Furthermore, common aims and objectives are promoted and collaborated on to prevent and fight organized crime, illicit drug trafficking, smuggling of goods, violation of intellectual property rights, tax evasion, terrorism, and other transnational crimes that are committed through the use of the commercial supply chain that operates with maritime shipping containers.

**Priority Action 3.5: Implement measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural context.**

Uruguay implements measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural context approaches. Provisions that promote equal access to justice and due process include:

- Law on gender-based violence (Law 19.580, 2017)
- Comprehensive law for transgender persons (Law 19.684, 2018)
- Law on the right to access public information (Law 18381, 2008)
- Law on preventing and combatting human trafficking (Law 19643, 2018)
- Monthly pension and special family benefit for children of victims who died as a result of



domestic violence (Law 18.850, 2011)

Furthermore, the country implements the following plans, programs, and projects:

- National Plan for Access to Justice and Legal Protection of Persons with Disabilities.
- National Plan for a woman's life free of gender violence
- Access to justice group of the National Human Rights Institution and Ombudsman of Uruguay (INDDHH)
- Strategic Plan of the Supreme Court of Justice 2015-2024

**Priority Action 3.6: Implement measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion.**

Uruguay implements measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion. In this sense, working groups for citizen coexistence and security have been established. These are forums for participation and exchange among various social actors to work on issues related to security and co-existence from a local perspective, the aim of which is to identify problems regarding co-existence and security, in order to establish priorities and agreements and plan measures jointly, achieving commitments among institutions and neighbors seeking potential solutions to problems.

## OBJECTIVE

4

**DESIGN, ADOPT, AND IMPLEMENT ALTERNATIVES TO INCARCERATION FOR MINOR OR NON-VIOLENT DRUG OR DRUG-RELATED OFFENSES, WHILE TAKING INTO ACCOUNT NATIONAL, CONSTITUTIONAL, LEGAL, AND ADMINISTRATIVE SYSTEMS, AND IN ACCORDANCE WITH RELEVANT INTERNATIONAL INSTRUMENTS.**

**Priority Action 4.1:** Adopt alternative measures to incarceration for minor or non-violent drug-related offenses, where appropriate, while safeguarding the sovereignty of states, and ensuring individual accountability, respecting human rights and the gender perspective.

Uruguay's law provides for alternative measures to incarceration for minor or non-violent drug-related offenses through, for example, precautionary measures as an alternative to pre-trial detention, sentences that are alternatives to incarceration, and conditional release, provided for in the following laws:

- Law 17.726 of 01/14/2004, amended by Law 19.293 of 2014 (Article 404)
- Law 15.737 of 03/08/1985, amended by Law 17.272 of 10/24/2000 (Article 1)
- Law 19.293 of 12/19/2014 (Code of Criminal Procedure), amended by Law 19.446 of 10/28/2016 (Articles 1 and 13), Law 19.544 of 10/20/2017 (Article 9), Law 19.653 of 08/17/2018 (Articles 6, 7, 8, 10, 11), Law 19.889 of 07/09/2020 (Articles 34, 35, and 298.3), and Law 19.924 of 12/18/2020 (Article 35)
- Law 19.436 of 09/23/2016, amended by Law 19.889 of 07/09/2020 (Article 33)
- Law 19.446 of 10/28/2016, amended by Law 19.889 of 07/09/2020 (Article 32)
- Law 19.889 of 07/09/2020

These measures respect human rights and have a gender perspective in keeping with pertinent international instruments. On August 23, 2016, pursuant to Resolution No. 927/2016, the Department of Gender and Diversity (DGD) was created, the principal aim of which is to contribute to the strengthening of gender mainstreaming in the strategies, plans, and actions that the National Rehabilitation Institute (INR) develops, both for men and women, for individuals who are incarcerated, and for the Institute's human capital. Furthermore, the team participates in an ongoing fashion in training on human rights, criminality, gender, and diversity.

**Priority Action 4.2:** Develop mechanisms to monitor and evaluate alternative measures to incarceration for minor or non-violent drug-related offenses, in collaboration with academic and research institutions, as well as civil society.

Uruguay develops mechanisms to monitor and evaluate alternative measures to incarceration for minor drug-related offenses. The agency responsible for implementing the monitoring and evaluation mechanism is the Parliamentary Commissioner and the Mechanism for the prevention of Torture of the National Human Rights Institution and Ombudsman of Uruguay (INDDHH).

The Commissioner's purpose is to ensure the exercise of human rights by incarcerated persons subject to criminal penalties, and persons who have been sentenced to alternative measures. The

INDDHH's Mechanism does preventive monitoring.

During the implementation of alternative measures, the Office of Conditional Release Supervision (OSLA) (Decree 180/2010) and Enforcement and Oversight Judges (Article 288 of the Code of Criminal Procedure) specifically evaluate and monitor compliance with alternative measures.

These mechanisms involve academic research institutions and civil society under the following agreements:

- Agreement with the School of Medicine
- Legal Consulting Agreement with the University of the Republic
- Agreement with the University of the Republic
- Agreement with the Catholic University of Uruguay
- Human Rights Institution
- Agreements with the following organizations: Latin American Center for Human Economy (CLAEH), *El Abrojo*, *Colectivo Mizangas*, and *Vida y Educación*

**Priority Action 4.3: Promote common understanding of national legal norms, regulations, and internal procedures for the implementation of alternatives to incarceration.**

Uruguay promotes a common understanding of national legal norms, regulations, and internal procedures for the implementation of alternatives to incarceration. In this sense, the OSLA establishes internal and work-related procedures with associated institutions. It also coordinates its work with different institutions and organizations. To this end, it has created a forum to work jointly with the Office of the Prosecutor, the Centralized Criminal Justice Office (OPEC), as well as judges in Montevideo and the hinterland in order to align procedures.

Furthermore, the consultancy, "Mapping alternatives to incarceration," under the United Nations Development Program (UNDP), that was conducted in 2022 at the behest of the Parliamentary Commissioner for the Prison System and OSLA, offered an array of conclusions and recommendations related to the potential of alternative measures, the organization of the criminal penalties enforcement system, and strengthening of the institutional framework that manages such alternative measures.

