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

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

NICARAGUA

EVALUATION OF PROGRESS IN DRUG CONTROL
2003-2004
INTRODUCTION

Nicaragua has a population of 5,489,000 (2003) with the following ethnic groups: mestizo, white, blacks and indigenous. It has a literacy rate of 67.5%. The country is a republic, divided into 15 departments and 2 autonomous regions (North Atlantic and South Atlantic). The country has a Gross Domestic Product (GDP) per capita of US$788 (1995) and an inflation rate of 4% (2002). Nicaragua exports total US$632 million annually, which is approximately 15% of the GDP (2003 est.) and relies on coffee, shrimp and lobster, cotton, tobacco, bananas, beef, sugar and gold as primary exports. On account of its geographical position on the Central American isthmus, in the middle of the Americas, Nicaragua serves as a midpoint between the main area of production (South America) and the region of consumption (North America); this makes it a strategic location for drug trafficking.

I. INSTITUTIONAL BUILDING/NATIONAL ANTI-DRUG STRATEGY

A. National Anti-Drug Plan and National Commission

Nicaragua has a current national strategy, approved in March 2002 by the National Council against Drugs (CNLCD) and valid until 2006. It covers the areas of demand reduction, supply reduction, control measures, institutional framework, program evaluation, financing and money laundering and is applied at the central, departmental, and municipal levels.

The national strategy was allocated a budget of US$78,500 for 2002, US$2,000 for 2003 and US$63,500 for the year 2004. The budget comes from direct government allocation, auto-financing and international cooperation. The country does not indicate how the budget is divided among the various components of the plan and informs that this budget is not specifically allocated for implementation of the national strategy. The general budget of the country contains no specific allocation for the national plan. Its implementation depends on funds from the donor community for specific projects and from the amount that institutions, which make up the National Council, allocate from their own budgets to the anti-drug area.

The National Council against Drugs is the entity in charge of coordinating the activities of the anti-drug strategy. Its annual budget is financed by government allocation, self-financing and international cooperation. For the year 2002 it received US$168,736; in 2003, US$8,000; and in 2004, the approved budget was US$126,582. The country indicates that the budget is insufficient to finance the execution of the projects covered by the National Anti-Drug Plan and that no hiring of new technical staff can be undertaken. It further indicates that for the year 2003, the Ministry of the Treasury made no allocation to the National Council. The aforementioned US$8,000 was financial assistance received from international organizations towards the costs of activities that had already been planned.

The country reports that the framework for coordination of the activities of the National Council against Drugs is contained in Law 285, which establishes a national drug prevention technical advisory committee, comprising one specialist from each area, including supply reduction specialists. The law also authorizes the establishment of permanent working committees or groups to discuss special topics in this area.

CICAD views with concern that in 2003, the Nicaraguan Ministry of the Treasury made no financial allocation to the National Council making it difficult to implement the national strategy of the country. CICAD is also concerned that within the general budget there is no specific allocation made for implementation of the national strategy.
B. International Conventions

Nicaragua has signed and ratified the following United Nations and Inter-American Conventions:

- Inter-American Convention on Mutual Assistance in Criminal Matters (1992);
- Inter-American Convention against Corruption (1996);
- Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and Other Related Materials – CIFTA (1997);
- United Nations Convention on Psychotropic Substances (1971);
- United Nations Convention against the Illicit Trafficking of Narcotics and Psychotropic Substances (1988); and

The country reports that pursuant to the Inter-American Convention against the Manufacturing of and Trafficking in Firearms, Ammunition, Explosives, and other Related Materials (CIFTA) and its regulations, and to the Action Program of the United Nations for Preventing, Combating, and Eradicating the Illegal Trade in Small and Light Arms of all Kinds, on November 18, 2004, Nicaragua adopted a special law for the control and regulation of firearms, ammunition, explosives, and other related materials. The Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition and the Protocol against the Smuggling of Migrants by Land, Sea and Air of the United Nations Convention against Transnational Organized Crime (2000) are both pending ratification.

Nicaragua indicates that it has signed bilateral cooperation agreements with the following countries: Argentina, Colombia, Mexico, the Russian Federation, the United States of America, and Venezuela.

CICAD recognizes that Nicaragua has ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children of the United Nations Convention against Transnational Organized Crime (2000) and congratulates the country for the ratification of the majority of the relevant international instruments. However, CICAD views with concern that the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition and the Protocol against the Smuggling of Migrants by Land, Sea and Air of the United Nations Convention against Transnational Organized Crime (2000) are both pending ratification.

RECOMMENDATION:


   A. **PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION.**

   B. **PROTOCOL AGAINST THE SMUGGLING OF MIGRANTS BY LAND, SEA AND AIR.**
C. National Information System

Nicaragua has a Documentation and Information Center on Drugs, which is the institution in charge of coordinating studies and information related to drugs. The country participates in the Inter-American Uniform Data System on Drug Consumption (SIDUC) and the Uniform Statistical System on Control of the Supply Area (CICDAT). During the year 2003, surveys were carried out among patients in treatment centers, in emergency rooms and among students of middle education. Regarding statistics related to the supply area, the following are collected: amount of drug seized, number of seizures by type of drug, seizure of firearms, vehicles, real estate, cash and other equipment, persons arrested, charged, tried and convicted by type of crime, age group, occupation and nationality.

The country indicates that it reports regularly to the International Narcotics Control Board (INCB) and to the United Nations Office on Drugs and Crime (UNODC) and that it maintains a collection of relevant documents on the topic of drugs. It states that in 2003, its only obstacles in data collection were with non-governmental organizations (NGOs) and with the justice system, when the new system of criminal procedure for serious offenses entered partially into force. A meeting of the Technical Committee of the Information and Document Centre carries out evaluation of the Center.

Nicaragua provides drug-related information via libraries, the press, targeted e-mail, publications, and reports. It operates a help line, which provides addiction advisory services, but there are no available data on the number of persons using the help line.

Nicaragua indicates that it does not have a budget specifically for information dissemination. This activity is carried out using assigned funds from the general budget.

