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Narcotic Drugs: Estimated World Requirements for 2002; Statistics for 2000 (E/INCB/2001/2)

Psychotropic Substances: Statistics for 2000; Assessments of Annual Medical and Scientific Requirements for Substances in Schedules II, III and IV (E/INCB/2001/3)

Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2001 on the Implementation of Article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (E/INCB/2001/4)

The updated lists of substances under international control, comprising narcotic drugs, psychotropic substances and substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances, are contained in the latest editions of the annexes to the statistical forms (“Yellow List”, “Green List” and “Red List”), which are also issued by the Board.

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Foreword

Just as the introduction of electricity and the telephone changed lives in the twentieth century, the Internet is revolutionizing the way people live today. As with many innovations, however, the advantages go hand in hand with new problems; for the Internet, there is a real danger that its benefits might be seriously undermined by criminals for illicit gain. It is the responsibility of the International Narcotics Control Board to alert Governments and the public to any developments relating to drug abuse and trafficking. In chapter I of its report for 2001, the Board examines the challenges that new technologies, such as the Internet, pose to drug law enforcement in an era of increasing globalization.

Cyber crime—crime committed in an electronic environment—is easy to commit. It requires few resources and can be committed in one country by a person sitting safely in another. It is difficult to fight both the criminals and their crimes in this “virtual” environment, where national boundaries are irrelevant and personal risk to the criminals and the likelihood of detection are greatly reduced. Enhanced vigilance at the local level and international cooperation in the investigation and prosecution of cyber crime are essential to preventing the Internet from turning into a worldwide web of drug trafficking and crime.

In chapter II of its report for 2001, the Board reviews the operation of the international drug control system, including legislative developments in certain European countries concerning the prosecution of cannabis-related offences. The Board’s opinion is that such measures will not contribute to achieving the target of significantly reducing the demand for illicit drugs by 2008, to which Governments committed themselves in the Political Declaration adopted in 1998 by the General Assembly at its twentieth special session, devoted to countering the world drug problem together. The Board has not received credible information indicating that relaxing drug laws reduces drug abuse. To the contrary, the progressive liberalization of drug laws in some countries over the last 20 years has been associated with a progressive increase in drug abuse.

Chapter III presents an analysis of the world situation with regard to illicit drugs. It reports on a continued reduction in cultivation of some illicit drug crops, and also on the increasing manufacture and trading of illicit synthetic drugs. It is evident from this chapter that there is nearly universal support for the three main international drug control treaties and that more than 170 States are accepting and fulfilling the obligations that being parties to those treaties entails. The parties to those treaties could not be more diverse; they include both developed and developing countries from all parts of the world, the common thread being that they have all been affected by the world drug problem in some way—illicit drug manufacture or trafficking, rampant drug abuse or exploitation of their territory for money-laundering.

The International Narcotics Control Board, whose mandate and mission originate in the international drug control treaties, wishes to emphasize that the reason for adopting those treaties was to contain the abuse of drugs. The Board notes that all those treaties emphasize the principle that the use of drugs should be restricted to medical and scientific purposes. It follows that, in this context, the term “use” or “consumption” should only be applied when it refers to the use or consumption of drugs for medical or scientific purposes. When neither of those

conditions applies, in line with the international drug control treaties, the drug may be considered abused. Drug abusers are therefore, by definition, neither consumers nor users, and drugs and other mind-altering substances are not consumer goods. It is important that any attempt to minimize, trivialize or even ignore the seriousness of drug abuse by calling it drug use or drug consumption should be strongly resisted. It is also important that any careless use of terms should not lead to any contradicting or undermining of what is expressed in the treaties.

The international drug control treaties support the advancement of science and the reduction of human suffering. They explicitly stress that drugs should be available for medical purposes to relieve pain and that scientific enquiry into the use of drugs for the relief of suffering is essential. At the same time, the treaties seek to protect individuals, families and societies so that they do not become the casualties of drug dependence and addiction. For those individuals who do become such casualties, the treaties offer a humane response, with provision for treatment, rehabilitation and social reintegration. They do not, however, sanction the recreational use of drugs. It is important that the humane treatment and rehabilitation of those who abuse drugs and are dependent upon them are not confused with and do not lead to the “normalization” of drug abuse (i.e. drug abuse being accepted or considered normal). The social and recreational use of drugs constitutes their misuse and should not be “normalized”, as some now advocate. Doing so might offer short-term gains in terms of saving resources but it would have profound consequences for young people today and for future generations.

