

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Vienna**

**Report of the International Narcotics  
Control Board  
for 1991**



**UNITED NATIONS**

## ABBREVIATIONS

*The following abbreviations are used, except where the context otherwise requires:*

<i>Abbreviation</i>	<i>Full title</i>
Board (or INCB)	International Narcotics Control Board
Commission on Narcotic Drugs (or Commission)	Commission on Narcotic Drugs of the Economic and Social Council
1961 Convention	Single Convention on Narcotic Drugs, 1961, signed at New York on 30 March 1961
1971 Convention	Convention on Psychotropic Substances, signed at Vienna on 21 February 1971
1988 Convention	Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, signed at Vienna on 20 December 1988
Council	Economic and Social Council of the United Nations
EEC	European Economic Community
General Assembly	General Assembly of the United Nations
ICPO/Interpol	International Criminal Police Organization
Narcotic drug	Any of the substances in Schedules I and II of the 1961 Convention, whether natural or synthetic
1972 Protocol	Protocol amending the Single Convention on Narcotic Drugs, 1961, signed at Geneva on 25 March 1972
Psychotropic substance	Any substance, natural or synthetic, or any natural material in Schedule I, II, III or IV of the 1971 Convention
Secretary-General	Secretary-General of the United Nations
UNDCP	United Nations International Drug Control Programme
WHO	World Health Organization

For a full list of the international drug control treaties, see document E/INCB/1985/1.

## NOMENCLATURE OF COUNTRIES AND TERRITORIES

In referring to political entities, the Board is guided by rules governing the practice of the United Nations. The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Board concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

## REPORTS PUBLISHED BY THE INCB IN 1991

*This annual Report is supplemented by the following two detailed technical reports:*

1. Narcotic Drugs: Estimated World Requirements for 1992—Statistics for 1990 (E/INCB/1991/2)
2. Psychotropic Substances: Statistics for 1990 — Assessments of Medical and Scientific Requirements for Substances in Schedule II: Requirement of Import Authorizations for Substances in Schedules III and IV (E/INCB/1991/3)

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## Foreword

1. The International Narcotics Control Board is the successor to drug control bodies the first of which was established by international treaty over sixty years ago. A series of treaties confer on the Board specific responsibilities. The Board "shall endeavour to limit the cultivation, production, manufacture and use of drugs to an adequate amount required for medical and scientific purposes" and "to ensure their availability for such purposes". The Board shall also endeavour "to prevent illicit cultivation, production and manufacture of, and illicit traffic in and use of, drugs". In carrying out its responsibilities, the Board is enjoined to act in cooperation with Governments and to maintain continuing dialogues with them to further the aims of the treaties. Such dialogues are pursued through periodic consultations and through special missions arranged in agreement with the Governments concerned.

2. The Board consists of 13 members, elected by the Economic and Social Council, who serve in their personal capacities, not as government representatives. Three members with medical, pharmacological or pharmaceutical experience are elected on the nomination of the World Health Organization and 10 on the nomination of States Members of the United Nations and of non-member States Parties to the 1961 Convention. <sup>1/</sup> Members of the Board (see annex for current membership) are to be persons who, by their competence, impartiality and disinterestedness, can command general confidence. The Council is enjoined, in consultation with the Board, to make all arrangements necessary to ensure the full technical independence of the Board in carrying out its functions. Revised arrangements prepared on behalf of the Secretary-General by the Executive Director of the United Nations International Drug Control Programme (UNDCP) in agreement with the Board were approved by the Council in June 1991. <sup>2/</sup>

3. The Board collaborates with UNDCP, of which its secretariat forms a part, and with other international bodies concerned with drug control, including not only the Council and its Commission on Narcotic Drugs, but also the relevant specialized agencies of the United Nations, particularly the World Health Organization. It also cooperates with bodies outside the United Nations system, especially the International Criminal Police Organization.

4. The treaties require the Board to prepare an annual Report on its work. The annual Report analyses the drug control situation world-wide, so that Governments are kept currently aware of existing and potential situations which may endanger the objectives of the Single Convention on Narcotic Drugs, 1961, that Convention as amended by the 1972 Protocol, the 1971 Convention on Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The Board draws Governments' attention to gaps and weaknesses in national control and in treaty compliance; it also makes suggestions and recommendations for improvements at both the national and international levels. The Conventions envisage special measures available to the Board to ensure the execution of the Conventions' provisions. The Board's annual Report is supplemented by two detailed technical reports containing data on the licit movement of narcotic drugs and psychotropic substances required for medical and scientific purposes, together with the Board's analysis of the data. These data are required for the proper functioning of control over the licit movement of narcotic drugs and psychotropic substances. Moreover, under the provisions of article 12 of the 1988 Convention, the Board reports annually to the Commission on Narcotic Drugs on the implementation of that article.

5. The Board assists national administrations to help them meet their obligations under the Conventions. To that end, it proposes and participates in regional training seminars and programmes for drug control administrators in one of the countries of the particular region concerned or at the Board's headquarters. In 1991, a training seminar was held in Beijing for the Asian Region, and in December, a regional seminar for African countries is to take place in Nairobi.

6. The Board's work is continuously expanding as a result of implementation by Governments of voluntary measures to tighten the control of psychotropic substances; the growing number of substances placed under international control; the additional responsibilities assigned to the Board under the 1988 Convention; and the imperative need for on-site study of situations which could endanger attainment of the aims of the treaties and for frequent dialogues with Governments to promote remedial measures to stem illicit production, trafficking and abuse.

7. The Board wishes to thank the Governments of France, Germany, Japan, Switzerland and the United States of America which have facilitated the Board's work by providing extrabudgetary financing through the Fund for Drug Abuse Control, UNDCP.

#### Notes

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1/ Article 9, paragraphs 2 and 3, of the 1961 Convention.

2/ Resolution 1991/48 of 21 June 1991.

## I. OVERVIEW

8. Despite some encouraging developments and resolute pursuit of counteraction by countries at the community, national, regional, bilateral, and multilateral levels, the drug abuse situation world-wide remains grim. Illicit production, trafficking and abuse of drugs, together with attendant violence and corruption, continue to imperil public health in virtually all countries, to take a heavy toll in human lives and productivity, to threaten political institutions, to undermine economies and to wreak environmental devastation. Programmes with the capability to permit large-scale eradication of the vast cultivation of narcotic plants and to provide alternative income possibilities for farmers are not yet in place. Interlocking criminal trafficking organizations, well financed and heavily armed, continue to produce and smuggle enormous quantities of heroin and cocaine throughout the world. In its report for 1990, the Board made special note of evidence suggesting that trafficking organizations in South America, Western Europe and South-East Asia are engaged in a joint venture to smuggle heroin and cocaine. Seizure data show that these traffickers are expanding their operations and spreading them to new countries and territories. Predictably, abuse of heroin is soaring in a number of regions and cocaine, once abused mainly in the Americas and Europe, now also threatens Africa, the Near and Middle East, South and South-East Asia and Oceania. The cost in human suffering and life is magnified by the spread of the HIV infection by intravenous drug use and the birth to infected mothers of many critically ill and severely handicapped infants.

9. Nevertheless, a number of positive developments have occurred in 1991. Surveys made in a number of countries continue to show stabilization or decline in the abuse of certain drugs. Also heartening are the spreading actions by citizens at the community level in some countries to turn the tide against drug abuse. The comprehensive programmes they promote are achieving major accomplishments. Mounting seizures of heroin, cocaine and other drugs in many countries and regions attest to determined efforts by law enforcement authorities. The subjection of trafficking organizations to relentless pressure has disrupted their operations, led to the arrest of kingpin traffickers and crippled a major and ruthless cartel in Colombia.

10. The number of Parties to the 1961, 1971 and 1988 Conventions increased in 1991. New or strengthened legislation and measures required for effective implementation of the Conventions have been adopted in several countries. A number of them concern the 1988 Convention and are aimed at the curtailment of money-laundering, seizure of traffickers' assets and prevention of the diversion to traffickers of chemicals needed for illicit manufacture of cocaine, heroin and other drugs. During 1991, collective and bilateral efforts by some Governments have resulted in the elaboration of promising measures to achieve these aims.

11. In its report for 1990, the Board stressed that the response of the international community to the world-wide threat must be even stronger, more comprehensive, more innovative. The Board reiterates this view and reaffirms its belief that special emphasis should be accorded by the international community to:

- enacting and vigorously pursuing comprehensive measures to contain and reduce the illicit demand for drugs;
- exchanging information promptly to facilitate the apprehension, arrest and prosecution of traffickers;

- denying traffickers opportunities to launder their ill-gotten gains through legitimate enterprises and financial institutions;
- preventing traffickers from acquiring precursors, 1/ arms, sophisticated weaponry, aircraft, ships and the like;
- providing, in response to requests of States under attack by traffickers, full assistance including security devices, weapons, aircraft, ships and training;
- affording the States concerned access to modern technology to permit the location and environmentally safe destruction of narcotic drugs;
- providing large-scale integrated rural development assistance to enable cultivators of illicit crops to make their living through licit agricultural or other enterprises;
- expanding marketing possibilities and establishing fair export prices for alternative economic activities without which containment and progressive reduction of such crops cannot succeed.

Each Member country of the international community will of course need to decide on action priorities in the light of national circumstances.

12. It is axiomatic that if programmes designed to provide alternative income possibilities for growers of narcotic crops are to succeed, marketing opportunities and fair export prices for such alternatives must be established. The Board welcomes the action taken by the European Economic Community to include Bolivia, Colombia, Ecuador and Peru into its preferential customs system for a number of agricultural and industrial products, thereby augmenting these countries' export possibilities and promoting the success of such programmes. Similar initiatives should be studied by Governments with a view to early implementation.

13. The Board again reiterates that all countries in which weaponry is manufactured and without which traffickers could not wreak such havoc bear a heavy responsibility to prevent such weaponry from falling into the hands of traffickers. Effective measures to this end require urgent attention.

14. Countries in which illicit and uncontrolled narcotics production takes place also bear responsibility under the 1961 Convention to prevent illicit and uncontrolled cultivation of narcotic drugs. The pursuit of sustained and comprehensive programmes aimed at progressively reducing and eventually eliminating such production is essential. It is also essential that the producing countries concerned employ methods which permit accurate detection and large-scale environmentally safe destruction of narcotic crops. An expert group convened under United Nations aegis in 1989, affirmed that development of a global system for locating illicit cultivation by space-borne remote sensing devices is feasible. Another expert group identified progress already made in developing highly effective environmentally safe herbicides for use in eradication of such crops and recognized that the United Nations should promote and coordinate the use of such herbicides. The Board reiterates that such sensitive technical activities are uniquely suitable for pursuit under United Nations aegis and urges that the necessary resources be provided to these ends. The Board also recommends that countries in which illicit production of narcotic crops occurs request such assistance.

15. A critical and intractable component of the drug problem is the reduction of illicit demand. Unless progress toward this end can be made, sustained successes in other dimensions of the drug equation can only be temporary since otherwise one source of supply

or one particular drug will inevitably be promptly substituted for another. Accordingly, the Board reiterates that Governments should redouble their efforts to enable accelerated progress to be made in reducing drug abuse. Success inevitably requires involvement at the family and community levels. Stress should be placed on preventive measures aimed at young children as well as on education against all types of substance abuse. The Board, therefore, welcomes the spread of community-led programmes in many countries.

16. UNDCP is developing an International Drug Abuse Assessment System (IDAAS) to provide a comprehensive overview and analysis of drug abuse and programmes being pursued by Governments and national organizations to prevent and reduce such abuse. This information relates to all aspects relevant to drug abuse, including epidemiology, prevention, education, treatment, rehabilitation and social reintegration. IDAAS is made possible by the provision of data by Governments in response to a questionnaire adopted by the Commission in accordance with the 1961 Convention. Data is also provided by other United Nations bodies and certain of the Specialized Agencies. The Board warmly welcomes the establishment of IDAAS. Such a central international source of information on drug abuse for use by Governments and national organizations has long been needed. It is in the vital interest of the world community that all countries provide fully and promptly to UNDCP the information specified in the Commission's questionnaire.

17. The prevalence of AIDS world-wide underlines the necessity of finding more effective ways to reduce demand for drugs and to identify modalities to treat successfully abusers who consume several drugs simultaneously, often in conjunction with alcohol. Approaches adopted by various affected countries will inevitably differ in the light of differing cultures and local circumstances. These approaches should be systematically evaluated and information exchanged in a timely manner. The Board proposes that UNDCP, in cooperation with Governments and the Specialized Agencies concerned, in particular WHO, establish through IDAAS a mechanism to facilitate such exchanges.

18. The Board wishes once more to reject emphatically the view which continues to be voiced advocating the legalization of the possession and use of some or all drugs for non-medical purposes. Such an approach would undoubtedly be interpreted by potential abusers as sanctioning drug use and can be expected to lead to exploding abuse, attended by an increase in drug-related deaths, soaring health care costs, the destruction of families and the erosion of basic values. Moreover, any slackening of controls not only constitutes non-compliance with treaty obligations but is morally indefensible. Prohibition of the non-medical possession and use of narcotic drugs and psychotropic substances represents specific obligations of the Parties under the 1961, 1971 and 1988 Conventions. The Board proposes to send missions in the near future to some countries whose laws do not appear to conform to these articles of the Conventions.

#### Status of the Conventions

19. As of 1 November 1991, the number of states Parties to the Single Convention on Narcotic Drugs, 1961, in its original and amended forms, stands at 133, of which 106 are Parties to the Convention as amended by the 1972 Protocol. Since the Board's report for 1990, the Federated States of Micronesia, the Marshall Islands, Mongolia and Saint Lucia have become Parties to the 1961 Convention and that Convention as amended. Czechoslovakia and Guinea have become Parties to the 1972 Protocol. Most non-Parties comply in fact with the provisions of the 1961 Convention.

20. Parties to the 1971 Convention on Psychotropic Substances as of 1 November 1991, number 106. This includes three countries which became Parties during 1991: The Federated States of Micronesia, Luxembourg and the Marshall Islands. The Board is

concerned that twenty years after the conclusion of the 1971 Convention, a number of developed countries have not yet become Parties despite their announcements made a number of years ago of their intention to do so. It is particularly important that such action be taken without further delay by those countries which are major manufacturers and exporters of psychotropic substances, namely, Austria, Belgium, Ireland, the Netherlands and Switzerland.

21. The 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances entered into force on 11 November 1990. As of 1 November 1991, about one year later, a total of 50 States and the European Economic Community had become Parties to the 1988 Convention. The Board is gratified at this progress and urges all States which have not yet done so to become Parties at the earliest possible time.

#### Assessment of operation of the Conventions

22. Effective control of drugs essential for medical and scientific purposes and their adequate supply constitute a cornerstone of the international community's effort to prevent drug abuse. In general, the international control system for narcotic drugs, evolved in this century over more than 65 years and consolidated in the 1961 Convention, continues to operate well. Diversion of narcotic drugs from licit trade into illicit channels, which not many decades ago posed a formidable threat and constituted a priority concern of Governments, now remains relatively rare and quantities involved are small. This holds true both for drugs in international trade and in domestic wholesale channels. This satisfactory control situation for narcotic drugs has prevailed for a number of years. The price of its maintenance is continuing vigilance and restraint particularly in relation to proliferation of sources of manufacture to which the Board continues to be strongly opposed.

23. One function of the Board under the 1961 Convention is to ensure adequate supplies of opiates to relieve pain and suffering and at the same time to avoid overproduction. At present, the supply of raw materials and global consumption remains in approximate balance. The Board proposes, at an appropriate time, to conduct a new wide-ranging study, consulting in this connection with raw material producers as well as opiate manufacturing and major consuming countries. This would provide a projection of the probable global needs for opiates and raw materials over the next several years to avoid shortage or overproduction. Paragraphs 81 to 88 further elaborate on the question of demand for and supply of opiates for medical and scientific needs.

