III. Analysis of the world situation

A. Africa

Major developments

291. The main development causing concern in Africa is the rapid increase in the smuggling of cocaine from Latin America through West and Central Africa and into Europe. According to Interpol estimates, 200-300 tons of cocaine is smuggled into Europe each year; a growing proportion of that cocaine is passing through West Africa, where it is stockpiled and re-packaged before being transported to Europe. There is some concern that West African countries are not adequately equipped to forestall that development.

292. Africa is also being increasingly used by traffickers as a trans-shipment area for the diversion of precursors, particularly ephedrine and pseudoephedrine. As most countries in Africa do not have the legislative and institutional framework in place to combat trafficking in precursor chemicals, traffickers are increasingly turning to countries in the region in their efforts to obtain the chemicals they need for illicit drug manufacture.

293. Cannabis remains the main illicit drug of concern in Africa. Cannabis illicitly cultivated in Africa is abused locally or smuggled through the region and into Europe and North America.

294. The abuse of ATS and other psychotropic substances takes place in many African countries because the drug control systems in those countries are not functioning properly. There continues to be a lack of appropriate mechanisms and skilled human resources to control and prevent drug trafficking, and the provision of counselling, treatment and rehabilitation facilities for drug abusers remains inadequate.

Regional cooperation

295. The Commission of the African Union has elaborated a new action plan on drug control and crime prevention for the period 2007-2010. The new action plan covers a wide range of issues, including drug trafficking and drug demand reduction, and is to be adopted at the 2008 Summit of Heads of State and Government of the African Union. The Commission of the Economic Community of West African States (ECOWAS) is currently developing an integrated plan of action against drugs and crime. The plan will address drug control issues, including the improvement of national forensic capabilities, as well as emerging and existing threats in West Africa.

296. The Seventeenth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, held in Nairobi in September 2006, was attended by heads of national law enforcement agencies from countries throughout Africa, representatives of international drug law enforcement agencies and experts from UNODC. Participants shared information on major regional drug trafficking trends, and discussed action taken by Governments to enhance regional and subregional cooperation in law enforcement training, experiences with drug trafficking countermeasures, the effective implementation of controlled delivery operations, efforts to mobilize community support for law enforcement anti-drug strategies, and inter-agency cooperation and the role of forensic laboratories in combating drug trafficking.

297. The twenty-first conference on anti-narcotics policy and strengthening Arab cooperation was held in Tunis in June 2007. The conference, which was attended by representatives of North African countries and other member States of the League of Arab States, addressed developments such as drug trafficking through the Internet and the smuggling of drugs by express mail, which has emerged in recent years in several Arab countries. Recommendations related to the creation of additional drug rehabilitation centres and action against money-laundering were adopted.

298. The eighth Interpol Meeting of Heads of African National Drugs Services, held in Arusha in June 2007, discussed drug control strategies and promoting cooperation to combat drug trafficking in Africa through, for example, the incident response teams and the global police communications system of Interpol to rapidly assist developing countries that unexpectedly make exceptional drug seizures. The global police communications system of Interpol (I-24/7) connects law enforcement officials in all Interpol member States and provides them with a means
Interpol. With Somalia joining that communications system in July 2007, all African countries are now connected to it.

299. In July 2007, UNODC launched a three-year project that uses law enforcement cooperation and the exchange of intelligence to curb the smuggling of cocaine from Latin America into West Africa. The project is aimed at establishing a multiregional mechanism for intelligence exchange in the area of drug interdiction and to promote intelligence-led drug investigations in Latin America, West Africa and Europe. The initiative, which is financed by the European Commission and Spain, will provide training and equipment to law enforcement and intelligence services in Latin American and West African countries that cooperate with each other through the gathering and sharing of intelligence. Seven countries in Latin America and the Caribbean82 and six countries in West Africa83 have been selected to participate in the project.

300. In 2007, a joint port control unit, comprised of police and customs officers, was established in Ghana, in the port of Tema, under the Container Control Programme of UNODC and the World Customs Organization. The programme, which was launched in Ecuador and Ghana in November 2004, is addressing the problem of drug trafficking by commercial sea freight container. Plans are under way to extend the programme to include ports in countries in East and Southern Africa.

