

### III. Analysis of the world situation

#### A. Africa

##### Major developments

180. Many countries in Africa are burdened by major economic, political and social problems. Civil strife and war, poverty, human immunodeficiency virus (HIV)/acquired immunodeficiency syndrome (AIDS), crime and corruption in some countries are closely related to the drug control problem in the region and need to be taken into consideration when formulating drug control programmes.

181. Despite eradication efforts and significant seizures in some countries in Africa, the region remains a major supplier of cannabis. While cannabis continues to be the most widely abused drug, the abuse of psychotropic substances is widespread, because of inadequate systems for licensing and inspecting trade in such substances. The illicit manufacture and abuse of methaqualone continue in southern and eastern Africa. Recently, heroin and cocaine abuse has become more widespread in urban areas. Although Africa serves mainly as a transit point for smuggling heroin and cocaine, the falling prices of those substances in cities across sub-Saharan Africa have resulted in increased abuse of the substances.

182. In 1999, seizures of cannabis, heroin and psychotropic substances in Africa increased markedly, compared with 1998, while cocaine seizures decreased. The total amounts reported seized continue to be comparatively small and probably do not reflect the extent of the trafficking in, availability of and abuse of those substances in the region. Lack of resources for drug control remains the main obstacle in the fight against illicit crop cultivation and illicit drug production and trafficking in Africa.

183. Western African syndicates, with their experience in smuggling cannabis and heroin, are actively looking for new connections in Latin America and are bringing cocaine trafficking to all parts of sub-Saharan Africa, notably in southern and western African countries. They are also using a growing number of nationals of different African countries as drug couriers and smugglers. Cocaine abuse is especially prevalent in southern Africa, where, in cities such as Harare and Johannesburg, the price of cocaine has fallen so

sharply in the last five years that it competes with that of methaqualone.

184. In eastern Africa, most illicit drugs arrive by sea, often concealed in container cargo, through ports in Djibouti, Eritrea and the United Republic of Tanzania. Ocean-going vessels with multi-ton consignments of illicit drugs have been lying in international waters and feeding the consignments to small supply vessels off the coast of countries in eastern Africa, in particular Somalia, which continues to lack the necessary government structure to deal with the problem.

185. In most countries in Africa, drug abuse appears to be rising, the age of initiation to drug abuse is falling and the number of women and children abusing drugs is growing. The mode of administration is also changing, the most noticeable trend being the injecting of heroin. Even though the rate of injecting drug abuse is still comparatively low, this is a particularly worrisome development, as the prevalence of HIV/AIDS is high in most parts of Africa, especially in countries in southern Africa. The link between drugs and HIV/AIDS was also highlighted at the XIII International Conference on AIDS, held in Durban, South Africa, in July 2000.

##### Treaty adherence

186. In March 2000, the Comoros became a party to the 1961 Convention as amended by the 1972 Protocol, the 1971 Convention and the 1988 Convention and Kenya acceded to the 1971 Convention.

187. Angola, the Central African Republic, the Congo, Djibouti, Equatorial Guinea and Eritrea are not yet parties to any of the three main international drug control treaties. In addition, Algeria, Chad and Morocco have not yet acceded to the 1972 Protocol amending the 1961 Convention; Liberia and the United Republic of Tanzania are not yet parties to the 1971 Convention; and the Democratic Republic of the Congo, Gabon, Liberia, Mauritius, Namibia, Rwanda and Somalia are not yet parties to the 1988 Convention. The United Republic of Tanzania is taking action to ensure its accession to the 1971 Convention. The Board urges the States concerned to participate in the international drug control system by acceding to those treaties.

### Regional cooperation

188. The Organization of African Unity (OAU) convened a third expert group meeting on drug control in Algiers in February 2000 to monitor the implementation of the OAU plan of action on the control of drug abuse and illicit trafficking in Africa. The Board notes with appreciation that, in the plan of action agreed to by the first Africa-Europe summit, held under the aegis of OAU and the European Union in Cairo in April 2000, the Governments involved expressed their commitment to the fight against illicit drug trafficking, arms trade and terrorism in Africa. It is hoped that those initiatives and the renewed political commitment made by African Governments will lead to more prioritization of drug control by OAU and African Governments.

189. A number of subregional organizations have addressed the issues of drug control and the promotion of cooperation among States in Africa. The Common Market for Eastern and Southern Africa (COMESA) and the East African Community have developed a draft protocol on combating drug trafficking within eastern Africa, modelled on a protocol developed by the Southern African Development Community (SADC) in order to establish an institutional framework under the treaty of the East African Community, signed in 1999.

190. The SADC regional drug control programme, developed on the basis of the SADC protocol against illicit drug trafficking, became operational, the allocation of funds having taken place in early 2000. SADC activities include a project aimed at increasing drug awareness and involving the mass media in southern Africa, a study to assess the needs of law enforcement agencies with regard to sharing and exchanging information on drug-related issues, and work to enhance coordination among the various national drug control bodies in the subregion.

191. In eastern Africa, Kenya, Rwanda, Uganda and the United Republic of Tanzania are intensifying drug control cooperation between their police anti-narcotics units through biannual meetings on information exchange for heads of criminal investigation departments. That cooperation has already yielded positive results, such as joint operations involving Kenyan and Ugandan police aimed at curbing cannabis trafficking along their common border and a heroin seizure at the border between Rwanda and Uganda.

192. The first meeting of ministers of the interior and the third meeting of the committee of police chiefs in eastern Africa, organized in Khartoum in June 2000 by the Government of the Sudan in collaboration with Interpol, decided to gather and share information on drug trafficking and to hold meetings on a regular basis to discuss trends in drug trafficking and operations aimed at countering the problem.

193. Countries in northern Africa participate in activities of the Council of Arab Ministers of the Interior related to drug control and crime prevention.

194. The third meeting of the inter-ministerial drug control coordinators of western Africa of the Economic Community of West African States (ECOWAS), held in November 1999, proposed, inter alia, the creation of an intergovernmental African group against money-laundering. That proposal was officially adopted during the ECOWAS Conference of Heads of State and Government held in Lagos in December 1999.

195. The Board notes the holding of the seminar on money-laundering organized under the auspices of the Central Bank of West African States (BCEAO) in Dakar in July 2000 to sensitize and inform national authorities and financial institutions throughout the subregion about money-laundering issues and to accelerate the development and adoption of legislation and an institutional framework to support efforts to fight money-laundering in the member States of the West African Economic and Monetary Union.

196. The Government of Egypt concluded a bilateral agreement with the Government of Pakistan on drug control cooperation, strengthening an existing agreement between the two Governments. Nigeria signed memoranda of understanding on drug control with the Islamic Republic of Iran and the Russian Federation.

197. The Board notes the planned establishment of an African international law enforcement academy in Botswana, which will further law enforcement education and cooperation in the region. In Senegal, the operational capacity of the national narcotics laboratory has been increased, making it a regional training and reference centre for the identification and testing of substances.

### **National legislation, policy and action**

198. The Board notes that in many countries drug laws and drug policies continue to be updated. Such action has already led to encouraging results.

199. National drug control strategies have been adopted in Benin, Côte d'Ivoire, Guinea, Kenya and Togo and are under preparation in the Central African Republic, Madagascar and the United Republic of Tanzania. Mauritius is developing a package of legislation that is needed to enable it to become party to the 1988 Convention. In Egypt, the drafting of a law against money-laundering, initiated in 1998, is to be finalized soon.

200. Partly as a result of improved interdiction efforts in Nigeria, Ghana is increasingly being used as a transit point for smuggling cocaine and heroin. The Narcotics Control Board of Ghana has submitted proposals to the Government to amend the narcotics law of 1990 and has completed its national plan of action for the period 1999-2003, which foresees coordination of the activities of all governmental and non-governmental organizations. At the same time, the Government of Ghana has initiated a number of drug prevention activities, such as the inclusion of drug prevention education in the curriculum of all secondary schools and teacher training colleges and the establishment of drug-free clubs in all secondary schools.

201. The Government of Kenya has increased its efforts to limit the production, sale and consumption of cannabis. Cannabis seizures increased significantly in 1999 and two consignments of cannabis resin totalling over 6 tons were seized in Mombasa in January and March 2000.

202. The Government of Lesotho has established a division within the police and the national intelligence service to coordinate law enforcement efforts against drug syndicates. The Board has noted that new legislation to counter the corruption of public servants is under consideration.

203. In Nigeria, since the launching of the national drug control master plan in 1999, the Government has continued to streamline the institutions and structures responsible for drug control and to increase the national budget for drug control. The first rapid assessment of the drug abuse situation was released by the President of Nigeria in June 2000. The commitment

of the Government and the high priority accorded to drug control are reflected in the establishment of committees on drugs and financial crime in the two chambers of the parliament and the appointment of a senior special assistant to the President on drugs and financial crime. Existing legislation against money-laundering has been tightened, shifting the onus of proof to the accused in cases involving money-laundering.

204. Rwanda, which is emerging from a long period of civil conflict, has started to build new infrastructure for drug control. In 1999, the police formed a small anti-narcotics unit in Kigali; later that same year, the unit seized 4 kg of heroin without ever having received specialized training or the means to identify illicit drugs.

205. The Board notes with appreciation the establishment of an asset forfeiture unit in May 2000 by the Government of South Africa under the Prevention of Organized Crime Act 1998. It also notes that new legislation against money-laundering is now under preparation. At the end of 1999, a new law enforcement unit was established to fight high-profile crime and corruption, including drug crime. The Board encourages the Government to establish as soon as possible the envisaged central drug authority, which is to coordinate the implementation of the national master plan for drug control adopted in February 1999.

206. The Board encourages the Government of Uganda to enact as soon as possible the Narcotic Drugs and Psychotropic Substances (Control) Bill, which will create a better legal basis for combating crime involving the distribution of drugs and other drug-related crime.

### **Cultivation, production, manufacture, trafficking and abuse**

#### *Narcotic drugs*

207. Cannabis remains the most widely grown and abused drug on the African continent, but in many African countries, the extent of the area under cannabis cultivation is not known.

208. Despite law enforcement efforts and, in particular, the strengthening of customs control in Morocco, that country remains a major source of cannabis resin destined mainly for western Europe. According to the World Customs Organization and

Interpol, 70-80 per cent of the cannabis resin seized in Europe and about one half of the cannabis resin seized worldwide in 1999 originated in Morocco. In July 2000, Senegalese authorities seized some 5.3 tons of cannabis resin of Moroccan origin at the port of Dakar. The drugs had been shipped by sea in freight containers and were allegedly destined to be smuggled via Sierra Leone into the Netherlands. Significant cannabis cultivation continues in countries in western Africa. Due to its high THC content, cannabis from Ghana is in high demand in other countries in western Africa. The annual prevalence of cannabis abuse as a percentage of the population aged 15 and above in western Africa is among the highest in the world. South Africa remains one of the world's largest producers of cannabis herb. Most of the cannabis herb produced in South Africa continues to be sold on illicit markets and abused in that country or in other countries in the subregion of southern Africa; however, the amount smuggled into countries in Europe and into the United States continues to increase. Countries in eastern Africa continue to be used as transit points for smuggling cannabis herb and resin.

209. According to the World Customs Organization, 7 kg of opium bound for South Africa was intercepted in Zambia in 1999, marking the first time that opium was seized in Africa. The only confirmed report of illicit opium poppy cultivation in Africa has come from the Sinai peninsula in Egypt, where there is opium abuse but apparently no heroin manufacture. In 1999, opium prices rose sharply, a development that has been attributed to successful efforts to eradicate the opium poppy on the Sinai peninsula.

210. While the total amount of heroin seized in Africa has remained small, heroin seizures increased markedly in 1999, particularly in countries in eastern and western Africa through which heroin, mainly from India, Pakistan and Thailand is smuggled. Heroin also continues to be smuggled into South Africa, destined to a large extent for illicit markets in Europe.

211. Cocaine originating in countries in South America and shipped mainly from Brazil is transiting countries in western and southern Africa, on its way to Europe. While the bulk of the cocaine entering South Africa is probably destined for countries in Europe, the consumption of cocaine, both in its hard crystalline form ("crack"), and in powder form, is increasing in South Africa.

212. The abuse of cocaine, including "crack", and heroin has become a cause of concern in several countries in western Africa, particularly among the urban population. In Cape Verde, heroin, followed by cocaine (and "crack"), has become the most abused substance on the island of São Vicente, a development attributed to the spillover effect of drug trafficking. Heroin abuse is also a serious problem in Mauritius, where, during the past two years, there has been a substantial increase in the purity of the heroin that is available, with white heroin replacing the lower-grade heroin known as "brown sugar".

#### *Psychotropic substances*

213. Over the past few years, trafficking in and abuse of ephedrine, pemoline, amphetamine and benzodiazepines (mainly diazepam) have increased in countries in western and central Africa. Sedative-hypnotics are increasingly being diverted from licit distribution channels. Narcotic drugs and psychotropic substances continue to be available over the counter, as there is no proper control over pharmaceutical products. The situation has been aggravated by the sale of fake drugs on the street and by the diversion of medicines into illicit channels.

214. In 1999, the total amount of psychotropic substances reported seized in Africa was more than double the amount reported seized in 1998. South Africa is probably the country with the world's highest prevalence of methaqualone abuse. In South Africa, only cannabis is more widely abused than methaqualone.

215. While the abuse of methaqualone continues to be a problem in countries in eastern and southern Africa, such abuse has also been reported in countries in western Africa. As India has ceased to be a major source of methaqualone, the difference in supply is compensated mostly by local illicit manufacture, primarily in South Africa but also in some eastern African countries. Some illicit laboratories, such as those in Kenya, have only tableted methaqualone using powder smuggled out of India in small quantities; however, other reported activities seem to have involved the actual manufacture of the substance, though the origin of the required precursors is unknown.

216. The bulk of the methylenedioxyamphetamine (MDMA, commonly known as Ecstasy) abused in

South Africa is smuggled into that country out of countries in Europe, notably the Netherlands and the United Kingdom. In the last few years, however, some clandestine laboratories manufacturing MDMA (Ecstasy) and methamphetamine have been detected in South Africa. MDMA (Ecstasy) is the most recent drug of abuse to appear in the region.

217. Flunitrazepam preparations (Rohypnol) from European countries, mainly Greece, are increasingly being smuggled into Egypt. Egypt has rescheduled the substance, placing more severe penalties on both trafficking in and abuse of the substance. The manufacture of the amphetamine-type stimulant Maxiton Forte, for local abuse, continues to take place in Egypt in makeshift laboratories.

218. Another recent development is the injecting of Subutex (buprenorphine) by drug addicts in Mauritius. The substance is smuggled into the country out of Réunion, a neighbouring island. In Mauritius, the authorities have reacted to the development by placing buprenorphine on the list of prescription drugs in line with the requirements of the 1971 Convention.

#### *Other issues*

219. In 1999, Uganda announced its intention to make khat illegal. Khat is already prohibited in the United Republic of Tanzania. It is grown in countries in eastern Africa (mainly Ethiopia and Kenya and to a lesser extent the Comoros, the northern part of Madagascar and the United Republic of Tanzania) and exported in multi-ton quantities to the major consumer countries (Djibouti, Eritrea, Somalia and Yemen) and to countries in Europe and North America.

#### **Missions**

220. In September 2000, the Board sent a mission to Senegal. The newly elected Government of Senegal, in power since April 2000, expressed its willingness and its commitment to meeting its obligations under the international drug control treaties and the Board is confident that this will translate into the timely submission of information required under the treaties.

221. Cannabis is cultivated in large areas throughout Senegal, particularly in the southern part of the country, and national law enforcement authorities have seized cannabis plants and made large seizures of cannabis. The Board encourages the Government of

Senegal to continue its action against the cultivation of cannabis in the country.

222. Preparations containing psychotropic substances are widely available on street markets in the major urban centres of Senegal. The capacity of the national health authorities should therefore be enhanced to improve the monitoring of imports and the distribution of psychotropic substances and narcotic drugs as well. At the same time, the Board urges the Government to strengthen the system of control over the pharmaceutical supply system in order to prevent the dispensing and sale of pharmaceutical preparations containing controlled drugs without medical prescription.

223. While Senegal does not manufacture precursor chemicals, there are indications that parts of the country, especially its main seaports, could be used by traffickers as transit points. The Board expects that the Government of Senegal will take the necessary measures to prevent the diversion of controlled chemicals into illicit channels, as required under article 12 of the 1988 Convention.

224. In September 2000, the Board sent a mission to the United Republic of Tanzania, which is a party to the 1961 Convention as amended by the 1972 Protocol and to the 1988 Convention. The Board urges the United Republic of Tanzania to deposit with the Secretary-General its instrument of accession to the 1971 Convention without further delay.

225. The Board welcomes the establishment of the Inter-Ministerial Anti-Drug Commission, which is to coordinate all drug control efforts in the United Republic of Tanzania and to define, promote and implement government policy in the area of drug control. The Board hopes that the Commission will be provided with adequate staff, training and equipment to enable it to fulfil its functions and that international support will continue to be provided. The Board notes that the Government is in the process of finalizing a comprehensive national master plan for drug control. These are important first steps towards confronting the drug problem in the country, which ranges from cannabis trafficking and abuse to transit trafficking in heroin and to a lesser extent cocaine, and reducing the impact of such trafficking on trends in drug abuse.

226. The Board urges the Government of the United Republic of Tanzania to strengthen controls in order to

prevent the diversion of pharmaceuticals containing narcotic drugs and psychotropic substances, as well as chemicals, into illicit channels. At the same time, steps must be taken to ensure that essential narcotic drugs and psychotropic substances are made available to those who need them for medical purposes.

227. The Board notes that there is a proposal to designate the port of Zanzibar as a “free port”. Given that the coastline of the United Republic of Tanzania is part of a key drug trafficking route, the Board stresses that measures to suppress illicit trafficking in narcotic drugs, psychotropic substances and precursor chemicals in such “free ports” should be no less stringent than those applied in other parts of the country, as required under article 18 of the 1988 Convention.