24. The control system for psychotropic substances set forth in the 1971 Convention has begun to work well. Many Parties and non-Parties alike apply satisfactorily the controls stipulated in the Convention as well as the special voluntary measures recommended by the Board to bolster those controls. The controls provided for in the Convention and strengthened by the voluntary measures, enable the Board, in concert with Governments, to pursue its efforts to prevent traffickers from diverting psychotropic substances from sources of licit manufacture and trade into illicit channels. During the first ten months of 1991, diversion of approximately ten tonnes (weight of the active substance) of psychotropic substances was prevented. Experience has shown that attempts are repeatedly made by the same unscrupulous persons and companies. They often resort to shifting their operations to countries where exports are not controlled. In these countries trafficking remains largely undetected and the perpetrators unpunished even when identified. Amendment of national legislation in those countries is required urgently.

25. In its report for 1990, the Board expressed particular concern over the diversion of pemoline, a substance in Schedule IV of the 1971 Convention, from European manufacturing and exporting countries to illicit channels in parts of Africa and Asia, thereby increasing

public health problems. During 1989 and 1990, more than 1 000 million tablets of this stimulant were diverted to Nigeria alone. Cooperation between Nigeria and the exporting countries concerned, acting in collaboration with the Board, has resulted in measures to thwart diversion. One measure involved Nigeria's formally prohibiting the import of pemoline into the country by invoking the provisions of article 13. This prohibition has had a strong deterrent impact.

26. The Board notes with satisfaction that other countries particularly at risk are also taking advantage of article 13 to prevent unwanted imports. Manufacturing and exporting countries are required by the provisions of that article to ensure that psychotropic substances banned by importing countries are not exported to them. The Board is monitoring the situation and is initiating dialogues with manufacturing and exporting countries to ensure that adequate measures are being taken to this end. The Board is also encouraging developing countries which have not yet invoked article 13 to do so.

27. Voluntary measures recommended by the Board to tighten controls over Schedule II substances are being applied by countries world-wide and the diversion of these substances, once a matter of serious concern, has become rare. The Board, therefore, recommended that similar voluntary measures be extended to cover Schedules III and IV substances. The Board is gratified that its recommendations have been endorsed by the Council. One such measure concerns the extension of the simplified estimate system, which has proven so beneficial in the case of Schedule II substances. Under this measure Governments would communicate their assessments of annual medical requirements for these substances for publication by the Board. This will help importing countries to ensure that imports accord with their actual needs and facilitate action by manufacturing and exporting countries to prevent unwanted exports as well as to plan realistic manufacturing levels and avoid overproduction. Paragraphs 56 to 72 below discuss these and other measures which need to be taken to buttress international control of psychotropic substances.

28. The Board encourages all States, pursuant to recommendations of the Plenipotentiary Conference which adopted the 1988 Convention, the Council and the General Assembly to apply provisionally the measures provided in the Convention, pending its entry into force for each of them. Implementation of the provisions of article 12 concerning the control of precursors will enhance coordinated international action to reduce the illicit manufacture of narcotic drugs and psychotropic substances. The Board notes with satisfaction that concrete steps are being taken by a number of Governments, both individually and collectively, to prevent diversion as discussed in Chapter II of the present Report. More detailed analysis is provided in a separate report of the Board to the Commission on the implementation of article 12.

29. Enforcement measures are resulting in more and ever larger seizures of narcotic drugs, psychotropic substances and precursors. 1/ The mounting stocks of seized drugs pose serious security problems. This is revealed by instances of their re-diversion into the illicit market. Security is best guaranteed by the prompt destruction of drugs following seizure. The Board recommends that all countries adopt such a policy as is foreseen by article 14, paragraph 5 of the 1988 Convention. The same provision recognizes that it may be necessary for some countries to keep duly certified quantities of particular seizures for admissibility of evidence in judicial proceedings.

30. In accordance with its broad responsibilities under the 1961, 1971 and 1988 Conventions, the Board intends to monitor Governments' action to comply with inter-related obligations elaborated in these treaties and to include its findings, as appropriate, in future annual reports.

31. None of the three Conventions can operate with full effectiveness unless all States become Parties and actively carry out their obligations. The Board appeals to States which have not yet done so to become Parties to all three Conventions without further delay. World-wide adherence and active cooperation to impose strict control are basic to an effective international fight against illicit cultivation, production, manufacture, trafficking and abuse of drugs.

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32. During 1991, the United Nations International Drug Control Programme, which integrates the structures and functions of the Board's secretariat, the Division of Narcotic Drugs and the United Nations Fund for Drug Abuse Control, has been put in place pursuant to resolution 45/179 of the General Assembly. The Board and the Programme's Executive Director have agreed on the necessary revised administrative arrangements to ensure the full technical independence of the Board in carrying out its functions, and these arrangements were approved by the Council in its resolution 1991/48. The Board hopes that additional administrative action necessary to make the Programme fully operational will be taken quickly. The Board attaches utmost importance to the adoption of measures which will permit simplification of formalities and maximum leeway to the Programme's Executive Director so that administrative matters such as essential personnel recruitment can be undertaken without delay. The process required to put the new structure in place has necessarily preoccupied not only the Executive Director but also most members of the professional staff of the drug control units, including the Board's secretariat, over many months. The dimensions, dynamics and seriousness of the drug control problem world-wide require that the Programme's activities be urgently resumed at full capacity and that they be expanded.

33. The Board notes that current planning foresees a substantial reduction in the Board's secretariat, despite its expanded responsibilities which have previously prompted the Board even to call for staff increases. In accordance with the administrative arrangements, the Board expects that staff posted elsewhere in UNDCP will provide full and timely support to the Board in the discharge of its functions. However, the Board is uncertain whether the minimal staff in its own secretariat will be sufficient to permit the technical units to carry out their responsibilities which include day-to-day communication with countries' drug control authorities to provide information and assistance basic to implementation of treaty controls to prevent diversion to the illicit traffic of narcotic drugs, psychotropic substances and precursors.

34. The 1961, 1971 and 1988 Conventions also confer upon the Board a broad mandate to monitor treaty implementation by Governments, to initiate continuing dialogues and to promote remedial measures when the aims of the treaties are endangered. It is understood that UNDCP will provide assistance to enable the Board to continue to conduct quiet diplomacy aimed at promoting treaty compliance. The Board and UNDCP are discussing possible modalities to facilitate such an arrangement and generally to develop mutually helpful procedures. The Board intends to cooperate fully in this endeavour, and hopes that this kind of approach is feasible.

35. The continuing full cooperation of all Governments with the Board and UNDCP is an essential pre-requisite to the United Nations' ability to provide effective international leadership and coordinate action to reduce drug abuse, eradicate illicit and uncontrolled production, suppress trafficking and strengthen international control to prevent diversion of drugs required for medical purposes. The Board appeals for such cooperation and for the provision to UNDCP of adequate and sustained resources at a level commensurate with the serious magnitude of the drug problem. Without such resources, the mounting and urgent

requests by countries for sorely needed assistance under United Nations aegis cannot be fulfilled.

## II. OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

### A. Narcotic Drugs

#### Cooperation with Governments

36. The Board has continued to receive generally satisfactory cooperation from Governments world-wide, irrespective of whether or not countries are Parties to the international drug control treaties. Sustained cooperation by all countries remains an essential pre-requisite for effective control world-wide. The minimum level of such cooperation involves the submission to the Board of the information required under the treaties. Full cooperation takes place only when Governments also respond promptly to the Board's queries.

37. As of 1 November 1991, no statistical information for 1990 had been received from the following countries: Bangladesh, Cambodia, Central African Republic, Democratic People's Republic of Korea, Gabon, Gambia, Guinea Bissau, Liberia, Mauritania, Saint Lucia, Somalia and Viet Nam. Five of these countries have failed to supply such information for the last two years: Cambodia, Gambia, Liberia, Saint Lucia and Viet Nam.

38. All of the above-mentioned countries, with some exceptions, should be in a position to provide the required statistical data, which are vital for the work of the Board in discharging its functions under the treaties. In the absence of those data, investigations by the Board on possible diversions of drugs into illicit channels are hampered. Therefore, Governments which repeatedly fail to submit the required statistical information should be aware that such deficiency is an impediment to the effectiveness of the international drug control system.

39. Pursuant to the provisions of the Convention, as of 1 November 1991, 124 countries and 12 territories had furnished estimates for licit requirements to INCB for 1992. The Board is concerned that it had to establish 1992 estimates for a total of 48 countries and 4 territories which had failed to furnish them in a timely manner. During 1991, Governments furnished more than 620 supplementary estimates, which were confirmed by INCB.

#### Operation of the control system and prevention of diversion into the illicit traffic

40. The accuracy of the information submitted to INCB by Governments is a function of the quality of control at the national level. Governments cannot report accurately if they do not exercise adequate control over the licit movement of drugs within their own territory. In analyzing inconsistencies in the statistical data received during the last five years, the Board has observed that in many instances they reveal weaknesses in the internal control mechanism rather than simply a lack of attention or know-how on the part of officials responsible for preparing data for submission to the Board.

41. One of these weaknesses remains the lack of effective coordination between services involved in the control at the national level: health, customs, and law enforcement, in particular. For example, inadequate coordination between the customs service and the central authority responsible for reporting to the Board prevents that authority from receiving, either on time or at all, accurate information on quantities imported or exported. Moreover, this situation hinders the completion of formalities for the return of export

authorizations, as required under article 31, paragraph 7 of the 1961 Convention. As a consequence, reporting authorities sometimes merely reiterate quantities mentioned in import certificates and export authorizations as actual imports or exports, irrespective of whether or not the physical transfer of consignments has taken place.

42. The lack of statistical information on seized drugs received by the Board from certain countries results from the same weakness of coordination at the national level. This information is normally made available to the authority reporting to the Board by law enforcement services, but only if a coordinating mechanism exists. Therefore, coordination, which is required by article 17 of the 1961 Convention, has proven to be a pre-condition that Governments need to meet in order to be able effectively to fulfill their reporting obligations under article 20.

43. A cornerstone of the international control system is the procedure established in the 1961 Convention under which Governments are required to provide the Board with estimates of national licit requirements for drugs. The Board frequently requests explanations before it confirms them. It also establishes estimates for countries which fail to provide them. Once the Board confirms and publishes the estimates, all international trade must take place within the amounts established. Many Governments should improve their methodology for arriving at their estimates so that they more realistically reflect actual requirements. The provision of more accurate estimates not only enables the Board better to ensure adequate supplies of medicines to relieve pain and suffering but also to avoid over-production and risk of diversion. The Board is taking action to prompt Governments to provide estimates and to make them more realistic.

44. Because the world-wide application of the treaty-based estimate and statistical returns systems has generally proved to be satisfactory, diversions of narcotic drugs to illicit channels in international trade continue to be minimal despite the vast number of transactions involved. Whenever a specific case of attempted diversion arises, the Board, in consultation with the importing as well as manufacturing/exporting countries concerned, initiates action to remedy the situation. A case in point concerns attempts by traffickers to illicitly import morphine and pethidine into Nigeria by using falsified import documents. The Board recommended specific measures, which, as now being applied, seem likely to counteract such attempts and prevent diversion.

45. Control at the retail level in a large number of developing countries needs to be improved to avoid abuse resulting from uncontrolled access to drugs. These countries sometimes lack prescription regulations and do not carry out pharmacy inspections. Controls at the national level will inevitably remain ineffective and fail to meet treaty requirements unless they are comprehensive and actually applied. The Board maintains dialogues with the Governments concerned with a view to promoting their adoption and implementation of such control.

#### Continuance of coca leaf chewing

46. In acceding to the 1961 Convention, States in which the chewing of coca leaf had been taking place since ancient times, were afforded the possibility under article 49 of reserving the right to permit this practice for a period not exceeding 25 years, at the end of which it was to be abolished. Such a reservation was subject to specific restrictions, particularly the obligation to provide the Board with separate estimates and statistical returns in respect of coca chewing.

47. Only Argentina, when ratifying the Convention, made such a reservation and authorized coca chewing on that basis; however, in 1978 the Government of that country

advised the Board that coca chewing would no longer be permitted and on 24 December 1979 notified the Secretary-General that it withdrew its reservation.

48. Bolivia and Peru, where coca chewing is also traditional, did not make any such reservation when acceding to the Convention. Although the provisions of article 49 could not be formally applied to these States, the Board, in practice, has requested and published estimates and statistical returns from these countries, whenever available, in respect of coca chewing.

49. As indicated in the Board's Report for 1989, the transitional period of 25 years allowed for the abolition of coca chewing ended in December 1989. However, efforts to deal with it in Bolivia and Peru do not appear to have had significant impact. The Board is aware of the formidable difficulties faced by these countries. Furthermore, it recognizes that the widespread illicit cultivation of the coca bush, coupled with considerations of both a socio-economic and cultural nature, affects these Governments' abilities to comply with their treaty obligations. The matter of traditional coca leaf chewing remains under review by the Board in the context of the relevant treaty provisions.

## B. Psychotropic Substances

### Cooperation with Governments

50. In accordance with article 16 of the 1971 Convention more than 140 countries, Parties and non-Parties alike, annually report to the Board on manufacture of and trade in psychotropic substances. These reports reflect how Governments are implementing the provisions of the 1971 Convention as well as the Board's recommendations and resolutions of the Council to buttress international control. A table published in the first part of the Board's technical report on psychotropic substances summarizes the manner in which Governments have reported data to the Board.

51. Statistics provided by Governments enable the Board to monitor the movement of these substances. Governments are regularly requested to investigate inconsistencies in data revealed by the Board's analysis. Through this system of inquiries, the Board has been able to assist Governments in streamlining their national control systems, identifying persons and companies not respecting national legislation and detecting diversion of psychotropic substances from licit manufacture and trade into illicit channels.

52. While compliance with the reporting requirements under the 1971 Convention is now generally satisfactory, the Board notes with concern that some Parties to the Convention do not yet regularly provide annual reports and that this may reveal shortcomings in national control systems. The following Parties have not provided annual reports for the last two years: Barbados, Brazil, Cameroon, Gabon, Ghana, Grenada, Libyan Arab Jamahiriya, Mauritania and Peru. The Board is analyzing this situation on a country by country basis and is taking measures to promote regular and timely reporting.

53. Moreover, several Parties have not yet implemented controls required for certain psychotropic substances. When countries' cooperation is continuously deficient, the Board informs other Parties of this situation and requests manufacturing and exporting countries to scrutinize carefully all orders which may be placed from such countries. The Board also offers to assist in verifying the validity of import requests. Furthermore, when countries fail repeatedly to respond to queries about suspect import requests, the Board advises manufacturing and exporting countries to defer exporting psychotropic substances to these countries until clearance has been received from the Board.

54. The Board notes with satisfaction that some Governments have improved controls over psychotropic substances through increased efforts within their administrations and/or after the training of the responsible officials by INCB.

55. As noted above, most States not yet Parties to the 1971 Convention co-operate with the Board. However, it remains a matter of concern that some major manufacturing and exporting countries, which have not yet adhered to the Convention still do not control international trade in most psychotropic substances, thereby affecting the efficacy of controls in importing countries and world-wide. The Board urges these countries, particularly Austria, Belgium, Ireland, Israel, the Netherlands and Switzerland, to become Parties to the 1971 Convention without further delay. They must in any case report their exports to the Board in order to close gaps in the international control system.

#### Operation of the control system and prevention of diversion into the illicit traffic

56. In its last report, the Board expressed concern at the diversion of large quantities of psychotropic substances, particularly by unscrupulous companies and persons in Europe, to illicit channels in parts of Africa and Asia, thereby promoting drug dependency and other public health problems. One such substance frequently diverted was pemoline, controlled under Schedule IV. It has now been confirmed that during 1989 and 1990 more than 1 000 million tablets of this stimulant were diverted from a number of European countries to Nigeria alone.

57. The Board notes with satisfaction, however, that, as a result of its close cooperation with the national authorities concerned, the exporting countries as well as Nigeria have taken measures to thwart further large scale diversion of pemoline. In particular, Nigeria's notification in accordance with article 13, prohibiting the import of pemoline into the country, has had a strong deterrent impact.

58. Pursuant to recommendations of the Board, other countries are also taking advantage of the provisions of article 13 to protect themselves against unwanted imports. To date, twenty Governments have prohibited 59 different psychotropic substances and their preparations. Details are published by the Board in the Green List. The Board expects that all Governments will, as required by article 13, ensure that none of the psychotropic substances in question are exported to the notifying countries. Adequate measures to prevent such exports have not yet been taken by all manufacturing and exporting countries. The Board is monitoring the situation and is initiating dialogues with the countries concerned with a view to promoting remedial action.

