

III. Analysis of the world situation

A. Africa

1. Major developments

290. Cocaine consignments destined mainly for illicit markets in Europe are increasingly being smuggled through Africa. An increasing number of cocaine seizures have been effected on the high seas of the Gulf of Guinea and on the African mainland, which indicates that West Africa has become one of the world's major hubs for smuggling cocaine from South America into Europe. Reports point to increasing levels of abuse of cocaine in some countries affected by such trafficking. Reports also indicate the spread of cocaine trafficking through landlocked countries in the Sahel area. The Board is seriously concerned about those developments and welcomes the Security Council's interest in the problem, which poses a serious threat to stability and development in that subregion, in particular in countries emerging from conflict and civil strife.

291. Cannabis production, trafficking and abuse continue to represent major challenges in Africa. Cannabis is the main drug of abuse in Africa: it is estimated that the substance is abused by over 42 million people in the region. Cannabis is illicitly cultivated and is then smuggled within Africa and beyond, mainly into Europe and North America. Africa accounts for an estimated 26 per cent of global cannabis production. While cannabis herb is illicitly produced in countries throughout Africa, Morocco has remained one of the world's largest producers of cannabis resin.

292. East Africa is the major conduit for smuggling heroin from South-West Asia into Africa, mainly through the major airports of Addis Ababa and Nairobi. From East Africa, the heroin is smuggled into Europe and North America, either directly or indirectly through countries in West Africa (especially Côte d'Ivoire, Ghana and Nigeria) and, to a lesser extent, through countries in North Africa. The abuse of heroin has become a matter of concern in some East and Southern African countries, in particular Kenya, Mauritius, South Africa and Zambia.

293. Illicitly manufactured pharmaceutical preparations or prescription drugs containing narcotic

drugs and psychotropic substances that had been diverted from licit distribution channels continue to be available on the unregulated markets in many countries in Africa. The situation remains unresolved because of the inadequate legislative frameworks, ineffective administrative mechanisms and insufficient resources for the proper enforcement of controls such as licensing and the inspection of distribution channels.

294. In recent years, Africa has emerged as a major area targeted for the diversion of ephedrine and pseudoephedrine to be used in the illicit manufacture of methamphetamine in the Americas and elsewhere. During 2008, numerous suspicious shipments of those precursors were stopped en route to Africa and almost 30 tons of ephedrine and pseudoephedrine were prevented from being diverted to or through Africa.

2. Regional cooperation

295. Drug control issues continue to remain high on the agenda of the African Union. In December 2007, the Ministerial Conference of the African Union endorsed the Revised African Union Plan of Action on Drug Control and Crime Prevention (2007-2012), which was subsequently adopted at the meeting of the Heads of State of the African Union held in Addis Ababa from 30 January to 2 February 2008. A number of priority areas were identified in the Revised Plan of Action, including enhanced and effective policy formulation, coordination and collaboration in drug control to address drug trafficking, organized crime and corruption at the regional, subregional and national levels; institutional capacity-building for law enforcement, criminal justice and forensic service systems on drug control and crime prevention; mainstreaming drug and crime concerns into development strategies; and capacity-building and human resource development for the prevention of drug abuse and the treatment and rehabilitation of drug abusers. The Board encourages the Governments of African countries to take all the steps necessary to ensure the successful implementation of the Revised Plan of Action.

296. The Board notes that the threats posed by the rapidly increasing transit traffic in drugs through some countries in West Africa are becoming a matter of concern to the international community. In June 2008,

the Security Council voiced concern at the major threat posed by drug trafficking and organized crime to the consolidation of peace in Guinea-Bissau and warned of the danger that the illicit drug trade posed for a country struggling to make political and economic progress. The Board welcomes the call by the Council to the international community to continue to provide assistance to Guinea-Bissau. The Board urges all Governments to extend their support to that country to enable it to meet its obligations under the international drug control treaties (see also paragraph 247 above).

297. Within the framework of the Economic Community of West African States (ECOWAS), the Governments of West African countries are involved in joint efforts to combat the rapidly increasing transit traffic in drugs, in particular cocaine from Latin America passing through West Africa to Europe. During the seventeenth session of the Commission on Crime Prevention and Criminal Justice, held in April 2008, a special informal meeting of the ministers of justice, the interior and security of Burkina Faso, Cape Verde, Chad, Ghana, Guinea, Mali, Mauritania, the Niger, Senegal and Togo, as well as representatives of Côte d'Ivoire and Nigeria, was held to pave the way for a high-level conference on cocaine trafficking through West Africa that would develop a concerted approach to improving the responses of national security sectors to the new threats of drug trafficking by transnational organized criminal groups (see also paragraph 247 above).

