

A. Africa

1. Major developments

362. In September 2018, the Constitutional Court of South Africa upheld a lower court ruling striking down certain provisions of the country's Drug and Drug Trafficking Act and the Medicines and Related Substances Act that criminalized the use, possession or cultivation of cannabis in a private place by an adult for his or her own personal consumption, on the grounds that those provisions violated an individual's constitutional right to privacy. The Court suspended its judgment for 24 months, during which time the Parliament of South Africa was ordered to revise the two acts to allow for the personal consumption and cultivation of cannabis in a private space by adults.

363. Africa is increasingly being used as a transit region for trafficking in cocaine. While West and Central Africa used to be the main transit areas in Africa for cocaine trafficking, the North African subregion accounted for 69 per cent of all cocaine seized in Africa in 2016, and the quantities of cocaine seized in Africa in 2016 doubled from the previous year.

364. Abuse of and trafficking in tramadol, a synthetic opioid not under international control, are of growing concern in parts of Africa. According to the UNODC *World Drug Report 2018*, North, Central and West Africa accounted for 87 per cent of pharmaceutical opioids seized worldwide, and that development was due almost entirely to trafficking in tramadol.

365. Lesotho has begun issuing licences to authorize the cultivation of cannabis for medical purposes. National authorities state that cultivation is intended solely for export to markets permitting the use of cannabis for medical purposes and that use of cannabis for medical or other purposes in Lesotho would not be permitted. Lesotho is the first country in the region to permit the cultivation of cannabis for medical purposes.

2. Regional cooperation

366. UNODC launched a project in December 2017 to assist the Gambia, Guinea-Bissau and Senegal in enhancing their national capacities to detect and investigate cross-border crime affecting those countries. The project began with a two-week training course on detection and interdiction on cross-border crime for law enforcement

officials of the Gambia. Additional training courses were given for law enforcement officials of Guinea-Bissau and Senegal in the course of 2018.

367. In December 2017, the East African Community adopted its Second Regional Pharmaceutical Manufacturing Plan of Action for the period 2017–2027. The principal aim of the Plan of Action is to bolster regional production of pharmaceuticals in order to reduce dependence on imported pharmaceuticals, which currently account for 70 per cent of supply, and expand the regional product portfolio to cater to more than 90 per cent of health conditions.

368. The States members and secretariat of ECOWAS, with the support of UNODC and the European Union, undertook several drug control activities throughout 2018 as part of the ECOWAS Regional Action Plan on illicit drug trafficking, organized crime related to it and drug abuse in West Africa. Such activities included the establishment of the West African Network of Civil Society on Substance Abuse, to better coordinate drug prevention and treatment efforts, the carrying out of school surveys on health and substance use in Cabo Verde, Côte d'Ivoire and Liberia and the establishment of the West African Epidemiology Network on Drug Use, which will collect data for an upcoming regional drug use report.

369. In February 2018, the United States military Africa Command (AFRICOM) donated seven patrol boats – two to the Navy of Senegal and five to the Navy of Cabo Verde – in order to strengthen their capacity to counter drug trafficking in national and international waters. That was in addition to the five boats that AFRICOM had donated to Cabo Verde in December 2017. Along with the patrol craft, the United States also provided training and other equipment for the operation and maintenance of the vessels.

370. Twenty countries⁷² in Africa, with the support of several countries in Europe, the United States and Canada, participated in the Obangame Express maritime exercise of 2018, organized by AFRICOM. The objective of the eight-day exercise held in late March 2018 was to develop the capacity and capability of countries of the Gulf of Guinea and West Africa to counter illicit sea-based activity, including drug trafficking.

371. At the Ministerial Conference on Maritime Security in the Western Indian Ocean held in April 2018, the

⁷²Angola, Benin, Cabo Verde, Cameroon, Côte d'Ivoire, Congo, Democratic Republic of the Congo, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Morocco, Namibia, Nigeria, Sao Tome and Principe, Senegal, Sierra Leone and Togo.

Comoros, Djibouti, Madagascar, Mauritius and Seychelles signed agreements on strengthening their cooperation on maritime security in the western Indian Ocean to combat drug trafficking, illegal fishing and other illicit activities. The agreements will improve the sharing of information between law enforcement and security services and enhance coordination in joint operations of those countries.

372. Ministers of Health of African Union countries adopted a treaty in May 2018 to establish the African Medicines Agency, whose purpose is to provide a common regulatory framework for medical products among African Union countries and regional organizations, including systems to assure the quality of medicines and other pharmaceuticals in order to combat the presence of counterfeit drugs across the region. The treaty establishing the Agency still requires formal endorsement, expected in early 2019, from the Heads of State and Government of the African Union before operations can begin.