59. Large scale diversion into illicit channels and the inability of Governments to prevent such diversion by means of control mechanisms for international trade specified in the 1971 Convention, led the Board several years ago, to recommend the extension of the import/export authorization system to substances in Schedules III and IV. These proposals were endorsed by Council resolutions 1985/15 and 1987/30, and more than 70 Governments are currently applying these measures for most of the substances.

60. It is of particular importance that all countries exporting psychotropic substances apply these measures. Health authorities in a number of importing countries must also improve their control mechanisms. They should not base their control and reporting merely on the documents received from exporting countries, but rather systematically monitor imports. Such action, taken in cooperation with Customs, should allow import only of consignments destined for identified licensed importers. Data on actual imports should be recorded and reported.

61. Experience obtained during the 1980's with the control mechanisms for international trade in Schedule II substances revealed that while implementation of the import/export authorization system reduced diversions, controls needed to be further strengthened by the introduction of a voluntary simplified estimate system. Both control measures are now applied by countries world-wide and diversion of these substances into illicit traffic has become rare. In the light of this success, the Board has recommended that Governments extend the simplified estimate system to Schedule III and IV substances and communicate their assessments to the Board for publication. Such enhancement of control over international trade in Schedule III and IV substances was supported by Governments in the Commission and the Council, and the Council adopted resolution 1991/44 endorsing the action recommended by the Board. Governments' assessments of annual medical requirements will help importing countries to ensure that imports are in line with their actual medical needs and facilitate action by manufacturing and exporting countries to prevent unwanted exports as well as to plan realistic manufacturing levels and avoid over-production.

62. Effective operation of the international control system for psychotropic substances requires a continuous and timely flow of communication between national authorities and the Board. A number of authorities of exporting countries have regularly requested the intervention of the Board when unusual import documents or suspicious orders are received. Such consultations have led to the detection of attempts and the prevention of diversion into illicit channels.

63. The Board has intervened with regard to a number of attempts to divert methaqualone, secobarbital and fenetylline from licit manufacture and trade in Europe, mainly to Africa. Control mechanisms are well established and function satisfactorily for these substances and actual diversions of these substances from international trade into illicit channels now rarely occur.

64. To illustrate this point: in 1991, 1.93 million tablets of secobarbital ordered in Switzerland were seized by the Nigerian authorities and the traffickers arrested. The national authorities concerned decided not to interrupt a suspicious transaction but rather to monitor it closely in cooperation with the Board. The result was a successful enforcement action and the disruption of trafficking operations.

65. The Board has repeatedly drawn the attention of Governments to the potential risk of diversion of psychotropic substances in countries where control mechanisms do not function adequately. It has been observed that certain traffickers are shifting their diversion activities to countries where diversion into illicit traffic is made possible because exports are not controlled. Such trafficking remains mostly undetected and traffickers unpunished, even if identified. Amendment of national legislation is required urgently.

66. In a number of exporting countries, the manufacture of drugs destined for other countries is not under the same stringent control as manufacture for the domestic market. Governments of importing countries should make use, where appropriate, of the WHO Certification Scheme under which quality assurance and a statement of licensing status in the exporting country can be obtained before authorizing the import and marketing of drugs.

67. Governments should also ensure that products containing psychoactive substances are not named or packaged in a way that they are "look-alikes" of drugs of abuse. Tablets containing a stimulant not under international control for example, manufactured in Bulgaria, have been imported in large quantities into West Africa, mainly through Togo. They are named "acide acétylsalicylique amphétérmine" and are presented in the same type of package as aspirin amphetamine tablets which were diverted into illicit channels in West Africa at the beginning of the 1980's. Following interventions by the secretariat on the Board's behalf,

the authorities of Togo banned transit of that product, while the authorities of Bulgaria ordered suspension of its export.

68. Unscrupulous companies and individuals continue to take advantage of the inadequacy of legislative and administrative control regimes in certain countries to manufacture psychotropic substances destined for illicit markets. In one recent case, large quantities of a precursor were exported from a European country to a Latin American country where it was used to manufacture MDMA, a Schedule I psychotropic substance. The product in tablet form was registered in the Ministry of Health as a slimming pill and exported to North America, where it appeared on the illicit market as "ecstasy". Other developing countries may be the target of similar schemes and should, therefore, maintain vigilance. Developing countries which do not have adequate research capacity should register only products containing psychotropic substances if they are certain that the necessary pharmacological research has been undertaken and registration justified in another country.

69. A number of manufacturing and exporting countries have recently improved their control of and reporting on psychotropic substances. Data on exports provided by them to the Board show, however, that control is deficient in a number of importing countries. This has contributed to the availability of psychotropic substances in the illicit traffic. These drugs also are sold in street markets in African countries which inevitably leads to serious health consequences for large segments of the population. Counteraction by the countries concerned is required urgently. Exporting countries can assist by strictly monitoring exports. The Board will continue to cooperate with Governments in this endeavour.

70. The Board's evaluation of statistical data provided by Governments has revealed that medical requirements for amphetamines declined continuously during the 1980's. However, considerable quantities continue to be used for the manufacture of other stimulants. Stocks of fenetylline have remained at the excessive level of over three tonnes, held in Germany, Switzerland and Spain. It is necessary that these countries take action to bring supply in line with actual medical needs. In Switzerland all accumulated stocks are being destroyed and the risk of their diversion into illicit channels thereby eliminated. Other countries should similarly destroy excessive stock.

71. The Board is pleased to note that stocks of methaqualone world-wide have been reduced to a level in line with medical requirements.

72. Based on the statistical data provided by Governments, the Board has published consumption levels in defined daily doses for groups of psychotropic substances by country. Governments may wish to study the published data in order to detect shortcomings in national control and reporting systems as well as over-prescription of certain categories of drugs.

### C. Substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances

#### Cooperation with Governments

73. In December 1989, the Board transmitted its first questionnaire to Governments, pursuant to article 12 of the 1988 Convention, requesting information on substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances. A total of 96 countries and territories provided information for 1989. This represents about one half of all countries and territories. In its Report for 1990, the Board welcomed the prompt response from those Governments.

74. As of 1 November 1991, a total of 86 countries and territories had submitted the requested information for 1990. However, of the 50 States Parties to the 1988 Convention, less than half furnished data. The Board urges the Governments concerned to ensure appropriate coordination between the competent administrative services and take all necessary steps to permit prompt reporting to the Board and full compliance with the 1988 Convention.

Operation of the control system and prevention of diversion into the illicit traffic

75. Effective implementation of the provisions of the 1988 Convention to prevent diversion of precursors 1/ requires adoption by Governments of practical control measures. Since the publication of the Board's Report for 1990, a number of additional steps have been taken collectively by some Governments. An important such step is the establishment of the Chemical Action Task Force (CATF) by the Group of Seven major industrialized countries to recommend effective procedures to ensure that precursors are not diverted from legitimate commerce for use in the illicit manufacture of drugs. The Board has participated in the work of the Task Force through its secretariat. The international community should give serious consideration to the concrete and comprehensive control measures recommended by CATF. Their full application by Governments could permit significant progress to be made to prevent diversion.

76. The CATF measures provide for vigilance on the part of commercial operators; administrative surveillance based on the recording of orders and transactions; registration/authorization of commercial operators; and, export and import authorizations. The measures are discussed in the Board's separate report to the Commission on Narcotic Drugs on the implementation of article 12 of the 1988 Convention.

77. A number of working level meetings are also being held in cooperation with the Board and other international bodies with a view to establishing world-wide mechanisms to prevent diversion of precursors. To that end, the Board urges all Governments to identify, as a matter of urgency, the national authorities responsible for implementing the provisions of article 12 and to inform the Board of their official titles, specific functions, responsible contact persons and addresses. The Board also requests all Governments to advise it of the actual control measures currently being applied, or planned to be applied, so that such information can be communicated to other countries.

78. In this connection, the Board notes with satisfaction that the Commission of the European Communities has drawn the attention of certain countries where illicit manufacture of drugs takes place to the EEC Regulation, 2/ which provides, inter alia, a mechanism for the pre-export notification of substances in Tables I and II of the 1988 Convention. The Board welcomes this initiative, and notes that it goes beyond the requirements of the Convention and permits more comprehensive control. Countries in which clandestine drug manufacture takes place can assist the international community by promptly availing themselves of that mechanism, in addition to utilizing the similar provision under article 12.

79. As regards activities related to possible changes in the scope of control of article 12, the Board convened a preparatory meeting of its Advisory Expert Group in 1991. In July 1991, the Government of the United States, also on behalf of the countries participating in CATF, submitted a notification to the Secretary-General, pursuant to article 12 of the 1988 Convention, proposing that ten substances to be added to Table I or II. In response, the Board is to convene another meeting of the Advisory Expert Group in November 1991 to assist it in assessing those substances. Furthermore, the Board is taking action to stimulate Governments' provision of data essential to the assessment process. It further decided to have a special session of the Board itself in January 1992. The results of the Board's

assessment of the substances in question will be included in its report to the thirty-fifth session of the Commission on Narcotic Drugs on the implementation of article 12.

80. In this regard, the Board notes that the meetings of its Advisory Expert Group could be convened in 1991 only with special financial contributions provided by Germany and Switzerland. The Board reiterates that it requires such special expertise on a sustained basis in the same manner as does the World Health Organization for similar assessment functions under the 1961 and 1971 Conventions. Consequently, the Board expects that financial resources for such treaty-based functions will, in the future, be included in the regular budget. By the same token, it stresses that adequate and trained staff resources need to be provided on a permanent basis to enable the Board to discharge effectively its monitoring and assessment functions under article 12 of the 1988 Convention.

#### D. Demand for and supply of opiates for medical and scientific needs

81. In 1990, the last year for which complete statistical information is available, aggregate annual consumption of the opiates amounted to approximately 200 tonnes in morphine equivalent. Of this, codeine continued to account for the substantial part, totalling 160 tonnes in morphine equivalent, having remained at about that level for two decades. Consumption of dihydrocodeine has generally been growing, reaching 19 tonnes in morphine equivalent in 1990, the highest annual level ever reported. Morphine consumption continued to increase, attaining nearly seven tonnes in 1990, due to growing utilization of this analgesic for the treatment of cancer patients through oral administration which requires larger amounts than application by injection. By contrast, a declining trend was observed in 1990 for pholcodine, ethylmorphine and preparations of opium. Pholcodine consumption declined for the fourth consecutive year, only six tonnes having been consumed. In respect of ethylmorphine, consumption receded to four tonnes in morphine equivalent. Consumption of preparations of opium amounted to only 1.5 tonnes in morphine equivalent. In the medium term, the projected annual consumption of the various opiates is likely to remain at the current level of 200 tonnes in morphine equivalent.

82. During the period 1980 to 1985, annual global production of opiate raw materials generally declined, contributing to a restoration of the balance between global production of opiate raw materials and total consumption of opiates. From 1986 to 1990, total annual production has been on average 40 tonnes in morphine equivalent below global consumption, helping to reduce excess stocks of raw materials. On the basis of information available to the Board, this trend is likely to continue at least through 1991. Starting in 1992, projected figures show that world production of opiate raw materials may cease to be below global consumption of opiates. An approximate balance between production and consumption should be maintained, corresponding to the situation which prevailed during the first half of 1980's.

83. As a result of poor harvest, stocks of concentrate of poppy straw held in Australia and Turkey further declined in 1990. Australia imported five tonnes of opium from India to meet its export requirements for that year. Turkey, the other major world supplier of concentrate of poppy straw, exported considerably less concentrate in 1990. Based on up-to-date information, stocks of concentrate of poppy straw have been depleted and shortage in supplies of this raw material is expected to occur in 1991.

84. Stocks of opium held by India decreased to 1 922 tonnes in 1990, representing one year's consumption. During that year, exports of opium increased considerably to 685 tonnes as compared with 397 tonnes in 1989. The United States imported nearly 363 tonnes, which is a 51% increase over the 1987-1989 annual average. The United Kingdom imported 80 tonnes, thus reversing the downward trend which began in 1988 when 40 tonnes were

imported. Japan increased its imports to 62 tonnes. The USSR imported 100 tonnes, 50 tonnes lower than the amounts imported in previous years. Imports by France amounted to 17 tonnes, approximately the same level as in 1987 and 1988.

85. As mentioned in previous reports, all producer countries should refrain from increasing their areas of opium poppy cultivation until excess global stocks of raw materials are depleted.

86. The Council, in its resolutions 1990/31 of 24 May 1990 and 1991/43 of 21 June 1991, requested the Board to accord priority to monitoring the implementation of the recommendations contained in the 1989 special report published by the Board in conjunction with WHO. Accordingly, the Board has been systematically reviewing the methods used by Governments in assessing their domestic needs for opiates, with a view to recommending improvements, as well as assistance in establishing guidelines in estimating medical needs for opiates. The Board is now analyzing the replies received from Governments regarding the steps they have taken, or intend to take, to meet the recommendations contained in paragraph 49 of the special report.

87. During 1991, the Board continued to collaborate closely with WHO. One example was the participation of a representative of WHO in the INCB training seminar for drug control administrators in the Asian region, at Beijing, China. The Board also explored increased cooperation with officials of regional intergovernmental organizations, as well as other bodies of the United Nations system whose programmes include the promotion of rational use of opiates, in particular codeine and morphine, which are on the WHO list of essential drugs.

88. To assist Governments, the Board published in 1981 a detailed study of the supply and demand question. This study was subsequently supplemented by two special reports. It would seem desirable for the Board to conduct a new wide-ranging study, at an appropriate time consulting in this connection with raw material producer countries as well as opiate manufacturing and major consuming countries. One aim would be to project over the next several years the probable global need for opiates to relieve pain and suffering and the amount of raw materials required for their manufacture. Such a forecast could avoid shortage of essential medicines as well as over-production which can lead to diversion and abuse. The Board could undertake such a detailed study only if adequate resources are made available.

### III. ANALYSIS OF THE WORLD SITUATION

89. In analyzing the drug control situation world-wide, with particular reference to developments in certain countries, the Board benefits from information obtained from Governments, United Nations organs, specialized agencies and other competent international organizations and bodies. Adherence to and compliance with the 1961, 1971 and 1988 Conventions constitute the cornerstone of effective international drug control.

#### A. Africa

90. In 1991, a number of African countries were beset by political, economic and social upheavals and unrest. All these events impacted negatively on the drug control situation in the region.

91. It is in this context that, since January 1991, no further African countries had acceded to the 1961 and 1971 Conventions. As of 1 November 1991, 35 States are Parties to the 1961 Convention and 28 to the 1971 Convention during 1991. Seventeen countries, or some one third of the continent, have still not acceded to any of the conventions: Angola, Burundi, Central African Republic, Comoros, Congo, Djibouti, Equatorial Guinea, Gambia, Guinea-Bissau, Mozambique, Namibia, Sao Tome and Principe, Seychelles, Sierra Leone, Swaziland, United Republic of Tanzania and Zimbabwe. The Board is assisting Namibia, which has recently become independent, to put in place the legislative and administrative structures necessary to allow accession to the Conventions.

92. On the other hand, in addition to the accession of Guinea to the 1988 Convention in 1990, 1991 saw the accession of three other African countries, Cameroon, Egypt and Madagascar. These accessions bring to ten the number of African States which are Parties to this Convention.

93. The Board is concerned that drug control administrations in Africa are, generally speaking, not sufficiently well-structured and efficient. One result is that statistical information is not submitted to the Board or lacks quality and reliability, so that it is difficult to obtain a clear picture of the international licit movement of controlled substances. The Board's requests for information sometimes remain unanswered, thus often precluding the prevention of diversion of narcotic drugs and psychotropic substances, of which such countries are increasingly the victims. Hence, when the Board's attention is drawn to a suspect export taking place or planned for a particular country, information it requests from the importing country, such as confirmation of the validity of the import license, is frequently not provided and timely intervention to prevent an illicit operation is not possible. The effective control of licit trade in narcotic drugs and psychotropic substances requires full and prompt collaboration between the countries concerned and the Board, something that the national drug control services are not always in a position to provide.