228. The Board has reviewed the follow-up by the Government of Togo to the recommendations made by the Board after its mission to that country in June 1995. The Board is pleased to note that Togo has implemented several recommendations made by the Board. In particular, Togo adopted in March 1998 a comprehensive drug control law, based on the UNDCP model legislation, which provides for high financial penalties, long sentences and forfeiture of assets in cases involving illicit drug activities. The Government has already begun to enforce that law. In addition, a presidential decree issued in 1998 created an inter-ministerial body for drug control coordination. In June 1998, Togo reported at the twentieth special session of the General Assembly that it had initiated the preparation of a national drug control strategy. The Government has also significantly improved its reporting in line with the requirements of the international drug control treaties.

229. Noting with appreciation the above-mentioned developments, the Board urges the Government of Togo to complement those positive steps by addressing the problem of the parallel market of psychotropic substances.

## B. Americas

230. The Board welcomes the significant advances made in implementing the Multilateral Evaluation Mechanism, which is being developed by the Inter-American Drug Abuse Commission (CICAD) of the

Organization of American States. At present, few regions have such a mechanism.

231. It is hoped that the Multilateral Evaluation Mechanism will soon become an effective instrument for monitoring the progress of the individual and collective efforts of Governments to combat illicit trafficking in and abuse of drugs.

## Central America and the Caribbean

### Major developments

232. Drug traffickers continue to take advantage of the fact that the region of Central America and the Caribbean is located between major drug-producing areas and significant illicit drug markets, that the Caribbean is comprised of hundreds of relatively small islands with myriads of cays and that the socio-economic situation in most of the countries in the region is difficult. The relatively weak institutional and political situation in some of the countries and the large number of political entities in the Caribbean pose challenges to efforts to ensure strategic coordination in the fight against illicit drug trafficking and abuse. Nonetheless, substantial progress towards increasing cooperation and coordination has been made through various regional and subregional mechanisms.

233. In Central America, the smuggling of drugs, mostly cocaine hydrochloride, coca paste (*basuco*) and “crack” in large and (more and more often) small shipments by land, continues unabated. It appears that, in Central America, ports on the Caribbean Sea and on the Pacific Ocean are increasingly being used for the trans-shipment of illicit drugs. As the Board has stated in previous reports,<sup>42</sup> the spillover of that drug traffic is having a noticeable impact on the abuse of drugs, in particular cocaine and “crack”.

234. In the Caribbean, a common practice is to airdrop illicit drug consignments into coastal waters and then have them picked up by speedboat. Private vessels, fishing boats, cruisers and pleasure ships are also increasingly being used in maritime drug trafficking. Because of the increased efforts by the authorities of some countries to combat drug-related crime, drug traffickers have turned to quickly moving their operations to weaker jurisdictions. In addition, illicit drug stockpiling in isolated locations has become a more common practice.

235. The use of the Caribbean for illicitly transshipping and storing drugs has led to increased drug abuse and drug-related crime in the countries concerned. The increased violence is another alarming signal. Although most countries in the subregion have expressed their strong will to cooperate in the fight against illicit drug trafficking and abuse, their efforts are often hampered by insufficient financial and human resources.

236. Tourism and foreign investment have become important sources of foreign exchange for Caribbean countries, especially for those with severe economic problems and high foreign debt. Joint ventures, offshore services, free trade zones and economic citizenship programmes are some of the strategies currently being used by some Governments in the subregion to overcome socio-economic difficulties. Differences between national economic interests and those of the international community often present an additional challenge to efforts to combat crime in such business areas. The Board wishes to reiterate its concerns about the often too liberal attitude of some Governments towards offshore banking and gambling activities, which, without the appropriate control machinery, is likely to be taken advantage of by persons who engage in money-laundering.

#### **Treaty adherence**

237. All States in Central America and the Caribbean are parties to the 1988 Convention. The Board calls once more on Belize and Saint Vincent and the Grenadines to adhere to the 1961 Convention as amended by the 1972 Protocol and to the 1971 Convention. The Board also calls on Haiti, Honduras and Saint Lucia to become parties to the 1971 Convention and on Nicaragua to ratify the 1972 Protocol amending the 1961 Convention.

#### **Regional cooperation**

238. The Board welcomes the fact that Governments in Central America seem to be truly dedicated to finding common grounds for cooperation in the most urgently needed drug law enforcement efforts. Such cooperation has already led to multilateral law enforcement operations such as operation "Central Skies", which have so far yielded encouraging results. In July 2000, El Salvador reached an agreement with

the United States on the establishment of a regional centre to combat illicit drug trafficking.

239. The Board notes with satisfaction the launching in 2000 of proposals to develop a treaty to combat illicit drug trafficking and to harmonize drug-related legislation in Central America. The Board hopes that those initiatives will soon gain the support of the Governments concerned and that regional and subregional organizations will cooperate to that end.

240. The Board welcomes a number of positive subregional initiatives undertaken in Central America, for instance:

(a) The Permanent Central American Commission for the Eradication of Illicit Production, Traffic, Consumption and Use of Drugs and Psychotropic Substances has proposed to design a subregional plan of action. The plan of action is to be based upon the results of the first report of the multilateral evaluation mechanisms of CICAD;

(b) A tripartite agreement to combat all types of smuggling, including illicit trafficking in drugs, in the Pacific basin of Central America is being pursued by the Governments of El Salvador, Guatemala and Nicaragua. The participation of the Governments of all countries in the subregion with coastlines on the Pacific Ocean would improve the effectiveness of the agreement.

241. The Board notes with interest the subregional collaboration in the Caribbean, especially through the task force meetings of the Caribbean Drug Control Coordination Mechanism aimed at monitoring and reviewing the progress made in implementing the Plan of Action on Drug Control Coordination and Cooperation in the Caribbean (also known as the Barbados Plan of Action). In line with the priorities set by the task force, all countries in the subregion that have not already done so are expected to work out integrated national drug strategies without delay.

242. At the initiative of the Caribbean Customs Law Enforcement Council, a regional customs clearance system, designed to track the movement of small vessels in the Caribbean, was adopted at the end of 1999. A joint intelligence office and a regional airport anti-smuggling initiative have been set up to fill the communication gap between customs and police in many countries in the subregion.

243. The Board acknowledges the importance of regional and subregional initiatives such as the chemical control workshop organized in Barbados by CICAD for Caribbean countries in October 2000 and the United Nations Offshore Forum held in the Cayman Islands in March 2000. The Board has repeatedly emphasized the need for such a coordinated approach to providing technical and financial assistance to the subregion. It therefore notes with satisfaction that, at the third joint meeting, held in Barbados in May 2000, the Caribbean Drug Control Coordination Mechanism decided that its task force meetings would be regarded as a forum in which drug control issues could be discussed with international partners.

244. The main objectives and challenges in improving drug control in the Caribbean continue to be the implementation of effective drug control strategies for more comprehensive demand reduction and prevention of drug abuse, the establishment of drug control councils, improved law enforcement and more cooperation between law enforcement agencies and between States in terms of their maritime agreements. Further tasks include the conclusion of a subregional maritime law enforcement agreement and the negotiation of an intra-Caribbean treaty on mutual legal assistance.

#### **National legislation, policy and action**

245. The Board notes that during 2000, Costa Rica, Panama and the Dominican Republic developed new national drug control plans. The Board hopes that the other countries in the subregion will soon prepare similar instruments for central planning and policy development.

246. Since the end of 1999, the Government of Belize has been implementing a plan for the extensive reform of its drug policy and law enforcement structures. So far, the Government has established new police units for countering drug trafficking and money-laundering and has reorganized the national police.

247. The Government of Costa Rica has continued its efforts to establish a system for countering money-laundering more effectively. The Board hopes that all the necessary legislation will soon be in place. In El Salvador, a financial investigation unit created in late 1999 has become operational. In October 2000,

Panama adopted a law updating and strengthening measures against money-laundering.

248. In the Caribbean, the development of law enforcement capabilities has been a major challenge to poorer countries with weak jurisdictions; the lack of statistical data and of facilities for drug testing has also posed serious problems. Many countries have no forensic laboratories. On some islands, even basic drug testing cannot be carried out; consequently, samples of seized drugs must be sent to the forensic centres in Barbados and Trinidad and Tobago for testing. However, forensic laboratory and electronic data exchange facilities are being improved with international assistance. Difficulties are also encountered as a result of the absence of streamlined judicial procedures and computerized information exchange. In addition, the situation in prisons and the escape of a number of criminals who were serving sentences for drug-related offences, as well as the often insufficient treatment and rehabilitation services for drug addicts, continue to be a matter of concern in the subregion.

249. The Board notes with satisfaction that, in Antigua and Barbuda, the amendment of national legislation against money-laundering and the strengthening of administrative mechanisms have recently led to successful operations. In the Cayman Islands, a leading international finance centre, the legislation against money-laundering that is currently in place is among the most advanced in the entire Caribbean subregion and the Board expects that the government will continue its efforts to ensure its full implementation. In Barbados, the new Money Laundering (Prevention and Control) Act came into force in April 2000. The Board also notes the law against money-laundering adopted in the British Virgin Islands and the legislation against money-laundering that is being considered for approval in the Dominican Republic.

250. The Board is concerned about recent reports of money-laundering activities in Dominica, Saint Kitts and Nevis and Saint Vincent and the Grenadines. The main problem areas are the absence of adequate drug control legislation and strategies, few if any measures against money-laundering and the spreading of offshore activities. The Board urges the Governments concerned to put more emphasis on taking measures to improve their efforts to combat money-laundering and other related crime, and it calls on the international



community to support the countries involved in those efforts.

251. The Board hopes that Governments in the Caribbean will exercise more vigilance, adjust their legislation and institutions and introduce more coherent national policies and legislation in order to be better prepared to face the growing threat of money-laundering. Most countries in the subregion have laws aimed at preventing money-laundering; the Board encourages the Governments of those countries to ensure that those laws are implemented effectively, and it strongly urges the Governments that have not already done so to introduce such legislation. In some countries in the subregion, there is still no law requiring suspicious financial transactions to be disclosed to the authorities. Recent cases resulting in the closing of offshore banks and the arrest of account holders on charges of money-laundering and corruption have shown that Governments in the subregion can succeed in their efforts to deal with such problems.

252. The Board is concerned about the adverse political and economic situation in Haiti, which is hindering the country's development and its ability to combat drug abuse and illicit trafficking. As a result, violence, drug trafficking (above all by sea but increasingly by air as well), money-laundering and other forms of drug-related crime continue to be serious problems in that country. Haiti, one of the poorest countries in that part of the world, is quickly becoming a major transit point for smuggling cocaine in the Caribbean.

253. In Jamaica, national and international efforts have resulted in a decline in criminal activity. In addition, the Corruption (Prevention) Act was recently passed in that country, and general drug legislation is in place. The country also has a forensic laboratory, and the newly created Port Security Corps deals specifically with seaport security. The political will to combat crime is evident in Jamaica; nevertheless, drug trafficking has increased significantly.

254. In Saint Lucia, criminal activity has declined in the past year. That development has been attributed to improvements in the national police force system, which resulted in intensified eradication activities and increased seizures.

255. Cuba has a strong institutional framework in place, but transit trafficking has led to increased

availability of drugs in the country. Therefore, measures are being developed to prevent the situation from deteriorating; those efforts deserve the support of not only neighbouring countries but also other members of the international community.

256. In Central America and the Caribbean, demand reduction activities have been continuing; however, there are still countries that lack adequate strategies in that area. The Board expects that, at the country level, authorities will take adequate steps to carry out periodic drug abuse assessments according to their needs.

### **Cultivation, production, manufacture, trafficking and abuse**

#### *Narcotic drugs*

257. The illicit cultivation of cannabis, mainly for domestic illicit markets, is widespread in Central America and the Caribbean. Opium poppy cultivation is limited to Guatemala, where the area under cultivation has decreased to an insignificant level.

258. As in previous years, reliable data on levels of drug abuse in Central America and the Caribbean continue to be scarce. Therefore, the Board calls on further efforts to assess the situation. According to information furnished by Governments to CICAD, the most common drugs of first-time abuse are cannabis and, in Central America, also inhalants. In Costa Rica, however, "crack" ranks slightly above cannabis and well above inhalants as the most common drug of first-time abuse. In Honduras, tranquillizers are more than twice as popular as cannabis as a drug of first-time abuse. The Board welcomes the fact that the Government of Honduras has recently improved its controls over international trade in and domestic distribution of tranquillizers. In most countries in Central America, multiple drug abuse has been reported.

259. In all countries in Central America except Guatemala, seizures of coca paste decreased in 1999 and the first half of 2000. Seizures of cocaine hydrochloride and "crack", however, continued to increase in Central America and were much higher in Nicaragua and Panama than in the rest of the subregion. Belize is the only country in the subregion that has not reported seizures of heroin.

260. In Jamaica and Saint Vincent and the Grenadines, there is considerable illicit cultivation of cannabis destined for illicit markets both within those two countries and elsewhere. The cultivation and abuse of cannabis have become socially acceptable in those countries; cannabis cultivation has even become a major source of income. On several other Caribbean islands, as well as in Central America, cannabis is cultivated mainly to be abused locally. Cannabis eradication efforts have continued to be successful and considerable amounts of cannabis have been seized. In some countries in the subregion, such as Antigua and Barbuda, Dominica, the Dominican Republic, Grenada, Jamaica, Saint Kitts and Nevis and in Saint Lucia, eradication efforts have led to a decline in cannabis seizures.

261. Drug traffickers have increased their activities, using the Caribbean as a transit point and taking advantage of the potential offered by the growing tourism industry; consequently, the availability and abuse of cannabis, "crack" and especially cocaine have increased significantly in the subregion. Cocaine seizures have increased in many countries in the Caribbean. Some countries in the subregion have also reported increased heroin seizures.

262. Because it is situated close to the main areas where the illicit manufacture of cocaine hydrochloride is taking place, the region of Central America and the Caribbean is especially prone to the diversion of precursor chemicals. In many countries in the region, one of the major problems is that the control system for properly identifying and tracking precursor chemicals is either inadequate or non-existent. In some countries, there is no national legislation on precursor chemicals.

#### *Psychotropic substances*

263. In countries in Central America and the Caribbean, information on illicit activities related to psychotropic substances is scarce. In some parts of the Caribbean, the abuse of MDMA (Ecstasy) has been detected and the trans-shipment of MDMA (Ecstasy) from Europe to the United States has taken place. In Central America and the Caribbean, the illicit manufacture of psychotropic substances appears to be non-existent and the diversion of such substances from licit into illicit channels has rarely been reported but may be occurring. Most countries in the region continue to experience problems involving the

enforcement of prescription requirements for anxiolytics and, to a lesser extent, stimulants used as anorectics.

#### **Missions**

264. A mission of the Board visited El Salvador in July 2000. Since 1996, when the previous mission of the Board took place, El Salvador has acceded to both the 1961 Convention and the 1971 Convention. The Board welcomes that development, as well as the recent adoption of new laws such as the law against money-laundering and the law on control of the sale of glue and solvents. The Board expects that the comprehensive national plan against drugs will be adopted soon in order to make available a programming tool for drug control activities.

265. A complete reorganization of drug-related governmental activities and functions is currently taking place in El Salvador. The Board encourages the Government to streamline coordination among all government agencies with responsibilities in the field of drug control and welcomes the establishment of a joint secretariat for the anti-narcotics trafficking commission and the anti-drugs commission. Securing adequate resources for the High Council on Public Health, which is in charge of controlling the licit movement of substances under international control, including precursor chemicals, should be given high priority, in order to facilitate its fulfilment of its national and international responsibilities.

266. The Board appreciates the nationwide initiatives in the area of drug abuse prevention undertaken in El Salvador. Conducting on a regular basis assessments of drug abuse in the country would greatly facilitate the evaluation by the Government of the real extent of the drug abuse problem.

267. A mission of the Board visited Honduras in July 2000. The Board appreciates the efforts of the Government aimed at strengthening its drug control capacity, despite the financial burdens imposed by the need to rebuild the country's infrastructure, which was seriously damaged by recent natural disasters.

268. The Board believes that, as part of such efforts, the capabilities of the national anti-narcotics council (CNCN) of Honduras should be enhanced, in particular with respect to the handling of drug policy matters. That would allow Honduras to better fulfil its

obligations under the international drug control treaties. There is a need to improve the coordination between law enforcement agencies and the health authorities on drug-related issues. The Board acknowledges the steps taken so far by the Government to incorporate the provisions of the 1971 Convention into its national legislation. With regard to control over the licit movement of precursor chemicals, the Government still needs to establish a regulatory mechanism and designate an agency responsible for precursor control.

269. The efforts made so far by the Government of Honduras need to be complemented by the financial and technical support of the international community in order for further progress to be achieved in drug control.

## **North America**

### **Major developments**

270. Cannabis remains the most common drug of abuse in Canada, Mexico and the United States. The spread of hydroponically grown cannabis with a high THC content in Canada and part of the United States continues to be a major concern to the law enforcement agencies of those countries. The law enforcement agencies of the United States have achieved successes in eradicating illicit cannabis. The impact of the cannabis eradication efforts by the law enforcement agencies of Canada, however, has remained limited; in some parts of the country, most illegal cannabis growers receive little or no punishment and it has been difficult to deter them from continuing their illicit activity; Mexico remains a major source of cannabis.

271. In the United States, while the overall level of cocaine abuse has remained unchanged, the rate of cocaine abuse among adolescents declined by 14 per cent from 1998 to 1999. Measures taken to educate people about the harmful consequences of drug abuse have contributed to that downward trend. Overall, heroin abuse has declined. In Canada, while there are no recent data on drug abuse nationwide, some surveys are showing an increase in drug abuse among secondary school students. Cocaine abuse in Mexico remains at a much lower level than in Canada and the United States, but appears to be increasing.