**OBJECTIVE**  
**5****PROMOTE AND IMPLEMENT, AS APPROPRIATE, IN ACCORDANCE WITH THE POLICIES, LAWS AND NEEDS OF EACH COUNTRY, COMPREHENSIVE PROGRAMS THAT PROMOTE SOCIAL INCLUSION, ESPECIALLY TO THOSE AT-RISK POPULATIONS.**

**Priority Action 5.1:** Design and implement, in accordance with the characteristics, interests, and needs of each country, inter-agency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, taking into account the specific needs of at-risk populations.

Uruguay has inter-agency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, taking into account the specific needs of at-risk populations.

The National Drug Treatment Network (RENADRO) of the public system ensures, as part of the treatment process, comprehensive care for drug users that use treatment and care programs, mainstreaming social inclusion through the collective development of its individual therapeutic and occupational programs.

Social integration programs are carried out through agreements with various public institutions, government organizations, state-owned companies, public non-profit organizations, and civil society organizations in coordination with the National Drug Secretariat (SND) and/or treatment programs.

The purpose of these measures is to contribute to different areas of care, creating links and strategies for social and community inclusion, linkages and/or support of the formal or informal education system, incorporation and support in the employment sphere.

To this end, Uruguay provides specific treatment centers with quotas for different institutional and proposals and agreements that enable them to have productive and creative activities. These lines of work are organized at two levels—one, which is coordinated at a territorial level by treatment programs, whether residential, community, or outpatient; the other, which is coordinated at a general level from the comprehensive health area.

At the general coordination level, work is undertaken to identify public and private institutions in order to enter into agreements that are nationwide so as to create conditions and commitments at a territorial level on strategies for addressing the problematic use of drugs. Meanwhile, at a territorial level, each treatment center undertakes actions to coordinate and collaborate with local stakeholders.

**Priority Action 5.2: Disseminate best practices and lessons learned to improve institutional responses to the needs of at-risk populations.**

Uruguay disseminates best practices and lessons learned to improve institutional responses to the needs of at-risk populations, such as mechanisms, programs, and interventions, through publications, meetings, workshops, among others. The Uruguayan Drug Observatory (OUD) publishes research and statistical data that are disseminated on the National Drug Board (JND) webpage.

Additionally, the comprehensive health and training areas of the SND conduct various awareness-raising and training activities on the issue of drugs, human rights, and gender through publications, academic forums, trainings (workshops, courses, and inclusion of the drug issue in academic curriculum for professional training). The communications area also conducts information campaigns on the website and through institutional social media.

**OBJECTIVE**  
**6**

**PROMOTE PROPORTIONATE SENTENCING FOR DRUG-RELATED CRIMES THAT PROVIDES FOR PENALTIES COMMENSURATE WITH THE RELATIVE SERIOUSNESS OF OFFENSES, IN LINE WITH THE INTERNATIONAL DRUG CONVENTIONS AND RESPECTING THE PRINCIPLES OF DUE PROCESS, WITH GENDER PERSPECTIVE, AGE, COMMUNITY, AND A HUMAN RIGHTS APPROACH.**

**Priority Action 6.1: Promote proportional legal sentencing for minor drug-related offenses in accordance with domestic law.**

Uruguay has Decree Law 14.294 – the Narcotics Law of 1974, amended by Law 17.016 of 1998, and Law 19.889 of 2020, which provides for proportional legal sentencing for minor drug-related offenses, in accordance with domestic law.

The country does not have special courts or tribunals for minor drug-related offenses.

**Priority Action 6.2: Promote legal reforms as needed, to promote proportional sentencing for minor drug-related offenses.**

Uruguay promotes legal reforms regarding proportional sentencing for minor drug-related offenses. The country has furthered legal reforms regarding sentencing for minor drug-related offenses, which are aimed at decriminalizing drug possession for purposes of personal use.

In 2013, Uruguay became the first country in the world to legalize the production, sale, and consumption of marijuana nationally, the aim of which is to reduce the power of criminal groups that control the illegal drug market and to improve public health.

As an example, Article 31 of Law 17.016 provides that: “Individuals who have in their possession a reasonable amount, which is exclusively for person use, shall be exempt from penalties. This, based on reasonable grounds determined by a judge, who must substantiate the reasons for such grounds in his or her decision”.

Meanwhile, Article 39 of Law 19.172 imposes limits on possession for personal use. The provision states that the possession of psychoactive cannabis for personal use is authorized. For such purpose, the permissible amount for personal use is limited to 40 grams of marijuana, in keeping with Article 31 of Decree Law 14.294, as amended by Article 7 of Law 19.172.

# RESEARCH, INFORMATION, MONITORING, AND EVALUATION

**OBJECTIVE**  
**1**

**ESTABLISH OR STRENGTHEN NATIONAL OBSERVATORIES ON DRUGS, OR SIMILAR TECHNICAL OFFICES, STRENGTHENING NATIONAL DRUG INFORMATION SYSTEMS, AND FOSTER SCIENTIFIC RESEARCH TO GENERATE, COLLECT, ORGANIZE, ANALYZE, AND DISSEMINATE INFORMATION TO INFORM THE DEVELOPMENT AND IMPLEMENTATION OF EVIDENCE-BASED DRUG POLICIES AND STRATEGIES.**

**Priority Action 1.1: Develop and strengthen national drug observatories (NDO) or similar technical offices ensuring they have adequate human and financial resources.**

Uruguay has the Uruguayan Drug Observatory (ODU), which was created under Decree 463/988.

The ODU is allocated financial and human resources to discharge its functions. This allocation is funded by the National Drug Board (JND) budget, which is carried out through studies, consultancies, surveys, and publications.

**Priority Action 1.2: Strengthen ties to academic and research institutions, as well as specialized non-governmental organizations, to foster scientific research and studies on the various aspects of the drug phenomenon.**

Uruguay has established and maintained working relationships with academic and research institutions. Research, projects, and technical exchanges have taken place with the following institutions:

- University of the Republic (The Schools of Social Sciences, Humanities, Education, Economics and Business Administration, Psychology, and Chemistry)
- Catholic University of Uruguay
- Monitor Cannabis
- Institute of Biological Research “Clemente Estable”
- Colectivo Imaginario 9
- Economic Research Center (CINVE)
- Cooperative Teachers Foundation for Comprehensive Training (CODOF)

The country has carried out studies on the drug problem through academic and research institutions such as the 9<sup>th</sup> National Survey on Drug Use among Secondary School Students, the research report of which was published in 2022.