94. The Board hopes to improve the exchange of information with Cameroon, Central African Republic, Gabon, Gambia, Guinea-Bissau, Mauritania and Sierra Leone. It also hopes that some of these countries, which are the beneficiaries of a programme of assistance initiated by INCB to improve the national drug control structures, will very soon be in a position to accede to the Conventions and carry out their provisions.

95. African Governments have become fully aware that the phenomena of abuse and trafficking in narcotic drugs and psychotropic substances are a reality on the continent. Three components can be identified as contributing to the present abuse and trafficking situation in the region:

- Traditional trafficking and abuse of cannabis;
- Transit trafficking in heroin and cocaine and the inevitable local abuse of those drugs;
- Trafficking in and abuse of psychotropic substances, which is becoming an acute problem.

96. The will to tackle the drug problem is real and shared by all Governments, but there are major obstacles such as the political environment mentioned above, the often acute lack of personnel and material, and the fact that the struggle against drug abuse and trafficking must be carried out alongside the fight against other scourges such as endemic diseases and malnutrition. In such a context the efforts undertaken by these countries are all the more meritorious.

97. The Board welcomes initiatives undertaken aimed at establishing stronger and more effective coordination of national anti-drug policies as well as the creation of regional and sub-regional inter-governmental bodies to fight drug abuse and trafficking. Efforts taken to harmonize drug control legislation and to implement the requirements of the various international conventions are also to be commended.

98. Assistance to Africa to combat drug abuse, which the Board has urged for many years, is more necessary than ever in light of the staggering growth of abuse and trafficking of both narcotic drugs and psychotropic substances. It was in recognition of this fact that the Board at its 49th session recommended that a Comprehensive Drug Control Strategy and Action Programme for Africa should be elaborated by UNDCP in consultation with INCB, WHO, other competent organizations and agencies, and the Governments concerned. The Board also recommended that the Strategy and Action Programme for Africa should be accorded funding priority commensurate with the dimensions and urgency of the problems on that continent. The Board reaffirms these recommendations.

99. Declared seizures of cannabis in Africa rose from 7.8 tonnes in 1988 to 74.3 tonnes in 1990. This is due to the record seizure in Sudan, of some 60 tonnes of locally produced cannabis (compared with 2.4 tonnes in 1989), which gives rise to concern that this country could become one of the main producers in Africa. The seizures made and the destruction by the police of areas of cultivation in the Al-Rudoum region, early in 1991 confirm this concern.

100. Cannabis consumed in Africa is supplied mainly by local production and intra-regional trafficking. The main production zones are located, apart from the above-mentioned countries, in the south of Nigeria, in Ghana, Rwanda, Zaire and Zambia. However, in most of the other countries on the continent there exists a more scattered production. In addition, the African illicit market is also supplied by illicit traffic in cannabis from Lebanon and Pakistan.

101. In Morocco, cannabis is illicitly cultivated on an estimated 20 000 to 30 000 hectares. While most of the cannabis is smuggled to Europe and North America, it is also trafficked to other African countries.

102. There are grounds for concern as to whether the cultivation of the opium poppy may be developing in Africa. Several attempts at such cultivation have been identified, particularly in Egypt, Kenya, Morocco and Sudan. A seizure in Cameroon of high purity opium may lend credence to this assumption.

103. Transit trafficking in heroin and cocaine, which has recently expanded, has led to the development of an illicit market on the African continent, and the abuse of these drugs continues to increase. Such abuse is facilitated and spread by the deliberate establishment by traffickers of attractive selling prices, which may be several times lower than those found in Western countries.

104. Transit trafficking in heroin is still conducted through networks mainly involving nationals of Nigeria and Ghana, who carry the drug from South-West Asia via the main African capitals, for re-export to Europe and North America. Record seizures of 92 kg were made in Chad in 1990. These seizures involved international traffickers attempting to ship heroin produced in South-West Asia to Nigeria. More recently, illicit traffic from South-East Asia has also been developed.

105. Transit trafficking of cocaine destined for Europe is likewise increasing. This traffic uses the commercial air routes between South America and Abidjan, Casablanca, Dakar and Lagos. Sea transit is also widely used, as shown by the seizure in Cape Verde of 500 kg of cocaine. The traffickers also rely on the existence in Morocco of criminal networks involving Europeans and South Americans and use the country as a focal point for operations aimed at Europe, particularly Spain.

106. There is reason to believe that on the heels of the transit trafficking in cocaine, South American drug trafficking cartels are seeking to develop an illicit cocaine market in Africa as is being done in Europe and other regions world-wide. The availability and abuse of cocaine is expanding in African countries. Attempts to grow the coca bush are reported to have occurred in Gongola state in Nigeria and in the north of Cameroon. The authorities in Ghana have also reported the seizure of equipment and chemicals used in the transformation of cocaine into "crack".

107. Khat, which is not under international control, is cultivated mainly in Ethiopia and Kenya, from where it is forwarded primarily to neighbouring countries. It is incumbent upon the countries concerned to cooperate among themselves to confront the health hazards and adverse economic consequences of the local use of khat. In recent years, certain European countries have adopted measures to control khat.

108. Psychotropic substances continue to be subject to wide abuse and trafficking in Africa. Since the beginning of the 1980's, amphetamines, barbiturates and later benzodiazepines have been flooding the street markets in West Africa, while methaqualone has been mainly trafficked in southern Africa. Abuse of psychotropic substances is often combined with the abuse of cannabis or alcohol. These substances are mainly produced by the pharmaceutical industry in European countries where control over exports is unfortunately still inadequate. They are imported either legally when gaps in the legislation of the African countries make this possible or by diversion from licit trade channels.

109. A significant source of supply in the case of methaqualone is illicit import of the drug clandestinely manufactured in India where almost two tonnes were seized in 1990, compared to 450 kg in 1989. Clandestine laboratories have also been discovered in South Africa, while Swaziland has seized 100 000 doses which were suspected of having been manufactured in Mozambique. Clandestine laboratories had previously been discovered by law enforcement authorities in Swaziland and Mozambique in 1989.

110. In West Africa, it appears that pemoline has become one of the most abused psychotropic substances. In 1988 and 1989, large quantities were trafficked into the subregion and more particularly into Nigeria. Moreover, during that period, more than 20 tonnes of pemoline were exported to Nigeria, although the product was not authorized for

sale there. In 1990 the Nigerian authorities announced the prohibition of pemoline imports, in application of article 13 of the 1971 Convention. Since then, exporting countries, abiding by article 13, have taken the measures necessary to comply with that prohibition. Nevertheless, subsequent to the prohibition, the Board learned of the export to Nigeria of an additional 1.7 tonnes of the substance from Italy, a Party to the 1971 Convention. Nigerian authorities seem not to have refused the consignment entry. Following the intervention of the Board, the authorities of Italy took steps to prevent a recurrence of this lapse, and have prevented the export of a further two tonnes.

111. During the meeting of Heads of National Drug Law Enforcement Agencies (HONLEA) in April 1991 in Nairobi, emphasis was placed on the increase in seizures of stimulants. It appears that this is the consequence of massive imports of pemoline in 1988 and 1989 from European countries. With a selling price of US\$ 0.20 per tablet, pemoline is apparently favoured by drug abusers when amphetamines are less readily available.

112. Algeria has noted that the abuse of psychotropic substances is growing. The Board hopes that the necessary measures will be taken by the Government to strengthen control over the import and distribution of psychotropic substances and that the authorities will cooperate closely with the Board in that endeavour.

113. Control of psychotropic substances would be strengthened if African countries make use of the provisions of article 13 of the Convention to prohibit the export to their countries of substances for which they have no need and which are all too often abused. As of 1 November 1991 only four African countries (Madagascar, Nigeria, South Africa and Senegal) had taken advantage of these protective provisions. The Board urges other countries in Africa to invoke this article of the Convention which will permit them to deny entry to large quantities of unwanted psychotropic substances. The Board is ready to render all necessary assistance needed to achieve this.

114. Abuse, particularly of psychotropic substances, is facilitated, among other factors, by the existence of street markets, especially in West Africa. This phenomenon is being studied in Senegal and Côte d'Ivoire, as part of the assistance programme for West African countries initiated by the Board.

115. The adoption of appropriate legislation, both to control pharmaceuticals and to permit effective law enforcement, is a pre-requisite to countries' ability to use effectively assistance designed to promote drug control. At present, 14 countries in the subregion are considering a draft law to control the licit movement in narcotic drugs and psychotropic substances. This draft law was developed by these countries, with technical assistance from INCB. Benin, Burkina Faso, Cape Verde, Guinea, Guinea-Bissau and Senegal have stated that they are in a position to enact the law within less than a year. In addition, draft criminal legislation has now been discussed with some of the countries mentioned, and it will shortly be taken up with all the countries of the subregion.

#### B. East and South-East Asia

116. Illicit opiate production in parts of South-East Asia, which almost doubled three years ago, remained at a high level. Trafficking from Myanmar, the major illicit opium producer, has caused major opiate abuse along new routes, most notably in China. Cannabis continued to be extensively cultivated and readily available. Seizure data show that traffickers may be seeking to establish markets for cocaine in this region. The phenomenal increase in commerce within the region, with its consequential increased movement of people and cargo, will undoubtedly continue to be exploited by traffickers.

117. Nevertheless, some important steps have been made by the Governments of this region to fight more effectively against drug trafficking and the spread of drug abuse. Bilateral and multilateral diplomatic discussions have been held and important agreements have been reached on ways to improve coordination among national authorities. In this framework, in addition to providing governments in the region with technical assistance, UNDCP is assisting them in coordinating national drug control activities. As a result of these efforts, in May 1991, China and Myanmar signed an important agreement designed to strengthen border controls and improve cooperation between national authorities.

118. The Board has been able for the first time to initiate a dialogue with Mongolia and a mission of the Board visited Ulaan Baatar in August 1991. Mongolia is now a Party to the 1961 Convention as amended by the 1972 Protocol. Although drug abuse has not yet assumed significant proportions in the country, the authorities are aware of the potential threat and are eager to cooperate with the Board and UNDCP.

119. The growing heroin trafficking through China to Hong Kong has caused an escalation in heroin abuse, particularly in the southern province of Yunnan bordering Myanmar, from whence the heroin originates. Among the heroin abusers, the incidence of HIV infection is high. Law enforcement to interdict the drug trafficking in the South has been stepped up. In December 1990, legislation was enacted to provide severe punishment for trafficking above certain specified amounts of opiates. Measures to control precursors have been initiated. The National Narcotics Control Committee (NNCC) replaced the Coordinating Committee in Drug Control in 1991 as the highest policy-making body on drug control. The Office of NNCC, which is responsible for implementing decisions, has as its Secretary-General the Vice-Minister of Public Security. UNDCP programmes for strengthening drug interdiction and treatment of abusers are in progress.

120. In Hong Kong, heroin destined for domestic consumption and trafficking abroad is being increasingly routed overland via China. Trafficking in methaqualone and methamphetamine was detected in 1991. Heroin remains the major drug of abuse; cannabis and psychotropic substances are also abused. Over the last three decades a network of multi-modality treatment programmes has been developed. Legislation for confiscation of traffickers' assets was enacted in 1989 and investigation units established in Police and Customs departments to enforce it. Hong Kong traffickers continue to be involved in the organized international heroin traffic. Hong Kong has concluded agreements with Australia, Canada, the United Kingdom and the United States which permit seizure of traffickers' assets in Hong Kong.

121. In Japan, methamphetamine, obtained from neighbouring countries, continues to be the drug most commonly abused. While seizures of cocaine remain relatively low compared to many other countries, the frequency of such seizures and the quantities involved have increased in recent years. There is a danger that cocaine may be increasingly used by abusers of methamphetamine, another stimulant with relatively similar effects. Cannabis is trafficked from Thailand and the Philippines. Heroin originating in South-East Asia destined for the United States transits Japan.

122. Rural development projects in the Lao People's Democratic Republic, combined with the Government's campaign against illicit poppy cultivation directed toward the ethnic minorities in the mountainous areas, appears to be having some success in reducing opium production. Nevertheless, the presence of heroin laboratories and the active operations of powerful trafficking syndicates in the region will continue to exert pressure for continued poppy cultivation. Cannabis is readily available in the country. A UNDCP pilot project on rural development is operational and other such projects are being undertaken under bilateral auspices. Discussions have been held with the Government of Myanmar to improve drug

control along the border area. In 1991, the Lao authorities established an anti-smuggling border control unit whose terms of reference include an explicit drug control mandate. Other action is designed to improve law enforcement, including the investigation of drug-related crime. The Government is expanding cooperation with other Governments.

123. Opiates originating in Thailand and Myanmar are trafficked either overland or by sea to the northern regions of peninsular Malaysia's west coast. Most of the 100 000 estimated drug abusers are young (under 30 years of age) and using heroin. Spreading HIV infection among heroin abusers is a matter of serious concern. The Government provides drug rehabilitation centres which have a capacity of about 6 000. Drug rehabilitation committees have been established in specific target areas and various other neighbourhood counselling schemes and self-reliance projects are in place. Comprehensive preventive education programmes using Government and community-based agencies to focus on particular areas continue to be implemented. Training programmes for NGO's to provide skills to identify, plan and implement demand reduction programmes were initiated in 1990 and continue to be expanded. Given the wide gap between the estimated number of heroin abusers and available treatment facilities, made more urgent by rising rates of HIV infection, the Government will undoubtedly wish to expand further preventive efforts as well as treatment and rehabilitation.

124. In 1991, Myanmar became a Party to the 1988 Convention. The major part of the opium illicitly produced in South-East Asia originates in Myanmar. Poppy is cultivated mainly in parts of the north and east of the country which have been areas of conflict. The changing political situation appears to have improved security in some areas thus allowing the initiation of rural development activities and projects aimed at providing alternative income possibilities for poppy farmers. However, since the benefits of rural development can be felt only in the long-term, as opposed to the immediate and lucrative gains to be made from illicit poppy cultivation, disincentives should be devised to make the illicit activities unattractive. The Government has reported some eradication of poppy cultivation. However, the impact can only be minimal in view of the vast production. The Government has also initiated a rural development programme and pledged to eliminate poppy cultivation within six years. If that goal is to be achieved, a concrete programme of realistic targets within specific time-frames must be prepared now and should cover the whole production area.

125. Heroin manufacture appears to be increasing near the border with China as illicit traffic transiting China to Hong Kong increases. Trafficking routes continue to be guarded by armed groups who appear to be entrenched in certain areas despite selective military action from both sides of the Thai-Myanmar border. Heroin abuse, together with emerging HIV cases, has increased the threat to public health. Preventive education programmes are ongoing. UNDCP has started a rural development pilot project aimed at reducing poppy cultivation. The Board is in communication with the Government of Myanmar and hopes to send a mission to the country in the near future to conduct a dialogue with a view to obtaining information concerning illicit poppy cultivation and other dimensions of the actual drug control situation and to ascertaining the Government's proposed action in the context of Myanmar's obligations under the 1961 Convention.

126. Major trafficking syndicates and financiers in Thailand play a leading role in trafficking in the region, fostering illicit production of both opiates and cannabis. The full weight of existing laws must be brought to bear on these persons if such illicit activities are to be curtailed. Rural development programmes, initiated in the early 1970's, contribute to reducing illicit poppy cultivation in the country. Opium production has remained below 50 tonnes annually during the last five years. However, opium continues to be smuggled across the border with Myanmar and supplies are abundant. Heroin laboratories operate in Thailand and much of the drug is still trafficked abroad. In May 1991, 530 kg of heroin were seized

on a cargo ship bound for the United States. Cannabis continues to be readily available. Illicit local manufacture of amphetamine has been detected. Stimulants of illicit and licit origin are abused in the country, and the possibility of the further spread of abuse causes concern. An acute problem of great worry to the Government is heroin abuse in Bangkok and the spread of the HIV infection among abusers. Community projects, supported by the Government, to reduce drug abuse and trafficking in selected target areas are being extended as positive results are demonstrated. Discussions have been held between the Governments of Thailand and Myanmar to improve cooperation in drug control in border areas.