301. The fourth regional working group on drug abuse and HIV/AIDS, organized by UNODC, the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the World Health Organization (WHO), was held in Cairo in November 2006. The workshop focused on building the capacity to use a comprehensive approach to reduce the spread of HIV/AIDS among persons who abuse drugs by injection in countries on the Arabian peninsula and in North Africa. The workshop brought together representatives of law enforcement agencies, national AIDS programmes and non-governmental organizations, and United Nations entities, as well as researchers, community representatives and people of sharing crucial police information.

82 Bolivia, Brazil, Colombia, Ecuador, Peru, Trinidad and Tobago and Venezuela (Bolivarian Republic of).
83 Cape Verde, the Gambia, Ghana, Guinea-Bissau, Senegal and Togo.

302. At the subregional level, cooperation among drug law enforcement agencies continues to be strengthened. In East Africa, cooperation among drug control police in Kenya, Rwanda, Uganda and the United Republic of Tanzania is being strengthened through meetings held twice a year to discuss regional narcotics issues. In 2007, the Southern African Regional Police Chiefs Cooperation Organization (SARPCCO) launched a project on the identification of illicit drugs and chemical equipment. A working group on the eradication of cannabis in Southern Africa has also been established within SARPCCO.

**National legislation, policy and action**

303. The Board notes that a number of African countries are currently updating national drug control legislation. The Government of Guinea-Bissau, a country that has recently been targeted by international networks smuggling cocaine from Latin America into Europe, is revising its national legislation to incorporate the provisions of the international drug control treaties. In Malawi, Uganda and the United Republic of Tanzania, current drug control legislation is being upgraded with a view to strengthening drug law enforcement and to increasing penalties for drug-related crime.

304. Efforts are being undertaken by the Governments of Egypt, Kenya and Nigeria to draft or update national drug control plans. In Egypt, the National Council against Addiction and Drug Control has started to update the national drug control strategy. Similarly, in Kenya, a multisectoral drug control master plan is being developed, with special emphasis on law enforcement activities and the strengthening of the capacity of judicial authorities to investigate drug offences and combat drug-related money-laundering. The Government of Nigeria has developed a drug control master plan for the period 2007-2011, which is expected to be officially released at the end of 2007.

305. The national drug law enforcement agency of the Libyan Arab Jamahiriya will organize, in cooperation with the Universal Postal Union (UPU) and UNODC, a regional seminar on countering drug trafficking and money-laundering using the mail, to be held in Tripoli in November 2007. It is expected that during the
seminar, a draft regional action plan will be developed to foster bilateral and multilateral cooperation aimed at curbing the smuggling of drugs using the courier system.

306. The Egyptian Anti-Narcotics General Administration continued to provide support, including in the form of border control and computer network training, to other national drug law enforcement agencies in countries in North Africa. South Africa has provided advisory support and training to law enforcement agencies of countries in East and Southern Africa. Botswana, Ethiopia, Mauritius, Mozambique, Swaziland and Zimbabwe recently received training and advice from South Africa on the establishment of forensic science laboratories. Moreover, the dog training school in Roodeplaat, South Africa, has provided training to dog handlers and delivered sniffer dogs, trained to detect drugs, to other African countries, including Botswana, Lesotho, Malawi, Nigeria and the United Republic of Tanzania.

307. The Government of Morocco recently launched an initiative against drug-related corruption. Investigations following the arrest of a drug baron in Morocco in 2006 resulted in the arrest of more than a dozen high-ranking Government, judicial, military and law enforcement officials in connection with drug-related corruption.

308. In many countries in Africa, treatment and rehabilitation programmes and facilities for drug-dependent persons are often inadequate or lacking. The Board has repeatedly encouraged the Governments concerned to take the measures necessary to ensure that adequate treatment is available to such persons. The Board notes the recent opening of treatment and rehabilitation centres for drug-dependent persons in Benin, Kenya and Togo. It is also noted that a number of African countries, including Algeria, Côte d’Ivoire, Egypt, Kenya, the Libyan Arab Jamahiriya, Mali, Morocco, Nigeria, Senegal and the United Republic of Tanzania, have taken measures to develop drug abuse prevention programmes and treatment and rehabilitation programmes for drug-dependent youth and prison inmates.

