

III. Analysis of the world situation

A. Africa

Major developments

237. Cannabis illicitly cultivated throughout Africa is abused locally and smuggled within the region and into Europe and North America. Illicit cultivation and abuse of and trafficking in cannabis have continued in several countries throughout Africa despite increasing seizures and continued eradication efforts. Cannabis resin is smuggled out of Morocco and into the Iberian peninsula, as well as into other countries in northern Africa. In addition, cannabis and other drugs are smuggled through the northern part of Africa. Countries in eastern, western and southern Africa continue to be used as transit points for smuggling cocaine from South America into Europe and for smuggling heroin from Asia into Europe and North America.

238. While cannabis is the main drug of abuse in Africa, the abuse of psychotropic substances is widespread. While the abuse of amphetamine, benzodiazepine, ephedrine and pemoline is currently more pronounced in the countries in western Africa, methaqualone continues to be abused mainly in southern and eastern Africa, in particular, in South Africa. The abuse of MDMA (Ecstasy) is also spreading in South Africa. The abuse of opiates has remained relatively limited in the region, although increased abuse of opiates has been reported in cities in African countries along the Indian Ocean, as well as in some countries in western Africa. Cocaine continues to be mainly abused in cities and tourist centres in southern and western Africa.

239. There has been a decrease in the age at which a growing number of young people and women start abusing drugs. Among those who abuse heroin, the mode of administration is also shifting, particularly in eastern, western and southern Africa, towards injection, which will contribute to the further spreading of human immunodeficiency virus (HIV)/AIDS infection, which is already widespread in those subregions. In view of the major economic, political and social problems faced by many African countries, there is a risk that unemployed youth and the urban and rural poor will be further exposed to drug abuse and

experience a further deterioration of their situation as a result of drug abuse.

240. In general, the countries in Africa have weak systems for controlling the licit manufacture and distribution of pharmaceutical products. Internationally controlled drugs are sold over the counter, either because national laws are not updated or the prescription requirement is insufficiently enforced or implemented. In addition, distribution of illicitly manufactured or diverted pharmaceutical products occurs.

241. In many countries in Africa, there is an urgent need for policy makers to update and ensure the enforcement of existing drug control legislation. The Board urges the Governments concerned to share information with each other in a more systematic manner, to harmonize their drug control legislation, to make possible the provision of mutual legal assistance in the prosecution of drug-related offences and to allow the extradition of drug traffickers.

Treaty adherence

242. In May 2001, Djibouti became a party to the 1961 Convention as amended by the 1972 Protocol, the 1971 Convention and the 1988 Convention, and the Central African Republic acceded to those conventions in October 2001. In addition, the United Republic of Tanzania acceded to the 1971 Convention in December 2000 and Mauritius acceded to the 1988 Convention in June 2001.

243. Angola, the Congo, 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 is not yet a party to the 1971 Convention, and the Democratic Republic of the Congo, Gabon, Liberia, Namibia, Rwanda and Somalia are not yet parties to the 1988 Convention. As treaty adherence by all countries is essential to the effective functioning of the international drug control system, the Board urges the States concerned to accede to those conventions as a matter of urgency.

Regional cooperation

244. The Organization of African Unity (OAU) has strengthened its focal point for drugs for more sustained cooperation with the Governments of African countries and its drug control cooperation and coordination with African subregional organizations such as the Economic Community of West African States (ECOWAS) and the Southern African Development Community. The first OAU ministerial conference on drug control and crime prevention will be held in February 2002.

245. ECOWAS is now conducting new activities against money-laundering, organized crime and trafficking in human beings and will also become a repository for drug control information and expertise from its member States.

246. In January 2001, the ministers for foreign affairs of Kenya, Uganda and the United Republic of Tanzania signed the protocol on combating illicit drug trafficking in the East African Community. The three countries, together with Rwanda, have strengthened their cooperation in drug control through biennial meetings of heads of departments of investigation and drug control units.

247. The launching of a regional project on the control of licit substances in eastern Africa brought together in November 2000 the heads of the national drug regulatory authorities from the 13 countries in the subregion.⁵⁹ The meeting discussed the formulation of effective licit drug control policies and strategies in order to limit the use of controlled drugs to medical and scientific purposes.