### C. Oceania

127. In Australia, the abuse of heroin, cannabis, cocaine and psychotropic substances takes place. A comprehensive drug control programme is in effect. Cannabis, the most commonly abused drug is cultivated domestically as well as trafficked into the country. Cannabis resin, as well as heroin and cocaine are also smuggled into the country. Local clandestine amphetamine manufacture has been detected.

128. In New Zealand, cannabis remains the most widely produced and abused drug. There is abuse of a range of other drugs such as LSD, heroin, cocaine, and amphetamines. In 1991, seizures of heroin, cocaine and LSD increased.

129. The Board particularly welcomes the measures undertaken by Australia and New Zealand aimed at improving the efficiency of the international system for tracking vessels and aircraft in the Pacific basin to stop illicit traffic at sea in conformity with article 17 of the 1988 Convention and article 108 of the 1982 United Nations Convention on the Law of the Sea.

### D. South Asia

130. The previously large quantities of heroin transiting India from across the Pakistan border bound for Europe and North America appear to have declined, continuing the trend observed in 1990. Seizures in some coastal towns suggest that alternative trafficking routes may be developing, but on a reduced scale. Some quantities of heroin come across the Myanmar border, giving rise to pockets of abuse in the northeast. Cannabis and its resin continue to enter India in substantial quantities from Nepal and the Near and Middle East, augmenting supplies from illicit domestic production. Eradication of illicit cannabis cultivation is carried out regularly. Some areas of illicit poppy cultivation in the northeastern and southern regions are similarly dealt with. Methaqualone, the manufacture of which was banned in 1984, continues to be trafficked from Bombay to eastern and southern African countries. Much of the illicit traffic exits India from Bombay and New Delhi. Increasing use by traffickers of the mail service has been detected. The significant shift of transit heroin trafficking away from India towards Eastern Europe may be related to the political changes in that region, as well as to the Indian Government's stringent legislative and administrative measures. These include the provision of severe penalties, making drug trafficking a non-bailable offence, confiscation of traffickers' assets and the establishment of special courts to speed up the judicial process.

131. The continued availability of heroin and its consequential abuse, particularly in the Northeast and major cities, remain a matter of concern. Greater efforts are needed to make sufficient treatment and rehabilitation facilities accessible to abusers. National NGO's could add much to the Government's demand reduction strategy if their efforts could be well-coordinated and supported. UNDCP's five-year multi-sectoral programme amounting to US\$20 million continues to provide assistance. A mission of the Board plans to visit India before the end of 1991 to discuss matters related to the supply of and demand for opiates.

132. Heroin trafficking from India to Sri Lanka continues, either in transit or for domestic consumption. Drug abusers consume mainly heroin and cannabis. The National Dangerous Drugs Control Board has initiated the establishment of three treatment and rehabilitation centers, as well as the development of preventive education training programmes.

133. Bangladesh continues to be a transit country for heroin trafficking coming from across the Indian and Myanmar borders. No data on the extent of heroin abuse are available. However, as the Board has repeatedly pointed out, the populations of transit countries are at great risk of spreading abuse. The threat has become even greater because of the HIV infection.

134. Large amounts of cannabis and its resin continue to be produced in Nepal. Drug abuse also remains a problem, especially of heroin. Demand reduction programmes are supported by NGO's.

135. The South Asian Association for Regional Cooperation (SAARC) furthered its efforts to harmonize the drug laws of member States and to study methods of integrating NGO's within the framework of national programmes for demand reduction.

#### E. Near and Middle East

136. Demand for opiates and cannabis, both within and outside the region, continue to stimulate drug production, which is reflected in massive seizures. Abuse of those drugs appears to have increased, in addition to a significant and growing illicit market for psychotropic substances. Control problems are compounded by large numbers of refugees in some parts of the region. Annual opium production is substantial, a large part of which takes place in Afghanistan. Much of the heroin trafficked to Europe from this region is transported via the Balkan route. Heroin also transits the Gulf States en route to Europe. A resurgence of morphine trafficking has been detected. Seizures of small quantities of cocaine are reported by Bahrain, Israel, Lebanon, Saudi Arabia and Turkey. Saudi Arabia has seized over 2.5 million fenetylline tablets and 300 000 dosage units of barbiturates. A growing political will to cooperate in combatting drug abuse is emerging among the countries in the region, as reflected in the bilateral agreements signed and practical arrangements made at the operational level. A regional approach to drug control is evolving; further steps in this direction should be supported by technical and financial assistance from the international community. The magnitude of the problem requires that the Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East urgently consider the issue of illicit poppy cultivation, especially in Afghanistan, and agree on practical concerted measures to verify the extent and location of such cultivation and to expedite counteraction to contain and reduce opiate production.

137. A mission of the Board visited Afghanistan in February 1991. Estimates of annual opium production varied widely from different sources, ranging from some 400 tonnes to well over double that figure. The estimates are based on the limited information available as the major opium producing regions are located in areas of conflict, mainly along the border with Pakistan in the provinces of Badakshan, Nangarhar, Kandahar and Helmand. Opium is available in abundance and supplies the numerous makeshift mobile laboratories operating in the Afghanistan/Pakistan border areas. Opiates are trafficked out of the country mainly through Iran and Pakistan. Cannabis cultivation is widespread; in December 1990, some 1.8 tonnes of cannabis resin seized in Germany were reported to have been transported overland via USSR from Afghanistan. A variety of psychotropic substances enter the country through unauthorized channels.

138. Drug abuse is believed to have increased among the resident population as well as among returning refugees. In addition to some traditional consumption of opium and cannabis resin, heroin has become the drug of greatest concern. The State High Commission for the Campaign against Narcotic Drugs, established in 1990 with participation from the highest levels of Government, has launched a National Anti-Drug Programme to deal with crop eradication and substitution, updating legislation and increasing law enforcement, ensuring efficiency of judicial proceedings, treatment and rehabilitation of abusers, public awareness campaigns and coordination among government agencies. Preventive education has been carried out by the government as well as by religious and tribal leaders. Over a decade of war has ravaged the country's infrastructure and economy, while continuing conflict exacerbates drug control difficulties. Despite the continuation of armed conflict, the United Nations Humanitarian and Economic Assistance Programmes for Afghanistan, launched some three years ago, has been able to expand and move between zones under the control of opposing factions. An important step towards control of illicit cultivation is the inclusion of a clause in a number of project agreements with international organizations making assistance conditional on the elimination of poppy cultivation.

139. UNDCP, in cooperation with UNDP, supports crop substitution; two projects were implemented during 1990 in Nangarhar and an opium poppy crop substitution survey was completed in Badakshan. Pending the development of a consensus among the warring factions, the international community should provide technical assistance for data collection as well as training and equipment for supply and demand reduction programmes. Specific projects for bilateral or multilateral assistance could be identified and coordinated by UNDCP, which has established a permanent office in Kabul, as had been recommended by the Board's mission.

140. Afghanistan has offered to enter into bilateral agreements with neighbouring countries to allow for cross-border operations against traffickers, exchange of intelligence, drug liaison officers and various other forms of mutual assistance. Practical working arrangements have been established along the Iranian border. To combat trafficking along the Pakistan border, the government has proposed the creation, under the United Nations aegis, of a special commission comprising representatives from the region, to carry out a technical survey of the entire territory of Afghanistan to identify the location of poppy cultivation. The Government also called for the convening of an international conference as a policy-making body for the sub-region, with international participation by concerned representatives. The Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East, established in 1973 to promote effective cooperation and mutual assistance in the suppression of illicit traffic within, from and into the region, should be well-placed to play a leading role.

141. Trafficking of opiates into the Islamic Republic of Iran continues from across its eastern borders, and thence to Europe via Turkey. Extensive enforcement operations carried out in these areas is resulting in massive seizures. Some three tonnes of heroin were seized in 1990. There also appears to be a resurgence of morphine trafficking; in January and April 1991, 2.3 tonnes and 1.1 tonnes of morphine were seized. In a plan to control and barricade its eastern frontier, a prohibited zone was declared along the Afghanistan border: over 100 new sentry posts have been established and some 1000 kilometers of connecting roads built. Effective enforcement is reported to have raised drug prices on the illicit market. Drug abusers are treated in 17 drug rehabilitation centres situated throughout the country.

142. The protocol on bilateral cooperation against drug trafficking signed with Pakistan in late 1989 has resulted in a number of successful cross-border operations. The Government of Iran has indicated its readiness to enter into a similar agreement with Afghanistan and welcomes the participation of United Nations agencies in sub-regional arrangements. The Government supports the exchange of drug liaison officers between countries in the region,

the introduction of satellite detection of poppy cultivation, followed by the systematic destruction of identified crops. International assistance is requested to strengthen border controls and to provide support to the population in Iran's eastern border provinces which is vulnerable to drug trafficking activities.

143. Trafficking of cannabis resin and opiates from Lebanon to Europe and North America, as well as to other countries within the region, remains significant. Transit trafficking in cocaine, mainly originating in Brazil, has been detected. During 1990, over 250 kg of heroin were seized in Europe from over 100 Lebanese nationals. In the first three months of 1991 some 150 tonnes of cannabis resin were seized in Lebanon, reflecting large production in the country. Cannabis is reported to be cultivated on more than 16 000 hectares, mainly in the Beka'a Valley. Poppy cultivation is reported to be around 1 500 hectares. Heroin laboratories operate in the country, using both opium produced domestically and from other Near and Middle Eastern sources. In March 1991, cocaine and chemicals used for the conversion of coca paste to cocaine were seized, indicating the presence of cocaine laboratories. No data are available on the extent of drug abuse in the country. The difficulties of drug control have been compounded by the years of strife in the country. The Government is seeking international assistance for treatment and rehabilitation, law enforcement and crop substitution programmes.

144. Opiates continue to be produced on a large scale in Pakistan, a significant quantity of which is consumed domestically, but much of which is also trafficked overland across the border with Iran. The high level of production is reflected in seizures within the country and abroad. Some six tonnes of heroin were seized within the country in 1990. Abundant opium, from Afghanistan as well as domestic production, supplies the illicit makeshift and mobile laboratories which operate along the border of the Northwest Frontier Province and which, in recent years, have expanded into Baluchistan province in the south-west. An intensification of illicit opiate production and trafficking in Baluchistan is evidenced by the seizure of over 1.7 tonnes of heroin in October 1990. Poppy is illicitly cultivated mainly in the tribal areas of the Northwest Frontier Province which are largely politically autonomous and where not all national laws are applicable. Attempts to persuade tribal leaders to eliminate opiate production have had some limited success. In recent years estimates of opium production have fluctuated around 150 tonnes annually. No estimates of cannabis cultivation are available but seizure figures continue to be high, amounting to some 200 tonnes in 1990. In one seizure in early 1991, some 6.3 tonnes of cannabis resin were seized.

145. The most recent of several national drug abuse surveys was carried out in 1988. Heroin abusers were estimated to number over one million, the majority of whom were youths. Facilities for treatment and rehabilitation have been established but are still inaccessible for a large numbers of abusers. Some work has been done on preventive education which needs to be consolidated and expanded. A comprehensive national response to drug abuse is called for, integrating the work of national NGO's in the Government's programme, and coordinating the demand/reduction strategy with other aspects for more effectiveness. The recent establishment of a Ministry of Narcotics Control to coordinate overall activities of agencies involved in drug control may be an important step in this direction.

146. The ban on poppy cultivation is reported to be enforced in tandem with the availability of alternative income possibilities for farmers afforded through development projects. In areas where the ban is being enforced, illicit cultivation detected is being uprooted voluntarily or otherwise eradicated by enforcement action. Elimination of illicit cultivation is thus succeeding in selected areas. Nevertheless, cultivation appears to have shifted to areas where the ban is not yet in place. In order to extend the programme to other areas and to prevent

the re-emergence of illicit cultivation in areas in which poppy has been eliminated, both aerial and ground surveillance is required on a regular basis.

147. Enforcement has resulted in the arrest of several major traffickers. Action against the trafficking networks could be enhanced if the diverse laws currently being applied by the various enforcement agencies at the provincial and federal levels were harmonized and uniformly applied. Legislation should also be updated to tighten controls on psychotropic substances which are readily available in the country. A mission of the Board, which visited Pakistan in 1991, discussed these matters with the authorities. The recent monitoring and control of acetic anhydride may have some effect on controlling illicit heroin manufacture. However, sustained action to eliminate the laboratories should be pursued. Consensus at the highest political levels of the provincial and federal Governments, backed by unstinting support from all agencies, is needed if the trafficking organizations are to be crippled. It should be noted that the seizure of heroin, even in large amounts, which does not result in the arrest of the financiers and organizers behind the trafficking, does not stop the trafficking; it leaves traffickers free to pursue their destructive activities.

148. In Turkey, the control of licit production of poppy straw for the extraction of alkaloids continues to function effectively and no opium is produced in the country. The country, however, continues to be used by traffickers to smuggle large amounts of drugs produced in the region towards Europe via the Balkan route. The significance of this route is reflected in Turkish seizures over the last four years, which amounted to more than 1 tonne of heroin annually. Cannabis seizures amounted to almost 12 tonnes in 1990. Illicit heroin laboratories have been seized. In 1991, some 22 tonnes of acetic anhydride were seized. Vehicles used for trafficking have been confiscated, including TIR trucks (which are not subject to routine customs inspection), buses and cars.

#### F. Europe

149. With the exception of Albania, all European countries are Parties to the 1961 Convention. Among the nine countries mentioned in the Board's report for 1990 as not being Parties to the 1971 Convention namely: Albania, Austria, Belgium, Ireland, Liechtenstein, Luxembourg, Netherlands, Romania and Switzerland, only Luxembourg became a Party during 1991. The Board is aware that steps are being taken by most of the remaining countries toward accession, which should take place without further delay.

150. In 1990, Cyprus and Spain ratified the 1988 Convention. In 1991, the following European states had become Parties to the 1988 Convention as of 1 November : Belarus, Czechoslovakia, France, Italy, Monaco, Sweden, Ukrainian SSR, Union of Soviet Socialist Republics, United Kingdom and Yugoslavia. The European Economic Community deposited its instruments of formal confirmation declaring its competence in respect of article 12. European countries have continued to cooperate closely with each other, bilaterally and multilaterally, in all drug abuse control matters. Such close cooperation takes place among the twelve countries of the EEC as well as among all countries members of or associated with the Pompidou Group, within the framework of the Council of Europe. In May 1991, the Group comprising 25 member countries held its first Pan-European Ministerial Conference on cooperation on drug abuse problems.

151. The European Anti-Drug Committee (CELAD), created by the twelve countries of the EEC to coordinate European policy, developed a "European plan to combat drugs" which was adopted by the Council of Europe. The Plan focuses efforts on demand reduction. It also foresees the establishment of a European Drugs Monitoring Centre.

152. In December 1990, the EEC adopted a Council Regulation which requires the introduction of precursor monitoring legislation in all member states, effective 1 July 1991. The Regulation provides a mechanism for pre-export notification to all countries where illicit manufacture of either cocaine or heroin takes place. Guidelines adopted in June 1991 by the European Council oblige its member states to introduce measures against money laundering by 1 January 1993. On that date the Single European Act aimed at allowing the free movement of persons, goods, services and capital within the EEC is scheduled to be implemented. During the implementation of the Single European Act, Governments undoubtedly will continue to take fully into account their obligations under the international drug control Conventions.

153. In 1989, Colombian President Barco appealed to the international community for closer economic cooperation with his country to support its fight against drug trafficking. The Board welcomes the positive reaction of EEC which included Bolivia, Colombia, Ecuador and Peru into its preferential customs system for a number of agricultural and industrial products, thereby increasing these countries' export possibilities and the success of crop substitution programmes.

154. The Board remains concerned about the trend in a number of European countries to allow access by addicts to illicit drugs and to decriminalize drug use for non-medical purposes. The Board strongly supports the stand taken by the Council of Europe which stated that legalization should not be part of any country's response to the growing problem of drug abuse and illicit trafficking.

155. The Board welcomes all efforts for regional cooperation which have been bolstered by the creation of a number of European organizations and committees. Each of them will undoubtedly develop programmes in its specific field of competence and coordinate its work with the others.