309. The Governments of Ethiopia, Kenya and Uganda are intensifying activities in the area of countering money-laundering. A workshop organized in cooperation with Interpol was held in Nairobi in December 2006 to provide investigators with case studies on how to investigate money-laundering cases. The Government of Malawi, having adopted legislation against money-laundering, in line with relevant recommendations of the Financial Action Task Force on Money Laundering, is in the process of establishing a financial intelligence unit. New legislation against money-laundering is expected to be adopted soon in Ghana and the United Republic of Tanzania. In all West African countries except Ghana, there are laws criminalizing money-laundering even if they do not always fully comply with international standards. Proper financial investigation units and mechanisms are in place in Nigeria and Senegal (and, to a lesser extent, in Cape Verde and the Niger). In May 2007, Nigeria became the first country in the West African subregion to be admitted as a full member of the Egmont Group of Financial Intelligence Units.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

310. Cannabis is illicitly cultivated throughout Africa and is abused locally or smuggled within the region and into Europe. Cannabis production and trafficking are reported in practically all African countries. The largest cannabis producers in the region are countries in West Africa (Benin, Ghana, Nigeria and Togo), Southern Africa (the Democratic Republic of the Congo, Malawi, South Africa, Swaziland and Zambia) and East Africa (Comoros, Ethiopia, Kenya, Madagascar, Uganda and the United Republic of Tanzania). Increasing amounts of South African cannabis are being seized in countries in Europe, particularly Ireland and the United Kingdom. In August 2007, a ton of cannabis was discovered in Ireland in a container originating in South Africa. Cannabis is also found in mail leaving South Africa, especially for Italy and the United Kingdom.

311. The production of cannabis resin takes place in countries in North Africa, mainly Morocco. The Board notes that the Government of Morocco has intensified its efforts to counter the illicit cultivation of cannabis plants and the illicit production of cannabis resin, which has resulted in a decline in the illicit production of cannabis resin in that country. It appears that that has resulted in the decline of seizures of cannabis resin in Europe, the largest market for cannabis resin in the world. Despite decreases in recent years in the total
area under cannabis cultivation in Morocco, that country remains one of the world’s main producers and suppliers of cannabis resin. A route used for smuggling cannabis resin from Morocco through Mauritania, Mali, the Niger and Chad and into either Egypt or the Sudan was identified in early 2007. A total of 5.7 tons of cannabis resin was seized in five seizures in the Niger in the period 2006-2007.

312. While global cannabis abuse seems to have stabilized, in Africa the abuse of cannabis continues to increase. Annual prevalence of cannabis abuse in Africa is 7.7 per cent of the population aged 15-64 years. Among the subregions in Africa, the highest rate of cannabis abuse is in West and Central Africa (13 per cent), followed by Southern Africa (8.5 per cent).84 The abuse of cannabis continues to be widespread in East Africa as well.

313. Large illicit consignments of cocaine are transported from countries in Latin America (from Colombia through Brazil and Venezuela (Bolivarian Republic of)) to the coastal areas of West Africa (on board ships, private yachts and, more recently, private airplanes) and then to Europe. In addition, large quantities of cocaine, most of which is destined for Portugal and Spain, are shipped to the waters off the coast of Cape Verde and Guinea. During the first eight months of 2007, significant quantities of cocaine were seized in Benin, Cape Verde, Guinea-Bissau, Mauritania and Senegal. In Africa, cocaine is repacked in small quantities and smuggled into Europe by air, using locally recruited couriers. In order to avoid detection, cocaine traffickers frequently change the airports from which they depart and their routes. In West Africa, the main airports used by couriers smuggling cocaine into Europe are in Dakar, Conakry, Freetown, Banjul, Accra and Lagos. In addition to direct routes leading to Europe, new cocaine trafficking routes through North Africa and the Arabian peninsula have appeared. With the increased availability of cocaine in West Africa, organized trafficking networks have developed that are able to acquire and redistribute hundreds of kilograms of cocaine. Cocaine is transported by air also to countries in Southern Africa, notably South Africa (where it is abused locally), either directly from South America or via West Africa, using couriers, air freight services or express mail services.