248. The Board notes with appreciation the progress made in the judicial system through training in drug-related cases in southern and eastern Africa. By October 2001, training courses for a total of 92 investigators and prosecutors, 50 magistrates and 38 judges had been held in Harare, Zimbabwe, and Pretoria, South Africa. The South African Police Service has continued to provide drug interdiction courses and training on border control for police and customs officers from countries in southern Africa. The Board notes that the Centre for Judicial Training was established in Maputo, Mozambique, in April 2001 to provide training for public prosecutors, drug law enforcement officials and judicial officials.

National legislation, policy and action

249. Efforts are currently being made by a number of countries in Africa to update existing drug control laws and to prepare legislation to combat money-laundering.

250. The Board notes that the parliament of the Central African Republic has adopted new drug control legislation. In Egypt, a law was passed that will allow the Anti-Narcotics General Administration to keep for use in its operations a portion of the assets seized from drug traffickers who have been prosecuted and sentenced. At the same time, the Board notes with concern that the Financial Action Task Force on Money Laundering has included Egypt and Nigeria in the list of non-cooperative countries. The Board urges the Governments of those countries to expedite the drafting of legislation against money-laundering (see paragraph 263 below).

251. The Government of Malawi completed in 2001 a draft bill to update its drug control legislation so that it conforms with the 1988 Convention. Laws against money-laundering were adopted in Mauritius and Mozambique. Mauritius has also enacted a new drug control law that authorizes the freezing of assets used in or derived from drug trafficking and that facilitates undercover operations. In Morocco, the Government is updating legislation against money-laundering in order to fully meet the requirements of the 1988 Convention. The Government of Swaziland has completed a draft bill to update drug control legislation so that it conforms with the three international drug control treaties; the draft bill will be considered in the parliament before the end of 2001. The United Republic of Tanzania is currently reviewing drug control legislation in order to provide better control over licit narcotic drugs, psychotropic substances and precursor chemicals.

252. The Government of Kenya appointed a national coordinator for drug abuse prevention activities in March 2001, and a national programme is being developed to increase public awareness of the dangers and consequences of drug abuse. In Nigeria, which has comprehensive drug control legislation and policies, the Government continues to accord high priority to drug control. In South Africa, several facilities for the treatment and rehabilitation of drug abusers were established in disadvantaged communities in three provinces in 2000. Plans are under way to provide similar assistance to three other provinces in 2001.

253. While many countries in Africa have already finalized or adopted national strategies and plans of action against drugs, the Board notes with concern that the necessary resources have not always been made available to implement those plans. The Board notes with satisfaction that, under a new national initiative addressing various aspects of drug control, the Government of the Libyan Arab Jamahiriya is finalizing a new comprehensive strategy for drug control. In the Seychelles, a national drug control master plan was formulated in May 2001, in line with the Protocol on Combating Illicit Drugs Trafficking in the Southern African Development Community Region. The Governments of Madagascar and the United Republic of Tanzania are finalizing national drug control master plans. Concerned about the increased abuse of drugs, especially among youth, the Government of Rwanda has intensified its cooperation with other countries in eastern Africa to combat drug abuse and trafficking (see paragraph 246 above) and is taking steps to accede to the 1988 Convention. In Togo, the Government is implementing the comprehensive national drug control strategy that was adopted in 2000. The strategy provides for, inter alia, the strengthening of drug law enforcement and improvement of the drug control capacity at the port of Lomé, as well as drug abuse prevention and the treatment of drug addicts.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

254. Illicit cultivation of, trafficking in and abuse of cannabis continue throughout Africa. According to Interpol, 22 per cent of the cannabis herb seizures made worldwide in 2001 were effected in Africa. The main African source countries for cannabis smuggled into Europe continue to be Morocco and South Africa and, to a lesser degree, Ghana, Nigeria and Senegal. Morocco is the source of 60-70 per cent of the cannabis seized in Europe. Efforts of Moroccan law enforcement agencies have led to significant increases in seizures in recent years. The amount of cannabis smuggled into and out of sub-Saharan Africa continues to be significant, in spite of the fact that cannabis eradication efforts have been intensified. As for western Africa, it was reported that in 2000 more than 264 tons of cannabis were seized and more than 1,000 tons of cannabis plants were eradicated in