272. In addition to methamphetamine abuse, which continues to be widespread and is mainly taking place in the western parts of Canada and the United States, MDMA (Ecstasy) of western European origin is increasingly being abused by young people in North America. There was a sharp increase in seizures of MDMA (Ecstasy) in the United States in 2000.

273. The Board welcomes the fact that the Government of Canada has now placed 44 substances within the scope of control of the Controlled Drugs and Substances Act. The Board trusts that similar progress will be achieved soon in monitoring chemicals, since there is currently no monitoring mechanism to prevent Canadian territory from being used to divert chemicals for the illicit manufacture of drugs in other countries.

### **Treaty adherence**

274. All States in North America are parties to the 1961 Convention as amended by the 1972 Protocol, the 1971 Convention and the 1988 Convention.

### **Regional cooperation**

275. Canada, Mexico and the United States continue to cooperate closely with each other in their efforts to fight drug abuse and illicit trafficking.

276. Mexico and the United States, based on their Bi-national Drug Threat Assessment and the Alliance against Drugs signed by the two Governments in 1997, together developed procedures to evaluate progress made under their respective national drug control strategies. The Board notes that both heads of State, at their meetings in 1999 and 2000, endorsed the Bi-national Drug Threat Assessment and called for full implementation of the Alliance against Drugs, while focusing largely on reducing the illicit demand for drugs.

277. The Board notes with satisfaction that cooperation between Mexico and the United States involves all levels of government and a broad range of drug control aspects. For example, the customs authorities of both countries signed an agreement to work more closely together on a variety of issues, including money-laundering and drug trafficking. Intensive joint operations by the law enforcement authorities of those countries, in particular the Mexican Navy and the United States Coast Guard, have led to a significant increase in cocaine seizures. The two

countries have continued their cooperation aimed at reducing the illicit demand for drugs. Mexico also cooperates closely with countries in Central America. A subregional agreement to promote cooperation in demand reduction was approved at a recent summit of the Presidents of Mexico and the countries in Central America.

278. The Board welcomes the support provided by the Government of the United States to the Government of Colombia in the form of resources to implement Plan Colombia, which contains a comprehensive, multi-sectoral strategy to combat illicit drug manufacture and trafficking. The Board also welcomes the agreement reached by the Governments of China and the United States in June 2000 to increase cooperation in fighting drug-related crime, particularly by sharing evidence related to crime and drug trafficking.

279. Canada and the United States have continued their close and extensive cooperation in the field of drug control. Based on the Cross-Border Crime Forum, established in 1997, the law enforcement agencies of both countries have been working closely together in the past year on establishing a mechanism for enhancing the sharing of intelligence and developing priorities for the joint targeting of criminal groups involved in drug trafficking.

280. Drug law enforcement cooperation has been further strengthened in the Americas by a multinational drug law enforcement operation led by the law enforcement agencies of the United States and joined by law enforcement authorities from 25 countries in the Caribbean and South America. The operation resulted in the capture of thousands of suspected drug traffickers and the seizure of large amounts of illicit drugs, thus demonstrating that multinational collaboration in drug control efforts can be quite successful.

#### **National legislation, policy and action**

281. The Board welcomes the comprehensive review of the scientific evidence to assess the potential health benefits of and risks of cannabis and its constituent cannabinoids, which was completed in 1999 by the Institute of Medicine in the United States. In its study, the Institute noted that smoking cannabis delivered various harmful substances, including most of those found in tobacco smoke. It also stated that plants contained a variable mixture of biologically active compounds and could not be expected to provide a

precisely defined drug effect. It concluded that, for those reasons, any medical future of cannabinoid drugs did not lie in smoked cannabis but in its isolated components, the cannabinoids and their synthetic derivatives. The Board encourages further scientific research into the possible medical uses of cannabis.

282. In Mexico, under a national public security plan promulgated in February 1999, the Federal Preventive Police was created to fight organized criminal groups engaged in drug trafficking. As a result of international cooperation and the strengthening of the law enforcement agencies under the plan, seizures of illicit drugs increased significantly in 1999 compared with the previous year. Intensified action against drug trafficking cartels continued in 2000, resulting in the arrest of major drug traffickers and the dismantling of organized criminal groups.

283. A number of new laws came into force in Mexico in 1999, such as the federal penal code, a federal law on the administration of seized assets and a law on precursors.

284. The Board welcomes the fact that in the United States, the Government continues to closely assess national drug control measures by providing information on 97 specific performance targets used to gauge progress under the National Drug Control Strategy. The Board notes with appreciation the approach followed by the United States in defining its drug policies and activities, which is based on scientific evidence.

285. The Board appreciates the efforts made by the Government of the United States in conducting scientific research on drugs widely used as medicines or abused by young people and children. In recent years, there has been a sharp increase in the number of children under the age of six for whom psychoactive drugs have been prescribed.

286. The Board appreciates the encouraging results achieved thus far in the United States through the ongoing National Youth Anti-Drug Media Campaign, which is an important programme for demand reduction under the National Drug Control Strategy. With the involvement of organizations in the public and private sectors and a variety of media, including television and the Internet, the proper messages have been effectively delivered to the target groups. Education programmes are used to alert parents and young people about the dangers of abusing drugs.

## **Cultivation, production, manufacture, trafficking and abuse**

### *Narcotic drugs*

287. Illicit cannabis cultivation continues to be one of the most challenging issues in the field of drug control in all three countries in North America. In addition to being smuggled into Canada on a large scale, cannabis is also cultivated within the country. Annual production of illicit cannabis in Canada appears to be around 800 tons, more than 60 per cent of which may enter the illicit market in the United States. In the Canadian provinces of British Columbia, Manitoba and Quebec, cannabis with a high THC content is grown indoors. In British Columbia, illicit indoor cannabis cultivation has become a widespread, lucrative undertaking. Though efforts to eradicate cannabis have been made by law enforcement agencies in Canada, the impact of those efforts has been reduced by Canadian courts giving lenient sentences to cannabis growers and couriers.

288. Drug trafficking continues to increase in Canada. Besides the cannabis and cocaine smuggled into Canada out of countries such as Mexico, there was also an increase in the amount of heroin smuggled into Canada. In 2000, law enforcement agencies in Canada intercepted an illicit consignment of heroin that weighed 156 kg, the largest seizure of heroin ever made in the country.

289. Mexico continues to be a major source of cannabis in North America. Cannabis seizures increased in 2000, especially on the Pacific coast of both Mexico and the United States. In 2000, the number of seizures of cocaine and heroin along the common border of Mexico and the United States increased, as did the quantity of cocaine and heroin seized along that border. There has been a noticeable increase in the abuse of heroin in some Mexican cities close to the United States border and in the abuse of cocaine and "crack" in Mexico City. Drug abuse has become a greater challenge to the authorities in Mexico.

290. In the United States, cannabis is mainly smuggled into the country out of Canada, Mexico and countries in other regions; however, much of the cannabis in the United States is illicitly grown indoors or outdoors by commercial and small-scale operators within the country. The intensified efforts to eradicate illicit

cannabis cultivation continued in the United States. Seizures of cannabis in the United States were 40 per cent higher in 1999 than in 1998. Cannabis remains the most commonly abused drug in that country. Since 1994, there has been no significant change in the number of cannabis abusers in the country.

291. Seizures of cocaine in the United States have increased in the past year, probably due to enhanced international cooperation. As it has become more difficult to smuggle drugs into the United States by air, South American traffickers now ship more cocaine and heroin by sea to Central America and the Caribbean and then smuggle the drugs into the United States by land.

292. In general, the abuse of cocaine in the United States has remained at a stable level in recent years. The decline in cocaine abuse among students in 1999 was the first decline in recent years. Heroin abuse has continued to decrease slightly in the United States; however, the mean age of first-time abusers of heroin has decreased since 1995.

### *Psychotropic substances*

293. In Canada, there are indications that the illicit manufacture of methamphetamine has increased. Law enforcement agencies have uncovered a record number of clandestine laboratories in the past year. MDMA (Ecstasy) laboratories were detected in middle-class suburban neighbourhoods, especially in central Canada; the laboratories were run by people with no criminal records or connections. In some provinces, the sharp increase in the number of deaths related to MDMA (Ecstasy) reflects the increase in the abuse of that substance.

294. In Mexico, the illicit manufacture of methamphetamine continued in 2000. The level of methamphetamine abuse is lower in Mexico than in Canada and the United States. There has been a significant increase in MDMA (Ecstasy) abuse in North America. Mexican drug trafficking groups have been involved in illicit trafficking in MDMA (Ecstasy), exchanging cocaine from Latin America for MDMA (Ecstasy) manufactured in Europe.

295. The spread of MDMA (Ecstasy) abuse is a matter of increasing concern to the Government of the United States. Among students in their final year of secondary school, the abuse of MDMA (Ecstasy) in the previous

year increased by 67 per cent between 1998 and 1999. The substance is smuggled into the United States out of western Europe, mostly by air. In the United States, seizures of MDMA (Ecstasy) have increased by 700 per cent since 1997; over 3 million MDMA (Ecstasy) tablets were seized in 1999 and law enforcement agencies have projected for 2000 a 15-fold increase in seizures of that substance. The manufacture of MDMA (Ecstasy) is relatively uncomplicated and clandestine laboratories for the manufacture of synthetic drugs already exist in the United States; for those reasons, it is likely that the illicit manufacture of MDMA (Ecstasy) may emerge in that country as a result of the increase in the domestic demand for that substance.

296. In the United States, the abuse of methamphetamine continues to be more common in the western part of the country. The abuse of methamphetamine at least once in a person's lifetime ("lifetime abuse of methamphetamine") remained at a stable level in 1999, and a decline in methamphetamine abuse among young people was recorded in 1999 and 2000. Principal sources of methamphetamine are Mexico and the United States. The number of clandestine laboratories seized by the Drug Enforcement Administration of the United States increased sharply from 1,387 in 1998 to 1,919 in 1999.

297. In North America, the spread of information by the media on methods used to manufacture illicit drugs continues to be a significant concern, in particular in Canada and the United States. Messages about indoor cannabis cultivation and the manufacture of synthetic drugs, especially methamphetamine, are common on some web sites.

#### *Other substances*

298. In the United States, the abuse of *gamma*-hydroxybutyrate (GHB) is spreading rapidly. In March 2000, the United States placed GHB in schedule I of the Controlled Substances Act. The Government has been directed to develop and implement a plan for a national education campaign on the dangers of that substance.

## **South America**

### **Major developments**

299. South America continues to be the sole source of illicitly manufactured cocaine hydrochloride, which is primarily smuggled into North America and, increasingly, into Europe. The drug trafficking methods being used vary, but it appears that all countries in South America are being used as trans-shipment points. In countries in the northern part of South America, there are mainly reports of large-scale trafficking in cocaine destined for North America and, increasingly, for Europe; however, in the southern part of South America, mainly smaller quantities of cocaine are being smuggled by courier, above all, into Europe. Most countries in South America are also the final destination of some of the cocaine being smuggled in the region.

300. The Board expects that the Governments of Bolivia and Peru will continue to do their utmost to safeguard the positive results that they have achieved in recent years in the reduction of illicit coca bush cultivation. The substantial results achieved by the Government of Bolivia in the reduction of illicit coca bush cultivation in the Chapare area deserve the support of the international community. However, the Board also wishes to reiterate its concern over the risk that illicit coca bush cultivation in Bolivia may shift to the Yungas area. The Board calls on the Government of Peru to continue ensuring that illicit coca bush cultivation does not increase in the area of the upper Huallaga. The Board trusts that the Governments concerned will pay particular attention to those areas.

301. In most countries in South America, the abuse of cocaine continues to be on the rise. In some countries in the region, the abuse of cocaine base continues to increase. The abuse of heroin continues to be negligible; however, Governments should continue to keep in mind the dangers associated with the growing trafficking in heroin and the increased availability of that substance in the region.

302. In late August 2000, the first South American summit, held in Brasilia, opened a regional dialogue on common problems, including drug trafficking and related crime. The Board hopes that the political determination expressed at the summit and in other forums will facilitate further dialogue and foster cooperation in efforts to combat illicit trafficking and

drug abuse in South America in a more comprehensive manner.

303. After thorough consideration, the Government of Colombia has adopted Plan Colombia: Institutional Strengthening and Social Development 2000-2002, which contains a comprehensive multisectorial strategy to combat illicit drug manufacture and trafficking. Plan Colombia calls for a total investment of 7.5 billion United States dollars over the next four years, most of it (US\$ 4 billion) provided by the Colombian Government. The United States is making a significant contribution to the law enforcement and social aspects of Plan Colombia (US\$ 1.3 billion, some of which is for supportive activities in neighbouring countries). European countries and Japan are considering making contributions to Colombia to be used for the social and humanitarian aspects. The Board calls on Governments in South America to cooperate closely with the Government of Colombia in the execution of Plan Colombia.

#### **Treaty adherence**

304. The Board once again calls on the Government of Guyana, which continues to be the only State in South America that is not a party to the 1961 Convention, to do its utmost to accede to the Convention without further delay.

305. All States in the region are parties to the 1971 Convention and the 1988 Convention.

#### **Regional cooperation**

306. The Board takes note with appreciation of the fact that most Governments in South America use the same methodology to collect and report to CICAD data on drug seizures and drug abuse. That greatly facilitates the evaluation by Governments and other regional mechanisms of the development of the trafficking in and abuse of drugs in the region. However, the Board wishes to remind all Governments in South America that, in addition to their gathering and sharing of comprehensive data within the Americas, there are also treaty-based obligations to furnish data on seizures of narcotic drugs, psychotropic substances and precursor chemicals directly to international bodies.

307. The Board notes with satisfaction that in 2000, as in 1999, coordinated law enforcement activities yielded positive results. In September 2000 alone, the combined efforts of 12 countries, including countries in South America, led to the dismantling of an extensive drug trafficking operation with connections in European countries and the United States, including the seizure of 25 tons of cocaine and the arrest of more than 40 suspects. Drug trafficking in South America can be effectively dealt with only through a continued, comprehensive and well-coordinated approach.

#### **National legislation, policy and action**

308. In South America, there are numerous recent examples of legal developments and policy initiatives aimed at facilitating efforts to fight drug trafficking and related crime. Bolivia has embarked on a thorough reform of its criminal justice system. In Brazil, congressional hearings on drug trafficking and related crime have sensitized public opinion to the dangers of corruption among officials. The Government of Chile has passed legislation to facilitate international cooperation in the investigation of drug-related crime and to establish a unit for the investigation of financial crime.

309. Guyana has introduced legislation against money-laundering. In Paraguay, a new penal code entered into force and legislation to implement specific provisions of the 1988 Convention, namely undercover operations and controlled deliveries, is being considered by the national congress. Peru has introduced regulations to enhance the monitoring of the movement of chemicals. In Suriname, a strategic drug plan was adopted in August 2000. In Venezuela, the Government has conducted an anti-corruption campaign and has made amendments to its penal code and restructured its law enforcement agencies.

310. The Board appreciates the willingness of Governments in South America to boost their capabilities to combat more effectively drug trafficking and related crime. While, throughout the region, national legislation appears to be quite comprehensive and policies are well formulated, difficulties in their implementation persist, due to institutional, organizational, political and/or financial impediments.

## **Cultivation, production, manufacture, trafficking and abuse**

### *Narcotic drugs*

311. Cannabis continues to be cultivated in South America, mainly for local consumption, although extensive cannabis cultivation for international trafficking purposes takes place in a number of countries, mainly in remote areas. There is a need for more reliable data on the extent of illicit cannabis cultivation in the region.

312. Coca bush continues to be extensively cultivated for illicit purposes in South America. Despite significant reductions in the extent of illicit coca bush cultivation in Bolivia and Peru in recent years, the overall capacity of the region to manufacture cocaine hydrochloride does not seem to have been significantly reduced. Judging by seizure and other data, illicit coca leaf production has continued to increase noticeably in Colombia, especially in areas where illicit trafficking provides a considerable source of income for guerrillas and paramilitary and criminal groups.

313. Record amounts of cocaine hydrochloride were seized in several countries in South America in 2000. Over the past five years, the amounts of coca leaf seized have generally decreased, while the amounts of cocaine and cocaine base (and cannabis and heroin) seized have generally increased.

314. While Governments continue to seize chemicals at an impressive rate, they are generally not in a position to provide information on the origin of the chemicals seized or on the methods by which they are being diverted, except in the case of potassium permanganate, for which "Operation Purple" continues to produce positive results. Governments should do their utmost to investigate their seizures, in order to obtain such information, which may prove useful in the development of countermeasures to prevent similar diversions from taking place in the future. The Board wishes to draw the attention of the international community once more to the environmental problems associated with the disposal of seized chemicals, which have yet to be resolved.

315. In Colombia, illicit opium poppy cultivation is spreading and heroin seizures have increased sharply. Seizure data from the United States show that a significant part of its illicit heroin supply is from

Colombia. Heroin of Colombian origin is also appearing on illicit markets in European countries.

316. The Board notes that Brazil and Colombia are taking steps to monitor the movements of acetic anhydride in order to prevent it from being diverted for heroin manufacture. For example, those countries are participating in the international operation on acetic anhydride. The Board encourages the two countries to continue in that direction.

317. Although prevalence varies from country to country, cannabis remains by far the most common drug of abuse in South America. It is followed by cocaine and inhalants. The use of cocaine as a first-time drug is more common in transit countries such as Argentina and Venezuela than it is in source countries such as Bolivia, Colombia and Peru.

318. The abuse of cocaine base continues to spread in most countries in South America, where it appears to be contributing to the increase in violence and crime.

### *Psychotropic substances*

319. Statistical data on the abuse of psychotropic substances in South America are rarely available. The abuse of psychotropic substances and trends in such abuse can only be measured through regular, comparable studies and such studies are not conducted in most countries in the region.

320. In recent years, most Governments in South America have improved their regulation of the utilization of magistral formulae for the prescription of amphetamine-type stimulants, but Governments need to remain vigilant. The Governments of Bolivia and Peru should also continue to pay particular attention to the abuse of tranquillizers, which, according to their most recent household surveys, is widespread.