The progressive acceptance of drug abuse over the past three decades, such that illegal drug use is now perceived as inevitable, will be hard to reverse. Increasingly, it is argued that drug use is a personal issue, an individual’s civil right. While rights are important and must be protected, they are also inextricably linked to responsibilities, in this case societal responsibilities. Pursuit of pleasure and freedom of choice are rightly valued highly in a free society, but in relation to drugs they can also be dangerous, not just for individuals but also for society as a whole and especially for the vulnerable segments of society. The “normalization” of drug abuse is a high-risk approach to a complex problem, the prevention of which should be firmly based in scientific research.



Hamid Ghodse

President of the International Narcotics Control Board

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Explanatory notes

The following abbreviations have been used in this report:

ADD	attention deficit disorder
AIDS	acquired immunodeficiency syndrome
ANMAT	National Administration for Medicaments, Food and Medical Technology (Argentina)
CICAD	Inter-American Drug Abuse Control Commission
CIS	Commonwealth of Independent States
CONACUID	Comisión Nacional contra el Uso Ilícito de las Drogas (Venezuela)
DAWN	Drug Abuse Warning Network (United States of America)
ECOWAS	Economic Community of West African States
Europol	European Police Office
GAFISUD	Financial Action Task Force on Money Laundering in South America
GBL	<i>gamma</i> -butyrolactone
GCC	Cooperation Council for the Arab States of the Gulf
GHB	<i>gamma</i> -hydroxybutyric acid
HIV	human immunodeficiency virus
Interpol	International Criminal Police Organization
LSD	lysergic acid diethylamide
MDA	methylenedioxyamphetamine
MDMA	methylenedioxymethamphetamine
MERCOSUR	Common Market of the Southern Cone
OAS	Organization of American States
OAU	Organization of African Unity
PMA	paramethoxyamphetamine
PROMIS	Police Realtime Online Management Information System (Australia)
SAARC	South Asian Association for Regional Cooperation
SEDRONAR	Secretariat for Planning the Prevention of Drug Abuse and the Fight against Drug Trafficking (Argentina)
SIDUC	Inter-American System of Uniform Drug-Use Data
THC	tetrahydrocannabinol
UNDCP	United Nations International Drug Control Programme
WHO	World Health Organization

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Countries and areas are referred to by the names that were in official use at the time the relevant data were collected.

<p>Data reported later than 1 November 2001 could not be taken into consideration in preparing this report.</p>

I. Globalization and new technologies: challenges to drug law enforcement in the twenty-first century

1. Globalization and new communication technologies have brought innumerable benefits to our society. These benefits have been economic, educational and cultural and have bridged gaps that seemed insuperable only 10 years ago. Since the end of the cold war, restrictions on international commerce and finance have fallen away and deregulation and liberalization have boosted global trade, while the collapse of communism in the former East bloc has stimulated the growth of new, free-market economies and the intense cross-border movement of people, goods and capital. The number of Internet users around the world virtually doubles every six months and is expected to reach 700 million by the end of 2001. The information technology industry has become a global wealth generator in which developed and developing countries alike have a major stake.

2. The assimilation of national economies into a single global system, dominated by the performance of stock exchanges and capital markets, extends beyond economics to the roots of cultural and social identity. The fall of ideological barriers has been accompanied on the one hand by economic homogenization and on the other by political and social fragmentation. In many parts of the world, areas of economic prosperity coexist with pockets of worsening marginalization and poverty, while, especially in developing countries, traditional bonds of social cohesion have been weakened by the rapid pace of change. These disparities are exploited by drug dealers and traffickers in their attempts to develop new markets. Moreover, in the course of the last decade, the growth in trade and financial activity has provided criminals with greater possibilities for concealing the illicit transfer of goods such as internationally controlled drugs and precursor chemicals and for disguising the proceeds therefrom. Thus, technological change and the globalization of trade and finance have provided opportunities not only for social advancement, but also for new and traditional forms of drug-related crime.