314. Cocaine abuse has increased in Africa, notably in countries in West and Southern Africa, as well as in the coastal area of North Africa, albeit from low levels. Annual prevalence of cocaine abuse in Africa stood at slightly over 1 million, in 2005;85 in other words, cocaine abusers in Africa represent about 7.6 per cent of all the cocaine abusers in the world. In South Africa, data from treatment centres indicate that cocaine abuse is increasing throughout the country.

315. Heroin trafficking and abuse are on the increase in some countries in Africa. Heroin is smuggled by air from South-West Asia through East Africa and West Africa into Europe and through West Africa into North America, usually by courier. In 2006, the World Customs Organization reported heroin trafficking routes leading from Afghanistan and Iran (Islamic Republic of) through Qatar to Kenya and from the Islamic Republic of Iran through the United Arab Emirates to South Africa and the United Republic of Tanzania. Data of seizures of heroin in many countries in Africa seem to suggest an increasing presence of heroin on illicit markets in the region. The main transit countries used by heroin traffickers in the various African subregions are as follows: Ethiopia, Kenya and United Republic of Tanzania in East Africa; Côte d’Ivoire, Ghana and Nigeria in West Africa; and South Africa in Southern Africa. Heroin is smuggled through major international airports in West Africa by couriers on direct flights from countries in East Africa (Ethiopia and Kenya) and on the Arabian peninsula and from Pakistan. West Africa serves as a corridor for heroin smuggled into North America and Europe. Parcel post is another means by which heroin is smuggled into countries in Africa, mainly Nigeria and South Africa but also Côte d’Ivoire, the Democratic Republic of the Congo, Mali and Mozambique.

316. The level of heroin abuse in Africa remains low. According to the World Drug Report 200786 of UNODC, in 2005 it was estimated that 980,000 persons in Africa (or 0.2 per cent of the total population aged 15-64) were heroin abusers. Although heroin abuse seems to be confined to areas along trafficking routes, it is reported to have increased sharply in countries in East Africa (notably Kenya, Mauritius and the United Republic of Tanzania) and Southern Africa (notably Mozambique and South

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85 Ibid., p. 82.
86 Ibid., table 4.
Africa). In countries in West Africa, such as Côte d’Ivoire and Senegal, and in countries in North Africa, such as Morocco, there have also been reports of sharply increased heroin abuse, a development that is probably linked to the fact that heroin trafficking routes pass through those countries.

317. Heroin is abused in Africa primarily by smoking. However, the abuse of heroin by injection is spreading in Kenya, Mauritius and the United Republic of Tanzania, particularly in urban areas; in those countries, the authorities are concerned about the high prevalence of HIV/AIDS among injecting drug abusers.

**Psychotropic substances**

318. In many countries in Africa, the diversion of pharmaceutical preparations containing psychotropic substances from licit distribution channels into parallel markets continues to be a cause for concern. The sale of such substances without medical prescription by street vendors and health-care providers continues to pose a major problem throughout the region.

319. Methaqualone has, for years, been the preferred drug of abuse in South Africa; however, according to the South African Community Epidemiology Network on Drug Use,\(^87\) its abuse appears to be on the decline. Methaqualone, which is generally smoked together with cannabis, is not only manufactured locally in clandestine laboratories in South Africa, but also smuggled into the country out of China, India and other countries. In 2006, South African authorities detected over 1 ton of methaqualone in a sea freight consignment originating in China and intercepted 30 kg of methaqualone from Zambia that was entering South Africa through Zimbabwe.

320. Illicit manufacture of ATS, mostly methamphetamine and methcathinone, is taking place in Southern Africa. In addition, methamphetamine continues to be smuggled into South Africa, mainly out of China. In South Africa, both the illicit manufacture and abuse of ATS have increased. The substances ephedrine and pseudoephedrine, which are used for the illicit manufacture of those ATS, are smuggled into South Africa out of China and India or are diverted from licit channels. Illicit manufacture of several types of synthetic drugs seems to have increased, as shown by the growing number of clandestine laboratories that have been dismantled in South Africa. For example, between 1995 and 1999, South Africa reported, on average, the dismantling of one clandestine laboratory per year; that figure increased to 46 in 2006. Because of intensified law enforcement activities, such laboratories are increasingly being established on remote farms, making it more difficult for the police to find and destroy them.