CICAD views with satisfaction that the country has implemented the Inter-American Uniform Data System on Drug Consumption (SIDUC) as was recommended during the Second Evaluation Round, 2001-2002, but notes that Nicaragua does not have a budget for dissemination of information.

II. DEMAND REDUCTION

A. Prevention

Nicaragua reports that it has a national system of drug abuse prevention programs targeting key populations. The country has witnessed an increase in the rate of drug use among young males between the ages of 14 and 16 in the peripheral urban areas as indicated by the SIDUC student survey (2001), which show a significant increase in the use of alcohol (16%), tobacco (10%), and amphetamines (5.5%).

The country states that this increase is believed to be tied to a number of risk factors including: lack of education, poor family environment, few sources of accessible recreation and lack of economic resources within the family.

Demand reduction measures are implemented through a number of key institutions including the Ministry of Family Affairs, the National Police, the Ministry of Education and the Ministry of Health. These government bodies form part of the country’s Coordination Group for the Prevention of Illicit Drug Use that also involves NGOs.

One of the main target populations of the prevention programs are high-risk families. The Ministry of Family Affairs offers a program called “MI FAMILIA – Chimalli.” This program works with high-
risk families and attempts to identify and tackle the risk factors and to strengthen protection factors from within the community.

Among the other populations targeted for prevention programming are primary and secondary school students as well as university students. Primary school children participate in DARE (Drug Abuse Resistance Education) which is a drug awareness and education program provided by the National Police in coordination with the Ministry of Education. Secondary school students are provided with the opportunity to participate in a variety of prevention programs including those provided by the National Police, local NGOs, as well as in actual drug prevention curricula in the 1st and 3rd years of secondary education. Students between the ages of 14 and 18 may also participate in the Ministry of Family Affair’s program, which promotes social skills and healthy life alternatives, while university students are provided with advisory services by the National Police. No prevention programs are geared towards women only or indigenous groups.

<table>
<thead>
<tr>
<th>Location</th>
<th>Target Population</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>School</td>
<td>Primary (general)</td>
<td>Approximately 2,000 students per school</td>
</tr>
<tr>
<td></td>
<td>12 – 13 years</td>
<td>300</td>
</tr>
<tr>
<td></td>
<td>Secondary (general)</td>
<td>80 schools nationwide</td>
</tr>
<tr>
<td></td>
<td>14-18 years</td>
<td>300</td>
</tr>
<tr>
<td></td>
<td>University</td>
<td>14</td>
</tr>
<tr>
<td>Community</td>
<td>Young people</td>
<td>1,464</td>
</tr>
<tr>
<td></td>
<td>Working children</td>
<td>7,429</td>
</tr>
<tr>
<td></td>
<td>High-risk families</td>
<td>6,536</td>
</tr>
<tr>
<td></td>
<td>Adults</td>
<td>1,490</td>
</tr>
<tr>
<td>Workplace</td>
<td>Public sector/MIFAMILIA</td>
<td>24 Departments of the country</td>
</tr>
</tbody>
</table>

Outside of the school, the country offers programs to youth, working children, adults, and high-risk families in the community. Young people participate in violence prevention programming, while working children are offered a comprehensive program addressing at risk issues including formal education, health, recreational activities as well as psychological and social support for both the children and their families. Similar programs are offered to high-risk families. Adults participate in community prevention programs through crime prevention committees, while public servants from five government entities participate in prevention programs offered in the workplace.

The Institute on Alcoholism and Drug Addiction, in conjunction with the Central American University (UCA) offered a graduate-level drug-counseling program (on prevention and treatment) for medical doctors, psychiatrists, and social workers of the Ministry of Health and nongovernmental organizations working in this area. This training lasted six months with the participation of 30 officials. The Institute has also been training Alcoholic Anonymous (AA) staff nationwide.

As a result of a recommendation made to Nicaragua during the Second Evaluation Round, 2001 - 2002, the country reports that the National Police Force has conducted an evaluation of the DARE program in 2002 - 2003. The evaluations focused on the perceptions of beneficiaries and parents of the program’s usefulness. Their evaluations were highly positive of the program’s learning prevention concepts, the respect for teachers and classmates, and behavior in the community. The survey results were taken into account by donors in expanding the program to include secondary students in 2005.

During 2003-2004, Nicaragua also conducted research on the impact of prevention programs addressing drug abuse and/or sexual exploitation. The study was conducted collaboratively with
the United Nations Children’s Fund (UNICEF), the United Nations Office on Drugs and Crime (UNODC), the Ministry of Family Affairs (MINFAM) and the National Council against Drugs (CNLCD) and involved a situational assessment of children and adolescents between the ages of 6 and 17, who are at risk of sexual exploitation and/or drug addiction in 9 Nicaraguan municipalities. The results of the study indicate a number of key findings including: the existence of a relationship between sexual exploitation and drug use; the lack of access to basic services as a contributory factor in drug use; and poverty and intra-family abuse as contributing factors to sexual exploitation.

CICAD notes that steps are being taken to implement prevention programs for inmates, however, there are currently no prevention programs targeting women.

CICAD also notes that an evaluation was carried out of the perception of the beneficiaries and parents regarding the usefulness of the DARE program. However, no evaluation of the Program’s effectiveness or its process was carried out as recommended during the Second Evaluation Round, 2001 – 2002.

**RECOMMENDATIONS:**

2. **Develop prevention programs targeting women and indigenous groups.**

3. **Evaluate the process and effectiveness of the DARE prevention programs in schools, a recommendation reiterated from the Second Evaluation Round, 2001-2002.**

**B. Treatment**

Nicaragua reports that it offers both private ambulatory and residential treatment modalities. A total of four ambulatory programs and five residential programs are offered to adults or minors (males and females). The country has 4 treatment centers geared specifically towards women and adolescents, which are: Casa Alianza Nicaragua, Remar, Los Quinchos and CARA.

A range of treatment services is offered across the country including network services for early detection, outreach and referral of cases (2), detoxification services (4), treatment and rehabilitation services (5), and social reintegration and aftercare programs (5). These are all private in nature and have national coverage. The largest number of services is offered in the area of self-help groups (24).