298. That high-level conference, the ECOWAS Conference on Drug Trafficking as a Security Threat to West Africa, was convened jointly by ECOWAS, UNODC and the United Nations Office for West Africa in Praia in October 2008. Participants included the ministers of justice and the ministers of the interior of the 15 member States of ECOWAS, and representatives of major international development partners and of major Latin American partners in the drug control effort, such as Austria, Brazil, France, Italy, Luxembourg, Portugal, Spain, Switzerland, the United Kingdom, the United States and Venezuela (Bolivarian Republic of). Important international entities participated as well, including the Department of Peacekeeping Operations of the Secretariat and other United Nations entities, the African Union, the European Commission, the European Police Office (Europol), INTERPOL and the World Customs Organization. The Conference adopted two documents

to be endorsed by Heads of States in December 2008, namely, a political declaration on the prevention of drug abuse, drug trafficking and organized crime in West Africa and a regional action plan listing regional initiatives to be undertaken by the ECOWAS Commission with the aim of complementing national drug control plans, strategies and programmes of action, including specific commitments for assistance by external partners.

299. The Eighteenth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, was hosted by the Government of Côte d'Ivoire in Yamoussoukro in September 2008. The Meeting was attended by representatives of national drug law enforcement agencies from 25 African countries, as well as by 10 observers. The participants examined the current situation with respect to regional and subregional cooperation in countering drug trafficking and developed strategies to address trafficking in cannabis, amphetamine-type stimulants and precursor chemicals in Africa.

300. To assist the Governments of countries in West Africa in their efforts to combat the smuggling of drugs through their territory, UNODC in 2007 launched a two-year programme on law enforcement and intelligence cooperation against cocaine trafficking between West Africa and Latin America and the Caribbean. The programme, which is financed by the European Commission, aims at enhancing the exchange of information and intelligence between law enforcement agencies in the two areas by providing an electronic communications platform, training and mentoring on the collection, collation and analysis of intelligence. The countries participating in the programme are: in West Africa, Cape Verde, the Gambia, Ghana, Guinea-Bissau, Senegal and Togo; and, in Latin America and the Caribbean, Bolivia, Brazil, Colombia, the Dominican Republic, Ecuador, Jamaica, Peru and Venezuela (Bolivarian Republic of).

301. An expert round-table meeting for East Africa was organized in Nairobi in September 2008 in the framework of the Paris Pact Initiative, a UNODC-led international partnership to counter traffic in and abuse of Afghan opiates. The meeting brought together senior experts on drug law enforcement and drug demand reduction from East Africa and neighbouring countries, as well as from Paris Pact partners in the subregion. The objective of the meeting was to assess the drug

abuse situation in East Africa, with particular emphasis on the abuse of opiates, to identify good practices, current challenges, priority actions and targets in the field of drug demand reduction and to develop appropriate measures at the national and regional levels to counter the smuggling of Afghan opiates into and through East Africa.

302. Cooperation in drug control matters among countries in the subregion of Southern Africa is organized in the framework of the Southern African Development Community (SADC) and the Southern African Regional Police Chiefs Cooperation Organization (SARPCCO). In April 2008, the Government of Malawi hosted a regional SADC workshop on drug trafficking and the cultivation, production and eradication of cannabis plants. The workshop, attended by senior officials of the drug control police from Botswana, Lesotho, Malawi, Mauritius, Namibia, South Africa, Swaziland, Zambia and Zimbabwe, as well as by representatives of INTERPOL, agreed on an operational strategy on drug interdiction in the subregion, cross-border operations and new initiatives to prevent the diversion of precursor chemicals. Also, SARPCCO heads of forensic science institutions held a meeting in Livingstone, Zambia, in April 2008 to improve technical cooperation activities in the subregion and to develop a subregional network of forensic laboratories. In August 2008, the thirteenth annual general meeting of SARPCCO was held in Windhoek. The meeting, which was hosted by the Government of Namibia, adopted measures for building the capacity of police and forensic services in Southern Africa and joint cross-border initiatives against transnational crime.

303. The Board notes that a number of African States have undertaken additional initiatives against drug trafficking and money-laundering. In November 2007, the Arab Regional Symposium on Countering Drug Trafficking and Money-Laundering using the Mail, held in Tripoli, adopted the Tripoli Action Plan on Countering Drug Trafficking and Money-Laundering using the Mail. The Action Plan foresees measures to combat drug trafficking and money-laundering through the international mail, such as cooperation and information-sharing, developing human resources, awareness-raising and the role of the media in combating drug trafficking through the mail. The symposium was attended by representatives of the League of Arab States, UPU, INTERPOL and UNODC,

as well as by representatives of entities in the private sector dealing with mail services (see also paragraph 272 above).