3. The International Narcotics Control Board has decided to address the theme of globalization and new technologies in the present report not in a spirit of rejection, but because of the danger that the beneficial

effects of these phenomena on society are being undermined by individuals and criminal groups for illicit gain. In particular, they pose new challenges to the mandates of the three international drug control treaties. The Board, as the guardian of the treaties, has a responsibility to alert Governments and the public at large to these challenges.

4. The Board has been concerned for some time over the misuse of new technologies in the field of internationally controlled drugs. In the report of the Board for 1997,¹ attention was drawn to the fact that, in violation of article 3 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,² information disseminated through electronic and other media appeared to be offering invitations or inducements to take drugs. In its reports for 1997³ and 1998,⁴ the Board noted that the Internet was providing a forum for the exchange of information and advice on illicit drug use and manufacture. In its report for 2000,⁵ the Board expressed concern over the unregulated growth of Internet pharmacies that promote and offer for sale controlled substances without prescription. Such practices violate article 10 of the Convention on Psychotropic Substances of 1971,⁶ which requires parties to that convention, with due regard to their constitutional provisions, to prohibit the advertisement of psychotropic substances to the general public.

A. Impact of globalization and new technologies on drug-related crime and criminal organizations

Cyber crime: a definition

5. The term "cyber crime" covers many types of activities but essentially can be used to describe violations of law that are committed and/or facilitated through the use of electronic media.⁷ In comparison with ordinary crime, cyber crime requires few resources relative to the damage that can be caused, it can be committed in a jurisdiction without the offender being physically present in it and, in many countries, offences are inadequately defined or not defined at all;

hence, personal risk and the likelihood of detection are low.

Impact on drug-related organized crime

6. Organized crime has its own operative code, which flouts the rule of law and depends upon violence for its enforcement. It has, however, adopted some of the business practices that characterize the legitimate economy. Organized criminality has become more transnational and has been restructured and decentralized; in other words, it too has globalized.

7. The pyramid-shaped structure of the single organized criminal group has tended to make way for fluid networks of cell-type structures in which national identity is subordinate to function or skill, although nationality itself can be a function if it opens the door to a new market or permits the penetration or corruption of a particular institution. Transnational criminals do not respect borders in that, in carrying out their activities, they trail their activities across several jurisdictions to minimize law enforcement risks and maximize profit; thus, no single State can presume that a particular criminal activity falls entirely under its jurisdiction.

8. The network is the organizational form that characterizes globalization in both the licit and illicit spheres. For a drug trafficking organization, the network structure has distinct advantages over the traditional hierarchy: it has a well-protected, dense core of organizations or people connected to a looser periphery by a multiplicity of links, which makes it more capable of evading law enforcement efforts.

9. Drug trafficking groups utilize new technologies in two distinct ways: to improve the efficiency of product delivery and distribution through the medium of secure, instant communications; and to protect themselves and their illicit operations from investigation by drug law enforcement agencies, sometimes using techniques of counter-attack. New technologies enable drug trafficking groups to commit traditional crimes with new methods—for example, to conceal information about the shipment of illicit drug consignments by means of encrypted messages or to launder drug-related funds by electronic transfer—and to commit new offences with new means, for example, by using information warfare or digital attack against intelligence activities of drug law enforcement agencies.

10. Drug traffickers use computers and electronic pocket organizers for storing information (such as bank account numbers, contact details of associates, databases of assets and financial activity, sales and other business records, grid coordinates of clandestine landing strips and recipes for synthetic drug manufacture) and for electronic mail (e-mail) and other correspondence.⁸ Surrogates receive instructions by telephone, fax, pager or computer on where to deliver warehouse loads, whom to contact for transportation services and where to send the profits. Greater protection derives from the use of prepaid telephone cards, broadband radio frequencies, restricted-access Internet chat rooms, encryption, satellite telephony and “cloned” cellular telephones (so called when the identity codes assigned to legitimate customers are intercepted and programmed into cellular telephones used by criminals).⁹ Members of drug trafficking organizations can program their computers to detect attempted intrusion and to use “back-hacking” techniques in order to damage the investigating source. Such techniques are of particular value to the organizers of drug trafficking activities, who rarely need to leave the protection of their home base in order to organize or supervise their operations.