**Priority Action 1.3: Develop and adopt quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries.**

Uruguay has developed and adopted quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries. In



that regard, in 2009 the United Nations Office on Drugs and Crime (UNODC) Subregional Research Project was established, as well as technical assistance from the Inter-American Drug Abuse Control Commission – CICAD’s Inter-American Observatory on Drugs (OID).

The country has conducted studies on drug use applying the methodology of the Inter-American Uniform Drug Use System (SIDUC). Studies were carried out using this methodology until 2009.

Uruguay has also used CICAD standardized indicators in order for drug information networks to collect, analyze, and report national drug-related data.

Uruguay has carried out a study using methods that are non-representative of the population and/or qualitative methodologies to obtain information on drugs that can be shared with other countries that have carried out studies with similar methodologies. In this regard, it has conducted local assessments on the drug phenomenon.

**Priority Action 1.4:** Establish and strengthen national drug information networks (DINs) to carry out long-term monitoring and early warning systems (EWS), including the use of a broad range of research methods and information sources, to develop rapid responses to emerging threats.

**Priority Action 1.5:** Contribute to the Early Warning System of the Americas (Spanish acronym SATA) to gather the available national alerts and disseminate them to member states, so that member states can respond in the shortest possible time to new threats.

**Priority Action 1.6:** Publish updates annually, when possible, on drug supply and drug demand utilizing the information provided on the national drug situation by using information from the national DINs.

The OUD has a national drug information network (DIN), which interacts through the following means:

Means	Yes	No	Frequency
Meetings	X		Periodically
Document exchange	X		In keeping with availability, in an ongoing manner
Others: Reports from the Early Warning System (EWS) and reports from the Registra Treatment System	X		Periodically

The following stakeholders participate in the DIN:

Stakeholders	Yes	No
Universities/Academia	X	
Health institutions	X	

Drug treatment facilities	X	
Law enforcement	X	
Forensic laboratories	X	
Statistical and census institutions	X	
Private consultants	X	
Civil society and other social stakeholders	X	
International organizations of cooperation	X	

The DIN publishes a periodic report.

Uruguay has an early warning system (EWS) to identify new psychoactive substances (NPS) and other emerging drug-related threats. The OUD heads up the EWS.

The EWS shares information, alerts, and reports with the Early Warning System of the Americas (SATA).

The EWS has a mechanism to share information in real-time.

The following stakeholders participate in the EWS:

Stakeholders	Yes	No
Universities/Academia	X	
Health institutions	X	
Drug treatment facilities	X	
Law enforcement	X	
Forensic laboratories	X	
Statistical and census institutions		X
Private consultants	X	
Civil society and other social stakeholders	X	
International organizations of cooperation	X	

**Priority Action 1.7:** Build capacity among relevant stakeholders to enhance the collection, management, and dissemination of drug related information.

The OUD carries out training sessions with local stakeholders to enhance data collection and management.

The OUD convenes meetings and other workshops where the results of studies and other information gathering activities are shared with local stakeholders.

**Priority Action 1.8: Establish or strengthen forums at which drug researchers can present their findings to policymakers, and encourage their participation in CICAD experts groups.**

Uruguay has established the following forums that allow drug researchers to present their findings to policymakers:

Forum title	Frequency	Reports or publications from these forums
9 <sup>th</sup> National Survey on Drug Use among Secondary School Students in Uruguay 2021	Annual	Yes
Care and Treatment Guide for Persons with Problematic Drug Use	January 11, 2022	Yes
Serious cases of poisoning in our country due to consumption of tablets with the EA Sports logo	December 11, 2022	Yes

**Priority Action 1.9: Foster and disseminate best practices and the exchange of successful experiences in research among member states.**

The OUD promotes and disseminates best practices or the exchange of successful experiences in research among member states. It carries out EWS trainings and presentations on research conducted with respondent-driven sampling (RDS).

**OBJECTIVE**  
**2**

**EXPAND ACCESS TO INFORMATION ON DRUG USE AND RELATED ISSUES THROUGH THE USE OF SOUND, SYSTEMATIC DATA COLLECTION PRACTICES, SCIENTIFIC RESEARCH, AND STANDARDIZED METHODOLOGIES, ENSURING THAT COUNTRIES HAVE THE INFORMATION NECESSARY TO DEVELOP SOUND DEMAND REDUCTION PROGRAMS AND POLICIES.**

**Priority Action 2.1:** Generate information on the incidence, prevalence, and modes of drug use and health impacts of drug use (e.g. non-fatal overdose, fatal overdose, infectious disease transmission), as well as drug use and health impact trends over time using sound, systematic data collection practices, scientific research, and standardized methodologies to monitor use across the general public and in key populations, whenever possible utilizing the Inter-American Drug Use Data System (SIDUC) as the standard methodology for epidemiological surveillance.

Uruguay has carried out and published the following demand reduction studies:

Demand reduction			
Studies	Studies carried out and published		Year of most recent study
	Yes	No	
Survey of secondary school students	X		2021
National household surveys (12-64 years)		X	
Cross-section survey of patients in treatment centers	X		2023
Survey of patients in emergency rooms		X	
Survey of university students		X	
Survey of incarcerated individuals		X	
Studies on drug-related mortality	X		2021
Studies on drug-related morbidity	X		2020
Survey of other target populations		X	

**Priority Action 2.2:** Develop drug treatment information systems that record the number of patients treated, diagnoses, clinical history, and available information on treatment outcomes.

Uruguay has a national system for the collection of data on the number of patients treated, diagnoses, clinical history, and available information on treatment outcomes.

The national system on treatment data includes the following modalities and interventions:

Modalities and interventions	Yes	No
Community-based service	X	
Screening, Brief Interventions, and Referral to Treatment		X
Medication-Assisted Treatment		X

Short-Term In-Patient or Residential Treatment	X	
Outpatient Treatment	X	
Long-term Residential Treatment	X	
Recovery Management		X

Data on treated patients is collected from the following institutions:

Institution	Yes	No
Public health system	X	
Private institutions	X	
Non-governmental organizations	X	
Religious institutions		X

**Priority Action 2.3:** Evaluate and monitor the impact and the results of treatment and prevention programs using scientific methodologies and make recommendations to update programs based on findings.