304. In April 2008, a subregional seminar on combating money-laundering and the financing of terrorism was held for member States of the Central African Economic and Monetary Community and the Economic Community of Central African States in Gabon. About 30 officials from Burundi, Cameroon, the Central African Republic, Chad, the Congo, the Democratic Republic of the Congo, Gabon and Sao Tome and Principe attended the seminar. The participants adopted recommendations on strengthening the legal and institutional frameworks against money-laundering and the financing of terrorism, on asset forfeiture mechanisms and on inter-agency and international cooperation.

305. In August 2008, at the eighth meeting of the Council of Ministers of the Eastern and Southern Africa Anti-Money Laundering Group,⁷² held in Mombasa, Kenya, the second three-year strategic plan, covering the period April 2009-March 2012, was adopted. The plan sets out nine strategic objectives to combat money-laundering and financing of terrorism, including policy formulation, regional cooperation, capacity-building, training, awareness-raising and advisory services to member States.

3. National legislation, policy and action

306. In response to the urgent problems confronting the Government of Guinea-Bissau in combating cocaine trafficking through its territory, UNODC and the Ministry of Justice of Guinea-Bissau have prepared an integrated multidisciplinary programme aimed at combating drug trafficking and organized crime in that country (see also paragraph 247 above). The programme, which began in April 2008, will support the Government of Guinea-Bissau in its efforts to reform its security sector, to stabilize the peace process and protect the social development of the country, with activities in the fields of law enforcement

⁷² The Eastern and Southern Africa Anti-Money Laundering Group is a Financial Action Task Force (FATF)-style regional body for East and Southern Africa established in 1999. Current members are Botswana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe.

capacity-building, institutional reform and nationwide training. The programme will allow a more effective response to recommendations made by the Security Council on Guinea-Bissau. Similar programmes are planned by UNODC for other countries in the subregion, including Liberia, Mali, Mauritania, the Niger and Sierra Leone.

307. A new law adopted by the parliament of Senegal in December 2007 provides for a significantly increased penalty for drug trafficking: 10-20 years of hard labour, which is double the previous penalty. Senegal has recently been targeted by massive smuggling of cocaine from Latin America into Europe, as illustrated by two major seizures of cocaine in that country in June 2007. In Nigeria, draft legislation is before parliament that will provide for stricter and more effective penalties for major drug traffickers. Furthermore, updated drug control legislation is being drafted in Sierra Leone, with the assistance of UNODC.

308. The Government of Ghana has taken a number of legislative and administrative measures to address the increase in drug trafficking through its territory. Legislation to control maritime activities are being updated, a national drug control strategy for the period 2008-2010 has been developed and the Narcotics Control Board of Ghana has been restructured and provided with additional resources. With technical cooperation from the Government of the United Kingdom, security at the international airport at Accra has been strengthened. The Joint Port Control Unit, comprising police and customs and established in Ghana in 2007 under the UNODC-World Customs Organization Global Container Project, continues to operate at the port of Tema.

309. The Government of Ethiopia has taken steps to address drug trafficking through the international airport at Addis Ababa. With technical cooperation from UNODC, a joint airport control team was established at the airport in 2007. The strategic geographical location of Ethiopia in the Horn of Africa and the extensive flight routes of Ethiopian airlines have made the airport at Addis Ababa one of the major hubs for drug trafficking in Africa, especially for smuggling heroin from Asia into West Africa and Europe.

310. The National Drug Law Enforcement Agency of Nigeria has strengthened its control measures at

several airports, including those at Lagos and Kano, which provide direct international flights to European and West Asian countries. The Agency has also introduced a visa clearance programme to curb drug trafficking by Nigerian nationals abroad. That programme, voluntarily supported by Governments with embassies in Nigeria, makes it an additional requirement for visa applicants to obtain a certificate of drug trafficking reporting clearance from the Agency.

311. The Board notes the efforts of the National Agency for Food and Drug Administration and Control (NAFDAC) of Nigeria in combating counterfeit drugs in that country. In recent years, NAFDAC has strengthened the regulatory framework, improved the drug registration processes and closed down many companies importing counterfeit medicines destined for unregulated markets in Nigeria and beyond. In May 2008, NAFDAC seized a 20-foot container containing counterfeit pharmaceutical products on a vessel in Lagos. Since 2005, NAFDAC has been spearheading the work of the West African Drug Regulatory Agencies Network, a platform for interacting and exchanging strategies against counterfeit medicines.

312. In April 2008, the Government of South Africa strengthened its precursor control legislation by including ephedrine and pseudoephedrine in its Medicines and Related Substances Act of 1965. The South African parliament is currently considering new legislation on the prevention and treatment of drug abuse. The Prevention of and Treatment for Substance Abuse Bill, which replaces the Prevention and Treatment of Drug Dependency Act of 1992, will regulate the establishment, registration and management of treatment centres, inpatient and outpatient services and community-based services and will define the mandate of the Central Drug Authority, whose responsibility it is to monitor and oversee the implementation of the national drug control master plan.