373. In September 2018, INCB organized a training seminar, held in Senegal, for competent national authorities of francophone countries in Africa responsible for monitoring the licit international trade in controlled substances. The seminar was part of the global INCB Learning project to enable Member States to fulfil the commitments they had made at the special session of the General Assembly on the world drug problem held in 2016. At the seminar, participants enhanced their knowledge of the international drug control framework, the technical reporting required under the three international drug control conventions and the availability and use of the electronic tools developed by INCB, including I2ES, PEN Online, PICS and IONICS. Participants from Cameroon, the Central African Republic, the Congo, the Democratic Republic of the Congo, Gabon, Guinea, Mali, Mauritania, the Niger, Senegal and Togo attended the seminar. Input was also provided by UNODC, WHO and the African Palliative Care Association.

374. The Twenty-eighth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, was held in Dar es Salaam, United Republic of Tanzania, from 17 to 21 September 2018. In working groups, participants considered the following topics: (a) recent trends in drug trafficking in Africa and links to organized crime; (b) best practices in prison reform and alternatives to conviction or punishment; (c) practical measures to operationalize regional cooperation in drug law enforcement; and (d) awareness-raising on drug-related issues in educational settings.

3. National legislation, policy and action

375. In June 2018, the Parliament of Botswana passed the Illicit Traffic in Narcotic Drugs and Psychotropic Substances Act, 2018. The Act imposes penalties for various drug-related offences and provides a legal basis for the establishment of drug rehabilitation centres and the Drug Enforcement Agency. The Drug Enforcement Agency has the following functions: (a) collecting, collating and disseminating information on the illegal use of narcotic drugs and psychotropic substances; (b) receiving and investigating any complaint of alleged or suspected breach of the Act and, subject to the directives of the Director of Public Prosecutions, prosecuting offences under the Act; (c) addressing and advising government ministries and departments, public bodies, companies, institutions, statutory bodies and corporations on ways and means of preventing prohibited activities relating to narcotic drugs and psychotropic substances, and suggesting measures, procedures or methods of work compatible with the proper performances of their duties that, in the opinion of the Agency, would reduce prohibited activities relating to narcotic drugs and psychotropic substances; (d) disseminating information intended to educate the public on the dangers and effects of drug abuse or psychotropic substance abuse; and (e) enlisting and fostering public support for countering drug abuse and psychotropic substance abuse.

376. In January and February 2018, Cameroon conducted a large-scale national media campaign to raise awareness of the dangers posed by the cultivation and consumption of cannabis and other narcotic drugs. The campaign sought to harmonize the overall national-level effort to combat drugs and overcome taboos that impede progress on drug issues. The campaign was organized by the government ministries for education, youth, health and social affairs, along with regional governors.

377. Cameroon has undertaken alternative development initiatives as a way of curbing the illicit cultivation of cannabis by young people. The initiatives focus on expanding existing national programmes supporting agricultural production to include young people by providing seeds, supplies, training and other services to promote self-employment in the agricultural sector.

378. The Commission of Inquiry on Drug Trafficking of Mauritius released its report on the drug situation in the country in July 2018. During its work, the Commission heard from many government, private sector and civil society stakeholders on issues related to drug use and trafficking in the country. The report summarizes the

drug situation in Mauritius and is intended to give the country's policymakers a better understanding of institutional and programmatic shortcomings. The Commission identified several issues, including the need to establish a central coordinating body for drug policy within the Government, the uneven administration of the country's opioid substitution therapy programme using methadone, the ability of drug traffickers to continue to conduct their operations from prison and the fragmentation and lack of coordination of anti-narcotic units within the national police and the customs authority.

379. In November 2017, the National Council on Health of Nigeria, at its sixtieth meeting, approved four policy documents, namely the national policy for controlled medicines and its implementation strategies, national guidelines for the quantification of narcotic medicines, national guidelines for the estimation of psychotropic substances and precursors, and national minimum standards of drug dependence treatment. The objective of those documents is to establish a legal framework to ensure the availability of and access to affordable controlled medicines for medical and scientific purposes, while preventing diversion, to provide guidance for evaluating drug dependence treatment facilities and to outline the process for obtaining accurate estimates of national requirements of controlled substances.

380. Nigeria banned the production, import and sale of cough syrups containing codeine in May 2018. The Ministry of Health reported that the ban was necessary because of the level of abuse of codeine in the country and advised that dextromethorphan should be used in its place.