The number of patients who sought and received treatment in 2002 and 2003 in the five centers comprising the Nicaraguan Federation of Therapeutic Communities remained relatively stable with 2,564 patients in 2002 and 2,729 in 2003. While the country has not given information as to how many programs existed in 2002, it states that a total of five programs (including two new programs) existed in 2003 and the same five programs existed in 2004. In addition, no new treatment programs have been implemented to date in 2004. The country reports that it is unable to provide any information regarding the number of patients who sought but did not receive treatment during the evaluation period 2003-2004, as these records are not kept in an integrated database.

While a range of treatment programs and modalities exist within Nicaragua, the country has not yet formally established any national, state/provincial or local guidelines or regulations on standards of care for drug abuse treatment, although a draft instrument pertaining to minimum standards of care for users of psychoactive substances has been prepared and is pending approval. The government does not keep a national registry of treatment services, nor are there
currently any instruments for accrediting treatment services. Nicaragua reports that no evaluations have been made of the quality of treatment services as no minimum standards of care for the treatment of psychoactive substance users have been approved. The country indicates however, that minimum standards of care have been formulated and piloted in some drug treatment facilities.

No evaluations of the effectiveness of various early intervention, treatment and rehabilitation, or social reintegration/aftercare programs and modalities, have been conducted to date.

CICAD views with concern that the country has not established minimum standards of care for the treatment of drug abuse as was recommended during the First Evaluation Round, 1999-2000. Furthermore, it is also worrisome that there is no national registry of treatment services or instruments for their accreditation.

**RECOMMENDATIONS:**

4. **VALIDATE, APPROVE AND IMPLEMENT MINIMUM STANDARDS OF CARE FOR DRUG ABUSE, A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999-2000**

5. **ESTABLISH A NATIONAL REGISTRY OF TREATMENT SERVICES**

6. **DEVELOP INSTRUMENTS FOR THE ACCREDITATION OF TREATMENT SERVICES**

7. **EVALUATE THE QUALITY OF TREATMENT SERVICES.**

**C. Statistics on Consumption**

Nicaragua reports that while no general population survey has been undertaken, a survey was carried out in the capital city of Managua in 2001. The results of the survey on the prevalence and age of first use among students 12 to 17 years of age are provided in the following table:

| Study of Drug Consumption among Student Population in Managua  
| Sample: 3,082 students |  |
|-------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| **Type of Drug**        | **Age 12 – 17 Years** | **Age 12 – 17 Years** | **Average Age of First Use** |
|                         | Lifetime (%) M | F | Total M | F | Total M | F | Total M | F | Total M | F | Total M | F | Total M | F | Total |
| Alcohol                 | 65.3 | 53.5 | 59.0 | 13.6 | 14.0 | 13.8 |
| Tobacco                 | 61.0 | 42.0 | 50.0 | 13.3 | 13.8 | 13.5 |
| Solvents/Inhalants      | 3.8  | 1.3  | 2.4  | 13.0 | 13.8 | 13.3 |
| Marijuana               | 10.7 | 3.7  | 6.7  | 14.9 | 14.8 | 14.9 |
| Hallucinogens           | 1.3  | 0.3  | 0.7  | -    | -    | -    |
| Heroin                  | 0.6  | 0.1  | 0.3  | -    | -    | -    |
| Morphine                | 0.4  | 0.3  | 0.2  | -    | -    | -    |
| Cocaine Hydrochloride   | 3.6  | 0.8  | 2.0  | 15.0 | 15.0 | 15.0 |
| Crack                   | 2.7  | 0.6  | 1.5  | 14.8 | 14.4 | 14.7 |
| Benzodiazepines         | 11.3 | 17.8 | 15.0 | 13.3 | 13.7 | 13.6 |
| Other Stimulants        | 2.7  | 0.6  | 1.5  | -    | -    | -    |
| MDMA (Ecstasy)          | 1.7  | 0.6  | 1.1  | -    | -    | -    |
| Methamphetamine        | 3.6  | 0.6  | 1.5  | -    | -    | -    |
A nationwide student survey undertaken in 2003, has been analyzed and the results have been disseminated, as shown in the following tables:

Nicaragua reports, however, that while currently no data on drug-related mortality is available, the country has created a system to report indirect or attributable deaths due to drug use. The Managua Institute of Legal or Forensic Medicine conducts six-month studies each year on drug-related deaths such as drug-related suicides. The country reports that it has no data on injected drug related morbidity and no records are kept on the association between HIV/AIDS and drug use. The country further indicates that it has not conducted any studies on drug-related traffic accident deaths.
CICAD notes that Nicaragua has undertaken a student survey on drug consumption in Managua in 2001 and nationwide in 2003, but views with great concern that a general population survey has not been conducted despite it being a recommendation from the First Evaluation Round, 1999-2000. A general population survey is important to have a global view of the drug prevalence in the country and learn on population topics of specific interest.

**RECOMMENDATIONS:**


9. **Establish a System to Gather and Report Information on Drug-Related Morbidity.**

**III. SUPPLY REDUCTION**

**A. Drug Production and Alternative Development**

Nicaragua has reported a cannabis cultivated area of 9.66 hectares for 2002, with a potential production of 164,735.2 kg / 144,967 cannabis plants i.e., 15,007 plants/ha. For 2003, a cultivated area of 8.58 hectares was reported with a potential production of 146,305.68 kg / 128,749 cannabis plants i.e., 15,006 plants/ha; and for 2004, a cultivated area of 2.38 hectares was reported, with a potential production of 69,152.50 kg / 41,375 cannabis plants equal to 2.75 hectares. Nicaragua informs that there have been no reported cases of indoor cannabis cultivation.

In Nicaragua, all eradication is done manually, by “machete” and all eradicated plantations have been small and scattered. The country indicates that it does not have alternative development programs, regarding cannabis cultivation, since this is not identified as a social problem needing immediate attention.

CICAD observes that while the country continues identifying cannabis plantations, indoor cultivation has not been detected.

**B. Supply Reduction and Control of Pharmaceutical Products and Chemical Substances**

Nicaragua reports it has not found illicit organic or synthetic drug laboratories during the evaluation period, 2003-2004.