313. The Board is concerned about the alarming increase in Côte d'Ivoire in the number of facilities, locally dubbed *fumoirs*, where drugs obtained from illicit sources are abused. The Board acknowledges the efforts of the Ivorian law enforcement authorities, which led to the successful dismantling of 29 such facilities during 2007 and the seizure of substantial

quantities of cannabis, heroin, cocaine and psychotropic substances from those facilities, and encourages the Government of Côte d'Ivoire to continue to accord priority to combating drug abuse in its country.

314. The Board is pleased to note that a major awareness-raising campaign against drug abuse among youth was conducted jointly by UNODC, the police of United Arab Emirates and Right Start International Foundation in a number of countries and areas in North Africa and West Asia⁷³ during March and April 2008. The campaign was organized in schools, universities, youth clubs and public places popular among youth. In the course of the five-week campaign, 5,000 events, including concerts, school conferences and programmes on satellite channels, took place. Also, train-the-trainer sessions were conducted for 1,800 volunteers. A total of 7,390 drug abusers registered for treatment and rehabilitation, of whom 1,592 were actually admitted to treatment centres.

315. The Board also notes the efforts made by some Governments of African countries with regard to the treatment and rehabilitation of drug abusers. In Algeria, preparations are under way for the launch, in 2009, of a national network of facilities for providing treatment and aftercare for drug abusers. The facilities will include 15 new detoxification centres, 53 outpatient centres and 185 reception and orientation units for drug addicts. In Kenya, an outreach and treatment programme established in 2005 has provided treatment to over 3,100 patients in Nairobi and Mombasa. Programmes for the treatment of drug dependence are also being run in other countries, such as Seychelles and Uganda. An opiate substitution treatment programme has been operating successfully in Mauritius since 2007.

316. The Board welcomes the steps being taken by a number of Governments of African countries to counter money-laundering. Since November 2007, new legislation to counter money-laundering has been passed in Burundi, Ghana, Lesotho and Rwanda. In 2008, the Government of Namibia adopted regulations for enforcing the country's Financial Intelligence Act of 2007. In the United Republic of Tanzania, a financial intelligence unit has been established under

the Ministry of Finance, and a similar unit is expected to be set up soon in Rwanda. The Government of Kenya has recently submitted to parliament draft legislation to counter money-laundering, and a comprehensive law against money-laundering is being drafted in Ethiopia, for submission to parliament in 2008. The Comoros has become an observer to the Eastern and Southern Africa Anti-Money Laundering Group. The Democratic Republic of the Congo, which enacted legislation against money-laundering in 2004, is now also seeking admission as an observer to the Group.

4. Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

317. Africa remains the world's second largest producer of cannabis herb after the Americas, accounting for 22 per cent (or 8,900 tons) of global cannabis production in 2006.⁷⁴ Cannabis herb is illicitly produced in many countries throughout Africa. The largest producer countries include: in Southern Africa, South Africa, Malawi, Swaziland, Zambia and the Democratic Republic of the Congo, in that order; in West Africa, Nigeria, Ghana, Guinea, Côte d'Ivoire, Benin and Togo; in North Africa, Egypt and Morocco; and, in East Africa, the United Republic of Tanzania. Most of the cannabis herb produced in Africa is abused locally. However, cannabis herb produced in a limited number of African countries, mainly Ghana, Morocco, Nigeria and South Africa, is also smuggled to destinations outside of Africa, notably in Europe and, to a lesser extent, East Asia. In 2006, 1,217 tons of cannabis herb were seized in Africa, as the region accounted for 23 per cent of global cannabis herb seizures in that year. The largest seizures were reported in South Africa (359 tons, or 7 per cent of global seizures), Malawi (272 tons), the United Republic of Tanzania (225 tons), Nigeria (192 tons) and Egypt (101 tons).

318. According to UNODC data,⁷⁵ Morocco remains the world's largest producer of cannabis resin, supplying the illicit markets in Western Europe and

⁷³ Algeria, Egypt, Jordan, Morocco, Qatar, Saudi Arabia, Tunisia, the United Arab Emirates, Yemen and Palestine.

⁷⁴ The year 2006 is the latest year for which aggregate UNODC data on global production, manufacture, trafficking and abuse are available.

⁷⁵ *World Drug Report 2008* (United Nations publication, Sales No. E.08.XI.1), p. 99.