Uruguay has carried out the following studies to evaluate treatment and prevention programs or interventions:

Scope	Are evaluation studies carried out?		Title of the study and assessment year
	Yes	No	
Prevention	X		Vos podés 2018-2019
Treatment	X		Quality assurance report on National Drug Treatment Network (RENADRO) programs. 2021. Report on the Registra treatment system. 2022.

The country has carried out the following process and intermediate outcome evaluations of prevention and treatment programs:

Program evaluated	Title of evaluation performed	Year of publication of research findings	Year of program evaluation
Ciudadela community and residential treatment and care programs	Quality assurance report on RENADRO programs	2022	2021

Uruguay has not conducted impact evaluations of its prevention or treatment programs.

The country has mechanisms to continually monitor and evaluate the results of care, treatment, rehabilitation, or recovery and social integration programs and services in the public health or

social protection network:

Programs/ Services	Mechanisms to continually monitor and evaluate the results		Name of the mechanisms
	Yes	No	
Care	X		Implementation, monitoring, and evaluation of international quality standards
Treatment	X		
Rehabilitation	X		
Recovery and social integration	X		

**OBJECTIVE**  
**3**

**EXPAND AND ENHANCE THE COLLECTION AND DISSEMINATION OF INFORMATION ON ILLICIT DRUG PRODUCTION, TRAFFICKING, AND RELATED ISSUES, THROUGH THE USE OF SOUND, SYSTEMATIC DATA COLLECTION PRACTICES, SCIENTIFIC RESEARCH, AND STANDARDIZED METHODOLOGIES.**

**Priority Action 3.1:** Generate information on illicit drug production, trafficking, drug markets, and related issues, using systematic data collection practices, scientific research, and wherever possible applying comparable methodologies.

Uruguay has mechanisms to collect and analyze information related to the illicit supply of drugs. The Technical Forensic Institute (ITF), assigned to the Judicial Branch, and the Ministry of the Interior participate in these mechanisms.

The country has the following information related to supply reduction, trafficking, and related crimes:

Supply reduction, trafficking, and related crimes			
Information	Available information		Year of most recent information
	Yes	No	
Quantification of illicit crop cultivation including crops grown indoors	X		2022/2023
Number of seizures of illicit drugs and raw materials for their production	X		2022/2023
Quantities of illicit drugs and raw materials for their production seized	X		2022/2023
Number of seizures of controlled chemical substances (precursors)	X		2022/2023
Quantities of seized controlled chemical substances (precursors)	X		2022/2023
Number of seizures of pharmaceutical products		X	
Quantities of seized pharmaceutical products		X	
Number of persons formally charged with drug use, possession, and trafficking	X		2022/2023
Number of persons convicted of drug use, possession, and trafficking	X		2022/2023
Number of laboratories producing illicit plant-based drugs detected and dismantled	X		2022
Number of laboratories producing illicit drugs of synthetic origin detected and dismantled	X		2022
Chemical composition of seized drugs	X		2022
Sale price of drugs (for consumers)	X		2021
Number of persons formally charged with money laundering		X	
Number of persons convicted of money laundering		X	
Number of persons formally charged with trafficking in firearms,		X	

Supply reduction, trafficking, and related crimes			
Information	Available information		Year of most recent information
	Yes	No	
explosives, ammunition, and related materials			
Number of persons convicted of trafficking in firearms, explosives, ammunition, and related materials		X	
Number of persons formally charged with diversion of chemical substances		X	
Number of persons convicted of diversion of chemical substances		X	

Uruguay does not carry out periodic studies and research on the drug market for illicit drugs.

The country has carried out the following study on the medical and scientific use and other legal uses of narcotics or psychotropic substances, subject to international control systems:

Type of study	Title of report	Year published
Research on the method for extracting and purifying cannabinoids from non-psychoactive cannabis	Hardolin S.A.	2021

**Priority Action 3.2:** Conduct studies on the price, purity or concentration, and chemical profile of drugs.

Uruguay collects information on drug prices, purity and concentration, and chemical profile of drugs, through the periodic publication of the Early Warning System on Drugs -SATdrogas' bulletins since 2014.

The country conducts chemical characterizations and tests of purity for substances that may or may not be subject to international control. Uruguay has the executive branch proposal as a mechanism by which, in keeping with current legislation, substances that have been identified as not being subject to international control may be controlled.

**Priority Action 3.3:** Establish and strengthen the relationship between the NDOs, or similar technical offices, and national, and when applicable, local, or sub-national forensic laboratories to bolster the collection of data on the chemical composition of substances and precursors seized.

In Uruguay, the ITF is responsible for analyzing chemical substances, precursors, and pharmaceutical products, including new psychoactive substances (NPS), and is part of the national early warning system (EWS) and national drug information network (DIN).



The country participates in the following periodic training programs for personnel involved in the analysis of chemical substances, precursors, and pharmaceutical products, including NPS:

Implements or participates in the program	Type of Training	Targeted institutions	Year when training was last done
INCB/COPOLAD/CICAD	In person - workshop	Ministry of Public Health (MSP), ITF, General Directorate for the Control of Illicit Drug Trafficking (DGRTID), Uruguayan Drug Observatory (OUD)	2022

**Priority Action 3.4:** Strengthen drug information networks in member states by improving the mechanisms used to gather and analyze data to inform the development of public policies that control the illicit supply of drugs.

Uruguay's DIN relies on standardized indicators for the collection of data on drug supply.

The country participates in training activities for DIN stakeholders to improve and strengthen the mechanisms that are needed for the collection and exchange of information on the drug supply.