**Pharmaceutical Products**

In Nicaragua, there are three bodies in charge of controlling exports, imports, production and distribution, and of preventing the diversion of the pharmaceutical products listed in the United Nations conventions. These entities are: the General Bureau for the Regulation of Health Establishments and Professionals, Medicines, and Food and the Bureau for the Accreditation and Regulation of Medicines and Food of the Health Ministry; and the Local Integral Health Care Systems (SILAIS).
Nicaragua controls all the pharmaceutical products included in the United Nations lists and all the products included in the international conventions, in addition to anticonvulsants, antidepressants, anti-Parkinsonisms, and anxyolitic drugs.

Within the commercial sector, the areas of responsibility of the institutions in charge of controlling exports, imports, production and distribution and of preventing the diversion of pharmaceutical products, are: import/export control, license control (manufacture and distribution), monitoring distribution, inspection, investigation, regulatory control, administrative sanctions and registry of licensees. These institutions do not have responsibility over transport control. Regarding the health sector, they have responsibility over license control (distribution), monitoring distribution, monitoring of prescribing, inspection, investigation, regulatory control, administrative sanctions and registry of licensees, including pharmacies.

Nicaragua has a qualitative mechanism to evaluate the effectiveness of these institutions, not only in the commercial sector but also in the health sector. The country reports that this is evaluated through working plans, which define all activities to be carried out during the year to ensure control of psychotropic substances and narcotics. The country uses monthly management reports to set out the extent of compliance with and progress made in accomplishing the goals and purposes previously defined in the work plan. Among the main activities contained in the work plan are inspections periodically made by Ministry of Health inspectors, accompanied by an official from the National Police’s Drug Investigation Bureau.

The principal obstacles encountered by the national authority to properly fulfill its responsibilities are constraints in human resources and transportation in the SILAIS. Steps have been taken with authorities to hire personnel and purchase motor vehicles and office supplies, as measures to overcome these obstacles.

Nicaragua has a mechanism controlling and regulating the use and distribution of pharmaceutical products by health professionals. This mechanism implies a prescription requirement, special licenses or permits to prescribe certain drugs, distribution through pharmacies or other authorized outlets, monitoring distribution or purchases, control of the provision of prescription medicines, inspection/investigation, administrative sanctions and registry of licensees. The country also has a formal mechanism to evaluate the effectiveness of this control mechanism, whose criteria include: number of licenses to practice issued, number of complaints received related to the use, prescribing or distribution of pharmaceutical products, number of investigations initiated, number of administrative sanctions applied, number of inspections initiated, percentage of inspections resulting in investigations and percentage of health professionals in regulatory compliance.

Regarding the application of these criteria by year, there were 822 licenses issued to exercise the profession in 2002, which rose to 1,105 in 2003. As for the number of inspections undertaken, they amounted to 383 in 2002 and 412 in 2003. In turn, the percentage of inspections leading to an investigation amounted to approximately 20% in 2002 and 2003. The country has not provided 2004 data.

Regarding health professionals observing regulations, Nicaragua has only provided information for pharmacists, whose compliance percentages are reported as 92.8% and 83.1% in 2002 and 2003, respectively. The country indicates that this is the only group of professionals conducting surveillance and monitoring of substances subject to auditing, in conformity with the current legislation. Regarding the prescription of substances subject to control, Nicaragua highlights that the national authority is implementing the use of official prescriptions, making it possible to evaluate the percentage of professionals complying with these regulations. The country further indicates that information on other health professionals is unavailable, since due to limitations in
the regulatory area, the entities’ activities have focused on oversight and control of the importation, distribution, and marketing of products. However, provision has been made, through the Ministry of Health’s Anti-Drug Committee, comprising the different offices of that Ministry, to establish coordination with other entities working with professionals to promote activities to regulate the prescription and use of specially controlled products.

The country has legal and/or regulatory provisions to prevent the diversion of pharmaceutical products, including criminal sanctions, ranging from 1 year imprisonment and a fine of US$64.00 to 2 years imprisonment and a fine of US$3,840; civil sanctions ranging from disqualification for one to five years; and administrative sanctions, ranging from a written reprimand and a fine of US$640.00 to the temporary or definitive closure of the establishment and a fine of US$6,400. Regarding criminal sanctions, monetary sanctions (minimum and maximum) are imposed along with imprisonment.

Administrative sanctions (warnings or fines) are alternative sanctions and, in the case of closure of the establishment, joint sanctions are imposed (closure and fine). There were 6 administrative sanctions applied in 2003. No other sanctions were recorded in this evaluation period, 2003-2004.

Nicaragua reports only 6 seizures of pharmaceutical products, all in 2003, consisting of 76 tablets of codeine, 4.22 grams of chlordiazepoxide, 1 gram of chlorpromazine, and 36.3 grams of phenytoin. The country reports that the procedures used to discard these seized pharmaceutical products are dilution and incineration but no information is provided on the volume being discarded. When products are fit for consumption, the law permits donation to institutional units, such as public hospitals and health centers, for the uses or purposes determined by the Ministry of Health.

CICAD observes that Nicaragua has the appropriate necessary measures to control exportation, importation, production and distribution of pharmaceutical products. However, CICAD views with concern that the control of transportation is not included under the areas of responsibility of the entities in charge of pharmaceutical product control.

**Controlled Chemical Substances**

The General Bureau for the Regulation of Health Establishments and Professionals, Medicine, and Food and the Bureau for the Accreditation and Regulation of Medicine and Food of the Health Ministry are the institutions in charge of controlling exports, imports, production and distribution, and of preventing the diversion of controlled chemical substances listed by the United Nations conventions in lists I and II of the International Narcotics Control Board (INCB).

The areas of responsibility of the General Bureau for the Regulation of Health Establishments and Professionals, Medicine and Food and the Bureau for the Accreditation and Regulation of Medicine and Food are: import/ export control, license control (manufacture and distribution), monitoring distribution, inspection, investigation, regulatory control, administrative sanctions, registry of licensees and pre-export notifications. The General Bureau of Customs Services, the National Police, the Ministry of Health, and the Armed Forces, pursuant to Law 285, carry out the transportation of controlled chemical substances.