321. Argentina is the only country in South America that reports seizures of lysergic acid diethylamide (LSD); however, seizures of MDMA (Ecstasy) have become more common in several countries in the region, as the drug has become fashionable among youth.

### **Missions**

322. A mission of the Board visited Paraguay in February 2000. In that country, there already is comprehensive legislation on drug control and on



combating drug trafficking and related crime, including money-laundering. The Government, however, still has to overcome various political, financial and organizational impediments to such legislation and to ensure that the control structures become fully functional. The Board believes that the general situation in Paraguay, where there is hardly any control over the movement of any type of goods, greatly facilitates all kinds of smuggling, including the smuggling of drugs and chemicals.

323. The small size and instability of the domestic banking and financial system in Paraguay and the limited investment options that the country offers may have discouraged persons from using the country for money-laundering on a large scale in recent years. However, current tax laws and currency exchange policies urgently need to be reviewed and amended.

324. In Paraguay, more and better coordination and exchange of information with neighbouring countries are required, especially on the movement of precursor chemicals.

325. A mission of the Board visited Uruguay in February 2000. The Board congratulates the Government of Uruguay for the political will that it has demonstrated and for its efforts to implement more effectively the international drug control treaties and to develop the required legislation and national drug control institutions. The Government should now devote special attention to the preservation and further development of its well-functioning drug control structures, with a view to ensuring institutional and technical continuity.

326. In Uruguay, drug abuse levels in general appear to be low and comprehensive prevention campaigns are organized regularly. To enable the Government to adapt prevention and awareness programmes more effectively, drug abuse studies should be conducted in the country at more regular intervals using consistent methodology so that trends in drug abuse may be assessed better.

327. With regard to measures against money-laundering, there are comprehensive data on bank deposits and transactions in Uruguay. The central bank should be encouraged to monitor and evaluate such data on a continued basis, in order to facilitate the detection of money-laundering activities.

## C. Asia

### East and South-East Asia

#### Major developments

328. While Myanmar continues to be the world's second largest source of heroin and opium, illicit opium production has declined in recent years. Illicit opium poppy cultivation has occurred to a lesser extent in the Lao People's Democratic Republic and has continued to be minimal in Thailand and Viet Nam. Heroin manufactured in the Golden Triangle is smuggled into Yunnan Province of China and transported eastward to the coast and beyond. It is also smuggled through the Lao People's Democratic Republic and Viet Nam into the Guanxi Autonomous Region and Guangdong Province of China. Other important transit routes bring heroin from the Golden Triangle to major cities on the south-east Asian peninsula, where it is to be sold on the illicit markets there or transported to other parts of the world.

329. The abuse of opiates remains a serious problem in countries in the Mekong<sup>43</sup> area, in particular China, the Lao People's Democratic Republic, Myanmar and Viet Nam, and there continues to be a correlation between trafficking in heroin and the prevalence of heroin abuse. According to recent research findings, virtually all cases of HIV infection along a particular heroin trafficking route in south-east Asia involved the same subtype of the virus, HIV-1, suggesting that HIV infection was spreading together with the practice of injecting heroin.

330. In East and South-East Asia, there has been a drastic increase in the manufacture of, trafficking in and abuse of amphetamine-type stimulants in the past few years. Illicit methamphetamine laboratories continue to operate in the border areas between Myanmar and Thailand and between Myanmar and China. Those three countries and the neighbouring countries have reported sizeable seizures, low prices and wide availability of stimulants. In China, clandestine laboratories used for the illicit manufacture of methamphetamine, which have been operating mainly in the coastal area, are beginning to appear further inland. Seizures of amphetamine-type stimulants have increased substantially in Yunnan Province of China. Sea routes are frequently used to smuggle stimulants into Japan and the Philippines,

both of which reported record-high seizures of amphetamine-type stimulants in 1999. The stimulants are loaded onto boats along the coastline of mainland China, to be transported to Japan and the Philippines, as well as to Taiwan Province of China. Stimulants destined for Japan are also loaded onto boats in the territorial waters of the Democratic People's Republic of Korea.

331. Youth in practically all of the major cities in East and South-East Asia are the principal abusers of amphetamine-type stimulants. The Board is concerned about the easy availability of illicitly manufactured methamphetamine and the growing number of young people who abuse that substance in several countries in the region.

332. Another disturbing trend in stimulants is the recent sharp increase in the seizures and the number of abusers of MDMA (Ecstasy) in some countries in East and South-East Asia and the possibility that the increased illicit demand for that psychotropic substance in the region will trigger its large-scale local manufacture. Most of the MDMA (Ecstasy) seized in the region had been clandestinely manufactured in countries in Europe, mainly the Netherlands. Some laboratories in the border area between Myanmar and Thailand may already be manufacturing relatively inexpensive MDMA (Ecstasy) for local abuse.

#### **Treaty adherence**

333. Mongolia became a party to the 1971 Convention in March 2000.

334. Cambodia and the Democratic People's Republic of Korea continue to be the only two States in East and South-East Asia that have not yet become parties to any of the international drug control treaties. Cambodia is the only State that is not a party to any of those treaties despite being a signatory to the 1993 memorandum of understanding on drug control between the countries in the Mekong area (Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam) and UNDCP. The Board expects Cambodia to demonstrate its commitment to drug control by becoming a party to those treaties without delay. The Board also calls on the Democratic People's Republic of Korea to join the efforts of the international community by acceding to the treaties.

335. The Board is concerned that Thailand has not yet acceded to the 1988 Convention despite the fact that the required domestic legislation on money-laundering, which had been regarded as the main barrier to its accession to that Convention, has been in place for over one year.

336. Viet Nam continues to maintain its position regarding its reservations on the extradition provisions of the 1988 Convention. The Board is of the view that withdrawal of those reservations would not in any way diminish the ability of Viet Nam to deal with offenders of domestic drug laws and, for that reason, urges Viet Nam to reconsider the issue.

337. The Board urges the Lao People's Democratic Republic and Mongolia to make efforts to update their legislation and administrative systems and, if necessary, to request international assistance to enable them to comply fully with the provisions of and to become parties to the 1988 Convention.

#### **Regional cooperation**

338. In January 2000, the Government of Japan organized in Tokyo conferences on operational drug law enforcement, on maritime drug law, on the collection and analysis of intelligence on illicit drug trafficking and on amphetamine-type stimulants in East and South-East Asia. The conference on amphetamine-type stimulants was aimed at facilitating improved coordination of action against the growing problem of the illicit manufacture of and trade in amphetamine-type stimulants, as well as against the diversion of chemicals used in the illicit manufacture of stimulants.

339. In 2000, the signatories of the 1993 memorandum of understanding on drug control continued to hold meetings to review the progress made and prepare new initiatives.

340. The Board welcomes the fact that the Association of South-East Asian Nations (ASEAN), at its ministerial meeting held in Bangkok in July 2000, emphasized the importance of drug control, in particular in efforts to reduce the threat that drug abuse and illicit trafficking posed to the security and stability of the ASEAN member States. As part of the follow-up to that meeting, an international congress held in Bangkok in October 2000 endorsed a plan of action for ASEAN member States and China that sets down targets with time frames and measures to be taken in

order to realize the goal of making those countries drug-free.

341. In May 2000, the Office of the Narcotics Control Board of Thailand agreed to train officials in the Lao People's Democratic Republic and Myanmar in the use of remote-sensing technology to map areas under opium poppy cultivation within their borders. Cooperation between government authorities in Beijing and the Hong Kong Special Administrative Region of China enabled law enforcement authorities to make a record 17-ton seizure of crystallized methamphetamine (commonly called "ice"). China and the United States signed an agreement in June 2000 that will strengthen cooperation aimed at curbing the flow of illicit drugs across the border between China and Myanmar.

#### **National legislation, policy and action**

342. In May 2000, China further strengthened its monitoring of the domestic distribution of ephedrine to prevent it from being diverted to clandestine methamphetamine laboratories in that country and in south-east Asia. Governments in East and South-East Asia should be aware, however, that clandestine methamphetamine laboratories in Myanmar may be trying to find substitute chemicals or additional supply sources.

343. In Jakarta approximately 200 non-governmental organizations joined forces to establish, in February 2000, a consortium designed to consolidate their resources with a view to dealing more effectively with drug abuse and illicit trafficking.

344. In Japan, the police authorities have updated their strategy for dealing with drug abuse and illicit trafficking. The revised strategy ensures that police procedures are more in line with the provisions of the 1988 Convention, enabling authorities to make better use of the technique of controlled delivery and to seize assets in cases involving drug-related criminal offences.

345. A new programme targeting illicit opium poppy cultivation and opiate addiction has been launched in the northern parts of the Lao People's Democratic Republic. The programme is part of a six-year strategy to eradicate opium poppy that was announced by the government authorities in 1999.

346. In August 2000, the cabinet of Thailand endorsed a proposal by the Office of the Narcotics Control

Board for a comprehensive strategy to deal with drug problems in each province. The proposal is unprecedented in scale: it involves 10 government ministries, local communities and independent organizations. It will entail an increase in the part of the national budget allocated to drug control. The Government also strengthened controls over caffeine, which, in addition to its legitimate uses, is used as an adulterant in the illicit manufacture of heroin and methamphetamine. Under the new ruling, it is not permitted to import caffeine into the border provinces of Thailand.

347. In Viet Nam, the National Assembly adopted comprehensive legislation on the control of narcotic drugs in October 2000.

#### **Cultivation, production, manufacture, trafficking and abuse**

##### *Narcotic drugs*

348. Cannabis grows wild in many countries in East and South-East Asia. The countries in the region that are significant sources of illicitly cultivated cannabis destined for other countries in the world include Cambodia, Indonesia, the Lao People's Democratic Republic and the Philippines. In the Philippines, cannabis is illicitly cultivated in the extreme north and south of the country, and it appears that proceeds from the sale of such cannabis are used to finance the activities of insurgent groups. Australia continues to be one of the primary destinations of cannabis cultivated in East and South-East Asia.

349. Opium poppy continues to be cultivated in the mountainous border areas of Myanmar and, to a lesser extent, in the mountainous areas of the Lao People's Democratic Republic. Illicit opium poppy cultivation remains relatively limited in Thailand and Viet Nam. Significant seizures of opiates continue to be made in Myanmar, as well as in its neighbouring countries, including along a key drug trafficking route leading through China. Thailand is used as a key trans-shipment point for opiates from the Golden Triangle; it is also used to trans-ship heroin from south-west Asia, as evidenced by recent seizures made in the country. The abuse of opiates is widespread in all of the countries in the Mekong area. Heroin abuse appears to be rather limited in other countries in East and South-East Asia, such as Japan, Mongolia, the Philippines and the Republic of Korea.

350. Trafficking in and abuse of cocaine continue to be limited in East and South-East Asia.

*Psychotropic substances*

351. In East and South-East Asia, some drug trafficking groups appear to have shifted their activities from the illicit trade in opiates to the illicit trade in stimulants, as the latter is becoming increasingly profitable for such groups. Most countries in the region reported substantially increased seizures of methamphetamine in 1999 compared with 1998, a development that appears to have continued in 2000. Seizures of methamphetamine solution were made for the first time in late 1999 at control points between mainland China and the Hong Kong Special Administrative Region of China. In both China and Thailand, there are key trans-shipment points and markets for methamphetamine illicitly manufactured in the Golden Triangle. Cambodia and the Lao People's Democratic Republic are also adversely affected by illicit trafficking in stimulants and are seeing more seizures and abuse of stimulants and more stimulant-related arrests.

352. In East and South-East Asia, the trends in the abuse of stimulants are just as troubling as the trends in illicit trafficking in stimulants. In Thailand, there have been reports of a new type of drug containing methamphetamine mixed with MDMA (Ecstasy). In some parts of the region, such as the Hong Kong Special Administrative Region of China and Malaysia, there were reports in 1999 of significantly increased availability of MDMA (Ecstasy), compared with 1998, most of which had been illicitly manufactured in Europe, and also reports of significantly increased abuse of the substance among youth.

353. Singapore reported that its first seizure of ketamine took place in 1999. In East and South-East Asia, more and more young people are abusing ketamine, a substance that is not under international control. The abuse of ketamine appears to be prevalent among persons in many large Asian cities who attend "rave" parties, where both MDMA (Ecstasy) and ketamine are popular.

**Missions**

354. In September 2000, the Board sent a mission to the Philippines. The Government of the Philippines is taking very strict measures against all types of drug-

related offences, including drug abuse. Drug abuse appears not to be as significant in that country as in some other countries in East and South-East Asia. The abuse of methamphetamine hydrochloride has been increasing in the past few years. Most of the methamphetamine hydrochloride in the Philippines has been smuggled out of China or is illicitly manufactured in the Philippines with precursors smuggled out of China. The Board encourages the authorities concerned to cooperate in drug profiling and other law enforcement efforts to prevent the trafficking in methamphetamine and its precursors.

355. The authorities of the Philippines have responded to this development by expanding their law enforcement and prevention, treatment and rehabilitation efforts. That has been done largely by pooling capacities and increasing the level of inter-agency cooperation, the involvement of local communities and the participation of families of drug abusers in treatment and rehabilitation programmes. The Board notes that those concerted efforts have resulted in good success rates in prevention and treatment programmes.

356. The Board commends professionals in the Philippines for the level of competence that they have shown in developing cost-efficient drug control strategies and measures for demand reduction, as well as for supply reduction. The Board considers that the experience gained by the Philippine authorities may be of benefit to the authorities of other countries with a similar level of economic and social development.

357. The Board also notes that the Philippines is in the process of adopting legislation against money-laundering that, in addition to the regulations already issued by the Central Bank, should prevent the use of banking institutions for criminal activities.

358. The Board sent a mission to the Republic of Korea in September 2000. Because of its law enforcement efforts and vigilance, as well as its effective programmes for the prevention of drug abuse, the Republic of Korea has managed to avoid almost all of the negative effects of developments elsewhere in trafficking in and abuse of drugs.

359. Authorities in the Republic of Korea have demonstrated how the clandestine manufacture of stimulants, which has become an increasing threat to drug control worldwide, can be eliminated. The Board commends the Government for its exemplary efforts.

360. While, in recent years, the abuse of stimulants in the Republic of Korea appears to have spread, requiring the continuous attention of the authorities, drug abuse levels have remained extremely low. Drug abusers are given the option of being treated instead of being punished. The Board notes that the combined approach of judicial and health measures has yielded good results.

361. For many years, the authorities of the Republic of Korea have cooperated well with the Board, and the data that they have submitted show that the provisions of the international drug control treaties are being effectively applied.

362. In May 2000, the Board reviewed the progress made by the Government of Viet Nam on recommendations made by the Board pursuant to its 1997 mission to that country. The Board is pleased to note that the Government has taken into full consideration those recommendations.

363. The Board notes with appreciation that, in November 1997, Viet Nam became a party to the three international drug control treaties. Furthermore, the Government established a national coordinating body for drug control, with a view to strengthening leadership and coordination in drug control matters, including national programmes on the eradication of opium poppy and cannabis.

364. The Board notes with satisfaction the progress made in Viet Nam with respect to the control of precursors, as well as improvements in the submission of data on licit activities related to narcotic drugs, psychotropic substances and precursors, as required under the international drug control treaties. Regular communication between the Government and the Board was established and has been maintained.

## **South Asia**

### **Major developments**

365. Drug problems in South Asia have been mostly related to its proximity to the two main regions illicitly producing opiates, namely West Asia, including Afghanistan, and East Asia, including Myanmar. In addition to that, countries in South Asia have experienced increased drug abuse and have become involved in supplying drugs to be used for illicit

purposes, mostly within the region but also in other regions.

366. Drug trafficking groups in countries in South Asia have expanded their network of cooperation to include cross-border cooperation and connections with international drug trafficking groups. The illicit activities of organized criminal groups have become more varied, involving the cross-border smuggling of drugs, counterfeit money and arms, ammunition and explosives. Traffickers are exploiting weaknesses of law enforcement systems caused by corruption, lack of concern over drug-related matters and lack of human and technical resources.

367. In Myanmar, some of the chemicals used in laboratories for the illicit manufacture of heroin and methamphetamine are smuggled out of neighbouring India; in turn, some heroin and, increasingly, methamphetamine from Myanmar, are smuggled into India, where the illicit market for those substances is growing rapidly. The Board notes that the authorities of both countries have been cooperating in an effort to overcome that problem. The Board appeals to both Governments to strengthen that cooperation in order to counteract those disturbing new developments.

368. The abuse of licitly manufactured narcotic drugs and psychotropic substances, in particular codeine-based cough syrups and benzodiazepines, appears to have continued to increase in Bangladesh, India and Nepal. The main reason for that increase seems to have been the lack of uniformity in monitoring compliance with prescription requirements. The growing abuse of pharmaceuticals has contributed significantly to the spread of polydrug abuse in South Asia. The Board urges all Governments in the region to establish or strengthen cooperation between pharmaceutical companies and drug regulatory and law enforcement authorities in order to develop appropriate measures.

369. Over the last six years, the Indian authorities have progressively strengthened their control system for precursors by establishing a number of legislative and administrative provisions to prevent diversion of controlled chemicals from both international trade and domestic distribution channels.

### **Treaty adherence**

370. Of the six States in South Asia, five are parties to the 1961 Convention, four are parties to the

1971 Convention and six are parties to the 1988 Convention. Despite recurrent appeals by the Board, Bhutan is still not a party to the 1961 Convention or the 1971 Convention and Nepal is still not a party to the 1971 Convention. The Board welcomes the fact that Maldives is now a party to each of the international drug control treaties.

### **Regional cooperation**

371. Bilateral efforts to combat drug trafficking have continued in South Asia. The Board notes with appreciation that, in April 2000, the Border Security Force of India and the Bangladesh Rifles signed an agreement on joint efforts against crime, including trafficking in women and children and smuggling of narcotic drugs.