381. Senegal conducted its thirty-first national Drug Awareness and Mobilization Week at the end of June 2018. The week-long event sought to raise awareness in the country of the danger of drug use and the steps that people could take to support the Government's drug control initiatives. Activities during the week included an opening ceremony led by the Minister of the Interior, football matches, a poetry contest, public roundtable discussions that included national drug control authorities and activities organized by civil society groups.

382. Zambia has launched the Seventh National Development Plan (for the period 2017–2021) in order to attain the Sustainable Development Goals. The Plan includes a broad-based drug, alcohol and substance policy to strengthen the prevention and treatment of substance abuse, including illicit drug consumption.

4. Cultivation, production, manufacture and trafficking

(a) Narcotic drugs

383. Africa continues to be a major transit region for drug trafficking as well as a growing destination market for narcotic drugs. Trafficking in cocaine, heroin and cannabis is prevalent, although patterns vary for the different drugs. Cannabis continues to be illicitly cultivated in all subregions and is often intended for local markets as little is trafficked internationally, although some countries report that some of the cannabis cultivated is intended for export to Europe. On the other hand, the production of cannabis resin within Africa is limited to Morocco, with the trafficking flow of cannabis resin going through North Africa and Spain into the rest of Europe.

384. Cannabis is the narcotic drug most widely seized by law enforcement authorities in Africa, as reported by countries in the region. In 2017, Morocco reported seizing the largest amounts of cannabis (over 117 tons of cannabis resin and 283 tons of cannabis herb); seizures of large amounts of cannabis were also reported by Nigeria (approximately 191 tons of cannabis herb), Algeria (over 52 tons, nearly all of which was cannabis resin), Zambia (over 17 tons of cannabis herb), Madagascar (over 10 tons of cannabis herb), Kenya (8.6 tons of cannabis herb), Cameroon (6 tons of cannabis herb), Ghana (over 4.6 tons of cannabis herb) and Côte d'Ivoire (over 3 tons of cannabis herb). Ghana also reported that drug trafficking organizations brought individuals with cultivation expertise into the country in order to improve the quantity and quality of the cannabis being illicitly cultivated. Authorities in Algeria reported that trafficking patterns for cannabis in North Africa shifted in 2017, with new routes going through Mali and Mauritania in order to reach destination markets.

385. With regard to cocaine, there is minimal consumption in the region overall, as the drug is mostly trafficked to Europe. According to UNODC and reports from some countries, there is a change in the patterns of trafficking in cocaine from South America, continuing to shift from West Africa to North Africa, before proceeding to destination markets.

386. In February 2018, Moroccan authorities reported an exceptionally large seizure of 541 kg of cocaine, found in a container at the Port of Casablanca. In May 2018, the coastguard of Algeria effected an exceptionally large seizure, of 701 kg of cocaine hidden among frozen beef in a container ship in the Port of Oran. That amount is

in contrast to the total of 6.27 kg of cocaine seized by the country's authorities in all of 2017. With regard to other cocaine seizures in 2017, Morocco reported the largest total seizures in the region, at 2.8 tons, Angola reported 31 cases for a total of 153 kg of cocaine seized, Kenya seized 11.78 kg, Cameroon seized 5.2 kg, Ghana seized 8 kg and Madagascar seized less than 1 kg. Among countries of the Gulf of Guinea, Nigeria reported the largest total seizures, with 92 kg seized, and Zambia reported seizing 13 kg.

387. Heroin from Afghanistan continues to be trafficked through the region to destination markets worldwide although consumption has become a greater concern in some countries of the region. Although data are limited, trafficking in heroin in the region is not as prevalent as trafficking in some other drugs. In 2017, only a few countries in Africa reported seizures of heroin, namely Kenya (112.6 kg), Nigeria (85.4 kg), Morocco (11.47 kg), Algeria (2.1 kg), Côte d'Ivoire (approximately 1.7 kg) and Madagascar (1 kg). In almost all reported cases, Governments indicated that Afghanistan was the source of the heroin seized.

388. There is little other information or data regarding the seizure of other internationally controlled narcotic drugs. However, the authorities of Nigeria seized approximately 10 tons of cough syrups containing codeine as well as a total of 221 kg of pethidine and methadone during 2017.

(b) Psychotropic substances

389. While trafficking in psychotropic substances is not as great a concern for countries in Africa as trafficking in narcotic drugs, psychotropic substances are a growing concern in some countries. In particular, there is a growing prevalence of the use of amphetamine-type stimulants and other psychotropic substances in some countries in the Gulf of Guinea, including Cameroon and Nigeria. Some countries have reported that trafficking in MDMA is carried out by means of networks that source the drug from Europe.