11. Narcotics police in the Hong Kong Special Administrative Region of China report that detecting the laundering of drug-related funds has become more difficult with the advance of electronic commerce and Internet banking facilities. Drug traffickers communicate with each other mainly by using mobile telephones with prepaid cards that can be bought anonymously. China has also reported a case in which criminals tried to avoid detection by penetrating the customs database to alter the details and status of a commercial freight consignment, a case that undoubtedly has implications for drug trafficking.

12. In Australia, drug traffickers use a facility offered to all clients by worldwide courier services to track their shipments on the company’s web site. A delay may indicate to the traffickers that a controlled delivery operation has been set in motion. Drug law enforcement authorities involved in such operations must therefore act within an extremely narrow time limit in order to avoid suspicion.

13. The Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States (OAS) noted in its *Hemispheric Report 1999-*

2000¹⁰ that the Internet had become the most widely used medium for expanding the production of synthetic drugs in some countries and that globalization, instant communication and electronic fund transfers had been utilized by organized criminal groups to improve the efficiency of drug trafficking activities.

14. Drug law enforcement authorities in the Czech Republic report that nowadays illicit drug sales and purchases are agreed online at Internet cafes or through the use of cellular telephones. Because illicit drug deals are arranged instantaneously and over short distances, interception by drug law enforcement authorities is much more difficult.

15. Since 1996, companies based in the Netherlands have been using the Internet to sell cannabis seeds and derivatives. According to the International Criminal Police Organization (Interpol), at the beginning of the year 2000 authorities in the United Kingdom of Great Britain and Northern Ireland identified over 1,000 web sites worldwide offering to sell illicit drugs, mostly cannabis but also methylenedioxymethamphetamine (MDMA, commonly known as Ecstasy), cocaine and heroin, in direct violation of the international drug control treaties. The Netherlands and Switzerland had the highest number of such web sites.

16. Law enforcement agencies in the United States of America attribute the rapid increase in seizures of laboratories used for the illicit manufacture of methamphetamine to the evolution of technology and the increased use of the Internet. In the past, drug recipes were closely guarded secrets but, with modern computer technology and chemists' increasing willingness to share their knowledge, this information is now available to anyone with computer access. It does not require a college-educated chemist to produce amphetamine: less than 10 per cent of suspects arrested for illicitly manufacturing methamphetamine are trained chemists, a fact that explains the many fires, explosions and injuries in clandestine laboratories.¹¹

17. A drug investigation carried out jointly by Colombian and United States authorities led to the arrest of 31 drug traffickers in October 1999. It was found that the traffickers had kept in touch with each other by using Internet chat rooms protected by firewalls to make them impenetrable. The details of each day's trafficking activities had been fed into a computer located on a ship off the coast of Mexico, ensuring that even if other computers had been

penetrated it would have been impossible to bring down the whole network. The same group had used encryption that law enforcement authorities had been unable to break in time to act on the information. Those methods, in addition to "cloned" cellular telephones, had enabled the traffickers to move hundreds of tons of cocaine during a period of several years before being detected.¹²

18. Colombian and Mexican drug cartels have used sophisticated equipment for the surveillance of investigating officers and interception of their communications, collecting photographs of the officers and other personal information. This has also occurred in Europe. In 1995, a drug trafficking group in the Netherlands hired computer specialists to carry out hacking operations and to encrypt their communications. Encryption software installed on palmtop computers enabled the traffickers to create a secure database on unmarked police and intelligence vehicles. A laptop computer and disks belonging to the investigating authorities were stolen and the resultant information was used to intercept communications between police officers, who were subsequently observed and threatened.

Impact on drug abuse

19. The spiralling growth in the sale of prescription drugs over the Internet represents a serious challenge to drug safety regulators and law enforcement agencies. According to an oversight committee convened by the United States Congress, between 1998 and 1999 the number of pharmaceutical seizures made in the United States rose by 450 per cent—an increase of 7,586 seizures. That trend was attributed largely to Internet purchases. In the first five months of 2000, some 30 investigations into online pharmaceutical sales were opened.¹³

20. In the past, the Board has drawn attention to evidence that the Internet is being used as a vehicle for the exchange of messages and information favouring drug abuse, particularly among young people.¹⁴ A simple surfing operation on the Internet lasting a matter of minutes may yield detailed instructions for manufacturing a wide range of synthetic drugs, reviews of books on how to obtain internationally controlled precursor chemicals and to operate illicit drug laboratories, and invitations to buy a wide range of books containing drug recipes.