156. The substantial political and economic changes now underway in several countries in Central and Eastern Europe have increased the danger that drug abuse and trafficking will spread further in that region. At the same time, these changes facilitate concerted Europe-wide action against drugs. The Board welcomes the announced commitments of those countries to combat drug abuse and illicit trafficking. It recognizes, however, that the implementation of measures to carry out these policies is hampered by limited financial and human resources. To prevent the immense potential problems associated with the spread of drug abuse and illicit traffic in those countries, which inevitably will affect all of Europe, support by the international community is needed. The Board endorses the support already extended by several Governments and international bodies in the area of law enforcement. Similar attention should be paid to strengthening countries' capacities to prevent drug abuse, and treat, rehabilitate and re-integrate abusers.

157. Seizure data show that drug trafficking takes place throughout Europe and is increasing. Heroin seized during 1990 amounted to more than six tonnes, exceeding the 1989 level. The purity of heroin seized at the street level has increased while prices have remained stable. The "Balkan route" continued to be used for the smuggling of heroin, over two-thirds of which originated in South-West Asia. In addition to the countries along the traditional Balkan route, Hungary and Czechoslovakia are now also transit countries. In 1991, a clandestine heroin laboratory was dismantled in France.

158. Cocaine seizures more than doubled in 1990 to over 13 tonnes from six tonnes the previous year. Most of the cocaine seized - some 62 per cent - originated in Colombia. Cocaine laboratories were detected in southern parts of Europe during 1990. "Crack" has not yet been identified as a problem in Europe, except in the United Kingdom, where 78 per

cent of all European seizures of that form of cocaine took place.

159. During recent years, law enforcement agencies concentrated their efforts against cocaine and heroin trafficking. In the light of evolving seizure data, increased action is also warranted against trafficking in other drugs. Amphetamine seizures more than doubled, reaching 380 kg, and 26 clandestine laboratories were dismantled. In 1990, seizures of cannabis increased to 200 tonnes, as compared to 136 tonnes in 1989. Illicit manufacture of MDMA ("ecstasy") and MDA has been detected more frequently. Europe is also witnessing a significant increase in seizures of LSD.

160. Data from some Western European countries seem to indicate that the number of abusers of cannabis and heroin is levelling off and in some instances declining. However, abuse of cocaine is increasing. Nevertheless, the vast majority of persons seeking help in treatment and rehabilitation centres are heroin and poly-drug abusers. The number of drug related deaths, mostly due to heroin or poly-drug abuse, continues to increase in most European countries. Cannabis abuse is beginning to spread to several Central and Eastern European countries. Abuse of heroin and cocaine in those particular countries remains very limited, possibly due in part to prices not affordable by abusers.

161. The rapid spread of the HIV virus by intravenous drug abuse has led to different responses in national health and drug policies in Europe. The percentage of AIDS patients who take drugs intravenously appears to be relatively low except in parts of Southern Europe, where up to two-thirds of all persons afflicted with AIDS take drugs in this way. The influence of different policies regarding controlled distribution of needles and syringes as well as the substitution of heroin by methadone on the spread of HIV/AIDS has not yet been clearly established.

162. In Austria, quantities of drugs seized increased considerably during 1990, with a tripling of cannabis and doubling of cocaine seizures as compared with 1989. Since the volume of private and commercial traffic across Austrian borders has expanded steadily during recent years, particular attention is being devoted to intensifying checks of vehicles and cargos entering from Balkan route countries. Rehabilitation and social integration programmes, including therapy and substitution programmes, such as methadone maintenance, are being extended. The two main objectives are to enhance social care and to increase treatment capacity and persuade drug abusers to contact counselling facilities. Policies to combat money-laundering are being discussed, but for the time being, Austria remains the only country in Western Europe where money can be deposited in banks with anonymity.

163. The bulk of the overland commercial and private transport from the Near and Middle East to Europe passes through Bulgaria. Illicit transit traffic represents the main concern of that country. The Governmental structure responsible for drug control is in the process of reorganization. Establishment of an Inter-ministerial Board for strengthening coordination at the national level is under consideration. A new branch dealing with organized crime, drug trafficking and terrorism has been created in the Ministry of Interior. The Board is assisting the Bulgarian Health authorities in adapting their national drug control mechanisms to the changes in the economic system of the country.

164. Cyprus continues to be used as a transit country for trafficking. Fifteen Governments have entered into agreements with the Cypriot authorities to send drug liaison officers to Cyprus. This has led to seizures of drugs and the arrest of traffickers in many countries. Drug abuse in Cyprus continues to be at a low level; no drug related-deaths have been reported. However, abuse of psychotropic substances taken in combination with alcohol is reportedly increasing.

165. In Czechoslovakia, 52 drug-related deaths were registered in 1990. Drugs abused include codeine and methamphetamine. Toxic inhalants continue to be used by teenagers mainly in urban areas. For the time being, the lack of hard currency available to persons in high risk groups has hampered the establishment of illicit markets for heroin and cocaine. There are, however, signs of the rapid development of organized trafficking in cannabis and stimulants. In October 1991, 100 kg of cocaine in transit to Western Europe were seized. The Government is committed to combatting the problems of drug abuse and trafficking. A Governmental Commission on Narcotic Drugs was established in July 1990 to improve coordination among institutions involved in drug control.

166. France is one of the first European countries to have made drug money-laundering a crime and bring its national legislation in line with article 5 of the 1988 Convention. In 1990, the Government established a special anti-money-laundering unit. Judges now can enforce asset confiscation decisions by foreign courts. France has initiated its action programme adopted in 1990, which includes improved data collection by the establishment of a "National Monitoring Centre" as well as the stepping-up of prevention measures by creating "social environment committees" in secondary schools and by organizing a telephone help-line for families. The Board notes with satisfaction that the French administration is now fully controlling its exports of psychotropic substances and providing useful data for the strengthening of the control systems in other countries, primarily in Africa.

167. In Germany, heroin and amphetamine abuse remain at previously high levels, with more first-time users. Drug-related deaths rose to 1 478 in 1990, compared with 991 in 1989; this trend continued in 1991. These figures do not include the five new Federal States where statistical data are lacking. There are indications of spreading organized drug-related crime in the new states. The funding of preventive measures was increased in 1990 from DM 1.8 million to DM 12.8 million and legislation to implement the provisions of the 1988 Convention and allow adherence to that Convention are under consideration. Germany maintains a network of drug liaison officers in all important producing and transit countries.

168. In Hungary, an Inter-sectoral Committee for the Fight against Narcotic Drugs was established in February 1991 to coordinate the activities of all concerned ministries. The committee is pursuing as its first priority the collection of data and harmonization of national legislation with the requirements of the 1988 Convention. Of major concern to the authorities is the high per capita consumption of pharmaceutical preparations containing certain psychotropic substances. The number of people addicted to sedative-hypnotics and tranquilizers is estimated to be substantial. The authorities intend to adopt stricter regulations for medical prescriptions for psychotropic substances, in order to prevent the now frequent forgery of prescriptions. Rules will be elaborated for physicians concerning medical prescription for psychotropic substances.

169. The implementation of new drug legislation in Italy seems to have been effective in inhibiting the spread of drug abuse and hampering new addiction. The law has resulted not only in larger seizures but has also discouraged experimental or occasional drug abuse and small-scale trafficking. Moreover, a large number of abusers have decided to undergo treatment and rehabilitation at the over 500 public centres operating in the country. Notwithstanding the positive results achieved, drug abuse continues to be a major problem. Drug-related deaths increased by 18 per cent in 1990 and by a further 11 per cent in the first half-year of 1991. Almost 70 per cent of reported AIDS cases were drug abusers.

170. The Netherlands continues to serve as a main entry point for illicit drugs. Seizures of cocaine in 1990 almost tripled as compared to 1989, reaching 4.3 tonnes. Seizures of cannabis more than doubled reaching almost 110 tonnes. More than 80 per cent of clandestinely manufactured amphetamines trafficked into Scandinavian countries, and most

of the LSD smuggled into Germany and the United Kingdom are believed to have originated in the Netherlands. The Netherlands police succeeded in dismantling a number of amphetamine laboratories which used precursors and essential chemicals from Belgium and Germany.

171. The authorities of the Netherlands continue to apply the guidelines which were adopted in 1976 for the detection and prosecution of offenses under the country's Opium Act and take a relatively tolerant attitude towards small-scale dealing of cannabis conducted in cafés, while at the same time restricting trafficking in other drugs as much as possible. This policy is designed to reduce the involvement of young people with criminal elements. Abuse of cannabis is reported to have been stable since the beginning of the 1970's. The Netherlands is one of the few countries in Europe where the number of drug related-deaths continues to decline.

172. New regulations on licit poppy cultivation were adopted in Poland in 1990 to further limit access to poppy straw, from which abusers prepare decoctions containing alkaloids. Opiates are frequently abused in combination with psychotropic substances, mainly barbiturates and benzodiazepines. Abuse of toxic inhalants has become frequent among young people. Authorities seized 110 kg of cocaine of Colombian origin in transit to Western Europe. The authorities are concerned about clandestine manufacture of amphetamines destined for export to Western and Northern Europe. This activity is controlled by organized criminal gangs also involved in other forms of criminal activities.

173. Reports from Portugal show that the number of requests for drug treatment is increasing steadily and that drug abusers seeking treatment are younger. The Government has set up an Inter-ministerial Commission as well as a Consultative National Board composed of representatives from all sectors of society and has adopted a comprehensive national programme for drug abuse control.

174. In the Scandinavian countries, amphetamine abuse continues to be of major concern. Poly-drug abuse is common. The prevalence of cocaine seems very limited. Drug abuse is viewed as primarily affecting marginalized groups in society as well as persons who have experienced difficult childhoods. Local authorities have been encouraged to promote cooperation between social services, schools and the police, in order to reach, at the earliest possible stage, young people heading towards delinquency.

175. In Sweden an anti-drug offensive has been undertaken having as its main component active involvement at the community level. Drug abuse among young people has declined, as has intravenous drug use. Surveys which have been carried out since the 1970's among young men enrolled in compulsory military service also show such decline. Serious drug abuse in Sweden results in compulsory care for up to six months.

176. Spain continues to be a major entry point for cocaine from South America and cannabis from Northern Africa smuggled into Europe. Since 1987, a national computerized network to collect data on drug abuse has been in use. This network covers the whole country and involves 17 gathering points and a central unit for synthesis. The system contains information on persons requesting treatment and on drug-related emergency cases. Ninety-five per cent of all such cases were related to abuse of heroin or heroin in combination with other drugs.

177. Possession of drugs for personal use is not at present a punishable offence. Regulations for administrative sanctions and fines for consumption in public are being prepared with the intention of curbing casual drug abuse and target commercial establishments which permit the use of drugs.

178. In Switzerland, a methadone programme is now providing treatment for 4 754 persons. In Zurich a new pilot project is planned for autumn 1991, which will provide heroin on prescription for 100 heroin abusers. An important step taken in the fight against the international drug networks has been the abolition of anonymous money deposits in Swiss banks which previously allowed traffickers a means to launder their illicit profits. Further policies are planned to combat money-laundering, including the confiscation of ill-gotten gains and the penalization of companies as well as individuals.

179. The Criminal Justice Act of 1990 has become law in the United Kingdom and the provisions of the 1988 Convention are already being implemented. In response to the Group of Seven Task Force's recommendations, financial institutions are required to report suspicious transactions to the National Drug Intelligence Unit. This Unit analyses and disseminates intelligence on drug trafficking, including financial intelligence on funds suspected as being derived from trafficking. The United Kingdom has signed twenty bilateral agreements with other countries to combat money-laundering. The Demand Reduction Task Force, created on the occasion of the 1990 World Ministerial Drugs Summit in London, undertook missions to Belize and the British Virgin Islands to advise on demand reduction. In order to curb the illicit manufacture of amphetamine, a drug increasingly abused, the authorities have initiated a programme to strengthen investigation techniques. Seizures of LSD, both in paper and tablet form, have increased steadily since 1988.

180. In the USSR drug-related problems continue to assume increasing proportions. These problems are exacerbated by social stress, economic hardship and political change. Law enforcement authorities estimate that some 1 to 1.5 million individuals abused drugs in 1991. There were sharp increases in prices in the illicit drug market. While 8 years ago the price of one gram of opium was 5-6 roubles, it reached 100-200 roubles in 1991 or 20-40% of the average monthly salary in the public sector. Drug dealers appear to have become better organized and equipped. Law enforcement authorities report the existence of a highly organized criminal network which profits from illicit drug trafficking. Overall profits from such trafficking are estimated to have reached 14-15 billion roubles in 1991, compared to 3-4 billion in 1990.

181. As in previous years, drugs frequently abused are mostly of local origin, namely opium and cannabis as well as ephedrine and some psychotropic substances. Opium poppy is cultivated illicitly by some peasants on small-scale concealed plots in southern parts of the country. Cannabis grows wild on approximately 4 million hectares in Kazakhstan, on 1.5 million hectares in the Far Eastern provinces as well as on vast lands of the lower Volga river basin, in Northern Caucasus, and in southern regions of the Ukraine.

182. While many illicit poppy fields are destroyed by law enforcement squads, efforts to eliminate growth of wild cannabis usually bring little success. The USSR Ministry of Interior organized, in July 1991, in Alma-Ata (Kazakhstan) an international seminar with the participation of UNDCP experts to consider countermeasures.

183. Several clandestine laboratories manufacturing synthetic drugs, particularly fentanyl and methadone, were dismantled in St. Petersburg. Large amounts of cash and gold as well as weapons were seized, and thirty-three persons arrested. Some drugs, in small amounts, are trafficked into the country. In 1991, for the first time, seizures of small quantities of heroin, cocaine and LSD were made.

184. The USSR authorities are seriously concerned that drug-related problems might be further aggravated in the wake of economic changes. The authorities are taking extensive counter-measures against supply of and demand for drugs. Newly created non-governmental organizations, such as a Moscow-based "International Association Against Drug Trafficking

and Drug Abuse", participate in demand reduction activities.

### G. North America

185. In Canada, cannabis continues to be the most widely abused drug, but other drugs, in particular cocaine and heroin, present a serious menace. West African heroin couriers use Canada as a transit point enroute to the United States. Cocaine is mostly smuggled by sea and air directly from source countries.

186. Cocaine abuse appears not to have increased during the past year although there have been no recent national surveys on levels of drug abuse. The abuse of "crack" occurs mainly in cities such as Toronto, Montreal and Vancouver. Cocaine seizures, on the other hand, have increased dramatically: during the first six months of 1991, the value of cocaine seized equalled that of all cocaine seized the previous ten years. The reason for this increase is not clear, in view of the absence of evidence of increasing abuse of the drug. "Ice", a high-purity crystallized smokable form of methamphetamine, also appears to have gained a foothold in Canada, although abuse does not appear to be spreading. Abuse of other psychotropic substances generally remain at previous levels.

187. Canada's five year national drug strategy: "Action on Drug Abuse" expires in March 1992. To prepare for the next phase of the strategy, national consultation meetings have been held in all provincial capitals and national NGO, business, labour and other leaders were consulted to establish what impact the strategy has had and to identify priorities for future action. Enforcement efforts focus special attention on tracing and identifying laundered drug money, most of which originates in the United States. Canadian and United States authorities cooperate closely in this endeavour. Canada has concluded bilateral agreements with Hong Kong and Mexico to strengthen cooperation to stem drug trafficking.

188. In the United States of America, drug abuse, which emerged as a national problem in the late 1960's and has become increasingly serious since then, now appears to have stabilized or decreased. According to the National Household Survey on Drug Abuse for 1990, the number of cocaine abusers is estimated to have declined around 70 per cent since 1985. Furthermore, the number of users of all illicit drugs are estimated to have decreased from 23 million in 1985 to 13 million in 1990. Abuse by persons aged 18 to 25 declined the most. Drug abuse among high school seniors hit its lowest level in 16 years. It appears that many young people have increasingly come to view the use of drugs as dangerous, which in turn diminishes peer acceptance of such behaviour. Although drug-related crime continues to be a serious problem, data indicate that this type of crime may have declined in some parts of the country.