390. Nigeria reported that just over 782 kg of amphetamine-type stimulants had been seized in 2017 and that one clandestine laboratory manufacturing such stimulants had been detected. In addition, Nigeria reported seizing nearly 1.8 tons of internationally controlled sedatives and tranquillizers, including methaqualone and GHB. Authorities in Cameroon seized 75 kg of

methamphetamine in January 2017 alone. Authorities in Algeria reported seizures of over 1.2 million tablets of amphetamine-type stimulants, including 246,000 tablets of MDMA. In addition, authorities in Morocco reported seizures of nearly 550,000 tablets of MDMA trafficked from Europe.

391. Côte d'Ivoire reported diversions of some benzodiazepines from legitimate channels during 2017 and seizures by authorities of less than 30 g of clonazepam and 9.65 kg of diazepam.

(c) Precursors

392. During the reporting period, only a few countries in Africa, namely, Algeria, Benin, Egypt, Morocco and the Sudan, provided the mandatory information related to seizures of substances in Tables I and II of the 1988 Convention. This has a significant impact on the identification of emerging trends on the African continent.

393. However, the information that is available to the Board suggests that the African continent remains affected by trafficking in precursors. During the reporting period, the following countries in Africa were involved in precursor-related incidents, as countries of transit or destination: Benin, Mozambique, Nigeria, South Africa and Zambia. The substances seized were mostly ephedrine in its raw form and in the form of preparations. In 2018, for the second consecutive year, the Government of Benin reported seizures of ephedrine preparations in quantities far in excess of the country's reported annual legitimate requirements (1 kg). Those seizures amounted to nearly 300 kg in 2016 and to more than 150 kg in 2017.

394. Nigeria continued to report seizures of ephedrine destined for other countries in Africa. Similarly to previous years, the destinations included, in particular, Mozambique and South Africa. Those seizures also confirm that South Africa continues to be a key destination for trafficking in ephedrine. A number of other precursors were also reported by Nigeria in connection with illicit methamphetamine laboratories dismantled in the country in 2018. Reportedly, the substances had been diverted domestically.

395. A comprehensive review of the situation with respect to the control of precursors and chemicals frequently used in the illicit manufacture of narcotic drugs and psychotropic substances in Africa can be found in the report of the Board for 2018 on the implementation of article 12 of the 1988 Convention.

(d) Substances not under international control

396. Tramadol, a synthetic opioid not under international control, is a substance of growing concern, particularly in North, Central and West Africa. UNODC, in its *World Drug Report 2018*, noted that those subregions of Africa now account for 87 per cent of pharmaceutical opioids seized worldwide and that the recent rise is due almost entirely to trafficking in tramadol.

397. According to the National Drug Law Enforcement Agency of Nigeria, the trafficking of tramadol into the country has risen sharply in the past two years. Authorities reported that over 100 tons of the drug were seized between January 2017 and March 2018. In 2017, the country seized 96 tons, in comparison with 3 tons in 2016. Seizures of tramadol in Nigeria now exceed those of cocaine, heroin and methamphetamine combined. In fact, the quantity of tramadol seized in Nigeria in 2017 exceeded the overall quantities of tramadol seized in all of Africa in 2016 (over 64 tons). Authorities also noted the wide proliferation of tramadol tablets with unapproved dosages, ranging from 120 mg to 250 mg.

398. Côte d'Ivoire reported diversions of tramadol from legitimate channels in 2017, during which over 26 kg of the substance were seized by law enforcement authorities. In neighbouring Ghana, the Food and Drugs Authority reported that an investigation into pharmacies in the Region of Ashanti had determined that tramadol was being improperly sold over the counter contrary to national regulations requiring a prescription. Additionally, Ghana has seen a proliferation of high-dose tramadol tablets, with doses ranging from 120 mg to 250 mg, contributing to growing abuse of the drug across the country.

399. Large quantities of tramadol continue to be reported to be seized by the Government of Egypt, where the substance has been under national control since 2013. It is reported that most of the substance is intercepted, in the form of tablets, at the country's seaports. The national seizure totals increased from 217 million tablets in 2016 to more than 231 million tablets in 2017. An analysis of some of the tablets seized confirmed the presence of a range of impurities, indicating the illicit manufacture of those tablets. According to the reports of the Forensic Medicine Authority of the Ministry of Justice of Egypt, in 2017, there were 43 deaths related to tramadol abuse.

400. Morocco continues to see the proliferation of tramadol in the country, with authorities reporting the seizure of nearly 40 million tablets in 2017.