321. MDMA (commonly known as “ecstasy”) continues to be smuggled out of Europe into South Africa, to be sold on the illicit market in that country. In June 2007, 70,000 “ecstasy” tablets were intercepted at the airport at Brussels; the tablets were destined for Cape Town.

322. In Mauritius, buprenorphine (Subutex\(^8\)) is abused as a substitute for heroin, either alone or in combination with other drugs. During 2006, about 520 seizures of small quantities of Subutex\(^8\) were effected in that country; in most of those cases, the substance was found on drug addicts. In addition, two cases involving the large-scale smuggling of Subutex\(^8\) were reported in Mauritius, the most recent one involving 50,000 tablets from France.

**Precursors**

323. The Board is concerned that Africa is increasingly being targeted by traffickers as a transshipment point for the diversion of precursors, particularly ephedrine and pseudoephedrine.\(^88\) During the period 2006-2007, a large number of suspicious shipments of ephedrine and pseudoephedrine, as well as preparations containing those substances, were identified; all of the shipments were destined for African countries such as Burundi, the Democratic Republic of the Congo, Egypt, Ethiopia, Ghana, Kenya, Mozambique, Nigeria, Somalia, South Africa and the United Republic of Tanzania. During that period, a total of over 75 tons of the two substances

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\(^88\) For a detailed description, see *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2007.*
55 were prevented from being diverted to or through the region, which represents the highest amount ever recorded for Africa. The Democratic Republic of the Congo was the destination of seven stopped shipments containing a total of 23 tons of pseudoephedrine during 2007.

324. As precursor control legislation is inadequate or non-existent in many African countries and as monitoring and control mechanisms are weak, traffickers have been placing orders for such substances to be delivered to countries in Africa, from where the consignments are to be smuggled into North America or other regions. In most of the identified diversion attempts, forgery of import permits was the prevailing method used. Another matter of concern is that the authorities of many African countries do not respond to pre-export notifications and to inquiries about the legitimacy of shipments of precursors in a timely manner. The Board therefore urges the Governments of the African countries affected by such transit traffic to put in place the necessary legislative and institutional framework to effectively combat the smuggling of precursors through their territories.

Missions

325. The Board sent a mission, for the first time, to the Congo in February 2007. The Board notes that the Government of the Congo, by acceding to the three international drug control treaties in 2004, has demonstrated its political will and determination to combat drug trafficking and abuse, in cooperation with the international community. However, the Government is not able to fully comply with its treaty obligations. The Board therefore encourages the Government to give drug control issues the highest possible priority and to strengthen its commitment to the objectives of the international drug control treaties. The national drug control legislation of the Congo is outdated; it needs to be revised to ensure effective control over narcotic drugs, psychotropic substances and precursors. The Board urges the Government of the Congo to give priority to updating its national drug control legislation. Moreover, the administrative mechanism for monitoring and exercising control over those substances needs to be strengthened so that the Government may fulfil its obligations under the international drug control treaties. To that end, the Government may wish to avail itself of the legal assistance of UNODC.

327. Effective drug interdiction in the Congo is hampered by the fact that trained law enforcement officers and the necessary equipment are lacking. The Board is concerned that the Congo is at risk of being used as a transit country for drug trafficking, which could have spillover effects, such as increased drug abuse. The Board urges the Government of the Congo to give priority to further strengthening the drug interdiction capacity of the law enforcement authorities, including the customs authorities, by providing the necessary training and equipment. To that end, the Government may wish to request the support of other Governments and UNODC.

328. The Board carried out a mission to Liberia in March 2007. While Liberia is party to the 1961 Convention and the 1988 Convention, it has not ratified the 1971 Convention (it is the only State in West Africa that is not yet a party to that treaty). The Board therefore requests Liberia to ratify the 1971 Convention as soon as possible. In addition, Liberia should take the measures necessary to ensure its full compliance with the reporting obligations of the international drug control treaties.