372. The Board also notes with appreciation that the authorities of India and Myanmar, alarmed by the large seizures of ephedrine and pseudoephedrine along the common border of those two countries, held several meetings to facilitate the exchange of intelligence on drug trafficking. In both countries, field officers were appointed who maintain regular contact with each other. The Governments of India and Pakistan have continued to hold periodic high-level talks on matters related to drug law enforcement, as well as quarterly meetings on operational matters.

373. The Government of India has entered into bilateral agreements and has signed memoranda of understanding with a number of countries in South Asia and in other regions to improve cooperation aimed at reducing the illicit demand for drugs and preventing drug trafficking.

374. The Board considers that the ongoing collaboration at the regional and subregional levels is contributing to concerted drug control efforts. Regional bodies, such as the Drug Advisory Programme of the Colombo Plan Bureau and the secretariat of the South Asian Association for Regional Co-operation, and non-governmental organizations all have vital roles to play in those efforts.

### **National legislation, policy and action**

375. The Board notes with appreciation that, in India, Parliament passed foreign exchange management legislation that will enhance efforts to prevent money-laundering. In April 2000, Indian authorities

confiscated property worth over US\$ 700,000 that had been derived from drug trafficking.

376. The authorities in Nepal have proposed amendments to the Narcotics Drug Control Act of 1976 and draft resolutions on a witness protection act, a mutual assistance act, a proceeds of crime act, and a rule on controlled chemicals, equipment and materials. The Narcotics Control Act of Bangladesh is currently being reviewed by the Government with a view to bringing it in line with international and regional drug control conventions.

377. In India, the national survey on the extent of, patterns of and trends in drug abuse has been initiated and is progressing rapidly. Components of the survey include a household survey, a rapid assessment survey and a drug abuse monitoring system. The Board is looking forward to the results of the survey, which will be useful in focusing drug control measures on the areas and population groups most in need of them. The Board hopes that the survey will be conducted at appropriate intervals.

378. India has adopted a community-based multi-dimensional and multidisciplinary approach in its programmes for the reduction of illicit demand for drugs. The programmes include awareness-building and education; training of governmental and non-governmental officials; community-based action for motivation; and identification, treatment and rehabilitation of drug addicts. In Sri Lanka, a system for monitoring drug abuse was started in hospitals; the system includes the analysis and treatment of drug dependence.

379. The Board welcomes the efforts of the Government of India to map areas under illicit opium poppy cultivation in that country using remote-sensing satellites. A pilot study has been carried out to identify illicit opium poppy cultivation sites in the state of Arunchal Pradesh.

### **Cultivation, production, manufacture, trafficking and abuse**

#### *Narcotic drugs*

380. Cannabis is illicitly cultivated and also grows wild in nearly all of the countries in South Asia. While cannabis eradication campaigns are carried out regularly, they do not reach all areas where cannabis is

growing. In Nepal, for example, eradication of wild-growing cannabis in hilly areas is so difficult that eradication operations cannot be undertaken due to financial constraints.

381. In South Asia, illicitly cultivated cannabis is used to supply illicit markets not only within the countries in which the cannabis is cultivated, but also in neighbouring countries. In Bangladesh, a number of seizures of cannabis herb from India were made. In India, Afghanistan and Nepal are regarded as major sources of cannabis. In addition to being sold locally and elsewhere within South Asia, cannabis continues to be smuggled out of the region into Europe and North America.

382. Effective countermeasures are difficult to implement considering the extent to which cannabis is growing wild and is being illicitly cultivated in South Asia. The situation has been exacerbated by cross-border criminal activities; in Nepal, for example, Indian smugglers lease directly from Nepalese villagers fertile land to be used for illicit cannabis cultivation. Such illicit cannabis cultivation is attracting a growing number of villagers who have lived from subsistence farming for generations. Effective action against such activities is difficult.

383. In both Bangladesh and Nepal, heroin abuse has increased. In Nepal, a growing number of young people are turning to the abuse of heroin by injection; it is estimated that more than 40,000 young people in the country are addicts, who often share needles. In Bangladesh, the police have alerted the citizens of Dhaka about the increased influx of heroin into the capital and have requested their cooperation in order to facilitate heroin seizures.

384. In Nepal, illicit opium poppy cultivation is limited; consequently, there is only an insignificant quantity of opium poppy plants to be destroyed by the local police each year. So far, there have been no signs of illicit heroin manufacture taking place in Nepal. The heroin smuggled into Nepal is destined mainly for other countries; only a small part of it is sold on illicit markets in the country. In Bangladesh, remote areas of the Chittagong Hill Tracts, where the movement of security forces is restricted, are being used for the illicit cultivation of opium poppy; the opium that is produced is abused by the local population.

385. In India, illicit opium poppy cultivation sites have been known to exist in Arunchal Pradesh for more than 10 years. Despite eradication campaigns (287 hectares were eradicated in 1999), illicit opium poppy cultivation has persisted because of traditional opium use in local communities and the increasing importance of opium as a source of income. Members of the local population refuse to abandon opium poppy cultivation, which they consider to be part of their culture.

386. With regard to licit opium production, in 2000, the Central Bureau of Narcotics of India recorded an all-time high average opium yield for all the opium-growing states in India; the high yield was attributed to strengthened control over the farmers' production and the weighing centres. Despite the strengthened control, some diversion of opium from licit opium poppy growing areas is suspected.

387. While India has traditionally been used as a transit country by smugglers of south-west Asian heroin, during the past year a number of makeshift clandestine heroin laboratories were detected and destroyed in the country. The illicitly manufactured heroin might have been intended for use within India, as there is widespread heroin abuse in that country.

388. Seizures of heroin in South Asia show that Afghanistan and Myanmar are major sources not only of the heroin that is being smuggled through the countries in the region, but also of the heroin destined for the illicit markets in Bangladesh, India and Sri Lanka. Some consignments of heroin are making their way from the border of Myanmar into the north-eastern states of India, in particular through Moreh, Champai and Mokokchung. In India, the heroin prices at the border of Myanmar are low compared with the prices in other parts of India.

389. Drug seizures and drug-related arrests indicate that multinational drug trafficking groups are operating in South Asia. Indian authorities report that armed groups from several countries in the region are involved in smuggling drugs through India and smuggling weapons and explosives throughout the region. Seizure data and other information on arrests of drug couriers in the region show an increase in the active involvement of west Africans in smuggling heroin out of India into countries not only in Africa but also in Europe.

390. In Bangladesh, the abuse of the codeine-based cough syrup Phensedyl has continued and there has been an alarming increase in the smuggling of Phensedyl from India. During the first half of 2000, around 80,000 bottles of Phensedyl were seized by law enforcement officers in Bangladesh. In India, the preparation Spasmo Proxyvon, which contains dextropropoxyphene, a synthetic opioid used as an analgesic, continues to be used as a substitute for heroin (due to its lower price) and has led to a number of deaths in the state of Mizoram. The Board urges the Indian authorities to introduce as soon as possible measures to prevent the large-scale abuse of controlled pharmaceuticals containing narcotic drugs and psychotropic substances.

391. Of the 22 substances listed in Tables I and II of the 1988 Convention, India has so far declared four substances (acetic anhydride, *N*-acetylanthranilic acid, ephedrine and pseudoephedrine) to be controlled substances under the Narcotic Drugs and Psychotropic Substances Act and has monitoring mechanisms in place for a number of other chemicals. In Nepal, an inter-departmental coordination committee on precursor control has been established. All countries should closely assess whether they need to introduce or strengthen precursor controls in order to prevent their territories from being used for the diversion of chemicals. The Board notes with concern that there is still insufficient control in Bangladesh to prevent the diversion of precursors, particularly acetic anhydride, from the industrial sector.

#### *Psychotropic substances*

392. Licitly manufactured psychotropic substances, mainly diazepam and nitrazepam, continue to be smuggled out of India, not only into Nepal, but also into the Russian Federation and countries in central Asia. In Nepal, the increase in the abuse of those psychotropic substances has been attributed to the open border between that country and India and the relatively low price of such substances. Seizure data indicate a decline in the diversion and smuggling of buprenorphine as a result of efforts by the Indian authorities to prevent diversion from domestic distribution sources.

393. In India, vigorous efforts to enforce stringent regulations have resulted in a continuous, substantial decline in the illicit manufacture of methaqualone

(Mandrax). Indian law enforcement authorities continue to report the dismantling of illicit methaqualone manufacturing facilities. Seizures of methaqualone tablets of Indian origin have been reported by authorities not only in India, but also in South Africa. Nepalese authorities have reported that methaqualone from India is being smuggled into Nepal, to be sold there and in other countries, and that methaqualone in powder form is being sold on the illicit market in Nepal.

394. In India, the smuggling and abuse of methamphetamine tablets are relatively recent developments; however, since 1999, when the first seizures of amphetamine-type stimulants were made on the border between India and Myanmar, the flow of ephedrine into Myanmar from India, one of the biggest manufacturers and exporters of ephedrine in the world, and the flow of methamphetamine through the traditional heroin routes from Myanmar into India are indications that amphetamine-type stimulants may become a problem in India.

395. The total amount of ephedrine seized in both India and Myanmar increased from less than 1,000 kg in 1998 to nearly 7,000 kg in 1999. Within the past year, Indian authorities have reported several seizures of methamphetamine at the border of Myanmar. In India, the north-eastern states of Mizoram, Manipur and Nagaland are the most vulnerable areas along the new trafficking route. The smuggled amphetamine-type stimulants are destined for large cities in India and, to a lesser extent, illicit markets in Europe. According to a signature analysis and compilation programme that began in 1999, there are links between groups manufacturing stimulants in Myanmar and the Netherlands. As the border between India and Myanmar could become a major illicit drug-producing area, the Board welcomes the intention of the Indian authorities to establish an operational drug profiling programme to collect and examine seized methamphetamine and ephedrine samples from the area and to investigate further intelligence obtained on drug trafficking routes and the precursors required for illicit drug manufacture.

396. To counteract the increasing smuggling of ephedrine and pseudoephedrine into Myanmar, the Central Bureau of Narcotics of India formulated the Voluntary Code of Conduct, which was subsequently adopted by manufacturers of the substances. As



ephedrine and pseudoephedrine were placed under control in India in December 1999, manufacturers, distributors and exporters of ephedrine and pseudoephedrine are legally bound to abide by the restrictions imposed on the manufacture and distribution of those substances. Sanctions and fines for any contravention are stringent.

## West Asia

### Major developments

397. In Afghanistan, large-scale illicit cultivation of opium poppy continues. The area under cultivation, which had increased significantly in the previous year, crop year 1998/1999, decreased by only about 10 per cent, crop year 1999/2000; however, unfavourable weather conditions and the reduction in opium poppy cultivation may have resulted in opium production decreasing by approximately 30 per cent.

398. The Board is concerned that the continuing production of opium in Afghanistan and the resulting smuggling of opiates and related criminal activities in West Asia as a whole may undermine the economic and social stability and jeopardize peace and security in the region. There is growing evidence of links between firearms smuggling, insurrection and drug trafficking in the central Asian States. Furthermore, because of the record harvest in crop year 1998/1999, stocks of opiates are plentiful, prices are low and the supply is abundant, resulting in pressure to find new markets. One positive development, however, is the decree issued by the Taliban in July 2000 banning opium poppy cultivation.

399. Increasing quantities of opiates are being smuggled through West Asia, as evidenced by increasing seizures in transit countries. Despite those seizures, the availability of opiates, in particular heroin, has remained unaffected. Most countries in West Asia are used by traffickers as transit points for opiates originating in Afghanistan that are transported mainly to Europe but also to other regions. Precursors used in the illicit manufacture of heroin continue to be transported in the opposite direction. The amount of heroin seized has increased significantly in the Islamic Republic of Iran, Tajikistan and other countries in West Asia, indicating that opium is increasingly being processed into other opiates in Afghanistan.

400. Illicit crop cultivation and drug trafficking activities in West Asia have had serious repercussions for the extent of drug abuse in the region. Opiate addiction rates in the Islamic Republic of Iran and Pakistan appear to be among the highest in the world. Considerable amounts of the opiates produced in Afghanistan are abused in the region. The abundant supply suggests that heroin abuse in the region may increase even further, especially in areas along the trafficking routes through CIS member States, and that HIV/AIDS infection resulting from the sharing of needles by persons who abuse heroin by injection may also spread further.

401. Drug abuse in countries in the eastern Mediterranean, such as Jordan, the Syrian Arab Republic and Turkey, appears to have remained limited; however, data on the actual extent of drug abuse in those countries are scarce and actual drug abuse is likely to be underestimated.

### Treaty adherence

402. Of the 24 States in West Asia, 21 are now parties to the 1961 Convention in its amended form and 3 continue to be parties to the 1961 Convention in its unamended form. All of the States in the region are now parties to the 1971 Convention and 22 are parties to the 1988 Convention.

403. The Board notes with satisfaction that Georgia has acceded to the 1961 Convention in its amended form and that the Islamic Republic of Iran has acceded to the 1971 Convention. The Board notes that Kuwait has taken steps to accede to the 1988 Convention and that Turkey is taking steps to accede to the 1972 Protocol amending the 1961 Convention. The Board encourages Afghanistan and the Islamic Republic of Iran to become parties to the 1972 Protocol. The Board also encourages Israel to accede to the 1988 Convention.

### Regional cooperation

404. The Board welcomes many new activities aimed at fostering subregional cooperation in drug control efforts. The determination of the "Six plus Two" group, comprising China, the Islamic Republic of Iran, Pakistan, Tajikistan, Turkmenistan and Uzbekistan, plus the Russian Federation and the United States of America, to deal with illicit drug problems involving Afghanistan and their implications for that country and

for the subregion as a whole, is demonstrated, inter alia, by its meetings to address the drug-related issues in a coordinated manner with a view to eliminating illicit drug production and smuggling out of that country through a comprehensive and balanced subregional plan. A comprehensive action plan was adopted in September 2000 to deal with the illicit drug supply and demand in the subregion.

405. The Economic Cooperation Organization (ECO) continues to foster cooperation among its member States through its drug control coordination unit. The Turkish International Academy against Drugs and Organized Crime, which will be responsible for training law enforcement personnel in ECO member States, was established in June 2000. Drug liaison officers in the subregion and the ECO drug control coordination unit will be linked to a regional information exchange centre and databank created at the Drug Control Headquarters of the Islamic Republic of Iran.

406. The Board notes with appreciation that for the first time task force meetings of law enforcement agencies from countries in West Asia, in which drug liaison officers from several other countries participate, are being held in the Islamic Republic of Iran. The Board welcomes the agreements reached by law enforcement agencies from the Islamic Republic of Iran and Pakistan to assist their counterparts in the territory ruled by the Taliban.

407. The signatories to the memorandum of understanding on drug control cooperation in central Asia (Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan, Turkmenistan and Uzbekistan, as well as UNDCP and the Aga Khan Development Network<sup>44</sup>), have continued their cooperation aimed at countering illicit drug trafficking. The Board welcomes the fact that the Government of Azerbaijan decided to join the group of signatories to the memorandum of understanding.

408. The Board noted that a number of meetings and summits have been held in central Asia to foster subregional cooperation in combating drug trafficking and crime, such as a presidential summit in which Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan were represented, a summit of the "Shanghai Five" group, which includes China, Kazakhstan, Kyrgyzstan, the Russian Federation and Tajikistan, and seminars in Alma-Ata, Kazakhstan, and in Tashkent on measures to

counter the worsening situation with regard to drug abuse and illicit trafficking. An international conference on enhancing security and stability in central Asia was held in Tashkent in October 2000 to develop an integrated approach to countering drugs, organized crime and terrorism in the subregion. The Office for Drug Control and Crime Prevention of the Secretariat has been instrumental in initiating such multilateral meetings and summits and has fostered subregional cooperation on drug control issues.

409. The Arab Council of Ministers of the Interior continues to promote regional and international cooperation and harmonization of efforts by Arab countries. The Board notes the good relations between drug control agencies in Israel and their counterparts in Egypt and Jordan, as well as in the Palestinian Autonomous Areas, and encourages them to assist each other at the operational level.

410. The Board notes with appreciation the signing of agreements between Azerbaijan, Georgia and the Islamic Republic of Iran on cooperation in activities against money-laundering. The Board welcomes the subregional seminar on prevention of money-laundering held in Abu Dhabi in May 2000, in which financial, judicial, regulatory and law enforcement authorities from Bahrain, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates participated.

411. The Governments of many countries in West Asia have signed bilateral and multilateral agreements to improve cooperation on drug control matters.

#### **National legislation, policy and action**

412. The Board notes with satisfaction the steps taken by the Government of Pakistan to counter corruption and to combat drug trafficking. The Board welcomes the plans in that country to amend legislation so that law enforcement agencies may utilize assets confiscated from drug criminals and so that assessments may be made of the extent of money-laundering. The Board also welcomes the fact that the Government intends to complement those steps by establishing special courts in five major cities and to continue its efforts to upgrade its judicial system, thereby enabling it to proceed with drug-related cases in a more expeditious manner. The Board notes the continuing disparity of sentencing for drug-related offences under the Customs Act 1969 and the Control of Narcotics Substance Act 1997 and encourages the Government to harmonize the

relevant provisions of those acts. The Board also encourages the Government to provide the necessary resources for the programme for reducing illicit drug demand, giving higher priority to that activity in accordance with the national drug control master plan for the period 1998-2003.

413. Operational activities of the Drug Control Agency of Tajikistan, established in June 1999, have already led to significant seizures. The Drug Control Agency is establishing cooperation mechanisms with its counterparts in neighbouring countries such as Kazakhstan and the Russian Federation. Activities carried out by the Russian Federation Border Forces on the basis of an agreement with Tajikistan have led to significant results.