North Africa. In 2005, the available data had suggested a decline in the country's cannabis production, and the extent of cannabis cultivation was reported to have been reduced to 76,400 ha during that year. Those developments were attributed to an intensified campaign by the Government of Morocco to eradicate the illicit cultivation of cannabis plants, which was corroborated by a decline in reported seizures of cannabis resin and cannabis herb. In 2007, however, owing to intensified interdiction efforts by the Government, seizures of both cannabis resin and cannabis herb increased again, with cannabis resin seizures increasing from 89 tons in 2006 to 118 tons in 2007 and cannabis herb seizures increasing from 60 tons in 2006 to 209 tons in 2007. The seizures continued to increase during the first half of 2008, as several multi-ton seizures of cannabis resin and cannabis herb were made by Moroccan authorities. No further survey on the extent of illicit cannabis cultivation has been undertaken in Morocco since 2005. However, accurate data on the actual extent of illicit cannabis cultivation are essential for effective measures to be taken against such cultivation. The Board therefore encourages the Government of Morocco to update the data on the extent of illicit cannabis cultivation on its territory within the framework of its ongoing discussions with UNODC.

319. North Africa accounted for 12 per cent of the 1,025 tons of cannabis resin seized globally in 2006. Most of the cannabis resin from Morocco destined for Europe is trafficked through Spain, as well as France and Italy. In addition, cannabis resin destined to Europe or West Asia passes through Mauritania, Mali, the Niger, the Libyan Arab Jamahiriya and Chad to Egypt. In addition to Morocco, large seizures were reported for 2006 in the Libyan Arab Jamahiriya (14.8 tons), Algeria (10 tons), Senegal (8.4 tons) and Egypt (5.1 tons). It is likely that the growing trafficking in cannabis through North Africa will foster the development of illicit markets in the countries affected by such trafficking.

320. According to UNODC estimates, about 42 million people in Africa abuse cannabis. The annual prevalence rate for cannabis abuse among persons aged 15-64 years in Africa is 8 per cent. The highest annual prevalence rates for cannabis abuse in Africa are found in West and Central Africa (12.6 per cent), where States have reported large increases in such abuse, followed by Southern Africa, where the annual

prevalence rate is 8.4 per cent. In 2006 as in previous years, most of the demand for drug-related treatment in Africa (63 per cent) continued to be associated with cannabis abuse.

321. Although cocaine is not manufactured in Africa, the rapid increase in seizures of cocaine in the region in the past few years, especially in West Africa, shows that Africa is becoming an important transit and stockpiling area for cocaine consignments from Latin America destined for Europe (see paragraphs 242-246 above and 512 below). Prior to 2005, the total amount of cocaine seized in Africa was barely 1 ton. Between 2005 and 2007, however, at least 33 tons of cocaine were seized en route to Europe from West Africa, especially off the coast of the Canary Islands, Cape Verde and Guinea-Bissau, as well as in various countries along the Gulf of Guinea, including Benin, Côte d'Ivoire, Ghana, Nigeria, Togo and, further west, Guinea, Liberia, Mauritania, Senegal and Sierra Leone. According to UNODC estimates, about 27 per cent (or 40 tons) of the cocaine abused annually in Europe has passed through West Africa.

322. Cocaine trafficking through Africa continued unabated in 2008, with significant seizures of cocaine being made in the first 10 months of the year. In Ghana, 399 kg of cocaine were seized in a motor vehicle coming from Guinea. In Sierra Leone, 700 kg of cocaine were seized on an aircraft arriving from the Bolivarian Republic of Venezuela. Furthermore, the French navy seized 2.5 tons of cocaine on board a Liberian fishing vessel off the coast of Liberia in January 2008 and 3 tons of cocaine on a Panamanian vessel en route from Brazil to Algeria in February 2008.

323. Cocaine is mostly transported to West Africa in large quantities on board sea vessels, often concealed in containers. In West Africa, the cocaine is stockpiled, repackaged into smaller consignments and transported to countries in Europe and to the United States, usually by air couriers swallowing and carrying as much as 1 kg in their stomachs, or through checked-in luggage containing very large quantities of cocaine. Drug trafficking organizations have begun using what is called the "shotgun approach", whereby a large number of couriers are dispatched on the same flight, thereby making it difficult for law enforcement agencies to identify and arrest all couriers on the same flight.

324. The emergence of West Africa as a transit area for cocaine trafficking may have several causes. The geographical location of West Africa makes it an ideal staging post for trans-shipping cocaine consignments from Latin America to the growing cocaine markets in Europe. By using West Africa for their transit posts, the traffickers try to circumvent the increased surveillance and effective interdiction units put in place along the classic smuggling routes by the national law enforcement agencies of the United States and countries in Europe. Traffickers also exploit loopholes in law enforcement in many West African countries.

325. Cocaine consignments transiting West Africa are also smuggled through East Africa, as indicated by seizures effected in some ports and airports in East Africa and on flights to Europe and elsewhere originating in East Africa. The airport at Addis Ababa has recently emerged as a transit point for cocaine consignments destined for Turkey. In 2008, five seizures of cocaine totalling 6 kg were made at the airport at Istanbul and in all cases the cocaine had been smuggled by West African nationals arriving by air from Addis Ababa. There is also evidence that cocaine is being transported by both land and air from West Africa to North Africa before being smuggled into Europe by sea or air. In addition, some cocaine continues to be smuggled into countries in Southern Africa, mainly through Angola into South Africa. South Africa remains the only African country reporting a relatively high level of annual cocaine seizures.