Nigeria; large seizures of cannabis were also effected in Ghana and Senegal. The potential for cannabis production in southern Africa (Lesotho, Malawi, South Africa and Swaziland) is estimated to exceed that of Morocco. While most of the cannabis grown in southern Africa is abused locally, some of it is being smuggled into Europe and North America. In eastern Africa, particularly in the Comoros, Ethiopia, Kenya, Madagascar, Uganda and the United Republic of Tanzania, cannabis, which was once grown to supply a limited local market, has in recent years become a commercially significant crop. Law enforcement agencies are actively involved in countering the spillover effect of cannabis cultivation in eastern Africa. In February 2001, over 328 tons of cannabis grown in the area of Mount Kenya were destroyed by Kenyan law enforcement officers, and in June 2001 a joint operation led by the law enforcement agencies of Kenya and Uganda resulted in the destruction of large cannabis cultivation sites concealed in fields of maize along the common borders of those countries. Similar operations took place in the United Republic of Tanzania.

255. In Egypt, limited illicit opium poppy cultivation continues in the Sinai. Such cultivation seems to be moving towards more remote areas. Opium produced in the Sinai is abused locally, mostly in northern Egypt, though no illicit manufacture of heroin appears to be taking place in Egypt. No laboratories for illicit heroin manufacture have been discovered in Egypt in over 10 years. Although the abuse of heroin smuggled into Egypt is limited, it is increasing.

256. Africa continues to be a major transit area for heroin trafficking. Côte d'Ivoire, Ghana and Nigeria are used as major transit points for smuggling heroin from South-East Asia and South-West Asia. The heroin traffic is controlled by groups mainly from western Africa that are well entrenched in India, Pakistan and Thailand. According to Interpol, heroin from South-West Asia and South-East Asia and, more recently, from South America is packaged in Africa to be smuggled into Europe and North America. The total quantity of heroin seized in Africa has increased over the past few years. In eastern Africa, Uganda, Kenya and the United Republic of Tanzania have reported increases in heroin seizures. In that subregion, the transmission of HIV/AIDS via injecting drug abuse is still limited to the coastal areas of Kenya and to Mauritius. While heroin abuse continues to be at a

relatively low level in most countries in Africa, South Africa has seen an increase of 40 per cent in the number of intravenous heroin abusers over the last three years, raising concerns about the increased spread of HIV/AIDS infection in that country.

257. Trafficking in and abuse of cocaine have been increasing, particularly in western and southern Africa. In African countries, seizures of cocaine consignments from South America, intended for illicit markets in those countries and in Europe, continue to increase. While most of the cocaine seizures have involved consignments discovered at airports and in parcels from Argentina, Brazil, Ecuador and Peru, there is concern that the smuggling of cocaine by sea in containers may increase. Increased abuse of both cocaine powder and cocaine base ("crack") was reported in Mozambique, Senegal and South Africa. Because it is more affordable, the abuse of "crack" in South Africa is growing faster than the abuse of any other drug. Important transit points for the cocaine traffic are located in Côte d'Ivoire, Ghana, Lesotho, South Africa and Swaziland. Cocaine from Brazil is also shipped to Angola and then transported on roads through Namibia to South Africa. There is evidence of the spillover effect of the cocaine transit traffic: cocaine abuse has increased significantly in Angola and Namibia. There is growing concern that Morocco is becoming a transit country for Latin American cocaine consignments destined for Europe and that the abuse of cocaine and synthetic drugs in Morocco is increasing. Criminal organizations mainly smuggling drugs out of Morocco and into Europe appear to be the same or are closely linked to those smuggling migrants and engaged in money-laundering.

Psychotropic substances

258. The abuse of psychotropic substances continues to be a problem in many countries in Africa, particularly in major cities in southern, eastern and western Africa. Self-medication, the sale of licit drugs through unregulated channels (street hawkers, drug vendors, unauthorized retailers) and the sale of psychotropic substances without prescription are believed to be contributing to this development. In Nigeria and other countries in western Africa, various preparations containing amphetamine-type stimulants and benzodiazepines are still widely available in parallel markets. In view of the extensive abuse of ephedrine tablets in Ghana, the Government has

banned the manufacture and use of such tablets. The Government of Egypt has introduced stricter controls and penalties for stimulants. Most seizures of amphetamine-type stimulants in Africa are made in western Africa; in 1999, Nigeria alone accounted for three quarters of all seizures of amphetamine-type stimulants in Africa. In eastern Africa, a wide range of licit narcotic drugs and psychotropic substances are diverted into illicit channels and openly sold by street vendors in several cities. Those drugs, which include sedatives and codeine-based syrups, are used to offset the stimulant effects of khat (*Catha edulis*), while diazepam and phenobarbital are used in combination with other products to enhance the effects of locally brewed spirits.