**OBJECTIVE**

4

**PARTICIPATE IN AND STRENGTHEN THE MULTILATERAL EVALUATION MECHANISM (MEM) PROCESS, CONSIDERING ITS RECOMMENDATIONS.**

**Priority Action 4.1: Regularly collect information and data to evaluate implementation of the Hemispheric Plan of Action.**

For the eighth round of evaluation of the Multilateral Evaluation Mechanism (MEM), Uruguay collected information on the implementation of the Hemispheric Plan of Action on Drugs 2021-2025 and submitted it in a timely manner for evaluation by the Governmental Expert Group (GEG) in the following thematic areas:

- Measures of Prevention, Treatment, and Recovery Support (2021)
- Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences (2022)
- Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation (2023)

**Priority Action 4.2: Support and facilitate active and timely participation in each of the MEM activities agreed to by member states.**

For the eighth evaluation round of the MEM, Uruguay designated delegates for the following MEM groups, actively participating and contributing to the evaluation process:

Thematic evaluation	National Coordinating Entities (NCEs)	Governmental Expert Group (GEG)
Measures of Prevention, Treatment, and Recovery Support (2021)	Yes	Yes
Measures to Control and Counter the Illicit Cultivation, Production, Trafficking, and Distribution of Drugs, and to Address their Causes and Consequences (2022)	Yes	Yes
Institutional Strengthening; Research, Information, Monitoring, and Evaluation; and International Cooperation (2023)	Yes	Yes

**Priority Action 4.3: Disseminate MEM evaluation reports by member states among national stakeholders, other pertinent organizations, and the general public.**

Uruguay carried out the following periodic activities to promote and raise awareness of the MEM Drug Policy Evaluation Reports aimed at national institutions:

Name of the activity	Date	Participating institutions
Presentation of results	10/3/2019	The main conclusions of the report were shared and analyzed

		<p>with CICAD-OAS international experts via videoconference.</p> <p>The following Ministries participated: Ministry of Public Health (MSP), Ministry of the Interior (MI), Ministry of Foreign Relations (MRREE), Ministry of the Economy and Finance (MEF), Ministry of National Defense, Ministry of Education and Culture (MEC), Ministry of Labor and Social Security (MTSS), Ministry of Tourism, Ministry of Social Development (MIDES).</p>
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**Priority Action 4.4: Promote use of the MEM’s findings to identify technical assistance needs.**

Uruguay has promoted the analysis of the findings of MEM Evaluation Reports on Drug Policies for national institutions to identify areas where technical assistance is needed to improve national drug-related policies and programs. The activities conducted as a result of the MEM Evaluation have been at two levels:

- Supply reduction area: improvement of information exchange mechanisms, above all, for programs and documents that require confidentiality for their proper implementation
- Demand reduction area: improvement of monitoring and evaluation of prevention programs, above all, in order generate measurable, clear, and specific information that reflects the outcomes obtained as compared to the objectives set out, and the coverage for different population segments for which they were designed

**Priority Action 4.5: Increase hemispheric cooperation and partnerships among member states and sharing of best practices and lessons learned.**

Uruguay has reviewed the MEM Evaluation Reports on Drug Policies and identified opportunities to increase cooperation and partnerships with other member states and share best practices and lessons learned (horizontal cooperation). Best practices have been shared with Argentina with regard to the quality of care, with Colombia through the Asset Seizure Fund, and with Peru at bilateral meetings on issues regarding care, treatment, and quality.

# INTERNATIONAL COOPERATION

**OBJECTIVE**

**1**

**PROMOTE AND STRENGTHEN COOPERATION AND COORDINATION MECHANISMS TO FOSTER TECHNICAL ASSISTANCE, IMPROVE EXCHANGE OF INFORMATION AND EXPERIENCES, AND SHARE BEST PRACTICES AND LESSONS LEARNED ON DRUG POLICIES.**

**Priority Action 1.1:** Develop and implement a plan for promoting and strengthening technical assistance and horizontal cooperation among member states and with states outside of the Western Hemisphere, and with relevant international and regional organizations, and related initiatives and programs.

Uruguay develops and implements a plan for the promotion and strengthening of technical assistance and horizontal cooperation among member states and with states outside the Western Hemisphere, as well as with relevant international and regional organizations, and related initiatives and programs, which are:

- Community of Latin American and Caribbean States (CELAC)-European Union (EU) – Cooperation Program between Latin America, the Caribbean and the European Union on drug policy (COPOLAD) III
- Inter-American Drug Abuse Control Commission (CICAD)/Organization of American States (OAS)
- United Nations Office on Drugs and Crime (UNODC) – Commission on Narcotic Drugs (CND)
- Regional: Southern Common Market (MERCOSUR)
- South-south and triangular cooperation

The country has established secure communication channels for the exchange of intelligence information on drug interdiction and control through the COLIBRI Project on monitoring and controlling general aviation along the cocaine route, which is an initiative of the World Customs Organization (WCO) and financed by the EU.

Uruguay promotes the exchange, with member states and with states outside of the Western Hemisphere, and with relevant international and regional organizations, of best practices on training, specialization, and professional development of the staff responsible for implementing the national drug policies and strategies through training on new psychotropic substances (NPS) and awareness-raising about synthetic opioids and other dangerous substances, secure interdiction, and exchange of information for employees of the Government of Uruguay through the Global Rapid Interdiction of Dangerous Substances (GRIDS) Programme of the International Narcotics Control Board (INCB).

The country participates in regional coordination activities to prevent crimes related to drug trafficking, such as firearms trafficking, extortion, kidnapping, money laundering, and corruption, among others. Uruguay does so through international and regional forums like the MERCOSUR and the Union of South American Nations (UNASUR). There are bilateral mechanisms for coordinating and collaborating with other countries, which are aimed at dismantling criminal groups linked to illicit drug trafficking and related crimes.

The country also participates in the Financial Action Task Force of Latin America (GAFILAT) and Group of Experts for the Control of Money Laundering (GELAVEX), regional organizations that fight money laundering, through working groups, plenaries, and training events.