326. The increase in cocaine trafficking in Africa has resulted in increased abuse of the drug in the region, which is particularly noticeable in the countries in West and Southern Africa and along the Atlantic coast of North Africa. According to current UNODC estimates, about 1.1 million people in Africa abuse cocaine, and the annual prevalence rate for persons aged 15-64 years is 0.2 per cent, which is below the global average of 0.37 per cent. Increasing abuse of cocaine and/or crack cocaine has been reported in some Southern African countries, such as Namibia and South Africa. South Africa has reported demand for treatment for cocaine abuse at a level considerably higher than the African average. Cocaine abuse may soon spread rapidly in West Africa if the problem of transit trafficking through the subregion is not addressed decisively.

327. Illicit cultivation of opium poppy continues on the Sinai peninsula in Egypt. In 2007, there was a considerable increase in the eradication of illicitly cultivated opium poppy in Egypt, the total area eradicated being 98 ha, almost twice the area eradicated in 2006 (51 ha). The opium derived from that cultivation is reportedly consumed locally and not used for the illicit manufacture of heroin. The Government of Algeria has reported that, as a result of intensified law enforcement and interdiction measures, it eradicated illicitly cultivated opium poppy in small areas in the north of the country: over 74,000 poppy seedlings were eradicated in 2007, and almost 80,000 were eradicated in the first nine months of 2008. The Board notes the efforts of the Government of Algeria and encourages it to continue identifying and eradicating any illicit opium poppy cultivation in its territory.

328. Heroin from South-West Asia continues to enter the African region through East Africa. The strategic location of East Africa, on a long and established trading route between Europe and South-West Asia, and the extensive flight routes of Kenyan and Ethiopian airlines linking East Africa to the principal heroin source countries in Asia, as well as West Africa and Europe, have created favourable conditions for smuggling heroin from Asia into West Africa and Europe. The international airports at Addis Ababa and Nairobi have emerged as major entry and transit points for the whole of Africa and beyond. From East Africa, large quantities of heroin are transported across the continent to countries in West Africa, especially Côte d'Ivoire, Ghana and Nigeria, and from there to countries in Europe and to the United States. Seizures of heroin continue to be made in Côte d'Ivoire, Kenya, Mauritius, Nigeria and the United Republic of Tanzania. Most of the heroin is smuggled using air couriers, but commercial air cargo and express courier mail services are also increasingly being used for heroin trafficking. In addition, heroin trafficking through Tripoli has increased recently. Some of the heroin trafficked and temporarily stored in East Africa has spilled over into the local illicit market. Heroin from East Africa is also smuggled into countries in Southern Africa, notably Mauritius and South Africa, where it is abused.

329. According to UNODC statistics, about 1.4 million people in Africa (or 0.3 per cent of persons aged 15-64 years) are abusing opiates, mostly heroin.

Egypt constitutes the largest market for opiates (some 330,000 people) in Africa. Increased abuse of opiates has been reported in most countries in East and Southern Africa. The annual prevalence rate of such use is highest in Mauritius (2 per cent), followed by Egypt (0.7 per cent). According to the South African Community Epidemiology Network on Drug Use, demand for treatment for heroin abuse in South Africa has increased. Recent statistics show that Cape Town is one of the areas in the country with the largest number of heroin abusers (over 15,000). In South Africa, heroin is mostly smoked; injecting heroin abuse is stable or declining.

Psychotropic substances

330. One matter of major concern to the Board is the abuse of pharmaceutical products containing psychotropic substances, which are sold without medical prescription or in the street. That practice has been observed in many countries in West and Central Africa. The Board calls upon the drug regulatory authorities of those countries to address the concerns of the Board in a serious manner. Attempts at diverting psychotropic substances from international trade into illicit channels in order to supply those unregulated markets continue to be made. For instance, in November 2007, an attempted diversion of 25 kg of flunitrazepam from the Netherlands to Guinea-Bissau was prevented with the assistance of the Board.

331. Illicit manufacture of amphetamines occurs in South Africa and, on a small scale, in Egypt. Methcathinone (“cat”) is manufactured clandestinely and is widely available in South Africa. The growing abuse of crystal methamphetamine (locally dubbed “tik”) in the Cape Town area has become a cause for concern for the authorities. It appears that the illicit demand for methamphetamine is met from methamphetamine smuggled into or manufactured in South Africa. During 2007, the South African police dismantled 30 clandestine drug laboratories, most of which manufactured methamphetamine or methcathinone. In August 2008, 54 kg of crystal methamphetamine en route from Lagos were seized at the international airport at Johannesburg.