21. The likely consequences of these developments are, in the Board's view, alarming. One is the potential expansion of drug abuse as a result of the incitement to produce and consume drugs within a large "club" whose members encourage and assist one another. Another is the "amateurization" of drug-related crime: prospective drug chemists or consumers do not need to have special contacts or resources or to live in an area where drugs are available; a search engine enables the Internet user to contact like-minded individuals in different parts of the world and to locate supply sources of which the user would otherwise have been ignorant. Young people may be drawn into drug-related crime by misinformation, propaganda or brainwashing on the part of unseen individuals whose aim is to profit from a broader drug-consuming population. When the approach is "virtual", the warning signals that might deter or frighten a young person in the real world are minimized, and the filtering process by which an individual moves into physical contact with a criminal organization disappears. In psychological terms, "virtuality" could be described as a facilitating factor in the commission of crime.

Impact on money-laundering

22. The Board is aware that the deregulation of capital markets and the virtual elimination of exchange controls have led to lower costs and a greater range of choice for bank clients and, therefore, to significant advantages for large sectors of society; however, the Board is concerned that the increasing recourse to electronic means of financial transfer, together with a massive growth in the volume and speed of monetary flows, may lead to a reduced capability for detecting worldwide movements of illicit capital and therefore to increased drug-related money-laundering.

23. The Financial Action Task Force on Money Laundering has warned that there are three characteristics of Internet use that could aggravate certain "conventional" money-laundering risks: ease of access; the depersonalization of contact between customer and institution; and the rapidity of electronic transactions.¹⁵ The globalization of financial markets could be considered an additional risk factor.

24. While cash may still be the most common form of currency for drug deals at the local level, the creation of new global markets in stocks, bonds, futures, currency and derivatives has enlarged the potential

field of operations for moving large sums electronically around the world with speed, ease and secrecy—ideal attributes for launderers of illicit drug funds. The use of smart cards and online banking has reduced face-to-face contact between bank staff and clients and, as a result, the efficiency of mechanisms for verifying the legitimacy of financial activities.

25. Casinos have long been used as an outlet for laundering drug-related funds and other funds of illicit origin; thus, the extension of this activity through the Internet is a logical step. Whereas many onshore gaming establishments follow regulations against money-laundering, "virtual casinos" flourish in a completely unregulated environment. In March 2001, a gambling enthusiasts' site listed 12,000 web links, including 2,045 "virtual casinos".

26. In recent years, the financial services industry has become increasingly competitive, a trend that has discouraged many banks from pursuing due diligence enquiries lest their customers' funds be deposited with rival institutions. In an increasingly competitive market, financial institutions may see compliance with legislation against money-laundering as being antithetical to good business and assign low priority, few resources and low-calibre personnel to it. Furthermore, in most countries, almost all suspicious transaction disclosures relate to cash transactions. In increasingly "cashless" societies, this suggests that measures against money-laundering, even if followed, have not kept pace with technological change.

B. Impact of globalization and new technologies on government structures and capabilities designed to combat drug-related crime

27. Government structures, in particular judicial and law enforcement agencies set up to tackle drug-related crime, have long been faced with the problems of pursuing transnational crime within well-defined limits of territorial jurisdiction and sovereignty. Since the ratification of the 1988 Convention, many obstacles have been overcome by means of bilateral and multilateral agreements and mutual legal assistance treaties. However, the Board is concerned that the consolidation of international cooperation against drug-related crime may be threatened by the adoption of techniques that enable organizations engaged in

illicit drug trafficking and production to avoid identification and prosecution. There is no doubt that the rapidity with which criminals have taken advantage of new technologies has not been met by equal progress within the ranks of law enforcement.

28. The challenges to drug law enforcement may be divided into four types: structural and “mindset” challenges; legal challenges; technical and resource challenges; and issues involving privacy and freedom of expression.

Structural and “mindset” challenges

29. At the end of the cold war, law enforcement and intelligence organizations were obliged to undertake structural reforms and a review of priorities that have not yet been fully implemented. Today, combating drug-related crime at the transnational level requires another leap forward; it involves not only a structural approach, but also a “mindset” or overall approach. Law enforcement has traditionally taken the form of structured hierarchies with clear geographical demarcation lines. Transnational drug-related crime challenges this approach, partly because of its cross-jurisdictional operations and partly because of the low-profile network structure that now predominates.