Nicaragua informs that it has a qualitative mechanism to evaluate the effectiveness of these institutions. This mechanism consists of working plans which define all activities to be carried out during the year to ensure control of precursor chemicals. The work plan includes monitoring information provided by importers of chemical substances and making on-site inspections, in coordination with the National Police’s Anti-Drug Office. Monthly management reports are used to
set out the extent of compliance and progress made in accomplishing the goals and purposes previously defined in the work plan.

The principal problems or obstacles that the national authority has encountered to adequately fulfill its responsibilities include constraints on human resources and transportation in the SILAIS. However, steps have been taken with high-level authorities to hire staff and purchase motor vehicles and office supplies, as measures to overcome these problems.

The country has legal and/or regulatory provisions to prevent the diversion of controlled chemical substances, including criminal and administrative sanctions, which range from 5 years and a fine of approximately US$3,200 to 30 years or a fine of approximately US$640,000, in terms of criminal sanctions; and ranging from written reprimands to a fine of approximately US$640.00, up to the definitive closure of the establishment and a fine of approximately US$6,400 in terms of administrative sanctions. Regarding criminal sanctions, (minimum and maximum) monetary sanctions are imposed along with imprisonment.

Administrative sanctions (warnings or fines) are alternative sanctions and, in the case of closure of the establishment, joint sanctions are imposed (closure and fine).

There were two sanctions applied in 2002 and 2003, one in each year, pertaining only to administrative sanctions. There were no records of the application of criminal sanctions in the evaluation period 2003-2004.

Nicaragua does not report pre-export notifications for controlled chemical substances sent to importing or transit countries for 2002-2004 as no exportation of controlled chemical substances were carried out.

No seizures of controlled chemical substances were carried out in the evaluation period 2003-2004.

CICAD observes that the country has the appropriate necessary measures to control exportation, importation, production and distribution of controlled chemical substances.

IV. CONTROL MEASURES

A. Illicit Drug Trafficking

While Nicaragua has not specified the number of seizures per drug type seized for the period 2002-2004, the quantities of drugs seized are provided in the table below:

<table>
<thead>
<tr>
<th>Type of Drug</th>
<th>Quantity of Drugs Seized</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2002</td>
</tr>
<tr>
<td>Heroin</td>
<td>53.18 kg</td>
</tr>
<tr>
<td>Cocaine</td>
<td>2,207.40 kg</td>
</tr>
<tr>
<td>Crack</td>
<td>12,739 rocks (Weight = 1.02 kg)</td>
</tr>
<tr>
<td>Cannabis plants</td>
<td>144,967 units</td>
</tr>
<tr>
<td>Cannabis leaf</td>
<td>629.86 kg</td>
</tr>
<tr>
<td>Cannabis seeds</td>
<td>1.69 kg</td>
</tr>
</tbody>
</table>
All illicit drugs seized are incinerated after judicial inspection. A portion of these drugs is retained solely for purposes of confirmation by chemical experts, as necessary.

The number of persons arrested, tried and convicted for illicit drug trafficking for 2002-2004 is shown in the following table:

<table>
<thead>
<tr>
<th>Year</th>
<th>Arrested</th>
<th>Tried</th>
<th>Convicted</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>748</td>
<td>748</td>
<td>50</td>
</tr>
<tr>
<td>2003</td>
<td>1,174</td>
<td>793</td>
<td>340</td>
</tr>
<tr>
<td>2004</td>
<td>1,746</td>
<td>804</td>
<td>148</td>
</tr>
</tbody>
</table>

In 2002, 195 persons were arrested and tried for illicit drug possession, but only 18 were convicted. The country has not provided data for the period 2003-2004.

An inter-agency committee and joint forces/operations are the means used to promote or facilitate operational and tactical information exchange, as well as intelligence exchange and collaboration among national authorities responsible for controlling illicit drug trafficking. The number of cases tried is the method used to evaluate the effectiveness of these means. The country regards the remoteness of the cannabis growing areas as an impediment to the efficient exchange of information and collaboration. Nevertheless the application of the interagency committee and joint forces/operations, has resulted in an improvement of coordination and the enhancement of professionalism in the activities of the agencies involved.

From 2002 to 2004, the country made two requests for judicial cooperation and in both cases positive replies were received. During these years, no requests were made for extradition in connection with illicit drug trafficking.

Nicaragua indicates that it has extradition treaties with Belgium, Chile, Colombia, Costa Rica, Mexico, Spain, United Kingdom, and the United States and these treaties have facilitated requests received for extradition in illicit drug trafficking cases. In addition, Nicaragua is a party to the Extradition Convention between Costa Rica, El Salvador, Guatemala, and Honduras. The country reports that in 2003, there was one request received from Costa Rica for extradition in an illicit drug trafficking case and that the processing of the same concluded on December 16, 2004. The country informs, however, that the extradition of nationals of Nicaragua is not permitted under the Constitution of Nicaragua. The Ministry of Foreign Affairs is the central authority responsible for receiving extradition requests.

CICAD observes that Nicaragua has established appropriate measures to promote and facilitate the exchange of information as well as other ways of coordination, as part of the country’s mechanisms to control illicit drug trafficking.

B. Firearms and Ammunition

In Nicaragua various national authorities are responsible for the control and movement of firearms, ammunition, explosives and other related materials and to prevent their diversion. The Bureau of Public Safety of the National Police is responsible for record keeping, issuance of import and in-transit licenses and authorizations, and cancellation of licenses and authorizations. The Departmental and District Police Stations are also responsible for record keeping, cancellation of licenses and authorizations. The Police Stations and Courts are responsible for confiscation of illicitly trafficked firearms or ammunition. The national specialized forces are responsible for
information exchange within the country among relevant national entities. With regard to the provision of training and technical assistance the country reports that the responsible entities are the Ministry of Defense, National Police and Nicaraguan Army.

An interagency committee, joint forces/operations, joint training, and interagency information system/networks are used to promote or facilitate information exchange and collaboration among the above-mentioned responsible entities.