329. Drug trafficking and abuse are major challenges that the Government of Liberia is facing after a protracted civil war. It is important for the Government to adopt appropriate national legislation to address drug trafficking and abuse. The Board therefore urges the Government to adopt adequate drug control legislation without further delay. To that end, the Government may wish to seek legal assistance from UNODC.

330. The Board notes that there are at least nine law enforcement agencies in Liberia that have a mandate to act against drug trafficking. The mandates of the agencies in question appear to be overlapping, which may result in duplication of activities. It is imperative for the Government to resolve that issue as soon as possible. In addition, the ability of the Government to correctly identify drugs being trafficked is limited. The Board notes the initial assessment made by UNODC to assist the Government in establishing laboratory capabilities in Liberia.

331. Drugs are believed to be widely abused in Liberia. However, there has never been a systematic
assessment of the nature, extent and patterns of drug abuse in that country. The Government should therefore give priority to conducting a rapid assessment of drug abuse in the country. Such an assessment is essential to the development of policy and the designing of appropriate programmes for the prevention of drug abuse and treatment and rehabilitation of the drug abusers.

B. Americas

Central America and the Caribbean

Major developments

332. The region of Central America and the Caribbean continues to be used as a transit and trans-shipment area for consignments of illicit drugs, primarily cocaine from countries in South America, mainly Colombia, bound for the United States and Europe. It is estimated that 88 per cent of the cocaine entering the United States has passed through Central America, while about 40 per cent of the cocaine entering Europe has passed through the Caribbean. In some countries in the region, the involvement of international and national criminal groups in drug trafficking is increasing and the rule of law is being undermined. The existence of youth gangs, or maras, involved and often in control of the street-level distribution of cocaine hydrochloride and “crack” cocaine, continues to be a problem in countries in the region such as El Salvador, Guatemala and Honduras.

333. Most illicit drugs are transported through Caribbean and Pacific waters, usually using fast boats in the Caribbean and larger craft in the Pacific. Despite the huge amount of cocaine passing through Central America and the Caribbean, the level of drug abuse in the region remains relatively low. However, the increasing quantities of drugs being trans-shipped through the countries in the region can, in the longer term, lead to growing illicit markets and increasing drug abuse levels in the transit countries.

334. While the production of cannabis for the illicit markets in North America and Europe has decreased, cannabis abuse and trafficking within Central America and the Caribbean continue to pose problems. The significant increase in seizures of MDMA reflects the intensified use of the region as a transit area and the related problem of growing drug abuse.

335. The control of precursor chemicals in Central America and the Caribbean appears weak. The Board encourages countries in the region to put in place an adequate system for the control of precursors, in order to prevent the region from being used for the diversion and smuggling of precursor chemicals into other regions, for use in the illicit manufacture of methamphetamine.

Regional cooperation

336. Member States of the Organization of American States (OAS) are using the Multilateral Evaluation Mechanism to monitor and evaluate individual and collective efforts in addressing the drug problem. The Inter-American Drug Abuse Commission (CICAD) employs the results of the evaluation to make periodic recommendations to member States on improving their capacity to control illicit drug trafficking and abuse and enhance multilateral cooperation. Although not all recommendations have been fully implemented, substantial progress has been made. Through the Multilateral Evaluation Mechanism, three evaluations have been conducted and recommendations have been made to Governments. The responses from Governments have been very positive: 76 per cent of recommendations had been implemented by Governments in the first round, 85 per cent in the second round and 81 per cent in the third round.

337. Drug control efforts of countries in Central America and the Caribbean are often hampered by lack of funding. The Secretary-General of OAS invited the States in the region to adopt laws that would, on a regular and permanent basis, allocate up to 1 per cent of the drug-related assets seized to drug control programmes and organizations. Recognizing the important role that sea transport plays in drug trafficking in the region, the Board encourages the Governments of countries in the region to follow the recommendation of OAS on implementing measures to deter, thwart and dismantle criminal organizations using the sea to transport narcotic drugs, arms and materials used in processing drugs.

338. Drug abuse prevention programmes continue to expand in the region. Such programmes include a programme on school drug abuse prevention guidelines, training teachers under the sponsorship of