30. The liberalization of the telecommunications sector has had unwanted repercussions for the investigation of crime, leaving Governments to deal with the challenge of trying to disrupt illicit usage without interfering with the now economically indispensable advantages of licit usage. Traditional police and investigative strategies are hampered by the absence of a conceptual and of a practical cooperative framework within which high-tech crime can be tackled. It is still a nebulous field in which crimes are ill-defined and perpetrators and their location are hard to identify.

31. To meet these challenges, drug law enforcement will have to develop new forms of cooperation, new strategies and new professional skills, all of which have significant resource implications. Drug law enforcement agencies must set up operational and functional networks at the global level if they are to succeed in disrupting drug trafficking organizations effectively. They will also have to develop intelligence and operational relations with other law enforcement agencies to avoid duplicating efforts and wasting resources. While a start has been made, the gap

between criminal and investigative capacities is still all too evident.

Legal challenges

32. The most obvious legislative deficiency with which drug law enforcement has to deal is the absence of comprehensive legislation relating to offences committed in an electronic environment. Some countries have none at all, some have adopted measures that have been integrated awkwardly into existing legislation, but relatively few have adequately updated their penal codes. Even after legislation is introduced at the national level, many problems will remain unless Governments at the same time address the transnational nature of high-tech crime, which may originate in one country and have consequences in a second while the evidence may be spread through many more. At present there are no guidelines concerning which country’s laws should prevail in pursuing an offence, how court decisions can be enforced if defendants reside abroad and which protocols govern cross-border investigations.¹⁶

33. Two surveys have exposed the fact that many countries are not prepared to meet the challenge of high-tech crime. A management consultancy company surveyed 52 countries throughout the world for legislation against high-tech crime and found that 33 had not updated their laws at all, 9 had enacted partial legislation, judged incomplete, and 10 had adopted legislation enabling the prosecution of the most serious forms of cyber crime.¹⁷ Of those that had updated their laws, some, such as the Philippines, had only done so in the wake of a high-profile event, the “ILOVEYOU” virus, which infected 80 per cent of United States government computers and caused damage estimated at US\$ 10 billion. The perpetrator had been tracked down to a suburb of Manila but, as no law in the Philippines prohibited his activities at the time, he could not be held responsible for the damage inflicted nor could he be extradited to face prosecution in the United States.¹⁸

34. In western Europe, replies to a questionnaire on drug-related crime committed via the Internet showed that Governments had generally failed to introduce legislation against such crime, while any cooperation between law enforcement and Internet service providers was on a voluntary and informal basis. In most countries, Internet service providers operated

outside a specific legal framework and were subject to little or no supervision. The Internet had been used principally as a means of communication and of exchanging information on the illicit production and sale of drugs. Hardly any countries had recorded drug-related cases in which traffickers had communicated with one another by using the Internet, but some lacked sufficient information to assess the phenomenon. All but two countries had recorded the use of encryption by criminals in other fields. Almost all countries had a contact point for sharing information on crimes committed via the Internet, although the location varied between police, customs, telecommunications authorities and computer crime research units.

35. The tracing and seizure of evidence, as well as standards of evidence for admissibility in court, are key issues. The process of requesting and obtaining authorization for search warrants in multiple jurisdictions and the time involved to implement them—already problematic—may not be achievable in real time, allowing perpetrators to destroy or remove incriminating evidence, for example, of drug transactions. Other problems arise because of the nature of electronic data. Standards of procedure for obtaining authorization to search stored data (carried out with the knowledge of a suspect) and authorization to intercept data (a covert operation) will vary, the latter being subject to more rigorous controls. Yet electronic data such as e-mail messages constitute both stored data and data in transmission.¹⁹ A review of legal norms in this area appears to be indispensable.

36. The admissibility in court of evidence of crime perpetrated electronically is particularly difficult, since electronic data can be modified without leaving a trace. Law enforcement will have to develop transparent and secure procedures that enable authenticity to be proven when electronic data have been transcribed onto hard copy. If the process involves decryption, extra skill and care will be required to ensure that prosecuting authorities are not open to charges of evidence tampering. Moreover, establishing authenticity of content and source is difficult without revealing in public court (and therefore to criminals) the technologies and methods used to read the content.