259. Methaqualone continues to be abused mainly in countries in southern and eastern Africa and to some extent in western Africa. It is estimated that up to 80 per cent of the methaqualone illicitly manufactured worldwide may be abused in South Africa. As a result of the strengthening of control measures in South Asia, methaqualone is now illicitly manufactured in South Africa, as well as in some countries in eastern and southern Africa, as indicated by the detection in Mozambique and the United Republic of Tanzania of laboratories illicitly manufacturing methaqualone for the market in South Africa. Because the essential chemicals for the substance are being monitored, operators of clandestine laboratories are turning to chemicals not usually associated with methaqualone manufacture. In addition, methaqualone from India continues to be smuggled into South Africa through a number of countries in eastern and southern Africa, such as Kenya, Mozambique, Swaziland and the United Republic of Tanzania. Furthermore, according to Interpol reports, several large seizures of methaqualone effected in South Africa indicate that the substance is being smuggled along a route leading from China to Africa.

260. In Africa, trafficking in and abuse of MDMA (Ecstasy) are still largely confined to South Africa. According to Interpol, since 1998, there has been a large increase in the amount of MDMA (Ecstasy) being smuggled out of Europe and into South Africa; there is some concern that African groups trafficking in cocaine, heroin and other illicit drugs may soon begin trafficking in MDMA (Ecstasy).

Other issues

261. Khat, a substance not under international control, continues to be cultivated and abused in eastern Africa. It is also smuggled into some countries in Europe and North America. Khat is a substance currently under control only in the United Republic of Tanzania, though Eritrea is also taking steps to place it under control. In Nigeria, the use of “zakami” (*Datura metel*), a plant that grows wild in some parts of the country, is an emerging problem. The abuse of solvents, glues and thinners, currently most prevalent among marginalized youth and street children, continues in most countries in Africa.

Missions

262. The Board sent a mission to Egypt in May 2001. The Board highly appreciates the commitment of the Government of Egypt to international drug control. That commitment is reflected in vigorous measures to prevent illicit drug trafficking, such as eradicating the illicit cultivation of opium poppy and cannabis in the Sinai peninsula. Those efforts have been facilitated by close cooperation between the various law enforcement agencies. The Board invites the Government of Egypt to share with other Governments its commendable approaches to dealing with various aspects of the drug problem and its experience in implementing the international drug control treaties.

263. The Board trusts that the authorities of Egypt will maintain the high intensity of their drug interdiction activities and will continue to enhance their efforts to seize and confiscate the proceeds of crime and to implement measures against money-laundering (see paragraph 250 above).

264. The Government of Egypt should continue to strengthen its efforts to reduce illicit drug demand, in order to ensure a balance between reducing illicit drug supply and demand. Through more continuous assessment, detailed information can be obtained on the extent of and trends in drug abuse. The Board appreciates the activities already under way in the area of primary prevention, in particular activities aimed at protecting youth. The Board welcomes the emphasis placed by the authorities on following an integrated multidisciplinary approach. The Board appreciates that the Government is taking initiatives to strengthen its services for the treatment of addicts and to develop diverse activities for the rehabilitation and social

reintegration of addicts, in cooperation with non-governmental organizations. The Board welcomes the holding of the National Conference on Demand Reduction in Cairo in April 2001 for the development of a comprehensive strategy for the reduction of illicit drug demand.

265. Pharmaceutical preparations containing psychotropic substances continue to be available in Egypt without prescription, resulting in the abuse of those preparations, especially by youth. The competent authorities should strictly enforce the prescription requirement for such preparations in order to prevent their diversion and abuse. At the same time, however, the availability of narcotic drugs and psychotropic substances for the sick has to be enhanced. The Board acknowledges the efforts of the authorities of Egypt to cooperate with the Board in the control of licit activities related to narcotic drugs and psychotropic substances. The Board welcomes the determination of the Government to strengthen coordination among the agencies responsible for the control of precursors.