In Uruguay there are bilateral mechanisms for coordination and collaboration with other countries, focused on the dismantling of criminal groups linked to drug trafficking and related crimes. Cooperation with Paraguay includes the following:

- Establishment of direct communication channels for the exchange of information regarding individuals or groups that traffic drugs transnationally, affecting the Republic of Paraguay and the Oriental Republic of Uruguay, whether over land, sea, or air; and coordination of actions against drug trafficking
- Exchange of experts to update techniques and organizational structures in the fight against illicit trafficking of narcotics and psychotropic substances
- Personnel exchanges to coordinate joint activities regarding control and repression of illegal use and trafficking of narcotics, psychotropic substances and precursor chemicals.
- Mutual assistance in training personnel from both countries
- Reciprocal cooperation to obtain and exchange criminal intelligence, fully in keeping with the applicable legislation of each country regarding protection and handling of information.
- Any type of action required that is consistent with the aims specified

Additionally, joint investigation teams have been created with Argentina and Uruguay has participated in international operations coordinated by the UNODC (Operation Azure in 2021) and WCO (*Colibrí Rutilante* Operation) in 2023.

**Priority Action 1.2: Promote technology transfers and information sharing among and between member states and international organizations.**

Uruguay has promoted technology transfers among and between OAS member states and international (including regional) organizations. The COLIBRI Geoportal is a tool for mapping and exchanging information under the COLIBRI Project. The Geoportal allows for geolocalized information on controls, seizures, clandestine airstrips, and important information on general aviation. The tool seeks to assist government geolocalize fraudulent activities in private aviation, improve risk analysis capacity, and support operational units in their control missions. Uruguay also received Tru Narc equipment in 2021, donated by the UNODC.

Uruguay has promoted information sharing among and between OAS member states and international (including regional) organizations. This exchange has been furthered through bilateral meetings with third countries, groups of experts, CICAD and UNODC webinars, MERCOSUR specialized meeting on drugs, and COPOLAD III-EU working groups and webinars.

**Priority Action 1.3: Promote the dissemination of good practices and exchange of successful research experiences among and between member states and international organizations.**

Uruguay promotes the dissemination of good practices and the exchange of successful research experiences among and between member states and international organizations on drug policies. The OUD participates actively, both as an attendee and guest speaker, at bilateral meetings with third countries, groups of experts, CICAD and UNODC webinars, MERCOSUR specialized meeting on drugs, and COPOLAD III-EU working groups and webinars.

**OBJECTIVE  
2****STRENGTHEN INTERNATIONAL COOPERATION AS DEFINED IN THE INTERNATIONAL LEGAL INSTRUMENTS RELATED TO THE WORLD DRUG PROBLEM, MAINTAINING RESPECT FOR HUMAN RIGHTS.****Priority Action 2.1: Strengthen regional and international cooperation by competent authorities to investigate and prosecute criminals on drug-related offenses.**

The competent authorities of Uruguay carry out cooperative activities at the regional and international levels to investigate and prosecute criminals for drug-related offenses. Two joint investigative teams (ECI) have been created with the Ministry of Public Prosecution of Argentina to investigate cases that involve drug-related crimes under the Framework Cooperation Agreement between States Parties of the Southern Common Market (MERCOSUR) and Associated States for the Creation of Joint Investigative Teams MERCOSUR/CMC/DEC 22/10, Law 19.761, and the UN Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, adopted in Vienna, on December 19, 1988.

Additionally, information has been exchanged between counterpart institutions on investigations underway, in the framework of interinstitutional cooperation between the Ministry of Public Prosecution of the Argentine Republic and the Office of the Prosecutor General of the Nation of the Oriental Republic of Uruguay, signed in Buenos Aires on November 11, 2016, the Interinstitutional Cooperation Agreement between Public Prosecution Ministries and Prosecutors, members of the Ibero-American Association of Public Prosecutors (AIAMP), signed in Mexico City on September 6, 2018, and Interinstitutional Cooperation Agreement between Public Prosecution Ministries of Mercosur (REMPPM), approved at the 29<sup>th</sup> Specialized Meeting of REMPPM on June 10, 2021.

Uruguay takes into account human rights when carrying out these activities through the guarantees and principles enshrined in its adversarial system of criminal justice.

**Priority Action 2.2: Strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with international legal instruments, when investigating and prosecuting criminals on drug-related offenses.**

Uruguay carries out activities to strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with legal instruments, when investigating and prosecuting criminals on drug-related offenses. The Office of the Prosecutor General of the Nation participates in forums like REMPPM and AIAMP that strengthen exchange through networks, working groups, commissions, and subcommissions, respectively. Guides for best practices, for example, on controlled deliveries have been drafted, in addition to a guide for best practices on drug issues, and training materials. Courses on these matters are imparted to disseminate international cooperation tools (ECI, spontaneous information exchange, etc.).



**Priority Action 2.3:** Enact national legislation and/or take administrative actions, as appropriate, to more fully implement the obligations set forth within these legal instruments.

Uruguay has enacted and adopted, during the evaluation period (2019-2023), the following legislative measure to improve the implementation of obligations set forth within international legal instruments related to the world drug problem, respecting human rights and gender equality:

	Enacted	Adopted	Name of the legislation / administrative measures or actions
Legislative Actions/ Measures	X	X	Urgent Consideration Law referendum
Administrative Actions/ Measures			

**Priority Action 2.4:** Promote the accession, ratification, and implementation of the international legal instruments related to the world drug problem and related crimes.

Uruguay has ratified or acceded to the following international legal instruments:

Conventions and Protocols		Yes	No
United Nations Conventions	Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children	X	
	Protocol against the Smuggling of Migrants by Land, Sea, and Air	X	
	Protocol against the Illicit Manufacturing and Trafficking in Firearms, their Parts and Components and Ammunition	X	
	Single Convention on Narcotic Drugs, 1961	X	
	Convention on Psychotropic Substances, 1971	X	
	Convention against Corruption, 2003	X	
Inter-American Conventions	Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and other Related Materials (CIFTA), 1997	X	
	Convention against Corruption, 1996	X	
	Convention on Mutual Assistance in Criminal Matters, 1992	X	

## EVALUATIVE SUMMARY

### INSTITUTIONAL STRENGTHENING

#### **Objective 1**

**Establish and/or strengthen national drug authorities, placing them at a high political level and providing them with the necessary capabilities, resources, and competencies to coordinate formulation, implementation, monitoring, and evaluation of national drug policies.**

CICAD notes with satisfaction that Uruguay has a national drug authority, which has a legal basis. Moreover, CICAD observes that, in the country, there is an annual budget for the national drug authority, which is independent. Furthermore, CICAD notes that Uruguay has an ongoing coordination and collaboration mechanism among agencies and other levels of government to formulate, implement, monitor, evaluate, and update national drug policies and/or strategies and that the national drug authority coordinates the areas of demand reduction, supply reduction, control measures, drug observatory, international cooperation, and program evaluation.