189. Cocaine, particularly in the form of "crack", continues to pose a major threat. The estimated number of crack abusers has remained unchanged at about half a million. At the same time, heroin abuse and trafficking showed signs of increasing. This is apparently due to increased supplies, lower prices and higher purities stemming from high production levels in South-East Asia. Abuse of psychotropic substances, most often clandestinely manufactured within the country, continues to be a serious problem. LSD has re-appeared as the drug of choice among certain groups of abusers.

190. Of particular concern is drug abuse among women of childbearing age which has increased the number of infants whose lives are endangered and even ruined by their mothers' drug abuse. In New York City alone, the number of affected infants sextupled in a decade. This trend also affects the spread of AIDS. Approximately 59 per cent of perinatal AIDS cases are now associated with a parent who is an intravenous drug abuser.

191. Cocaine entering the country increasingly transits Mexico, which has surpassed Miami as the major North American cocaine trans-shipment point. An estimated 70 per cent of cocaine trafficked into the United States enters through Mexico. Federal and State Governments coordinate action to eradicate increasing cultivation of cannabis in many parts of the country. The trend towards indoor cultivation of cannabis continues, and the authorities are taking measures to control this important source of domestic consumption, including identification of the distributors of the equipment used by illicit growers.

192. Implementation of a law to deprive traffickers of precursors used for illicit drug manufacture appears to show signs of success. Exports to Colombia of chemicals used to process cocaine dropped 50 per cent. There was also a sharp decrease in the export of such chemicals to other South American countries.

193. The third National Drug Control Strategy was presented to the Congress on 31 January 1991. The fundamental principle of the National Strategy is individual accountability. The Strategy aims to reduce drug use through a mix of supply and demand programmes. It calls for applying pressure across all fronts of the drug war simultaneously. Prevention is recognized as providing the only answer in the long run, but in the short term law enforcement efforts are essential, as well as treatment for those abusing drugs.

194. Of special note is the widespread voluntary activity at the community level to reduce drug abuse. This activity is comprehensive and involves leaders in neighbourhoods, business, religion, schools, medicine and law enforcement, among others. It has achieved tangible progress in changing attitudes and behaviour about illicit drug use. This kind of movement aimed at eliminating drug abuse is spreading throughout the country.

195. The United States cooperates with many countries both bilaterally and multilaterally to fight trafficking and money-laundering. On the supply reduction front, agreements were also entered into with Peru and Bolivia. In addition, cooperation was strengthened with Mexico and the Caribbean countries, particularly in respect of joint efforts to control air and sea-trafficking lanes.

196. Drug abuse reportedly increased in Mexico in 1991. Over 700 000 persons are estimated to have abused one or more drugs in Mexico City. Cannabis remains the most abused drug followed by tranquilizers and inhalants. A rising trend was also noted in the illicit demand for cocaine and heroin.

197. From 1 December 1988 to 1 March 1991, more than 100 tonnes of cocaine were seized, over 9 000 hectares each of poppy and cannabis cultivation were destroyed, and a number of well-known traffickers were arrested. Regrettably, 76 public servants were killed in the fight against trafficking.

198. To combat the drug scourge, the Mexican government is taking a multi-sectoral and interdisciplinary approach. The fight against drug abuse has been declared a national priority and significant support is given for control, eradication and preventive measures. The creation of the Mexican Northern Border Response Force has contributed to considerable seizures of cocaine in the remote areas of the country, thereby stemming the flow of the drug into the United States.

199. Through a number of reforms, the Government has strengthened the country's criminal justice system. As a result, drug sentences have been increased and bail or parole in drug-related cases have been denied. A series of measures to combat official corruption have been implemented. Sentences of current or former government officials convicted of drug-related offenses have been increased. Drug assets seized during the present administration

already exceed US\$ 1 billion. More than 300 000 hectares of illicitly cultivated land were seized from drug traffickers, to be redistributed to peasants.

#### H. South and Central America and the Caribbean

200. The current year has been highlighted by encouraging developments in some countries of the region. Recognizing the regional nature of the drug problem, the Andean countries strengthened their cooperation not only by signing and ratifying multilateral and bilateral law enforcement agreements, but also by developing broad economic and social strategies which aim to replace the coca economy with a healthy formal economy. Attacks by the Bolivian and Colombian authorities against trafficking organizations have achieved some impressive results. Regrettably in some parts of the Andean region guerilla groups have continued to hinder drug control efforts and eradication programmes. Moreover, serious economic problems impeded the implementation of comprehensive drug control strategies.

201. As a reaction to strengthened drug control efforts, traffickers have become more flexible and innovative at all steps in the drug trafficking chain. Seizure data show that during 1991, trafficking routes have proliferated throughout the region and virtually all countries are now being used for transiting drugs and precursors. It is also most worrisome that illicit production now occurs in more countries, and involves not only cocaine but also opiates. Moreover, traffickers are using increasingly sophisticated means to launder money derived from their illicit activities.

202. Argentina is increasingly becoming a transit country for cocaine destined for Europe and the United States. Large seizures of coca leaves appear to confirm the existence of illicit cocaine-producing laboratories in the country. The necessary chemicals for such production are being supplied from local industry. Inevitably, increasing trafficking is leading to greater local abuse. Moreover, Argentina is also becoming a center for money-laundering. The Government has established a Federal Narcotics Agency to intensify and coordinate Argentina's national effort. Argentina, jointly with Bolivia and Paraguay, is undertaking interdiction operations and sharing intelligence. Controls on the border between Argentina and Bolivia have been strengthened. An enforcement operation undertaken in cooperation with Bolivia in 1991, resulted in the arrest of a major trafficker and members of his organization as well as the seizure of assets amounting to US\$ 5 million.

203. In Bolivia, the authorities have made some progress in controlling the expansion of coca bush cultivation. In 1990, approximately 8 000 hectares of coca cultivation were eradicated through a voluntary programme. However, during the first half of 1991, voluntary eradication dropped significantly. Although in the past Bolivia was primarily a producer of coca leaf and an exporter of coca paste, there is growing evidence that the clandestine manufacture of cocaine by small Bolivian trafficking organizations is significantly increasing. The largest and most successful enforcement operation was carried out by police and military forces against three of the country's main suppliers to the Cali cartel in Colombia. An agreement was signed by the governments of Bolivia and the United States to provide special training to military forces involved in anti-drug activities.

204. The Bolivian Government has strengthened controls over precursors and essential chemicals used in the manufacture of cocaine. There is no conclusive data with regard to the level of drug abuse in the country, but the smoking of coca paste and the abuse of cocaine seem to be increasing among youth.

205. In Brazil, coca bush cultivation appears to have decreased significantly as a result of eradication operations carried out by the authorities over the last five years. Traffickers continue to use Brazil as a trans-shipment point for cocaine destined for the United States and Europe. Controls over the use and exports of licitly produced essential chemicals are being developed. However, the number of local laboratories illicitly processing cocaine seems to have increased. During the first half of 1991, Brazilian authorities seized over 1 tonne of cocaine. Cannabis is extensively cultivated, mainly in the north-eastern states of Bahia and Pernambuco. Most of the cannabis is destined to meet local demand. Abuse of coca products and cannabis seems to have increased, especially in cities, due to easy availability and low prices.

206. An important event occurred in Colombia, when the chief and many members of the Medellin Cartel, the country's most powerful trafficking organization, were taken into custody. The defeats suffered by the drug terrorists are victories for Colombian democracy, and constitute an important landmark in Colombia's efforts to rid itself of the drug menace. However, cocaine trafficking continues unabated. Unfortunately, Colombia continues to pay a very high price for its role in the war against drug traffickers. Escalating violence against Government institutions and individuals has claimed the lives of hundreds of officials and private citizens. Another former Minister of Justice, Enrique Low Murtra, was murdered in Bogota in April 1991. But in spite of the Colombian tragedy, the authorities have stated that the Governments's determination would not waver until the drug scourge has been wiped out.

207. The Government has made important efforts to restructure and strengthen the judicial system. In December 1990 a judicial reform decree was issued. The new decree streamlines the legal process, providing for a faster, safer and more effective prosecutorial system which allows the police greater flexibility to start and conduct investigations. Under this decree, there are to be 84 well-protected judges to work in five major cities. In an effort to reduce their exposure to traffickers' intimidation, their identity will be kept secret. Under Decree 3030 of 14 December 1990 designed to induce drug traffickers to turn themselves in to the authorities, several major traffickers have surrendered themselves to Colombian justice and the Medellin trafficking cartel has been significantly crippled.

208. Coca bush cultivation has decreased, but illicit production of and trafficking in cocaine remain the greatest challenge to the authorities. During the first seven months of 1991, over 60 tonnes of cocaine were seized. Cannabis cultivation appears to have been substantially reduced mainly as a result of herbicide spraying by aerial means. Some manual eradication has also been conducted. In its previous reports the Board has expressed its deep concern at the emergence of poppy cultivation and heroin manufacture in Colombia. In this connection, the Colombian authorities in April 1991 discovered a huge heroin laboratory in the Cauca Department. The Board is seeking information from the Government regarding these ominous developments.

209. In Chile abuse of coca paste is increasing. An estimated five tonnes of coca paste for local abuse were trafficked into the country through the northern border with Bolivia and Peru. During the last two years the authorities seized more than one tonne of cocaine destined for North America and Europe.

210. Coca bush cultivation in Ecuador continues to be negligible as a result of regular eradication operations which have been conducted since the mid-1980's. Although the country is mostly used as a transit point, the processing of cocaine on Ecuadorian territory may be increasing. According to surveys conducted in the two main cities of the country, drug abuse continues to increase. Money-laundering is causing serious concern to the authorities. To stop money-laundering a police financial investigation unit was established

and new banking regulations issued. Ecuador has enacted a new comprehensive drug control law, designed in part to comply with the 1988 Convention. The law establishes a National Drug Council, lengthens sentences for drug-related crimes, criminalizes diversion of essential chemicals and money-laundering, and makes prevention and treatment programmes mandatory. The Government has openly accused and dismissed public officials who were suspected of involvement in drug-related activities.

211. In Paraguay, the Government is placing emphasis on building its capability to mount effective action to stem drug abuse and trafficking. In this connection, a national anti-narcotics secretariat has been established to strengthen coordination of the national effort. The Government is also implementing regulations to tackle the problem of money-laundering. In addition, law enforcement authorities have carried out a variety of operations including the eradication of cannabis cultivation as well as the identification of unregistered airstrips.

212. Peru remains the world's main producer of coca leaf with more than half of the cultivation concentrated in the Upper Huallaga valley. Moreover, the country now appears to be increasingly used for cocaine manufacture. The country's serious economic situation and the continuing demand for coca leaf have led to increased coca bush cultivation. In addition, successful law enforcement and military actions against drug traffickers have been hampered by insurgent violence and terrorists acts on the part of guerilla groups operating mostly in the Upper Huallaga region. Rural development activities have also been hindered by the continuous threat posed by the insurgent groups.

213. Peru regulates the importation of precursors and essential chemicals which may be used for the conversion of coca leaf into cocaine. However, chemicals which enter the country legally are often resold and diverted into the illicit traffic. In the eastern part of the country, chemicals are smuggled through the Amazon River basin where there is practically no police control. Since January 1991, enforcement operations have resulted in the seizure of over 1 300 kg of coca paste. In addition, 45 laboratories, producing cocaine base have been destroyed and substantial amounts of chemicals seized. Of even greater importance is the seizure of the largest laboratory producing refined cocaine ever found in Peru.

214. Drug abuse is most prevalent in urban areas of the country. However, available data indicate that there is growing abuse of coca paste in rural communities which are close to the coca-producing regions and where coca leaves are processed.

215. Suriname is emerging as an important transit point for cocaine destined for North America and Europe. Coca paste is apparently smuggled into the country from Colombia and then locally processed before being shipped.

216. Because of its proximity to Colombia, Venezuela is an important transit point for cocaine and precursor chemicals. In 1990, the authorities seized approximately four tonnes of cocaine. This figure represents a 75 per cent increase over the amount seized the previous year. During the first half of 1991, approximately six tonnes of cocaine had already been seized. Law enforcement authorities believe that coca cultivation may be expanding near the Venezuelan/Colombian border, together with illicit cocaine manufacture. Cannabis cultivation also takes place in that region. The Governments of Venezuela and Colombia have signed a new law enforcement agreement which includes measures designed to fight drug trafficking. The joint operations envisage air, land and water patrols along the border areas, the establishment of a permanent bilateral commission and regular meetings between the general commanders of the Colombian and Venezuelan Armed Forces. To counter money-laundering, an agreement has been concluded with the United States which includes the exchange of information between the two countries.

217. Traffickers continue to shift and expand their operations to Central America as a result of stricter controls and intensified enforcement operations in several South American and Caribbean countries. A mission of the Board recently visited El Salvador, Guatemala and Panama to ascertain more detailed information on the countries' implementation of the treaties and to provide assistance to facilitate reporting to the Board.

218. In Belize, eradication activities have effectively reduced cannabis cultivation to small and isolated plots, mostly in remote parts of the country. However, the country is increasingly used for the transit trafficking of cocaine. Growing abuse of cocaine in the form of "crack" is causing serious concern.

219. Illicit cultivation of poppy and opium production takes place in Guatemala. Eradication and enforcement operations have had only limited success since most of the poppy cultivation is located in remote regions of the country. The areas cultivated with cannabis appear not to have increased. Guatemala is becoming a more important trans-shipment point for cocaine. The international community should provide the necessary assistance to Guatemala.

220. The authorities believe that drug abuse has increased considerably during the last two years. Abuse seems to be particularly prevalent among the more than 100 000 abandoned street children. Solvents, cannabis and psychotropic substances are widely abused. A survey is being conducted in 100 communities all over the country to determine the levels of illicit production, trafficking and abuse. The results will serve as a basis for the elaboration of a national plan of action.

221. Panama is also a major trans-shipment point for cocaine. Authorities report that there is at present a scarcity of funds for health, police and customs. Due to lack of resources, the coastal areas of the country remain unprotected against the influx of cocaine smuggled from Colombia. More than 100 embarkation points exist in Panama for boats crossing to and from Colombia. According to law enforcement authorities, control at those points appears to be insufficient. Despite the lack of human and material resources, cocaine seizures doubled from two tonnes in 1989 to four tonnes in 1990.

222. Cannabis cultivation takes place on a small-scale. Drug abuse, particularly of cocaine, seems to be increasing and to be spreading to the rural areas of the country.

223. In an attempt to control money-laundering, authorities have strengthened banking controls and several hundred accounts have been frozen. Panama and the United States signed, in April 1991, a mutual legal assistance agreement to combat money-laundering.

224. In the Caribbean, extensive coastlines and innumerable islands facilitate trafficking in cocaine and cannabis destined mainly for North America. The existence of free ports and large numbers of banks together with insufficiently strict banking controls in some countries, further hamper effective enforcement. However, there are many indications that traffickers may be moving some of their operations to other regions due to stricter controls now being imposed by some Caribbean countries. To enhance regional enforcement cooperation, a Caribbean Basin Radar Network is being established. A mission of the Board visited Dominica, the Dominican Republic, Grenada and Saint Lucia during 1991 to discuss questions related to treaty implementation.

225. In an effort to strengthen their ability to curb trafficking, a number of Caribbean countries have continued to participate in drug interdiction operations, in cooperation with the United States and the United Kingdom. In June 1991, one such operation resulted in

the largest seizure of cocaine ever made in the Eastern Caribbean. This seizure provides further evidence that traffickers are now seeking new routes to circumvent intensified controls in other areas of the Caribbean. The Organization of Eastern Caribbean States (OECS) has established the Eastern Caribbean Drug Service (ECDS), headquartered in Saint Lucia. This arrangement is designed to improve control over licit pharmaceuticals and reduce their cost.

226. Expanded control efforts by the Bahamas has disrupted traffickers' smuggling routes. The series of enforcement measures that the Government began to implement in the late 1980's have curtailed the trafficking in cocaine and cannabis destined for North America. Cocaine seizures for the first half of 1991 totalled approximately three tonnes, double the amount seized during the same period the previous year. The authorities carried out a year-long investigation to identify public officials involved in trafficking. In December 1990, this operation culminated in the arrest of 26 persons, 13 of whom were public officials. The Bahamas signed bilateral and multilateral agreements which include initiatives to pursue money-laundering as a criminal offence.