Nicaragua reports that no formal mechanism is in place to evaluate the effectiveness of these agencies but that the necessary conditions for implementation of such a mechanism are now being established. The country further states that effective information exchange is impeded by the shortage of material and technical resources. The country states however, that for cases involving firearms used in connection with illicit drug trafficking, a National Multidisciplinary Commission was created (Decree No. 111 of 2004), to develop a formal mechanism for implementing, following up, assessing, and exchanging information for tackling illicit firearms trafficking.

The country reports that it currently has a new law that criminalizes the illicit possession, trafficking and manufacture of firearms, ammunition explosives and other related materials. Nicaragua also has sanctions that cover confiscation, special and absolute disqualification, half the sanction for the consummated offense and one to two years imprisonment or fine.

The data on persons arrested, tried or convicted for illicit possession and trafficking of firearms, related to illicit drug trafficking from 2002-2004, are not currently available owing to changes in the penal procedural system which resulted in changes to the judicial case data collection system.

Currently legal and/or regulatory provisions that establish administrative controls for the importation, exportation and in-transit of firearms, ammunition, explosives and other related materials, provide for the confiscation of these products and for the suspension and cancellation of permits in the event of non-compliance.

The country notes that its new Law No. 510, the Special Law for the Control and Regulation of Firearms, Ammunition, Explosives, and other Related Materials, passed by the National Assembly on November 18, 2004, includes provisions for explosives control.

Law No 228 of 1966 and Decree No 26 of 1996 require the country to issue import or in-transit licenses or authorizations before permitting the entry of a shipment of firearms, ammunition, explosives and other related materials. They also require verification that an importing country has first issued the necessary license or authorization before issuing an export license, and also require similar verification of an in-transit country before permitting the embarkation of shipments. The country indicates that the control authorities do not currently have records containing information regarding non-issuance of licenses or authorizations for any of the above reasons, although the conditions necessary for organizing the Bureau for Registering and Control of Firearms, Ammunition, Explosives, and other Related Materials are currently being established. During the years 2002-2004, the country has not denied export licenses or permits for any reason.

The following table provides information on the amount of firearms confiscated in cases related to illicit drugs.

<table>
<thead>
<tr>
<th>Type of Firearm</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short</td>
<td>10</td>
<td>19</td>
<td>159</td>
</tr>
<tr>
<td>Long</td>
<td>60</td>
<td>12</td>
<td>150</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>31</td>
<td>309</td>
</tr>
</tbody>
</table>
However, no information has been provided on the quantities of ammunition, explosives and other related materials confiscated from 2002-04. The country reports that the relevant control authorities do not have records to provide this information.

Nicaragua informed that there is currently no legislation requiring firearms to be marked at time of manufacture, on importation or when officially used after confiscation or forfeiture.

The new Law, No. 510, regulates the marking of firearms, for either private or official use. The competent agencies have a security system to ensure that seized weapons do not reenter circulation. The aforesaid law creates a procedure that institutionalizes the control of confiscated weapons through the Bureau for Registering and Control of Firearms.

The country maintains permanent, manual records for imports of firearms, ammunition and explosives. However, no export and in-transit data are maintained.

The National Police and Nicaraguan Army are the entities responsible for the exchange of information and collaboration with agencies in other countries regarding the control of firearms, ammunition, explosives and other related material. However, no information is given regarding the type of information shared. The country does report that the cooperation mechanisms used are joint forces and interagency information systems. The country further informs that no data on requests made to and received from other states regarding obtaining information in relation to shipments of firearms, ammunition, explosives and other related materials are available. With regard to information on entities responsible for the exchange of information and requests made and or received from other countries, Nicaragua states that the National Police database does not contain this type of information.

CICAD observes that the country has legislation that criminalizes as an offense and regulates the illicit manufacturing, trafficking, importation and exportation of firearms and ammunition, as recommended during the First Evaluation Round, 1999-2000. However, there is no indication of progress in the establishment of a registry or database that includes information on the number of firearms and ammunition seizures associated with illicit drug trafficking.

**RECOMMENDATIONS:**

10. **ESTABLISH A REGISTRY OR DATABASE TO COMPILE INFORMATION ON AMMUNITION AND EXPLOSIVE SEIZURES ASSOCIATED WITH ILLICIT DRUG TRAFFICKING.**

11. **ESTABLISH A REGISTRY OR DATABASE TO COMPILE INFORMATION ON EXPORT PERMITS FOR FIREARMS AND AMMUNITION.**

C. **Money Laundering**

Nicaragua reports that Article 61 of the Law No. 285 (Drug Law) criminalizes money laundering and that any illicit activity is a predicate offense.

The country informs that the offense is not considered autonomous since it requires a conviction of a predicate offense before a trial for money laundering can be initiated. The country considers illicit drug trafficking, trafficking in persons, prostitution, kidnapping, extortion, corruption, terrorism and its financing and fraud as predicate offenses.
Nicaraguan domestic law does not allow the use of undercover investigation operations. Nonetheless, it does allow the use of informants, controlled deliveries, and sentence reductions for the accused in exchange for cooperation through a voluntary and truthful testimony. The country states that banks, currency exchange, the stock market, insurance brokers, and casinos apply administrative controls for preventing money laundering. The applicable punishments are fines of between 50% and 100% of the value of the financial transaction in question and two-year license suspensions.

Nicaragua reports that in 2002, one person was arrested and tried for money laundering. In 2003, three people were tried and one was convicted for the same offense. No data was provided for 2004. The country reports that it is mandatory for financial institutions and others responsible to report suspicious or unusual transactions to the competent authority, the Financial Analysis Commission. However, there is no law that exempts financial institutions and others responsible from liability for reporting suspicious transactions.

The country informs that it is mandatory for all financial institutions to have in place the following control measures: reporting of large transactions, client registry, verification of client identity, transaction registry, preservation of records, existence of an enforcement official and independent audits, know your client and employee policies, prohibition of anonymous accounts and abstention by financial institutions from notifying or disseminating reports on unusual activities to individuals involved in said activity.

Nicaragua reports that in 2002, there were 6 suspicious transactions reported, 251 in 2003, and 57 in 2004. Currently, there are 202 investigations being carried out by the National Police. There is no system that tracks suspicious reports and their outcome, neither is there a method to evaluate the effectiveness of the system on the reporting of suspicious transactions.