#### **Objective 2**

**Formulate, implement, evaluate, and update comprehensive national drug policies and/or strategies that promote balanced, multidisciplinary, and evidence-based approaches, while fully respecting human rights and fundamental freedoms, under the principle of common and shared responsibility, consistent with obligations of parties under international law, and take into account gender, age, community, cultural context, and socially inclusive development.**

CICAD notes that Uruguay collects and uses evidence as a basis for formulating and updating national drug policies and/or strategies. Additionally, CICAD observes the involvement of relevant actors from the priority areas in the development, implementation, evaluation, and updating of national drug policies and/or strategies. CICAD notes that Uruguay has fully delegated responsibilities on drug issues to subnational/local governments to implement concrete actions related to drug policies and strategies, in coordination with the national drug authority, which has, in its central structure, an office or operational unit to promote, coordinate, train, and provide technical support on drug-related issues to subnational/local governments or agencies. Moreover, the national drug authority has coordinators, offices, or representatives in the sub-national or local territories, as part of a decentralized operational and coordination structure at the local level to respond to the drug problem. Additionally, Uruguay has a specific and ongoing mechanism to transfer funds or finance drug initiatives or projects implemented by sub-national/local governments. However, CICAD observes that the country does not engage private sector entities to develop innovative approaches in the implementation of drug policies and exchange information and best practices. CICAD notes that Uruguay takes into account the OAS 2020 Hemispheric Drug Strategy and its corresponding Plan of Action to formulate or update national drug policies and strategies. Moreover, these policies and strategies take into account the UN 2030 Agenda for Sustainable Development. CICAD observes that the country's national

drug policies and strategies take into account the human rights approach, the gender perspective, and the social inclusion approach. Additionally, CICAD notes that Uruguay has the necessary resources to implement drug policies and programs.

### **Objective 3**

**Design and coordinate national drug policies, that can be harmonized across related government policies and/or strategies, that address the fundamental causes and consequences of the drug problem.**

CICAD notes with satisfaction that Uruguay has interagency and multisectoral policy and technical coordination mechanisms to address the drug problem through a comprehensive, balanced, and multidisciplinary approach, including its causes and consequences. Moreover, CICAD observes that the country has concrete multisectoral plans and programs to address the causes and socioeconomic consequences of the drug problem based on the principles of human rights, public health, and development. Additionally, CICAD notes that Uruguay participates in international cooperation programs at the bilateral and multilateral levels to strengthen policies, programs, institutions, and their internal processes. Moreover, CICAD observes that the country promotes comprehensive and cross-cutting public policies to reduce and prevent crime, violence, social exclusion, and corruption. Also, CICAD notes that Uruguay implements measures that promote equal access to justice and due process, taking into account gender, age, community, and cultural context approaches. Moreover, CICAD observes that the country implements measures that foster citizen participation in crime prevention, build community cohesion, increase public safety, and emphasize social inclusion.

### **Objective 4**

**Design, adopt, and implement alternatives to incarceration for minor or non-violent drug or drug-related offenses, while taking into account national, constitutional, legal, and administrative systems, and in accordance with relevant international instruments.**

CICAD notes with satisfaction that Uruguay's law provides for alternative measures to incarceration for minor or non-violent drug-related offenses, which respect human rights and take into account the gender perspective in accordance with relevant international instruments. Additionally, CICAD observes that the country develops mechanisms to monitor and evaluate these measures, which involve academic and research institutions, as well as civil society, and promotes a common understanding of national legal norms, regulations, and internal procedures for the implementation of alternatives to incarceration.

### **Objective 5**

**Promote and implement, as appropriate, in accordance with the policies, laws and needs of each country, comprehensive programs that promote social inclusion, especially to those at-risk populations.**

CICAD notes with satisfaction that Uruguay has inter-agency and multisectoral programs that promote the social inclusion of individuals, families, and communities affected by the drug problem, taking into account the specific needs of at-risk populations. Moreover, CICAD observes that the country disseminates best practices and lessons learned to improve institutional responses to the needs of at-risk populations.

### **Objective 6**

**Promote proportionate sentencing for drug-related crimes that provides for penalties commensurate with the relative seriousness of offenses, in line with the international drug conventions and respecting the principles of due process, with gender perspective, age, community, and a human rights approach.**

CICAD observes that Uruguay promotes legislation that provides for proportional legal sentencing for minor drug-related offenses in accordance with domestic law but does not have special courts or tribunals for these offenses. On the other hand, CICAD notes that the country promotes legal reforms regarding proportional sentencing for minor drug-related offenses.

## **RESEARCH, INFORMATION, MONITORING, AND EVALUATION**

### **Objective 1**

**Establish or strengthen national observatories on drugs, or similar technical offices, strengthening national drug information systems, and foster scientific research to generate, collect, organize, analyze, and disseminate information to inform the development and implementation of evidence-based drug policies and strategies.**

CICAD notes with satisfaction that Uruguay has a National Drug Observatory (NDO), which was created through a legal basis and has been assigned financial and human resources to carry out its functions. Moreover, CICAD observes that the country has established and maintained working relationships with academic and research institutions and has carried out studies on the drug problem through them. Additionally, CICAD notes that Uruguay has developed and adopted quantitative and qualitative methodologies and information-gathering mechanisms that allow for the comparison of data among countries, has carried out studies on drug use applying the SIDUC methodology, and has used the CICAD standard indicators for drug information networks for the collection, analysis, and reporting of national drug related data and information. Moreover, the country has carried out studies that use methods that are non-representative of the population to obtain information on drugs that can be shared with other countries that have carried out studies with similar methodologies. Furthermore, CICAD notes that Uruguay's observatory has a national drug information network (DIN), which interacts through meetings, document exchanges and reports, and publishes a periodic report. Also, the country has an early warning system (EWS) to identify NPS or other emerging drug-related threats, which shares information, alerts, and reports with the Early Warning System of the Americas (SATA) and has a

mechanism to share information in real-time. Additionally, CICAD notes that Uruguay's observatory carries out training sessions with local stakeholders to enhance data collection and management, as well as meetings and other workshops where the results of studies and other information gathering activities are shared with local stakeholders. Moreover, CICAD observes that the country has established forums that allow drug researchers to present their findings to policymakers. Also, CICAD notes that Uruguay's observatory promotes and disseminates best practices or the exchange of successful experiences in research among member states.