414. In Kazakhstan, a drug control agency was established by a presidential decree in February 2000 as a national institution for coordinating efforts to deal with drug-related issues. The Board notes with satisfaction the adoption of a national drug control programme in Kazakhstan for implementing the national law on fighting illicit drugs and for ensuring coordination of the drug control activities of government bodies. In Turkey, a new law on combating criminal organizations that came into force in 1999 has enabled the police to use new techniques and equipment against drug traffickers.

415. The Government of Azerbaijan recently created a national committee on drug control. In Armenia and Georgia, various initiatives should soon lead to more comprehensive drug legislation.

416. In many countries in West Asia, the extent of drug abuse is not known. The Board therefore urges the Governments of those countries to continue their efforts to assess the nature and extent of drug abuse in their territories. The Board welcomes the administration of an annual drug addiction questionnaire to assess drug abuse in Turkey, the assessment of drug abuse in Pakistan, which started in 2000, and the rapid situation assessment in central Asian countries, which also started in 2000, as well as the basic situation assessment in the Palestinian Autonomous Areas. The Board also welcomes the participation of cities in the Islamic Republic of Iran, Israel and Tajikistan (namely, Tehran, Tel Aviv and Dushanbe) in the global study on illegal drug markets that is being undertaken by the United Nations Interregional Crime and Justice Research Institute and UNDCP.

417. The Board continues to be concerned about the lack of adequate treatment centres in the countries in West Asia most affected by drug abuse, which in some instances has led to the exploitation of drug abusers by private institutions following questionable treatment practices. The Board encourages the countries in question to provide proper guidance and urges the Governments concerned and the international community to provide additional resources for such purposes. The Board commends the recent initiative in Pakistan to establish a centre for the treatment and rehabilitation of drug abusers that could serve as a model for other centres throughout the country.

418. The Board continues to be concerned that many countries in West Asia have not yet adopted effective measures against money-laundering. The Board welcomes the fact that the Government of Turkey has set up a financial intelligence unit to implement a new law to combat money-laundering and that law enforcement officers, judges and prosecutors are being trained on how to implement the law. The Board also welcomes the initiation of the discussion on a draft model unified Arab law to combat money-laundering at the fourteenth conference of heads of Arab drug control agencies, held in Tunis in July 2000. The Board notes with appreciation that the Israeli parliament has approved legislation to counter money-laundering. The Board urges the Government of Israel to take the steps necessary to enable it to accede to the 1988 Convention and to set up a financial investigation unit.

419. The Board notes that a number of countries in West Asia have not yet established or strengthened controls over chemicals used for illicit drug manufacture. The Board welcomes the agreements reached at the International Meeting on Acetic Anhydride, held in Antalya, Turkey, in October 2000, in which the following countries in the region were represented: Islamic Republic of Iran, Pakistan, Turkey, United Arab Emirates and Uzbekistan. The Board trusts that the agreements will lead to more effective control over acetic anhydride in the region.

### **Cultivation, production, manufacture, trafficking and abuse**

#### *Narcotic drugs*

420. Cannabis continues to be the most widely abused substance in West Asia. In Afghanistan and, to a lesser degree, in Pakistan, huge quantities of cannabis are

illicitly cultivated or grow wild; however, no cannabis eradication efforts have been reported in those countries. Cannabis resin from Afghanistan and Pakistan is smuggled into other countries in West Asia and Europe. In March 2000, the Taliban banned the collection of taxes on cannabis resin and destroyed 4,500 kg of the substance, but the impact of those efforts has been limited. The amount of cannabis resin seized in the Islamic Republic of Iran, Pakistan and Turkey increased in 1999.

421. Cannabis continues to be illicitly cultivated and to grow wild on extensive areas in Kazakhstan and, to a lesser extent, in Kyrgyzstan. In several other countries in West Asia, small-scale illicit cultivation of cannabis and cannabis eradication efforts have been reported.

422. In Afghanistan, the annual opium poppy survey conducted by the Office for Drug Control and Crime Prevention in 2000 has shown that the area under illicit opium poppy cultivation has only been reduced by about 10 per cent since 1999, when it had increased to an unprecedented level. Because of bad weather conditions and the reduction of the area under cultivation, the total opium harvest in 2000 is estimated to amount to about 3,300 tons, which is 28 per cent less than the estimated amount harvested in the crop year 1998/1999. It is estimated that a considerable amount of opium from the last harvest has not been sold.

423. The Taliban issued in September 1999 a decree calling for a one-third reduction of opium poppy cultivation during the crop year 1999/2000, a reduction of 50 per cent in certain districts in Nangarhar and a ban on illicit crops cultivated on land owned by the Taliban. In April 2000, the Taliban started an opium poppy eradication campaign in Nangarhar, but the overall impact of the campaign on opium poppy cultivation has remained limited. In July 2000, the Taliban issued a decree banning opium poppy cultivation in all areas under its control. The Board notes that that important decision was the first time that the Taliban expressed its intention to enforce a ban on opium poppy cultivation on all territory under its control. However, because of the opium stocks from previous harvests, the ban, if implemented, will have no immediate impact on the prices or availability of opiates originating in Afghanistan.

424. In Pakistan, the goal of a zero-poppy harvest in 2000 was not achieved, mainly because of the re-emergence of opium poppy cultivation in the Khyber Agency in 1999, which has been partly countered. The Government is now committed to implementing the ban on opium poppy cultivation in the year 2001.

425. Illicit opium poppy cultivation continues to be limited in central Asia and the Caucasus. A survey of opium poppy cultivation in three countries in central Asia confirmed that fears concerning the possible existence of large areas under illicit opium poppy cultivation in that area were unfounded. Campaigns to eradicate illicit crop cultivation are conducted annually in all countries in central Asia.

426. In Turkey, poppy straw from licit cultivation continues to be used for the extraction of alkaloids. No diversion of opiates into illicit markets has been reported in that country.

427. In Afghanistan, the Taliban banned the collection of taxes on heroin, as well as on cannabis, in March 2000, and destroyed 350 kg of heroin; however, it appears that opiates are sold freely throughout the country. Laboratories for the illicit processing of heroin can be found in the north and south of the country, most of them manufacturing heroin of poor quality, but high-quality heroin believed to originate in Afghanistan is being seized more often in neighbouring countries. The huge increase in heroin seizures made in countries in West Asia is an indication that heroin processing in Afghanistan has increased substantially in the last two years.

428. The Board notes with satisfaction that heroin processing has virtually disappeared in Pakistan.

429. In the Islamic Republic of Iran and Turkey, morphine seizures have remained at the same level as before. Turkey continues to detect and dismantle clandestine heroin laboratories. Some heroin laboratories have recently moved from Turkey to Azerbaijan.

430. The ready availability of opium and locally manufactured acetic anhydride make it likely that heroin is also being illicitly manufactured in clandestine laboratories in some countries in central Asia; however, no such laboratories have been dismantled yet in those countries.

431. Some countries in West Asia are producing, or have the facilities to produce, the key chemicals required for the manufacture of heroin and methamphetamine. Many countries in the region are used as transit points for the diversion of those chemicals, which continue to be imported from or smuggled out of China, India and countries in Europe. The Governments of Turkey, Turkmenistan, the United Arab Emirates and Uzbekistan have reported having seized significant amounts of those chemicals.

432. The Islamic Republic of Iran accounts for 80 per cent of the total amount of opium seized and 90 per cent of the total amount of morphine seized in the entire world. It has also reported for the first time having seized more heroin than any other country in West Asia. In the Islamic Republic of Iran, the amount of opium and heroin seized increased in 1999, while the amount of morphine seized remained almost unchanged compared with earlier years. Thus, despite the tremendous law enforcement efforts in that country, trafficking in opiates from Afghanistan has continued.

433. The amount of opiates seized has increased in Pakistan since the second half of 1999. It is assumed that the traditional route used for smuggling opiates, through Pakistan and the Islamic Republic of Iran and Turkey into Europe, or a slightly varied route through Turkmenistan, the Islamic Republic of Iran and Turkey, continue to be the primary routes used; however, other routes lead to the south from Pakistan through the Persian Gulf area to Africa and Europe.

434. In recent years, drug trafficking routes that lead from Afghanistan through countries in central Asia appear to have gained in importance as those countries have reported increasing drug seizures. Over the past three years, Turkmenistan has been used as a transit point along one of the main routes in central Asia for smuggling opiates and cannabis resin produced in Afghanistan; some of the drugs smuggled along that route are first transported through Uzbekistan and Tajikistan. Weak border control between Afghanistan and Tajikistan and between Turkmenistan and Uzbekistan and rugged terrain pose obstacles to effective drug control; however, there have been significant improvements in border control, especially in Tajikistan. Some of the drug consignments smuggled through central Asia are transported through the Caucasus and Turkey. The actual extent of drug trafficking in the CIS member States is difficult to

estimate, since the fact that drug seizures in those countries are below the level of seizures in countries along the traditional route may be due to poorer interdiction capabilities. As new transportation and trade options become available in countries in central Asia and more border crossings are opened, those countries must have in place more adequate control mechanisms for countering drug trafficking.

435. A significant amount of opiates produced in West Asia is assumed to be abused locally; the remainder is destined for illicit markets in Europe and, to a lesser degree, Africa, east Asia and South Asia. In the Islamic Republic of Iran, rapid situation assessment has shown an alarming increase in the proportion of drug abusers who are heroin abusers (almost 40 per cent), while opium and opium residue still remain the most commonly abused drugs. Heroin addiction rates in the Islamic Republic of Iran and in Pakistan appear to be among the highest in the world. In both countries, drug abuse by injection is a matter of particular concern because of the rapid spread of HIV and other infectious diseases related to such abuse.

436. A survey conducted by the Office for Drug Control and Crime Prevention in 1999 showed that illicit drug prices had decreased in the CIS member States and that the availability of opium had decreased while the availability of heroin had increased; moreover, the patterns of drug abuse in those countries had changed accordingly. The Board is concerned that, in CIS member States, the practice of abusing drugs by injection will lead to a higher rate of HIV/AIDS infection, as it has in other parts of the world.

437. The extent of cocaine abuse and trafficking in West Asia remains insignificant. Seizures of cocaine were reported for 1999 for the first time in Pakistan, and they continue to be reported in some other countries in the region.

#### *Psychotropic substances*

438. Stimulants continue to be smuggled and abused in West Asia, and some countries in the region have witnessed growing illicit demand for such substances. For 1999, there were reports of significant seizures of MDMA (Ecstasy) in Israel and amphetamine in Saudi Arabia. Turkey reported that seizures of stimulants illicitly manufactured in southern and eastern Europe under the brand name Captagon increased in 1999 compared with previous years. In 1999, Turkey

reported for the first time the dismantling of a laboratory for the illicit manufacture of Captagon. Significant quantities of Captagon were also seized in the Syrian Arab Republic (1.4 million tablets) and Jordan (512,000 tablets).

439. The abuse of stimulants (mainly methcathinone sold under the name of ephedrone, but also other amphetamine-type stimulants) is also occurring in central Asia. Methcathinone can easily be manufactured in home laboratories from ephedrine, which is extracted from the *Ephedra* plant. There is an abundance of wild-growing *Ephedra* plants in Kazakhstan and Kyrgyzstan. Ephedrine is converted into methcathinone (ephedrone) for injection or is used as a precursor in the manufacture of methamphetamine. For a number of years, ephedrine from China has been smuggled into countries in central Asia.

440. In Afghanistan and Pakistan, the abuse of benzodiazepines in the form of pharmaceutical tablets is widespread. Benzodiazepines are often abused in conjunction with opium and heroin, indicating that controls over the licit distribution of such products are weak in those countries and in the countries adjacent to them. The abuse of benzodiazepines (Rohypnol) is also increasing in Turkey. In Pakistan, benzodiazepines (for example, diazepam) are also reportedly being added to heroin as adulterants.

### Missions

441. In November 1999, a mission of the Board visited Lebanon. The Board notes with appreciation that the Government of Lebanon has prevented the re-emergence of opium poppy cultivation, has continued its campaign against illicit cannabis cultivation and has made efforts to curtail illicit trafficking in narcotic drugs, psychotropic substances and their precursors. The Board trusts that the Government will promulgate a decree categorizing the substances to be controlled under the new law for precursors, thereby making it possible for the law to be fully implemented.

442. The Board notes with regret that the Government of Lebanon has shown no intention of lifting bank secrecy in cases involving drug traffickers. Under current legal stipulations in Lebanon, it is extremely difficult to investigate money-laundering and it is virtually impossible to confiscate assets of drug traffickers; that leaves the country vulnerable to attempts to use its banking system to "launder"

proceeds illegally obtained from drug-related activities. The Board therefore reiterates its call to the Government to withdraw its reservation regarding the provisions against money-laundering in the 1988 Convention.

## D. Europe

### Major developments

443. The availability of drugs in Europe has increased. While cannabis abuse appears to have remained stable in most countries, the availability and abuse of synthetic drugs and cocaine have continued to rise in most parts of the region. In many countries, the prevalence of the abuse of amphetamine-type stimulants is second only to that of cannabis abuse. Despite public concern about synthetic drugs and the fact that scientific evidence has shown them to be harmful even to occasional users, few measures have been taken to prevent their abuse. It appears that some authorities in western Europe are firmly convinced that the abuse of such drugs cannot be prevented. Measures to reduce the illicit demand for such drugs therefore tend to consist of advising drug abusers on the "safe use" of such substances and providing drug-testing facilities at events where synthetic drugs are abused. Such action, although well-intended, leads to ambiguous messages and confusion. Thus, many drug abusers are not aware that there is no safe use of such drugs.

444. Drug policy discussions in western Europe have focused on the implementation of harm reduction activities such as the establishment of drug injection rooms or the effectiveness of heroin maintenance programmes. Following the attention given to harm reduction in western Europe, it appears that some countries in central and eastern Europe have also started to put more emphasis on harm reduction.

445. The Board acknowledged many years ago, in its report for 1993,<sup>45</sup> that harm reduction had a role to play in a tertiary prevention strategy for demand reduction purposes. However, the Board also drew attention to the fact that harm reduction programmes could not be considered substitutes for demand reduction programmes. The Board would like to reiterate that harm reduction programmes can play a part in a comprehensive drug demand reduction strategy but such programmes should not be carried out

at the expense of other important activities to reduce the demand for illicit drugs, for example drug abuse prevention activities.

446. Since some harm reduction measures are controversial, discussions of their advantages and disadvantages have dominated the public debate on drug policy. The fact that harm reduction programmes should constitute only one element of a larger, more comprehensive strategy to reduce the demand for illicit drugs has been neglected. The Board regrets that the discussion on drug injection rooms and some other harm reduction measures has diverted the attention (and, in some cases, funds) of Governments from important demand reduction activities such as primary prevention or abstinence-oriented treatment.

#### **Treaty adherence**

447. Since the last report of the Board was published, San Marino has acceded to the three international drug control conventions, Liechtenstein has become a party to the 1972 Protocol amending the 1961 Convention and to the 1971 Convention and Andorra and Estonia have acceded to the 1988 Convention. Of the 44 States in Europe, 42 are parties to the 1961 Convention, 42 are parties to the 1971 Convention and 40 States and the European Community are parties to the 1988 Convention.

448. Albania remains the only country in Europe that is not a party to any of the international drug control treaties. The Board discussed this issue with the authorities of Albania during a mission in April 2000 (see paragraphs 482-484 below). The Board urges the Government of Albania to accede to the three international drug control treaties as soon as possible.

449. Albania, the Holy See, Liechtenstein and Switzerland remain the only States in Europe that have not ratified the 1988 Convention.

#### **Regional cooperation**

450. The Board notes with appreciation that the European Union Action Plan to Combat Drugs (2000-2004) was endorsed by the European Council at Santa Maria da Feira, Portugal, in June 2000. The Action Plan provides common political guidelines for all activities to be undertaken by the institutions and member States of the European Union to implement the European Union Drugs Strategy (2000-2004). The

Action Plan addresses, inter alia, questions regarding the improvement of drug coordination at all levels and the development of national drug coordination units in each member State of the European Union.

451. The Board notes the efforts of the European Monitoring Centre for Drugs and Drug Addiction to collect and analyse drug-related data and provide comparable data on the drug phenomenon in European States. The Board welcomes the work that the Centre has carried out in the assessment of those synthetic drugs which pose a serious threat to public health and have limited therapeutic value.

452. The Board notes with satisfaction that a number of Governments in Europe have stepped up their bilateral cooperation. For example, the Government of the Russian Federation has concluded over 80 inter-governmental and inter-agency agreements related to drug control with other Governments throughout the world.

453. A large number of bilateral and regional agreements on drug law enforcement have led to excellent cooperation among eastern European countries and between eastern European countries and western European countries, contributing to the increase in the number of seizures of drugs, in particular heroin, in Europe.

454. The Board welcomes the fact that the law enforcement authorities of Belarus, Kazakhstan, the Russian Federation and Ukraine have continued their joint efforts to fight drug trafficking, which have resulted in major drug seizures.

455. Because of the general lack of data on the prevalence of drug abuse in eastern Europe, the Board, in its report for 1999,<sup>46</sup> encouraged Governments in that subregion to establish drug abuse information systems. The Board welcomes the fact that, since then, a number of epidemiological studies on drug abuse have been initiated. In particular, the Board notes with appreciation the results of both the multi-city study on drug abuse and the Phare project on drug information systems.

#### **National legislation, policy and action**

456. The Board welcomes the adoption of new comprehensive drug control legislation in Slovenia, including updated provisions on control of the licit movement of scheduled substances, provisions related

to the prevention of drug abuse and the treatment of drug abusers and a new law on precursor control.

457. The parliament of Portugal decided in July 2000 that penal sanctions would no longer apply to the illicit use, possession and acquisition for personal use of all drugs. Instead, those offences would be subject to administrative sanctions, such as fines, or other limitations of rights, such as the suspension of driving privileges. A similar law is under consideration in Luxembourg.