401. Zambia is the only country in Africa that officially reported seizures of khat, reporting seizures of over 200 kg in 2017.

402. Kenya reported seizing approximately 729 litres of various ketamine preparations in 2017.

403. Authorities in Mauritius reported a significant rise in the prevalence of new psychoactive substances in the country. The country's authorities reported total seizures of approximately 0.3 kg of new psychoactive substances in 2015 and 0.1 kg in 2016. In 2017, seizures of such substances rose to over 2.1 kg. As a result of that growing prevalence, new psychoactive substances have become the main drug-related reason for inpatient treatment in public health institutions in Mauritius.

5. Abuse and treatment

404. It is difficult to determine the true extent of the drug use situation in Africa because of the lack of available data in the region. Broadly, to judge by the available data, the drug use situation in the region has not improved. Countries report that cannabis remains the most prevalent drug of use among drug users. Studies from some countries suggest that use of other drugs is also on the rise.

405. In March 2018, the authorities of Algeria released a report on substance abuse among students in primary and secondary schools across Algeria based on data gathered from a survey conducted in 2016. The report found that students aged 18 years and older had the highest rates of prevalence of substance abuse, with 8 per cent having used cannabis in the previous 12 months, 5 per cent having used a controlled psychotropic substance, 2 per cent having used MDMA and 1 per cent having used cocaine. Among students aged 15 to 17, prevalence rates among boys greatly surpassed the rates among girls for all drugs. For example, the prevalence rate of cannabis use in the previous 12 months among boys was 7.42 per cent, in comparison with 0.23 per cent among girls. Likewise, the prevalence rate of MDMA use among boys stood at 2.23 per cent, in comparison with 0.08 per cent among girls. The study also noted that the most common reason given among students for why they used drugs was "escaping from reality".

406. A drug consumption study conducted in late 2017 of schoolchildren aged 14 to 18 in the Cameroon capital of Yaoundé found that 6.11 per cent of students consumed tramadol for non-medical purposes. The study also found that awareness of some drugs among students

was high, with more than 95 per cent of students being aware of tramadol and cocaine. Rates of awareness of other drugs including cannabis were lower, at 37.8 per cent. The study also found that a large majority of students were against drugs being sold to students, and the majority of students were against punishing drug users, depending on the nature of the sanction.

407. Following a heroin abuse crisis in late 2010, Kenya has been developing a programme of medically assisted therapy for people who inject drugs as part of a broader national AIDS strategic plan. The programme has provided services to 2,800 injecting drug users thus far, has carried out initiatives to reduce the stigmatization of people who inject drugs and has provided vocational and other opportunities following treatment. Kenya seeks to expand the programme to treat up to 9,000 people in the next three years and plans to introduce the use of buprenorphine and naltrexone to increase the available treatment options.

408. According to the *National Drug Observatory Report* of Mauritius, released in March 2018, approximately 5,000 persons inject drugs in the country. The report indicates that persons who inject drugs remain the primary driver of the high prevalence of HIV and hepatitis C in Mauritius. Among people who inject drugs, over 95 per cent are infected with hepatitis C and 44 per cent are co-infected with HIV and hepatitis C. The report also indicates that, as of June 2017, just over 4,000 persons were participating in the country's opioid substitution therapy programme.

409. In February 2018, the Agency for the Prevention of Drug Abuse and Rehabilitation of Seychelles published a study entitled *Seychelles Biological and Behavioural Surveillance of Heroin Users 2017*. The main objective of the study was to determine the size of the population of heroin users, including people who inject heroin and other drugs, and the demographic characteristics of heroin users in the country. The results of the study provided two different figures on the population of drug injecting users through the use of two different methodologies. The first method yielded an estimate of 4,000–4,800 people who inject drugs. The second method, based on rates of usage of drug treatment services, yielded an estimated population of 2,560 people who inject drugs. A previous study in 2011 utilizing the second method estimated a population of 1,671 people who inject drugs. The 2017 study noted that, regardless of which of the two methods was used, the population of people who inject drugs in Seychelles is high (about 3 per cent), given that the country's total population is 95,843.

410. In February 2018, a new methadone clinic was opened in Mwanza, in the Lake Zone of the United Republic of Tanzania. In the first six months of operation, the clinic served over 100 drug users. The methadone programme was first introduced in the country in 2011, at the Muhimbili National Hospital clinic, and in 2018 there were five such facilities in the country, and a total of about 6,000 clients had received methadone treatment. In addition, the Drug Control and Enforcement Authority was in the process of opening another methadone clinic in the capital city, Dodoma.