### **Objective 2**

**Expand access to information on drug use and related issues through the use of sound, systematic data collection practices, scientific research, and standardized methodologies, ensuring that countries have the information necessary to develop sound demand reduction programs and policies.**

CICAD notes that Uruguay has carried out and published four demand reduction studies during the evaluation period (2019-2023). Additionally, CICAD observes that the country has a national system for the collection of data on the number of patients treated, diagnoses, clinical history, and available information on treatment outcomes. Moreover, CICAD notes that Uruguay has conducted studies to evaluate treatment and prevention programs and interventions, as well as process and intermediate outcome evaluations, but not impact evaluations of these programs. On the other hand, the country has mechanisms to continually monitor and evaluate the results of care, treatment, rehabilitation and recovery and social integration programs and services in the public health and social protection network.

### **Objective 3**

**Expand and enhance the collection and dissemination of information on illicit drug production, trafficking, and related issues, through the use of sound, systematic data collection practices, scientific research, and standardized methodologies.**

CICAD notes that Uruguay has mechanisms to collect and analyze information related to the illicit supply of drugs and has information related to supply reduction, trafficking, and related crimes. However, the country does not carry out periodic studies or research on the drug market for illicit drugs but has carried out a study on the medical and scientific uses and other legal use of narcotics or psychotropic substances, subject to the international control system. CICAD observes that Uruguay collects information for the development of studies on drug prices, purity and concentration, and chemical profile of drugs, and conducts chemical characterization or tests of purity for substances that may or may not be subject to international control. Moreover, the country has mechanisms through which substances that have been identified as not being under international control can be placed under control. CICAD notes that Uruguay has an agency that is responsible for analyzing chemical substances, precursors, and pharmaceutical products, including new psychoactive substances, and is part of the national early warning system (EWS) and the national drug information network (DIN). Additionally, the country participates in

periodic training programs for personnel involved in the analysis of these substances. CICAD observes that Uruguay's DIN relies on standardized indicators for the collection of data on drug supply and that the country participates in training activities for DIN stakeholders to improve and strengthen the mechanisms that are needed for the collection and exchange of information on drug supply.

#### **Objective 4**

**Participate in and strengthen the Multilateral Evaluation Mechanism (MEM) process, considering its recommendations.**

CICAD notes with satisfaction that, for the eighth round of evaluation of the MEM, Uruguay collected information on the implementation of the Hemispheric Plan of Action on Drugs 2021-2025 and submitted it in a timely manner for evaluation by the Governmental Expert Group (GEG). CICAD observes that, for the eighth evaluation round of the MEM, the country designated delegates for all the MEM groups, actively participating and contributing to the evaluation process. Moreover, CICAD notes that Uruguay carried out periodic activities to promote and raise awareness of the MEM Drug Policy Evaluation Reports aimed at national institutions. Also, CICAD observes that the country has promoted the analysis of the findings of MEM Evaluation Reports on Drug Policies for national institutions to identify areas where technical assistance is needed to improve national drug-related policies and programs. Additionally, CICAD notes that Uruguay has reviewed the MEM Evaluation Reports on Drug Policies and identified opportunities to increase cooperation and partnerships with other member states or share best practices and lessons learned (horizontal cooperation).

### **INTERNATIONAL COOPERATION**

#### **Objective 1**

**Promote and strengthen cooperation and coordination mechanisms to foster technical assistance, improve exchange of information and experiences, and share best practices and lessons learned on drug policies.**

CICAD notes with satisfaction that Uruguay develops and implements a plan for the promotion and strengthening of technical assistance and horizontal cooperation among member states and with states outside the Western Hemisphere, as well as with relevant international and regional organizations, and related initiatives and programs. Additionally, the country has established secure communication channels for the exchange of intelligence information on drug interdiction and control. Moreover, Uruguay promotes the exchange, with member states and with states outside of the Western Hemisphere, and with relevant international and regional organizations, of best practices on training, specialization, and professional development of the staff responsible for implementing the national drug policies and strategies. Additionally, the country participates in regional coordination activities to prevent crimes related to drug trafficking, such as firearms trafficking, extortion, kidnapping, money laundering, and corruption, among others.

Furthermore, Uruguay has bilateral mechanisms for coordination and collaboration with other countries, focused on the dismantling of criminal groups linked to drug trafficking and related crimes. Also, CICAD observes that the country has promoted technology transfers among and between OAS member states and international (including regional) organizations and has promoted information sharing among them. Moreover, CICAD notes that Uruguay has promoted the dissemination of good practices or the exchange of successful research experiences among and between member states and international organizations on drug policies.

### **Objective 2**

#### **Strengthen international cooperation as defined in the international legal instruments related to the world drug problem, maintaining respect for human rights.**

CICAD notes with satisfaction that the competent authorities of Uruguay carry out cooperative activities at the regional and international levels to investigate and prosecute criminals for drug-related offenses. Moreover, CICAD observes that the country carries out activities to strengthen regional and international cooperation to facilitate, where appropriate, mutual legal assistance, extradition, and transfer of proceedings, in accordance with international legal instruments, when investigating and prosecuting criminals on drug-related offenses. Additionally, CICAD notes that Uruguay has enacted and adopted, during the evaluation period (2019-2023), legislative measures to improve the implementation of the obligations set forth within international legal instruments related to the world drug problem, respecting human rights and gender equality. Moreover, CICAD observes that the country has ratified or acceded to all of the international legal instruments of the United Nations and all of the OAS Inter-American legal instruments regarding the world drug problem and related crimes.







**ORGANIZATION OF AMERICAN STATES (OAS)  
INTER-AMERICAN DRUG ABUSE CONTROL COMMISSION (CICAD)**

1889 F Street NW  
Washington, D.C. 20006  
[www.cicad.oas.org](http://www.cicad.oas.org)