458. In September 2000, the parliament of Poland approved a bill that increases penalties for abusers and sellers of any type of drugs. The bill sets prison terms of up to three years for drug possession and up to 10 years for the retail selling of drugs. In the past, retail sellers of drugs had often escaped punishment because persons could not be punished in Poland for carrying small quantities of drugs for personal use.

459. Drug legalization is not considered a policy option in Europe, but there is a move in several member States of the European Union to decriminalize drug abuse, particularly when it is perceived to be related to drug addiction. Drug legalization is also not supported by the general public, or even young people.

460. In February 2000, Germany adopted an amendment to its narcotics act, allowing for the establishment and operation of drug injection rooms. The amendment sets forth 10 minimum standards for the security and control of the use of narcotics in drug injection rooms. The Board notes that the Government of Germany has responded to some of the concerns of the Board such as the emergence of rampant drug trafficking on and around the premises of drug injection rooms; however, the Board maintains its principal objection to the establishment and operation of such facilities, which was expressed in its report for 1999.<sup>47</sup> The Board notes that the non-medical use of drugs obtained on the illicit market without prescription runs counter to the main principle of all the international drug control treaties, namely that drugs should be used for medical and scientific purposes only.

461. Albania, the Czech Republic, Estonia, Latvia and Liechtenstein have adopted new or strengthened existing legislation to prevent money-laundering. The Board urges the Governments of Poland, the Republic of Moldova and the former Yugoslav Republic of

Macedonia to accelerate the adoption of such legislation. The Board notes that, in Switzerland, the number of suspicious transactions reported has considerably increased since the adoption of the law against money-laundering in that country.

462. In the Russian Federation, amendments to the federal law on narcotic drugs and psychotropic substances of 1997 are currently being prepared. As the planned changes are extremely important for national drug control coordination, as well as better international cooperation, the Board urges the Government to accelerate the enactment of that legislation.

463. The Board urges the Governments of Croatia, Slovakia and the former Yugoslav Republic of Macedonia to follow the example of other countries in Europe by accelerating the adoption of legislation for precursor control.

464. As Bosnia and Herzegovina has become a significant transit point for drug trafficking, the Board has been encouraging the authorities to promote cooperative agreements in the field of drug control between the two entities in that country. The Board therefore welcomes the joint ministerial meeting held in February 2000 that resulted in the two entities agreeing to set up a high-level working group to coordinate the drafting of new drug control legislation.

465. In the summer of 2000, the Government of Switzerland started a national campaign to prevent drug abuse. The campaign, which is a joint effort by the Federal Office for Public Health, the Federal Office of Sports and the Swiss Olympic union, is focusing on using community sports as a means of preventing drug abuse and improving the general health of children and young adults. The campaign is offering a wide range of projects, counselling and information material.

466. Several Governments in Europe have created web sites aimed at preventing drug abuse. The web sites provide information on the effects of drugs. In addition, they often provide answers to questions on drug abuse or related problems. For example, an evaluation of a web site operated by a state government in Germany has shown that advanced technology was successfully used to reach out to abusers of synthetic drugs, cocaine or cannabis who were reluctant to approach in person facilities offering assistance. The web site was also used by others, including young



people, to find information about drugs. The Board therefore encourages Governments to continue to make use of the Internet in their efforts to prevent drug abuse and reach out to drug abusers.

467. In December 1999, the Government of Spain adopted a national drug strategy for the period 2000-2008. The strategy contains, among other things, measures that need to be taken in order to achieve the aims and objectives that, in 1998, Governments at the twentieth special session of the General Assembly, devoted to countering the world drug problem together, committed themselves to reaching. The Government of the Russian Federation approved the governing principles and guidelines for action to counter illegal trafficking in narcotic drugs and psychotropic substances and drug abuse for the period up to 2008, which describe ways to achieve the goals set by the Assembly at its twentieth special session. The Governments of Latvia, Lithuania and Ukraine launched national drug control strategies or programmes related to the implementation of the resolutions adopted by the Assembly at its twentieth special session. The Board welcomes those strategies and encourages other Governments in Europe to adopt similar national strategies to ensure achievement of the goals and targets set in the Political Declaration adopted by the Assembly at its twentieth special session.

468. The Board notes that the leaders of eight major industrialized countries (G-8) and the President of the European Commission, at the summit held in Okinawa in July 2000, urged universal implementation of the recommendations adopted by the General Assembly at its twentieth special session.

### **Cultivation, production, trafficking and abuse**

#### *Narcotic drugs*

469. Cannabis continues to be the most widely trafficked drug in Europe. Nearly 512 tons of cannabis resin and over 81 tons of cannabis herb were seized in 1999. Morocco continues to be the main source of cannabis resin. Albania remains a major source country for cannabis herb. Albanian cannabis is smuggled primarily into Greece and Italy, where large seizures of it have been made in the past three years. Cannabis is also increasingly being cultivated in Lithuania; in 1999, 1,842 hectares of cannabis were eradicated in that country, three times more than in 1998. Large

areas under cannabis cultivation were also eradicated in Ukraine in 1999. Some western European countries, such as the Netherlands and Switzerland, are becoming important sources of cannabis; the Board again calls on the Governments concerned to consider taking urgently needed countermeasures.

470. Indoor cultivation of cannabis remains a significant problem in western Europe, not least because cannabis seeds and paraphernalia for growing cannabis continue to be sold via the Internet. The Board is not aware of any government action taken against the sale of seeds of highly potent varieties of cannabis over the Internet. As a result, indoor cannabis cultivation has continued to increase. In the United Kingdom, it appears that indoor cannabis cultivation is increasingly being controlled by criminal organizations.

471. The amount of heroin seized in Europe has increased. That increase is partly attributable to significantly increased interception rates in central and eastern European countries. Law enforcement agencies consider that the bulk of the heroin seized in Europe has passed along the Balkan route. In 2000, law enforcement activities led to record seizures in Bulgaria. The eastern parts of Germany are increasingly being used by heroin traffickers as transit points. Countries in central and eastern Europe continue to be used for the storage of heroin and cocaine destined for countries in western Europe. Most of the heroin in Europe continues to be from south-west Asia, Afghanistan being the main country of origin. Some of the heroin seized was identified as being from south-east Asia or Colombia.

472. The Governments of Albania, Bulgaria, Estonia, Romania, the Russian Federation and Slovenia have reported that heroin abuse has become a major concern. In Albania, heroin abuse is spreading noticeably. In Hungary, intravenous heroin abuse is increasing at an alarming rate.

473. "Liquid heroin" or "kompot", which is produced from poppy straw, continues to be abused in the Baltic States (Estonia, Latvia and Lithuania). In the Russian Federation, poppy straw extract, commonly used by drug addicts in the past, is being replaced by highly concentrated substances, in particular opium and its derivatives, including heroin. In Ukraine, opium poppy straw extract continues to be the most abused drug.

474. The availability and demand for cocaine have increased in Europe. Large amounts of cocaine are smuggled annually out of South America to meet the illicit demand for that substance in Europe; such smuggling is being facilitated by closer links between criminal groups in the two continents. The average annual increase in cocaine seizures in Europe is about 15 per cent, reflecting not only intensified law enforcement efforts but also an increase in cocaine trafficking and abuse. Spain continues to be the main gateway to Europe for South American cocaine. Most of the larger shipments of cocaine are transported in cargo containers to a primary entry point in Europe, where the consignments are then transferred to smaller boats and yachts and transported to other parts of the region. Cocaine is brought to the Russian Federation both directly from South America and through other States. Although seizures of cocaine in central and eastern Europe decreased in 1999, trafficking organizations have used countries in those subregions as transit points for transporting consignments of cocaine by sea and by air to western Europe, as evidenced by the seizure of 241 kg of cocaine in Croatia in May 2000.

475. Cocaine abuse in Europe has increased in recent years. Available data on lifetime abuse of cocaine show that cocaine abuse has increased in Belgium, France, Greece, Luxembourg, the Netherlands, Sweden and the United Kingdom. Illicit demand for cocaine has also risen in countries in eastern Europe.

#### *Psychotropic substances*

476. Europe continues to be a major source of the illicitly manufactured amphetamines and amphetamine-type stimulants on illicit markets not only in the region but throughout the entire world. Such substances continue to be manufactured mainly in countries in western Europe; however, they are also illicitly manufactured in countries in eastern Europe, the Russian Federation, other CIS member States and the Baltic States.

477. Amphetamine seizures in Europe have increased slightly, with the United Kingdom accounting for the bulk of the seizures made. Amphetamine is illicitly manufactured mainly in the Netherlands and the United Kingdom; some amphetamine laboratories are located in countries in eastern Europe.

478. The availability of methamphetamine, which was previously not a concern, has shown a marked increase in western Europe. In the first half of 2000, over 120,000 tablets of methamphetamine were seized in Switzerland, more than in any other country in Europe. Significant methamphetamine seizures have also been made in Germany. Most of the methamphetamine originated in south-east Asia.

479. Significant seizures of MDMA (Ecstasy) were made in many western European countries, including France, Germany, Spain and Switzerland. Seizures of MDMA (Ecstasy) originating in countries in western Europe, particularly the Netherlands, a major manufacturer of the substance, have increased throughout the world.

480. The Czech Republic reported that during the last two years there has been an increase in the abuse of methamphetamine ("pervitine") by inhalation, compared with previous years, when the drug was almost exclusively injected.

481. Although an increasing number of studies show that MDMA (Ecstasy), because of its neurotoxic properties, causes long-term brain damage, MDMA (Ecstasy) and other synthetic drugs continue to be perceived as relatively "harmless". This is illustrated by the fact that the term "party drugs" is often used to describe MDMA (Ecstasy) and other amphetamine-type stimulants. Synthetic drugs are abused in many different recreational dance and party settings; in addition, in some European countries, drug traffickers sell large amounts of various synthetic drugs at large street parades without being hindered.

#### **Missions**

482. In April 2000, the Board sent a mission to Albania. Albania is used as a transit point for heroin consignments from western Asia destined for illicit markets in western Europe. Weak institutional structures make the country attractive to traffickers of not only drugs, but also all sorts of illicit contraband. There is a key trafficking route along its coast on the Adriatic where a large number of small rubber boats are used to smuggle illicit contraband into Italy.

483. Albania is finally starting to enjoy relative peace and stability and will hopefully be able to address the critical issue of strengthening its government institutions, such as the judiciary, which is necessary in order

to deal effectively with criminality in general and drug trafficking in particular.

484. A major concern of the Board is the fact that Albania is the only State in Europe that is not a party to any of the international drug control conventions. The Board urges the Government of Albania and the donor community, including regional organizations, to work closely together to ensure that Albania becomes a party to those conventions without further delay. Albania's accession to the conventions will help to ensure that it will be considered a full partner in its efforts to deal with the problems of criminality and illicit drugs.

485. The Board sent a mission to Bosnia and Herzegovina in October 2000. Institutional structures established by the the General Framework Agreement for Peace in Bosnia and Herzegovina and the annexes thereto (collectively the "Peace Agreement"),<sup>48</sup> initialled in Dayton, Ohio, in the United States on 21 November 1995 and signed in Paris on 14 December 1995, as well as political developments, have prevented unified and effective controls over narcotic drugs and psychotropic substances from being established in the country. The licit trade in internationally controlled substances and drug law enforcement are addressed separately by the two entities that make up the country, the Federation of Bosnia and Herzegovina and the Republika Srpska. The absence of a national authority to control the trade in narcotic drugs, psychotropic substances and precursor chemicals may adversely affect the ability of the country to obtain important medicaments containing internationally controlled substances. The lack of a national coordinating body for law enforcement enables traffickers to illicitly move drugs and precursor chemicals through the country with ease.

486. The Board notes that the Office of the High Representative in Bosnia and Herzegovina has prepared draft legislation to deal with the above-mentioned shortcomings. The draft legislation would establish a commission for the coordination of drug policy to monitor the licit trade in internationally controlled substances. It would also set up a central office for drugs to coordinate all inter-entity and international operations for the detection, prevention and suppression of drug trafficking. The Board urges that the legislation be enacted and implemented without delay.

487. The Board sent a mission to Greece in May 2000. The national drug policy in that country is in line with the provisions of the international drug control treaties. Control over the licit production of, manufacture of, trade in and distribution of narcotic drugs and psychotropic substances in Greece is carried out conscientiously as reflected in the reliable statistical reports submitted regularly to the Board by the authorities. The provisions of all three international drug control treaties have been incorporated in national law. The Board welcomes the efforts made by the authorities to look into a more effective way of monitoring the wholesale and retail distribution of psychotropic substances in order to detect and prevent possible overprescription of such substances and their diversion to illicit markets in other countries in Europe.

488. The Board commends the Government of Greece for offering a wide range of treatment and rehabilitation programmes that provide drug abusers with not only the usual care, but also extensive counselling, psychosocial assistance and job-related skills. Such treatment is provided to drug abusers without compromising the principles of the international drug control treaties.

489. The Board sent a mission to Ireland in May 2000. The Board highly appreciates the vigorous measures taken by the Government to prevent illicit drug trafficking, such as making it possible to identify, freeze and confiscate the proceeds of crime. Those measures appear to have deterred major drug traffickers from operating and keeping their assets in Ireland. The Board invites the authorities of Ireland, including the Criminal Assets Bureau, to continue to share their experience with their counterparts in other countries. The Board notes, however, that the effectiveness of drug interdiction in Ireland depends to a large extent on measures adopted and implemented in other countries, in particular the member States of the European Union.

490. While the primary concern of the Government of Ireland is understandably the significant heroin problem in the Greater Dublin area, the Government should also update the national drug strategy to give adequate attention to the high level of abuse of cannabis and MDMA (Ecstasy), especially among youth. The Board trusts that the authorities, while continuing their significant efforts in the treatment of opioid addiction, will further develop rehabilitation

and social reintegration projects for addicts. The Board appreciates the efforts of the Government to strengthen community support for its drug-related activities through the local drug task forces.

491. As regards the licit manufacture of, trade in and distribution of narcotic drugs and psychotropic substances, the Board notes the commitment of the authorities of Ireland to ensure full compliance with the international drug control treaties for all substances under international control. The Board welcomes the determination by the Department of Health and Children to extend to all psychotropic substances the mechanism of control of international trade by import and export authorizations and to ensure full accountability for manufacturing losses in the pharmaceutical industry. The Board appreciates the commitment by the authorities to further strengthen their cooperation with the Board in the control of precursor chemicals.

492. At the invitation of the Government of Portugal, the Board sent a mission to that country in September 2000. The Government, in its invitation, had expressed interest in the Board's opinion of the new national drug strategy, which involved changes in the type of sanctions applied to the use, possession and acquisition of drugs for personal use, as well as the reorganization of the institutional framework.

493. In Portugal, the thorough review of the national institutional framework for drug control has brought about the establishment of a national inter-institutional coordination agency. The Board is confident that the creation of a centralized structure will lead to a more effective mechanism for the coordination of programmes and measures, as well as for the exchange and centralization of information on drug abuse, illicit trafficking and related crime.

494. By adopting the new national drug strategy, the Government of Portugal has embarked on a wide-ranging review of drug-related legislation. The Board will continue to monitor the developments in that area. The Board expects that new legislation will be fully in line with the international drug control treaties.

495. In April 2000, the Board sent a mission to the Russian Federation to discuss, among other things, problems involving control of licit activities related to narcotic drugs, psychotropic substances and precursors,

as well as the Government's cooperation with the Board.

496. While appreciating the achievements made in recent years by the law enforcement agencies in combating illicit trafficking in narcotic drugs, psychotropic substances and precursors, the Board notes the difficulties encountered by the Russian authorities in monitoring and reporting to the Board, as required under the three international drug control treaties, licit activities in the country related to narcotic drugs, psychotropic substances and precursors. The Board encourages the Government to streamline, bearing in mind the existing problems, the current arrangement for the distribution of control functions between different ministries and relevant government bodies at the national level, with a view to enhancing the drug control system within the country. The Board wishes to emphasize the importance of identifying appropriate government bodies as the competent authorities responsible for both the actual control over narcotic drugs, psychotropic substances and precursors and reporting to the Board, and the need to improve coordination and cooperation, particularly among the ministries concerned.

497. The Board sent a mission to Spain in September 2000. The Board notes with satisfaction the commitment of the Government of Spain to international drug control. That commitment is reflected in the national drug control strategy, which provides for a comprehensive and well-balanced system of prevention, treatment, rehabilitation and social reintegration programmes to deal with the abuse of drugs, as well as alcohol and tobacco, and puts major emphasis on the prevention of drug abuse, in particular, among youth. The Board welcomes the fact that more than 50 per cent of the confiscated funds derived from drug trafficking are used to finance those programmes and that considerable efforts have been made to link the criminal justice system and the treatment programmes. The Board notes with satisfaction that procedures to collect data on the extent and nature of drug abuse are being well established.

498. Drug law enforcement authorities in Spain continue to be successful in seizing significant quantities of drugs destined for Europe. In view of the importance of Spain as a transit country for drugs being smuggled into Europe, the Board encourages the Government to continue to take further steps to

increase the effectiveness of its law enforcement activities and to dismantle drug trafficking organizations. The street purity of cocaine in Spain is the same or higher than that reported in source countries in Latin America, which implies that changes have occurred in the smuggling of that substance into Spain and most likely into the rest of Europe as well. In order to be able to determine those changes, a cocaine-profiling system could be established.

499. The mission to Spain visited a pilot project established by the community of Madrid aimed at reaching out to severely addicted heroin abusers. The pilot project provides, in particular, the use of heroin injection facilities intended to be a first step to attract those abusers who have previously not been incorporated into any type of health-care network or into other drug abuse treatment programmes. The Board reiterates its concern over such facilities, which it expressed in its report for 1999.<sup>47</sup>

500. In September 2000, for the third time in the last decade, a mission of the Board visited Switzerland at the invitation of the Government. The Board notes with appreciation the willingness of the Government to maintain a business-like dialogue with it on numerous matters related to the implementation of the international drug control treaties. The Swiss authorities have actively supported the worldwide strengthening of control of the international trade in psychotropic substances. Comprehensive precursor control mechanisms have been introduced and the provisions of article 12 of the 1988 Convention are being effectively implemented. Under the new law against money-laundering, banks have increasingly reported suspicious transactions to the federal authorities and have frozen the assets involved in such transactions. The Board encourages Switzerland to complement the above-mentioned positive steps by accelerating its accession to the 1988 Convention.