Nicaragua reports that from 2002-2003 no administrative sanctions were imposed on financial institutions for failure to report suspicious transactions, or for failure to comply with other money laundering control measures. Bank documents and/or financial records can be provided in money laundering cases. These documents can be requested both for financial intelligence and for indictment. The country notes that in 2002 and 2003, bank documents and financial records were obtained in those cases in which grounds for money laundering accusations were proven. Proceedings for lifting banking secrecy take, on average, between 1 and 3 weeks.

Nicaragua reports that no final judgments have yet been issued in any money laundering case; consequently, although proceeds from such crimes have been confiscated, no use of them has been made.

The country informs that the law does not authorize sharing forfeited goods in cases involving more than one country. It further informs that there is no entity for the management and/or disposition of assets seized and forfeited for illicit drug trafficking and money laundering offenses.

Nicaragua states that it does have a financial intelligence unit, called the Financial Analysis Commission, that receives, requests, analyzes and reports to the competent authorities any information that may constitute money laundering. This unit is not yet autonomous: it does not have its own budget; it is subordinate to the National Anti Narcotics Council; and, it is chaired by General Prosecutor of the Republic. The Financial Analysis Committee may now, under powers granted by Law No. 285, request directly through a judge, all financial information from both government and private entities. It shares information with other state agencies as well as its foreign counterparts.
The country reports that there are currently four (4) criminal trials underway for money laundering and two (2) individuals have been convicted of the offense.

Nicaragua informs that the Financial Analysis Commission is not a member of the Egmont Group and it has not signed any memoranda of understanding allowing for the exchange of information with its counterparts in other countries. Nevertheless, the country indicates that it is authorized to share information with a counterpart in another country without having to sign a memorandum of understanding.

During 2002-2004, 2 extradition requests were made: one for the crime of conspiracy and the other for the crime of money laundering, and both in connection with corruption offenses. Not all cases of money laundering in Nicaragua are extraditable offenses. The Ministry of Foreign Affairs is responsible for making extradition requests to other countries. The extradition of Nicaraguan nationals is not permitted and the Ministry of Foreign Affairs has received no extradition requests. Nicaragua has made requests to 2 countries to freeze assets and has had a favorable response from 1.

The Office of the Attorney General of the Republic is the central authority for processing requests for cooperation lodged with or received from other countries, as provided for in various international conventions. The Office of the Attorney General is also responsible for processing and implementing cooperation requests directed at other countries and for receiving cooperation requests from other nations. The country also notes that the provisions of the international cooperation treaties allow requests for preventive freezing of assets in money laundering cases involving assets located in other countries or received from other countries. Nicaragua reports that in 2003, it sent two requests to Panama and one to Mexico for bank documents and/or financial records to be used in money laundering cases. The requests were admitted immediately. It also received seven requests from Guatemala, Panama, and the United States in connection with banking and financial information. The provisions of the international treaties, as indicated by the country, facilitate requests for lifting bank secrecy in money laundering cases sent to and received from other countries.

Beginning in 2004, the country has received and is currently processing, 4 requests from Guatemala to obtain bank documents / financial records to be used in money laundering cases.

Nicaragua reports that in 2002, a total of 3 district attorneys and 2 prosecutors received specialized training in administering money laundering cases. In 2003, a total of 84 district attorneys and 14 prosecutors received training in that area. In 2002, 3 judges, prosecutors, and 65 district attorneys continued to perform the same functions. The Public Prosecution Service is responsible for formulating accusations and in 2003 had 83 district attorneys deployed across the country and 213 in the year 2004.

In 2002, there were 2 administrative officials trained in administering money laundering cases and related areas, and 1 was trained in 2003. All of these officials continue to perform the same functions. In 2004, 20 administrative officials of the Superintendence of Banks and Banking have been trained in the same area.

CICAD observes with concern the fact that no administrative controls have been established in Nicaragua to prevent the offense of money laundering in professional sectors such as, real estate, lawyers, notaries and accountants. In addition, CICAD notes that the country has not criminalized the trafficking of firearms, the trafficking of organs and pornography as predicate offenses. CICAD also observes that there is no responsible entity for the administration and disposition of seized and confiscated assets.
**RECOMMENDATIONS:**

12. **Establish行政控制 to prevent the offense of money laundering in areas such as real estate, lawyers, notaries and accountants, a recommendation reiterated from the Second Evaluation Round, 2001-2002.**

13. **Establish the trafficking of firearms, the trafficking of organs and pornography as predicate offenses.**

14. **Enact legislation that criminalizes money laundering as an autonomous offense.**

15. **Establish an entity responsible for the administration and disposition of seized and confiscated assets.**

**D. Corruption**

In 2002 Nicaragua enacted/amended various laws that criminalize or define as an offense, the following acts of corruption in accordance with the Inter-American Convention against Corruption (1996): the solicitation or acceptance of a bribe by a government official; the offering or granting of a bribe to a government official; transnational bribery to a government official; illicit enrichment of a government official; embezzlement by a government official; any act or omission by any person who seeks to illicitly obtain a decision from a public authority; any benefit or gain; and diversion of assets managed by a government official for his own benefit. Sanctions range from 2 – 9 years of imprisonment with the possibility of absolute disqualification.

However, Nicaragua reports that from 2002-2004, it has not passed legislation to cover an act or omission by a government official for the purpose of illicitly obtaining benefits for himself or for a third party, fraudulent use or concealment of property derived or obtained through corruption, or improper use by a government official of confidential information. The country has legislation prior to 2002, contained in the 1974 Penal Code, establishing provisions that regulate the criminalization of the above-mentioned offenses.

No information has been provided regarding the number of public officials arrested, tried or convicted for corruption offenses related to illicit drug trafficking. However, the country reports, that five civil servants have been arrested and tried for offenses related to illicit drug trafficking.

CICAD views with satisfaction that the country has developed legislation that criminalizes and punishes all the acts set forth in the Inter-American Convention Against Corruption as recommended during the Second Evaluation Round, 2001-2002. However, CICAD views with concern that there is no system to collect or report on the number of arrested, tried and convicted government officials, for corruption offenses related to illicit drug trafficking.