332. The abuse of amphetamines across Africa has been increasing slowly over the past few years, with much of the growth being fuelled by the increasing methamphetamine abuse in South Africa. The number

of amphetamine abusers in Africa is estimated by UNODC at 2.3 million, accounting for about 9 per cent of the world total. The average annual prevalence rate of abuse of amphetamines in Africa is estimated at 0.4 per cent of the population aged 15-64 years, the highest annual prevalence rates in the region being reported in Nigeria and some other West African countries, Egypt and South Africa.

333. Methaqualone (Mandrax) illicitly manufactured in China or India continues to enter South Africa, mainly through Mozambique, Swaziland and Zimbabwe. Methaqualone is also manufactured in clandestine laboratories in Southern Africa. From South Africa, which is regarded as the largest illicit market for methaqualone in the world, some of the drug is smuggled into countries in the subregion, where it is also abused. Methaqualone is abused mostly in combination with cannabis, a form of drug abuse known as the “white pipe”. The Board notes the successful interception of methaqualone consignments by the South African law enforcement authorities. In February 2008, the South African police detected and seized 1,363 kg of methaqualone during a routine search of a truck at a border crossing between South Africa and Zimbabwe.

Precursors

334. Africa continues to be a major area used for the diversion of certain precursor chemicals, notably ephedrine and pseudoephedrine.⁷⁶ Traffickers have been trying to take advantage of weaknesses in precursor control mechanisms in place in many African countries to divert ephedrine and pseudoephedrine to be used in the illicit manufacture of methamphetamine elsewhere, notably in the Americas. During the period 2007-2008, numerous suspicious shipments of ephedrine and pseudoephedrine to Africa were identified and stopped. Forged import permits were used for most of the identified diversion attempts. The countries targeted in that period were Botswana, the Democratic Republic of the Congo, Ethiopia, Nigeria, Togo, Uganda, the United Republic of Tanzania and Zambia. During that period, a total of 12.5 tons of those precursors were seized in Ethiopia alone.

⁷⁶ See also *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2008 ...*

335. Altogether, almost 30 tons of ephedrine and pseudoephedrine were prevented from being diverted to or through Africa during the period 2007-2008. That amount represents a sharp decline compared with the period 2006-2007, during which over 75 tons of ephedrine and pseudoephedrine were prevented from being diverted to or through African countries, in particular the Democratic Republic of the Congo (23 tons). The Board is concerned that, in spite of those attempted diversions, hardly any seizures of ephedrine or pseudoephedrine have been reported in countries in Africa. For instance, between 2000 and 2008, ephedrine and pseudoephedrine seizures in Africa totalled only 242 kg, with South Africa accounting for most of those seizures.

336. The recent decrease in the total amount of ephedrine and pseudoephedrine involved in identified attempts at diverting to Africa could be due to a number of factors, which may include traffickers placing orders for consignments of smaller amounts of ephedrine and pseudoephedrine to avoid suspicion and follow-up investigations by the authorities of exporting and importing countries. The Board therefore calls upon all Governments of exporting and transit countries to verify the legitimacy of all shipments of ephedrine and pseudoephedrine destined for Africa, including shipments of pharmaceutical preparations containing those substances. The Board also calls upon the Governments of all countries in Africa that have not yet done so to establish appropriate mechanisms for control over ephedrine and pseudoephedrine, including preparations containing those substances, that will enable them to respond in a timely manner to pre-export notifications and enquiries of exporting authorities about the legitimacy of any transactions.

Substances not under international control

337. In 2008, the Government of Namibia placed *N*-benzylpiperazine (BZP) under national control and introduced a prescription requirement for it. BZP is a piperazine-derived compound that is currently not under international control.⁷⁷

⁷⁷ In March 2007, the Board requested WHO to consider reviewing piperazine-derived compounds for possible scheduling under the 1971 Convention. Furthermore, the Board in its report for 2007, urged all Governments to provide to WHO and the Board any information on the abuse of and trafficking in such compounds (*Report of*

338. In view of the increasing abuse of khat⁷⁸ in Madagascar, the Government of that country prohibited the cultivation, sale and consumption of khat as of January 2008. Khat is grown mainly in East Africa and on the Arabian peninsula and is abused locally. While khat is currently not under international control, its cultivation has been prohibited in a number of countries in East Africa, including Eritrea, Rwanda and the United Republic of Tanzania.

339. According to the World Customs Organization, the total amount of khat seized globally has increased significantly in recent years, amounting to almost 44 tons in 889 cases in 2007. The largest seizures in 2007 were made by Canada (13 tons), Germany (7 tons), Sweden (6 tons), Denmark (1.6 tons) and Switzerland (1.4 tons). In those countries, khat is abused mainly by expatriates with origins in East Africa and the Arabian peninsula. The Board notes that seizures of dried khat have risen in recent years, since dried khat no longer has to be shipped and distributed to consumers within 48 hours.