227. In Dominica, the authorities seized 1 387 kg of cocaine and arrested 12 crew members of a Colombian registered freighter. Eradication efforts resulted in the destruction of a substantial amount of cannabis.

228. The Dominican Republic has become a significant transit point for cocaine in the wake of successful law enforcement efforts in the Bahamas and Jamaica. The Government is cooperating closely with the United States to combat transit trafficking. Seizure data show that while most of the drug is destined for the United States, a greater amount of cocaine is being trafficked towards Europe. A system to monitor air movement has been created and similarly all vehicles coming from and leaving for Haiti via two border checkpoints are being monitored.

229. In Grenada, the main drug of abuse is cannabis. Abuse of cocaine has also emerged. In an operation involving cooperation with law enforcement authorities of Barbados, Grenada and the United States, 49 kg of cocaine were seized, the most significant seizure to date.

230. In May 1991, the Prime Minister of Jamaica reaffirmed his country's commitment to drug control, and specific actions undertaken by the Government underscore its determination. Successful eradication operations have further reduced cannabis cultivation. Most of the existing cultivation is located in small plots in remote areas of the country. The island is used for trafficking cocaine. A survey conducted by the Pan-American Health Organization concluded that cannabis abuse is endemic in Jamaica. The abuse of cocaine, particularly in urban and tourist areas, appears to be rapidly increasing.

231. In Trinidad and Tobago, the abuse of cocaine continues to increase. Law enforcement authorities indicate that the presence of cocaine in the country has led to a dramatic increase in criminal activity. There is increasing evidence that Trinidad and Tobago is being used as a transit country for cocaine. A number of seizures have been made of cocaine transiting from Venezuela. In July 1991, the Governments of Trinidad and Tobago and Venezuela agreed to new arrangements for patrolling their territorial waters to curb the increase in trafficking.

232. In Saint Lucia the main drug of abuse is cannabis. The abuse of cocaine is, however, growing. It is expected that the recent creation of a secretariat for the National Council For Drug Abuse within the Office of the Prime Minister, will enhance Saint Lucia's ability to apply the provisions of the international drug control treaties, in particular, the reporting obligations.

(Signed) Oskar Schroeder  
(President)

(Signed) Huáscar Cajias Kauffmann  
(Rapporteur)

(Signed) Herbert Schaepe  
Secretary

Vienna, 24 October 1991

#### Notes

1/ This term is used to indicate any substance in Table I or Table II of the 1988 Convention, except where the context otherwise requires. These substances, which are often described as essential chemicals, solvents or precursors, depending on their principal chemical properties, were not defined by the use of any one term at the Plenipotentiary Conference which adopted the 1988 Convention. Instead, the expression "substances frequently used in the illicit manufacture of narcotic drugs or psychotropic substances" was introduced in the Convention. The custom has developed to refer to all such substances by the simple term "precursors"; although this is not technically correct, the Board has decided to use the word in that sense in its report for the sake of brevity.

2/ Council Regulation (EEC) No. 3677/90 of 13 December 1990 laying down measures to be taken to prevent the diversion of certain substances to the illicit manufacture of narcotic drugs and psychotropic substances.

**IN MEMORIAM**

The Board and its secretariat learned with deepest regret of the death of Dr. Diego GARCES-GIRALDO in March 1991. Dr. Garces-Giraldo served with great distinction as a member of the Board from 1977 until March 1990 and as the Board's First Vice-President in 1987. He was a physician, surgeon and diplomat. He made noteworthy contributions to the work of the United Nations in his capacities as Alternate delegate of Colombia to the Preparatory Commission of the Organization (London, 1945) and Permanent Representative of Colombia to the Office of the United Nations and other International Organizations at Geneva (1971-1976). Dr. Garces-Giraldo held a number of important posts with the Government of Colombia: Minister Plenipotentiary of Colombia in Cuba (1948-1949); Governor of Valle del Cauca, Colombia (1953-1956); and Senator of the Republic of Colombia (1958-1962).

Annex**CURRENT MEMBERSHIP OF THE BOARD****Sirad ATMODOJO**

Pharmacist. Secretary, Directorate-General of Food and Drug Control, Ministry of Health. Assistant, Drug Dispensing Laboratory, Gajah Mada University (1955-1959). High School Teacher of Chemistry (1957-1958). Member of staff, Directorate of Pharmaceutical Affairs, Ministry of Health (1959- 1965). Director of Pharmaceutical Affairs, Ministry of Health (1965-1967). Director of Distribution, Ministry of Health (1967-1975). Director of Narcotic and Dangerous Drugs, Ministry of Health (1975-1981). Member of the Board since 1987. Member of the Standing Committee on Estimates since 1990.

**Valeri BULAEV**

Pharmacologist, Doctor of Medical Sciences. Deputy Chief, Department of Clinical and Pharmacological Expertise of Psychoactive Substances, Serbski Institute of General and Forensic Psychiatry (Moscow); Vice-President of the USSR Pharmacological Committee, Vice-Chairman of the USSR Standing Committee on Narcotics Control; Vice-Chairman of the Pharmacopeian Committee, USSR Ministry of Health. Member of the Board since 1990, and member of the Standing Committee on Estimates in 1991.

**CAI Zhi-Ji**

Professor of Pharmacology. Director, National Institute on Drug Dependence, Beijing Medical University. Member of the Expert Committee on Drug Evaluation and Head of the Expert Group on Neuro-Psychotropic Drugs of Sub-Committee on Modern Drugs, Ministry of Public Health; Member of the Expert Committee on Evaluation of Fund for New Drug Research, State Pharmaceutical Administration, People's Republic of China. Member of the Executive Committee and Chairman of the Organizing Committee, Committee Member of Section of Clinical Pharmacology, Section of Neuropharmacology and Vice-Chairman of Section of Toxicology, the Chinese Pharmacological Society. Member of the Editorial Board of the "Chinese Journal of Clinical Pharmacology" and "Advances in Physiological Sciences". Member of the WHO Expert Advisory Panel on Drug Dependence and Alcohol Problems since 1984. Member of the Board and Member of the Standing Committee on Estimates since 1985, Second Vice-President of the Board and Chairman of the Standing Committee on Estimates in 1989 and 1990, and Vice-Chairman of the Standing Committee on Estimates in 1991.

**Huáscar CAJIAS KAUFFMANN**

Lawyer. Certificate of Specialization, School of Criminal Law, Rome University. Director of the Institute of Criminal Law, University of La Paz. Former Ambassador of Bolivia to the Holy See. Professor of Criminology and Penology, Universidad Mayor de San Andrés, La Paz. United Nations expert at Latin American seminars and study groups on Crime Prevention and the Treatment of Offenders, (1953), (1963), (1974). Member of the Commissions which drafted the first narcotics control law in Bolivia (1959) and the present narcotics control law in Bolivia (1986). Alternate Representative of the Bolivian Government at the International Conference on Drug Abuse and Illicit Trafficking (1987). Head of delegation at all meetings of experts to draft the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1987-1988). Member of the Board since 1990, and Rapporteur in 1991.

**Abdullahi S. ELMI**

Pharmacologist. Vice Rector of the Somali National University (SNU). Professor of Pharmacology and Chairman of Department - Chairman of the Scientific Research Council of the SNU - Chairman of the National Technical Committee on Narcotic Drugs and Psychotropic Substances. Member of WHO Expert Advisory Panel on Drug Dependence and Alcohol Problems. Coordinator of the SNU Programme for Traditional Medicine. National Drug Information Officer - Member, OAU Inter-African Committee on Traditional Medicine - Member of various scientific societies. Member of the Board since 1987. Chairman of the Budget Committee in 1987-1988. First Vice-President in 1989. Member of the Standing Committee on Estimates since 1990, and Chairman of the Budget Committee in 1991.

**Betty C. GOUGH**

Former diplomat and specialist in international organizations. Former Counsellor for Narcotics Affairs, United States Mission to the Office of the United Nations and other International Organizations at Geneva. Former Adviser, United States Mission to the International Atomic Energy Agency, Vienna. Former Deputy, United States Permanent Delegation to UNESCO. Member of United States delegation to the United Nations Conference to Consider Amendments to the Single Convention on Narcotic Drugs (Geneva, 1972) and to sessions of the Commission on Narcotic Drugs (1971-1976). Member of the Board since 1977, Rapporteur in 1979, Vice-President in 1980, 1981 and 1984, and President in 1985, 1986 and 1990.

**S. Oguz KAYAALP**

Pharmacologist. Associate Dean of Faculty of Medicine, Professor and Chairman, Department of Pharmacology, Hacettepe University, Ankara, Turkey. Member of the Standing Committee of the European Medical Research Councils (European Science Foundation). Assistant Research Professor, Department of Pharmacology, State University of New York at Buffalo Medical School (1967-1970). Dean, Faculty of Pharmacy, Hacettepe University, Ankara, Turkey (1971-1978). Visiting Scientist, National Institute of Mental Health, United States (1978-1980). Member of the Executive Committee of the Medical Research Group of the Scientific and Technical Research Council of Turkey (1982-1988). President of the Turkish Pharmacological Society (several terms). Member of the Advisory Editorial Board of the Journal of International Medical Research (London) and Pharmacological Research Communications (Milan). Member of the Board since 1985. Second Vice-President and Chairman of the Standing Committee on Estimates in 1987-1988. Vice-Chairman of the Standing Committee on Estimates in 1990, and Second Vice-President and Chairman of the Standing Committee on Estimates in 1991.

**Mohsen KCHOUK**

Pharmacist-biologist, former student at the Pasteur Institute, Paris. Former Deputy Director of the Pasteur Institute, Tunis. Director of the Laboratories of Medical Biology of the Ministry of Public Health, Tunis. Fellow (foreign) of the French Society of Legal Medicine and Criminology. Member of the Board since 1977, Rapporteur in 1981 and 1982. Vice-Chairman of the Standing Committee on Estimates in 1984; Vice-President of the Board and Chairman of the Standing Committee on Estimates in 1985, Rapporteur in 1987, First Vice-President of the Board in 1988 and 1990.

**Mohamed MANSOUR**

Director of Training Institute Affairs Administration, Former Director of Operation Administration, Drug Enforcement Administration, Ministry of Interior, Egypt. Teaching of trainees and officers on drug enforcement and criminal investigations, Police Academy, Cairo and Arab Institute for police studies, Saudi Arabia. Bachelor in law and police science, training at the Drug Enforcement Administration, Washington, D.C., U.S.A. (1974 and 1978). Honor of El-Gomhoria (1977); Honor of El-Estehkak (1984). Attended various conferences and meetings in the drug enforcement field. Member of the Board since 1990, and member of the Standing Committee on Estimates in 1991.

**Jean-Pierre QUENEUDEC**

Professor of International Law at the University of Paris I (Panthéon-Sorbonne). Director of the Centre for Third World Political and Legal Studies. Honorary Dean of the Faculty of Law and Economics of Montpellier. Legal Adviser to the French Delegation to the Third United Nations Conference on the Law of the Sea (1974-1982). Member of the Board since 1990.

**Maruthi Vasudev Narayan RAO**

Commerce and Law Graduate. Administrator. As a member of the Indian Customs and Central Excise Service, held various senior positions at policy-making and management levels dealing with Customs, Central Excise and Narcotics Administration (1954-1970); Collector of Central Excise, Allahabad (1970-1973); Director, Tax Research (1973-1974); Director of Training (1974-1978); Director of Inspection (1978-1979); Joint Secretary to the Government of India (1979-1980); Additional Secretary to the Government of India, Gold Control Administrator and Member (Customs), Central Board of Excise and Customs (1980-1986); Chairman, Central Board of Excise and Customs and Secretary to the Government of India, Ministry of Finance (1987-1989). Head of the Indian Delegation to the Commission on Narcotic Drugs (1983, 1984 and 1985). Chairman, United Nations Expert Group on Tracing, Freezing and Confiscation of the Proceeds and Properties of Drug Traffickers (1984); Member, United Nations Expert Group on Reduction of Stocks of Licit Opiate Raw Materials (1985); Represented India at the Policy Commission meetings and sessions of the Customs Cooperation Council, Brussels and Ottawa (1985-1988), Chairman of the Policy Commission, Customs Cooperation Council (December 1988); Chairman of the Drafting Committee, United Nations Plenipotentiary Conference for the Adoption of the Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988). Member of the Board since 1990 and Member of the Standing Committee on Estimates in 1990, and First Vice-President in 1991.

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Administrator and lawyer. Public Prosecutor (1957). Director-General, Inland Revenue and Tax Auditing Unit in the Financial Administration of North Rhine Westphalia (1957-1964). In the Federal Ministry for Youth, Family Affairs, Women and Health (1965-1989): Personal Secretary to the State Secretary, Head, Budget Division and several Divisions of health legislation (1965-1973); Head, Division for Legislation on Narcotic Drugs and Head, German Delegation to the UN Commission on Narcotic Drugs (1973-1982); Director-General for Family Affairs and Social Welfare (1982-1989). Chairman of the UN Commission on Narcotic Drugs (1980). Chairman of the UN Commission for Social Development (1989). Member of the Board since 1990. Member of the Standing Committee on Estimates and Chairman of the Budget Committee in 1990, and President in 1991.

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## THE ROLE OF THE INTERNATIONAL NARCOTICS CONTROL BOARD

The responsibilities of the Board under the drug control treaties are to endeavour, in co-operation with Governments, to limit the cultivation, production, manufacture and utilization of narcotic drugs to the amounts necessary for medical and scientific purposes, to ensure that the quantities of these substances necessary for legitimate purposes are available, and to prevent the illicit cultivation, production, manufacture of, trafficking in and use of these substances. Since the entry into force of the 1971 Convention on Psychotropic Substances, the functions of the Board include also the international control of these drugs. Moreover, with the entry into force of the 1988 Convention, the Board has specific responsibilities related to the control of substances frequently used in the manufacture of narcotic drugs and psychotropic substances as well as the assessment of such substances for possible inclusion in the Tables of that Convention. Under the provisions of the 1988 Convention, the Board also reports annually to the Commission on Narcotic Drugs on the implementation of article 12 of the Convention.

The Board is required, in the exercise of these responsibilities, to investigate all stages in the licit trade in narcotic drugs; to ensure that Governments take all the requisite measures to limit the manufacture and import of drugs to the quantities necessary for medical and scientific purposes; to see that precautions are taken to prevent the diversion of these substances into the illicit traffic; to determine whether there is a risk that a country may become a major centre of the illicit traffic; to ask for explanations in the event of apparent violations of the treaties; to propose appropriate remedial measures to Governments which are not fully applying the provisions of the treaties or are encountering difficulties in applying them and, where necessary, to assist Governments in overcoming such difficulties. The Board has therefore frequently recommended, and will recommend even more often under the 1972 Protocol, that multilateral or bilateral assistance, either technical or financial or both, should be accorded to a country experiencing such difficulties. However, if the Board notes that the measures necessary to remedy a serious situation have not been taken, it may call the attention of the Parties, the Commission on Narcotic Drugs and the Economic and Social Council to the matter, in cases where it believes that this would be the most effective way to facilitate co-operation and improve the situation. Finally, as a last resort, the treaties empower the Board to recommend to Parties that they stop the import of drugs, the export of drugs, or both, from or to the defaulting country. Naturally, the Board does not confine itself to taking action only when serious problems have been discovered; it seeks, on the contrary, to prevent major difficulties before they arise. In all cases the Board acts in close co-operation with Governments.

If the Board is to be able to perform its task, it must have the relevant information on the world drug situation, as regards both the licit trade and the illicit traffic. Consequently, the treaties stipulate that Governments shall regularly provide the Board with such information; almost all Governments, Parties and non-Parties alike, are conforming to this practice. Accordingly, in co-operation with Governments, the Board administers the systems of estimated world requirements of narcotic drugs and of statistics on narcotic drugs. The first of these systems enables it, by analyzing future licit requirements, to verify in advance whether these requirements are reasonable; and the second enables it to exercise an *ex post facto* control. Finally, the information on illicit traffic which is communicated to it either directly by Governments or through the competent organs of the United Nations enables it to determine whether the aims of the 1961 Convention are being seriously endangered by any country and, if necessary, to apply the measures described in the preceding paragraph.

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