501. The Board appreciates the fact that Switzerland has developed in the last decade a comprehensive drug control strategy, supported by considerable financial means. In particular, the Board welcomes the high quality of the primary and secondary prevention activities. All four elements of that strategy, namely prevention, treatment, "harm reduction" and law enforcement, should receive equal attention, and emphasis should not be shifted towards harm reduction.

502. The Board notes the results of the comprehensive drug control strategy of Switzerland. It has been reported, for example, that the incidence of HIV infection and hepatitis infection, overdose mortality and the rate of drug-related crime have been reduced. However, the Board wishes to highlight its understanding that those positive developments are the result of complex measures, supported by a sophisticated social and health-care system and impressive financial resources, and not the result of any isolated element of the drug control policy. The effect of extensive prescribing of various scheduled drugs on the level of drug abuse and trafficking in Switzerland should be carefully evaluated. The Board therefore encourages other countries examining the Swiss experience to consider its complexity, including the extensive social and medical support for drug addicts, based on considerable financial means.

503. The Board notes with concern that the cultivation and sale of cannabis in Switzerland have actually developed into a significant grey area of business. Further liberalization foreseen, such as the decriminalization of cannabis cultivation and trade currently under discussion, would not only be contrary to the provisions of the 1961 Convention, but might also aggravate the problem instead of solving it. The Board is concerned about the possible long-term results of the cannabis policy of Switzerland and the dangers of large-scale smuggling of cannabis products out of Switzerland and "drug tourism". The Board calls on the Swiss authorities to take the above-mentioned concerns into consideration when deciding on revisions of the Swiss narcotics law of 1951 with regard to cannabis cultivation, purchase, trade and possession.

504. The Board continues to be concerned over the practice not in line with international conventions of establishing drug injection rooms where non-medical use of drugs is taking place. Switzerland is a country with a highly developed social and health-care system and should be able to provide all types of facilities for treatment, instead of establishing drug injection rooms that maintain and facilitate drug abuse under supposedly hygienic conditions.

505. The Board has reviewed action taken by the Government of Romania pursuant to recommendations made by the Board after its mission in July 1997 to that country. The Board notes with appreciation that, in response to its recommendation to establish a high-

level coordinating body for drug control matters, an inter-ministerial committee for the fight against drugs was established in Romania in July 1999.

506. The Board welcomes the adoption in Romania of law No. 21/1999, on the prevention and penalization of money-laundering. The Board notes with concern, however, that the authorities of Romania have not followed their time plan for the adoption of other draft bills on drug-related crime, including draft bills on drug trafficking, corruption and organized crime. The Board urges the Government of Romania to consider those pending bills as a matter of priority and adopt them at the earliest possible date.

## **E. Oceania**

### **Major developments**

507. Illicit trafficking in and abuse of heroin continue to be serious problems in Australia. Seizure data indicate that the drug remains widely available, that its price has fallen and that its purity remains high. Arrests for criminal offences involving heroin have increased sharply since 1997. The heroin death rate in Australia continues to rise. The Board trusts that the Government will continue its efforts to address those developments appropriately, in line with its obligations under the international drug control treaties, in order to reverse the trend.

508. The Board has become aware of large orders of ephedrine and pseudoephedrine placed by companies located in Papua New Guinea; both ephedrine and pseudoephedrine are precursor chemicals controlled under the 1988 Convention and used in the illicit manufacture of methamphetamine. As the illicit manufacture of stimulants is a serious problem in the region of Asia and the Pacific in general, the Board trusts that the competent authorities of Papua New Guinea will fully investigate any attempts to divert large quantities to clandestine manufacture.

509. While problems of heroin and cocaine trafficking and abuse have been, for the most part, limited in the Pacific islands, seizure data indicate that the area is increasingly being used for the trans-shipment of those substances. The Board hopes that the recent political situation in some of the Pacific islands will not adversely affect the ability of the Governments concerned to address drug control.

### **Treaty adherence**

510. The Board remains concerned that the rate of accession to the international drug control treaties continues to be low in Oceania. Of the 14 States in the region, 9 are parties to the 1961 Convention and 8 are parties to the 1971 Convention. A number of States, namely, Kiribati, Nauru, Samoa, Tuvalu and Vanuatu, have not become parties to any of the international drug control conventions. Very few of the States in the region are parties to the 1988 Convention. The Board urges Governments and regional organizations to give priority to the issue of accession.

### **Regional cooperation**

511. Regional organizations such as the Oceania Customs Organisation and the South Pacific Forum continue to play an important role in improving the coordination of action to implement the provisions of the international drug control treaties among the Pacific island States, which are often geographically isolated. The Board urges that drug control issues, including money-laundering, remain an important element of their work.

512. The Board welcomes the efforts of the Government of Australia to include the authorities of New Zealand and Papua New Guinea in consultations with a view to contributing to more harmonized approaches in Oceania.

### **National legislation, policy and action**

513. Harm reduction continues to be a major element of the strategy on drug abuse in both Australia and New Zealand. While such an approach may help to reduce the incidence of communicable diseases, the Board stresses that harm reduction should not become a goal in itself and that such a strategy should not be adopted at the expense of a strong commitment to reduce both the supply of and demand for illicit drugs. Moreover, all such measures must be in conformity with the provisions of the international drug control treaties.

514. The Board notes that a number of Pacific island States, such as Samoa, have begun considering ways to strengthen their financial controls in order to ensure that their institutions are not used for money-laundering. The Board encourages all States in the

region to expeditiously put in place all measures necessary to prevent money-laundering.

### **Cultivation, production, manufacture, trafficking and abuse**

#### *Narcotic drugs*

515. In Australia, a decrease in the illicit outdoor cultivation of cannabis has been offset by an increase in the hydroponic cultivation of cannabis; according to the 1998 National Drug Strategy Household Survey, about one out of five survey participants had used cannabis in the previous 12 months. The illicit cultivation of cannabis also continues in New Caledonia and in Papua New Guinea and to a limited extent on some Pacific islands, such as Fiji. The price of the drug in Australia, the key consumer market for cannabis cultivated in Papua New Guinea, decreased in 1999. In Papua New Guinea, cannabis is increasingly being bartered for commercial goods and weapons.

516. Most of the heroin seized in the period 1998-1999 by Australian customs authorities originated in East and South-East Asia. Sydney and, to a lesser extent, Melbourne remain key entry points since those cities are primary international and domestic transportation hubs; they are also places with high levels of abuse. While the injection of drugs is most common, there has been an increase in the practice of inhaling the smoke of burning heroin in Australia. Other countries in Oceania, such as New Zealand, do not appear to have a significant market for heroin. As shown by the recent seizure of 350 kg of heroin in Fiji, the Pacific islands are quite vulnerable to trafficking.

517. The availability of and demand for cocaine are, with the exception of Australia, low in countries in Oceania. Only sporadic seizures by law enforcement authorities occur in the region. In the past few years, however, seizure data indicate a trend towards the increasing use by traffickers of Pacific islands, such as Fiji and Tonga, as transit points for South American cocaine en route to consumer markets in Australia and, to a lesser extent, New Zealand.

#### *Psychotropic substances*

518. Methamphetamine continues to be manufactured illicitly in Australia using chemicals such as pseudoephedrine diverted from domestic sources. Australian police reported that large amounts of

Sudafed, a common over-the-counter decongestant containing pseudoephedrine, had been stolen from warehouses across the country. Pharmaceutical manufacturers and distributors are, however, working together with medical professionals such as doctors and pharmacists and with regulators and law enforcement to ensure that such over-the-counter medication is used only for the purpose for which it is intended; those efforts include increasing security measures of pharmaceutical wholesalers and distributors. Trafficking in and abuse of methamphetamine in crystal form appear to be on the rise in some of the Pacific islands.

519. The demand for MDMA (Ecstasy) appears to be increasing in New Zealand, as reflected in the increased seizures of that substance by local law enforcement authorities. There is as yet no evidence of local manufacture of MDMA (Ecstasy) in that country.

520. LSD continues to be a major problem in New Zealand, where it is illicitly imported mainly through the mail system from western Europe and the west coast of North America.

521. The sale and abuse of sodium oxybate, a psychoactive substance with hallucinogenic properties that is not under international control, have increased significantly in New Zealand.

### **Missions**

522. In April 2000, the Board sent a mission to Australia.

523. The drug issue has continued to be widely debated at the federal and state levels and by the Australian public at large. Under the Tough on Drugs Strategy adopted in November 1997, the Government has been focusing more of its attention on the reduction of the supply of and demand for illicit drugs in order to reverse the negative trends of the 1990s. Harm reduction has been the key principle underpinning Australia's drug strategy since the mid-1980s.

524. The Board notes with concern that, during the 1990s, parallel to the increasing abuse of illicit drugs, the social acceptance of illicit drugs in Australia remained high, with many people being vocally in favour of the legalization of drugs, in particular cannabis. Indicators show that globally Australia is among the countries with the most widespread

cannabis abuse. The Board notes, however, that the majority of Australians are not in favour of the legalization of cannabis.

525. The spreading heroin abuse in Australia has been followed by a rising death toll among heroin abusers. Therefore, the focus in that country should be on measures to reduce the number of heroin abusers. Some States unfortunately challenge the policy of the federal Government and choose to support policies that run counter to the treaty obligation limiting the use of drugs to medical and scientific purposes only, by establishing heroin injection rooms where illicitly obtained drugs can be injected under supervision.

526. Australia has a very comprehensive and multifaceted programme of treatment and rehabilitation. The Board encourages the Government to develop further the system, which so far has focused on pharmaco-therapeutic assistance in the form of maintenance. The Board appreciates the programmes that enable persons to gradually terminate methadone maintenance and become drug-free and socially reintegrated. The Board notes the establishment of structures for close cooperation between health and judicial authorities, together with the non-governmental sector, aimed at diverting drug-dependent persons from the criminal justice system into appropriate treatment systems.

527. The Board welcomes the efforts of the Government of Australia to prevent young people from abusing drugs, through preventive education in all primary and secondary educational establishments. A campaign for 2001 targeting parents through various media will be followed by specific messages to young people. Those measures will be supported by back-up programmes in schools. The Board trusts that the efforts will result in more people rejecting drugs and not getting involved in drug abuse.

(Signed) Hamid Ghodse      (Signed) Jacques Franquet

President

Rapporteur

(Signed) Herbert Schaepe

Secretary

Vienna, 17 November 2000



## Notes

- <sup>1</sup> United Nations, *Treaty Series*, vol. 520, No. 7515.
- <sup>2</sup> *Ibid.*, vol. 1019, No. 14956.
- <sup>3</sup> See, for example, the preamble to the 1961 Convention.
- <sup>4</sup> *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1), paras. 1-50.
- <sup>5</sup> "Health and drug policies: making them the top of the agenda; a strategy paper on the development of national drug policies", *Development Dialogue*, vol. 1, 1995, pp. 5-24.
- <sup>6</sup> See, for example, *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1), para. 35.
- <sup>7</sup> This comparison takes into account only the figures for the five countries with the highest consumption level in each region.
- <sup>8</sup> E. Fombonne and others, "A study of prescriptions for psychotropic drugs at a French psychiatric hospital", *Revue Epidemiologique Santé Publique*, vol. 31, No. 1 (1989), pp. 29-36.
- <sup>9</sup> N. Vuckovic and M. Nichter, "Changing patterns of pharmaceutical practice in the United States", *Social Science and Medicine*, vol. 44, No. 9, pp. 1285-1302; "Rational use of benzodiazepines" (WHO/PSA/96.11), pp. 1-5; and H. U. Fisch, "Sociopharmacology: psychoactive drugs as an example", *Schweizerische medizinische Wochenschrift*, vol. 109, No. 13 (1979), pp. 461-466.
- <sup>10</sup> J. M. Zito and others, "Trends in the prescribing of psychotropic medications to pre-schoolers", *Journal of the American Medical Association*, vol. 283, No. 8 (2000), pp. 1025-1030.
- <sup>11</sup> J. T. Coyle, "Psychotropic drug use in very young children", *Journal of the American Medical Association*, vol. 283, No. 8 (2000), pp. 1059-1060.
- <sup>12</sup> M. Silverman, M. Lydecher and P. Lee, *Bad Medicine: the Prescription Drug Industry in the Third World* (Stanford, California, Stanford University Press, 1992).
- <sup>13</sup> J. Stjernwård and others, "Opioid availability in Latin America: the Declaration of Florianapolis", *Journal of Pain and Symptom Management*, vol. 10, No. 3 (1995), pp. 233-236.
- <sup>14</sup> World Health Organization, *Ethical Criteria for Medicinal Drug Promotion* (Geneva, 1988).
- <sup>15</sup> *Report of the International Narcotics Control Board for 1996* (United Nations publication, Sales No. E.97.XI.3), para. 114.
- <sup>16</sup> See *Report of the International Narcotics Control Board for 1996* (United Nations publication, Sales No. E.97.XI.3), para. 91; World Health Assembly resolution 50.4 of 12 May 1997, entitled "Cross-border advertising, promotion and sale of medical products through the Internet"; and Commission on Narcotic Drugs resolution 43/8, entitled "Internet" (*Official Records of the Economic and Social Council, 2000, Supplement No. 8 (E/2000/8)*, chap. I, sect. C).
- <sup>17</sup> World Health Organization, "Fake drugs: a scourge on the system", *WHO Drug Information*, vol. 9, 1995.
- <sup>18</sup> H. Ghodse and I. Khan, *Psychoactive Drugs: Improving Prescribing Practices* (Geneva, World Health Organization, 1988), pp. 22-35; B. Blackwell, *Treatment Compliance and the Therapeutic Alliance* (Newark, New Jersey, Harwood, 1997); and J. A. Cramer and R. Rosenheck, "Compliance with medication regimens for mental and physical disorders", *Psychiatric Services*, vol. 49, 1998, pp. 196-201.
- <sup>19</sup> H. Ghodse and I. Khan, *Psychoactive Drugs: Improving Prescribing Practices* (Geneva, World Health Organization, 1988), pp. 42-47.
- <sup>20</sup> J. E. Henney and others, "Internet purchase of prescription", *Annals of Internal Medicine*, vol. 131, 7 December 1999, pp. 861-862; and J. E. Henney, Statement before the Committee on Health, Education, Labor and Pensions, United States Senate hearings, 21 March 2000.
- <sup>21</sup> M. R. Reich, "The global drug gap", *Science*, vol. 287, 17 March 2000, pp. 1979-1981.
- <sup>22</sup> P. Goel and others, "Retail pharmacies in developing countries: a behavior and intervention framework", *Social Science and Medicine*, vol. 42, No. 8 (1996), pp. 1155-1161.
- <sup>23</sup> H. Ghodse and I. Khan, *The Role of Medical Schools in the Rational Use of Psychoactive Drugs* (Rawalpindi, Pakistan, Falcon International Printers, 1988).
- <sup>24</sup> United Nations, *Treaty Series*, vol. 976, No. 14/52.
- <sup>25</sup> *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1).

- <sup>26</sup> *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).
- <sup>27</sup> United Nations, *Treaty Series*, vol. 976, No. 14151.
- <sup>28</sup> Extent of competence: article 12.
- <sup>29</sup> The term “precursor” is used to indicate any of the substances in Table I or II of the 1988 Convention, except where the context requires a different expression. Such substances are often described as precursors or essential chemicals, depending on their principal chemical properties. The plenipotentiary conference that adopted the 1988 Convention did not use any one term to describe such substances. Instead, the expression “substances frequently used in the illicit manufacture of narcotic drugs or psychotropic substances” was introduced in the Convention. It has become common practice, however, to refer to all such substances simply as “precursors”; although that term is not technically correct, the Board has decided to use it in the present report for the sake of convenience.
- <sup>30</sup> Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden and United Kingdom of Great Britain and Northern Ireland.
- <sup>31</sup> Belgium, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden and United Kingdom.
- <sup>32</sup> See, for example, *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1), para. 73.
- <sup>33</sup> *Report of the International Narcotics Control Board for 1999 ...*, paras. 70-78.
- <sup>34</sup> Denmark, Finland, Iceland, Norway and Sweden.
- <sup>35</sup> *Report of the International Narcotics Control Board for 1999 ...*, paras. 100-105.
- <sup>36</sup> *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 1999 on the Implementation of Article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988* (United Nations publication, Sales No. E.00.XI.3), paras. 40-50.
- <sup>37</sup> *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2000 on the Implementation of Article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988* (United Nations publication, Sales No. E.01.XI.3).
- <sup>38</sup> *Report of the International Narcotics Control Board for 1999 ...*, para. 134.
- <sup>39</sup> *Narcotic Drugs: Estimated World Requirements for 2001; Statistics for 1999* (United Nations publication, Sales No. E/F/S.01.XI.2).
- <sup>40</sup> See, for example, *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), paras. 156-158.
- <sup>41</sup> *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987*, chap. I, sect. A, target 7.
- <sup>42</sup> See, for example, *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), paras. 194 and 210.
- <sup>43</sup> Called Lancang Jiang in China.
- <sup>44</sup> The Aga Khan Development Network, established by the Ismaili community, is a group of institutions seeking to improve living conditions and economic opportunities worldwide.
- <sup>45</sup> *Report of the International Narcotics Control Board for 1993* (United Nations publication, Sales No. E.94.XI.2), para. 29.
- <sup>46</sup> *Report of the International Narcotics Control Board for 1999 ...*, para. 446.
- <sup>47</sup> *Ibid.*, paras. 176 and 177.
- <sup>48</sup> See *Official Records of the Security Council, Fiftieth Year, Supplement for October, November and December 1995*, document S/1995/999.