5. Missions

340. A mission of the Board visited Ethiopia in March 2008. The Board appreciates the steps taken by the Government in recent years to increase its capacity to deal with the drug problem, including the creation of the Drug Administration and Control Authority, the strengthening of the drug control capacity of the police and the modification of the Penal Code. The Government has initiated several activities in the area of primary prevention of drug abuse.

the International Narcotics Control Board for 2007..., para. 734, recommendation 22).

⁷⁸ Khat refers to the leaves and young shoots of the plant *Catha edulis*. Khat has been considered and reviewed on two occasions by the WHO Expert Committee on Drug Dependence. During the last review, in 2006, the Committee concluded that the potential for abuse and dependence was low and that the level of abuse and threat to public health was not significant enough to warrant international control. Therefore, the Committee did not recommend the scheduling of khat. The Committee recognized that social and some health problems resulted from the excessive use of khat and suggested that national educational campaigns should be adopted to discourage use that might lead to those adverse consequences (*WHO Expert Committee on Drug Dependence: Thirty-fourth Report*, WHO Technical Report Series, No. 942 (Geneva, 2006), pp. 11-12).

341. The mission examined with the authorities steps against the illicit cultivation and abuse of cannabis in Ethiopia. Also discussed were measures against drug trafficking, including the transit traffic through the international airport in Addis Ababa. The Board encourages the Government to carry out periodic studies on the prevalence of drug abuse and to strengthen its capacity for the treatment of drug addicts. The Board invites the Government to promote the rational use of opioid analgesics, in accordance with the guidelines issued on the subject by WHO.

342. The Board sent a mission to Mauritius in October 2008. Mauritius is a party to all of the international drug control treaties and has adopted comprehensive drug control legislation. The Board encourages the Government to set up a mechanism for sharing information, as well as coordinating machinery, involving all bodies, services and agencies involved in drug control activities. With respect to the smuggling of buprenorphine (Subutex®) to Mauritius, the Board invites the Government to continue to cooperate with European countries in an effort to address that problem effectively.

343. The abuse of drugs, particularly heroin, by injection is a problem in Mauritius. The Board commends the Government for offering a large variety of drug demand reduction services to drug abusers. The Board recommends that more psychosocial support be provided to drug abusers and trusts that measures taken to prevent the spread of HIV/AIDS will not promote or facilitate drug abuse.

B. Americas

Central America and the Caribbean

1. Major developments

344. Trafficking in controlled substances containing ephedrine and pseudoephedrine is increasing in Central America. Since Mexico strengthened its regulations to prevent the diversion of those precursors, criminal organizations have been taking advantage of the lax control of sales near the southern border of Mexico to acquire drugs containing ephedrine and pseudoephedrine and establishing methamphetamine laboratories in the subregion.

345. The region of Central America and the Caribbean continues to be a major trafficking route for illicit drugs originating in South America and destined for North America and Europe. Despite the authorities' efforts to combat the problem, there are indications that drug trafficking is increasing in areas in Central America and in the Dominican Republic and Haiti. As a result of growing drug trafficking, drug abuse is on the rise in the Dominican Republic and crime has also escalated in the country.

346. The Board acknowledges the increasing number of regional cooperation activities organized by Governments, the Inter-American Drug Abuse Control Commission (CICAD) and UNODC, as well as the increasing assistance from countries outside the region of Central America and the Caribbean. The Board welcomes the declaration of the eighteenth Ibero-American Summit, held in San Salvador in October 2008, in which members of the Organization of Ibero-American States for Education, Science and Culture (OEI) agreed to strengthen the role of education as a tool for development in the region and to enhance technical cooperation to combat organized crime.

347. In Central America, *maras* (street gangs) continue to be associated with international drug trafficking networks. About 5,000 gangs from El Salvador, Guatemala and Honduras operate in Mexico, where some of them have become involved in criminal operations with Mexican drug trafficking organizations. According to Mexico and countries in Central America, organized criminal groups based in Mexico have been recruiting gang members from El Salvador and Guatemala since 2007.

348. The increase in deportations in the United States during the past three years has forced more gang members to return to countries such as El Salvador, Guatemala, Honduras and Nicaragua. Seventy-five per cent of the gangs in Central America have links with other gangs and criminal groups in the United States. The deported gang members usually attempt to return illegally to the United States. Those who succeed extend and reinforce their operational networks in activities such as drug smuggling, thus strengthening international criminal associations.

349. Corruption, poorly funded judiciary systems, lack of public trust and weak law enforcement have undermined efforts to strengthen drug control policy in