**E. Organized Crime**

Nicaragua reports that Law No. 285 which amends and expands Law 177, the Laws on Narcotic Psychotropic Substances and other Controlled Substances, Laundering of Money and/or Assets, and Law No. 419 which reforms the Penal Code are the laws which enable the country to combat transnational organized crime. However, work is underway on legislation to strengthen those efforts, such as the new Anti-Terrorism Law (currently being analyzed by the National Assembly) and the Criminal Code, which has been approved in general terms. Nevertheless, the country notes that it is unable to provide a timeframe for the introduction of new laws.
Nicaragua reports that its laws address all the major crimes associated with transnational organized crime namely, participation in an organized criminal group, money laundering, obstruction of justice, trafficking in persons and illicit trafficking of migrants, illicit manufacturing and trafficking of firearms and ammunition. The current legislation, provides for all major cooperation measures namely, extradition, mutual joint legal assistance (cautionary and enforcement measures), seizure and confiscation, and interdiction operations but not for victim protection and assistance. Laws also provide for special investigation techniques such as, telephone line tapping and controlled deliveries. The country notes that the Public Prosecution Service recently created a Specialized Organized Crime and Corruption Unit, and that the Office of the Attorney General of the Republic is currently setting up an Anti-Corruption Unit. Both agencies, however, have been constrained by the lack of resources.

The principal institutions responsible for enforcing laws against transnational organized crime are the National Police responsible for prevention, investigation and liaison; the Army, responsible for the persecution and liaison; and the Public Prosecution Service which promotes criminal prosecutorial activity. Training courses are available for enforcement officials in drug investigation, police intelligence, money laundering, border posts and anti-corruption, with 75 persons receiving training in 2003. The country reports that its most urgent training needs are for special investigation techniques, basic legal instruction, evidence collection and judicial analysis of police investigations.

The country’s systematic procedure is in place to evaluate the efficiency of its main institutions responsible for prevention, control and repression of transnational organized crime which involves monthly reporting, reviews at meetings of the specialty areas related to this line of work and ongoing follow up of court cases. Systems are in place to ensure that employees in this field are properly screened before hiring, and periodically reviewed to ensure reliability in every respect. This is done through pre-hiring interviews, verification of candidate information, employee evaluation and follow-up and internal disciplinary procedures.

Arrests in connection with transnational organized crime totalled 1,704 in 2002, 11,747 in 2003 and 97 in 2004. However, no data is given on trials and convictions.

Nicaragua reports that between 2000 and 2004, the Public Prosecution Service received and processed 12 requests for international legal assistance dealing with organized crime offenses. In addition, two requests for assistance were issued – one to Panama and one to Costa Rica – both in connection with transnational organized crime.

CICAD notes that Nicaragua has the legal and institutional framework to combat transnational organized crime.
V. CONCLUSIONS

CICAD views with concern that there is no specific allocation made within the general budget for implementation of the national strategy. However, CICAD views with satisfaction that the country has ratified the majority of the international conventions related to anti-drug activities, with the exception of two of the Protocols of the United Nations Convention against Transnational Organized Crime (2000). In addition, CICAD notes with satisfaction that the country has implemented the Inter-American Uniform Data System on Drug Consumption (SIDUC) as was recommended during the Second Evaluation Round, 2001-2002.

In the area of demand reduction, CICAD notes that although steps are being taken to implement prevention programs for inmates, there are currently no prevention programs targeting women or indigenous groups. Additionally, it views with concern that the country has not established minimum standards of care for drug abuse treatment, as was recommended during the First Evaluation Round, 1999-2000. CICAD is also concerned that there is no national registry of treatment services nor instruments for the accreditation of such services. Regarding population surveys, Nicaragua has undertaken a student survey on drug consumption in the city of Managua in 2001 and nationwide in 2003. Nevertheless, a general population survey has not been conducted, despite this being a recommendation from the First Evaluation Round, 1999-2000.

CICAD views with satisfaction that Nicaragua has adopted its Special Law for the Control and Regulation of Firearms, Ammunition, Explosives, and other Related Materials.

In the area of money laundering, CICAD observes with concern that no administrative controls have been established in the country to prevent the offense of money laundering in the areas such as, real estate, lawyers, notaries and accountants. Neither is there a specific approved law criminalizing money laundering as an autonomous offense.

CICAD views with satisfaction that the country has enacted legislation that criminalizes and sanctions some of the acts set forth in the Inter-American Convention against Corruption as recommended during the Second Evaluation Round, 2001-2002.

CICAD recognizes Nicaragua’s ongoing participation in the MEM process and encourages the country to continue its efforts.
VI. SUMMARY OF RECOMMENDATIONS

The following recommendations are assigned to Nicaragua 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 BUILDING

   A. PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION.
   B. PROTOCOL AGAINST THE SMUGGLING OF MIGRANTS BY LAND, SEA AND AIR.

DEMAND REDUCTION

2. DEVELOP PREVENTION PROGRAMS TARGETING WOMEN AND INDIGENOUS GROUPS.
5. ESTABLISH A NATIONAL REGISTRY OF TREATMENT SERVICES.
6. DEVELOP INSTRUMENTS FOR THE ACCREDITATION OF TREATMENT SERVICES.
7. EVALUATE THE QUALITY OF TREATMENT SERVICES.
9. ESTABLISH A SYSTEM TO GATHER AND REPORT INFORMATION ON DRUG-RELATED MORBIDITY.

CONTROL MEASURES

10. ESTABLISH A REGISTRY OR DATABASE TO COMPILE INFORMATION ON AMMUNITION AND EXPLOSIVE SEIZURES ASSOCIATED WITH ILLICIT DRUG TRAFFICKING.
11. ESTABLISH A REGISTRY OR DATABASE TO COMPILE INFORMATION ON EXPORT PERMITS FOR FIREARMS AND AMMUNITION.
13. Establish the trafficking of firearms, the trafficking of organs and pornography as predicate offenses.

14. Enact legislation that criminalizes money laundering as an autonomous offense.

15. Establish an entity responsible for the administration and disposition of seized and confiscated assets.