266. The Board sent a mission to Eritrea in April 2001. Eritrea is making preparations to accede to the three international drug control treaties. The Board recognizes that accession to the treaties may have been difficult for Eritrea in the years following its independence because of the conflicts prevailing in the area. The Board urges Eritrea to accede to the treaties as peace returns to the country.

267. The Board notes that, while illicit drug-related activities in Eritrea are currently being reduced to a minimum, there is a need for the country to be better prepared to prevent it from being targeted by criminal organizations. The coast of the Red Sea is a particularly vulnerable area, given that drug trafficking is known to occur along the east coast of Africa.

268. The Board welcomes the efforts of Eritrea to prevent the development of a market for khat, as has happened in other countries in Africa. The Board looks forward to the planned revision of domestic criminal law that will make khat illegal.

269. A mission of the Board visited Morocco in June 2001 to discuss with the Government the problems of national and international drug control, particularly cannabis cultivation and illicit trafficking in cannabis products. Large-scale cannabis cultivation

has continued in Morocco, which remains one of the world's main sources of cannabis resin.

270. Cannabis is cultivated in Morocco to satisfy domestic demand and to produce cannabis resin that is smuggled into Europe. There are no reliable estimates of the extent of cannabis cultivation. The Government of Morocco has recognized that there is an urgent need to initiate action aimed at eradicating cannabis. The Board would like to emphasize that the eradication of the cannabis plants from which drugs are extracted is the responsibility of the Government. The Board urges the Government of Morocco to elaborate a concrete eradication plan. At the same time, as Europe constitutes the main market on which Moroccan cannabis is sold, the Board calls upon the Governments of European countries to provide adequate assistance to those eradication efforts.

271. The Board notes the willingness expressed by the Government of Morocco to ratify the 1972 Protocol amending the 1961 Convention and expects that Morocco will quickly proceed to become a party to the 1961 Convention in its amended form. Morocco ratified the 1988 Convention in 1992; however, almost 10 years later, legislation translating the provisions of the 1988 Convention into national law has still not been adopted. The Board urges the Government of Morocco to accelerate the enactment of such legislation.

272. In May 2001, the Board reviewed the progress by the Government of Gabon on recommendations made by the Board pursuant to its 1998 mission to that country. The Board is pleased to note that, after nearly 10 years, Gabon has resumed submitting data related to the licit trade in narcotic drugs and psychotropic substances, as required under the 1961 Convention as amended by the 1972 Protocol and under the 1971 Convention.

273. The Board notes that Gabon has not yet deposited its instrument of accession to the 1988 Convention and that the country continues to lack the necessary legislation to control precursor chemicals. The Board encourages Gabon to act on those issues without further delay.

B. Americas

274. At the Summit of the Americas held in Québec City, Canada, in April 2001, States pledged to cooperate on regional measures against organized crime, money-laundering, diversion of precursor chemicals, and trafficking in drugs and arms, all of which pose major challenges to the Americas.

275. Under the Multilateral Evaluation Mechanism, the Inter-American Drug Abuse Commission (CICAD) of OAS has issued several recommendations for member States, including one on strengthening international cooperation with countries outside the Americas and international organizations, in order to respond more effectively to transnational developments in the drug problem. Moreover, in the recommendations, States are encouraged to adopt and ratify international conventions and other instruments on drug control and related matters, in particular those addressing corruption and organized crime. Bilateral and multilateral agreements are also promoted, including agreements for the exchange of expertise and intelligence in law enforcement and demand reduction. States are also encouraged to make use of and support regional mechanisms such as the Inter-American Observatory on Drugs. The Board requests all States to carefully review the recommendations and take the necessary steps to improve regional cooperation in matters concerning drug control and the prevention of drug abuse.

276. The first hemispheric report of the Multilateral Evaluation Mechanism, approved by CICAD in December 2000, provided an initial frame of reference for further evaluation of the progress made by individual OAS member States, and the Americas in general, in the Anti-Drug Strategy in the Hemisphere, agreed upon by OAS member States in 1997. The report emphasized the need to assess the human, social and economic cost of the drug problem in the Americas. The Inter-American System of Uniform Drug-Use Data (SIDUC) is providing support to the Multilateral Evaluation Mechanism by establishing a framework for unifying and comparing data from different sources. The Board welcomes the extensive data collection by CICAD; however, the Board wishes to remind Governments that reporting to CICAD is not a substitute for the reporting obligations of countries under the international drug control treaties.