Technical and resource challenges

37. The technical and resource challenges to law enforcement in tackling drug-related high-tech crime

are formidable. Keeping up with technology implies constantly updating equipment and manpower, as well as maintaining a “24/7” contact network (operating 24 hours a day, 7 days a week) to ensure real-time investigation. For many developing countries, this may represent a major burden and may cause the gap between criminal and investigative capacities to widen. Some of these countries may become “data havens”, where criminals locate their service providers and store their most sensitive data and where encrypted data are out of the reach of law enforcement agencies. Nations that do not equip their law enforcement agencies adequately or that have low standards of electronic security may be bypassed by electronic commerce companies, thus becoming economically disadvantaged, or they may run the risk of having their electronic messages blocked by the rest of the network.²⁰ Even developed countries suffer from a shortage of skilled investigators and prosecutors with the appropriate expertise, since salaries within the public sector are invariably lower than those offered by private industry.

Encryption

38. Encryption may be seen by law enforcement agencies as both a blessing and a bane. It facilitates electronic commerce under relatively secure conditions, ensures privacy and, together with the use of digital signature, helps to prevent unauthorized access to information systems; it also provides drug law enforcement agencies with a valuable tool for communications and for protecting sources and data. To many law enforcement agencies, however, it appears that the advantages that encryption offers to them are outweighed by the protection it offers to criminals.

39. Without the capacity to intercept and understand communications, drug law enforcement is severely handicapped in terms of prevention, detection and prosecution. As early as 1994, it was reported that every major investigation by the Federal Bureau of Investigation of organized crime in the United States had relied on electronic surveillance.²¹ In the United Kingdom in 1996 and 1997, the interception of communications played a part—often a crucial part—in operations leading to 1,200 arrests, the seizure of 115 tons of drugs and the seizure of over 450 firearms.²²

Issues involving privacy and freedom of expression

40. In all democracies, the requirement for law enforcement to investigate the private lives of suspects in order to prevent or detect crime must be balanced against respect for private property and communications. As legislation develops in the field of cyber crime, this reconciliation is proving to be elusive, all the more so since the views of a powerful industry must be heard alongside those of citizens' groups and of law enforcement. Finding a solution represents another major challenge for the fight against drug-related crime. Recent legislative developments concerning data storage have been in the direction of greater protection of individual privacy and of personal data, such that Internet service providers generally may not store customer information for longer than is necessary for billing purposes. To require them to keep client log records for criminal investigative purposes is a delicate matter—in terms of both privacy and cost implications—that is of concern to industry and civil liberty groups alike.

41. The use of the Internet for the exchange of drug "recipes" and for sending messages favouring illicit drug use poses law enforcement problems of a different kind: on the one hand, public incitement to produce or consume drugs violates article 3 of the 1988 Convention; on the other hand, many States consider freedom of expression to be an inalienable right and reject any censorship of communications. The unauthorized offering for sale of narcotic drugs, psychotropic substances or precursor chemicals should be a prosecutable offence in the jurisdiction of any State that is a party to the international drug control treaties. The offering of advice on how to obtain drugs or precursor chemicals for illicit purposes should also

be considered inducement or incitement, in violation of article 3 of the 1988 Convention. However, a web site that, for example, discusses legalization of the non-medical use of narcotic drugs does not necessarily fall under this category, and to ban such sites might conflict with the principle of freedom of speech in many countries.

42. The one area of content-related crime via the Internet in which progress has been made is the fight against child pornography, but this has been achieved only because the activities concerned arouse universal condemnation and because mere possession of such images constitutes a crime in many countries. In such cases Internet service providers are legally liable if it can be shown that they were aware that they were providing access to web sites containing child pornography. Offences relating to child pornography are the only content-related criminal acts specified in the Council of Europe's Convention on Cybercrime²³ (see paragraph 65 below).

C. Future challenges

43. On the basis of the foregoing analysis and in the light of recent world events, the Board is of the view that the following developments may occur if action is not taken at the national and international levels:

(a) *Opportunities for all forms of crime may increase* as online communications, finance and commerce expand. The growth and interdependence of national economies will make it easier for criminal organizations to blend their operations into legitimate economic activity;

(b) *Transnational crime may increase* as networks make cross-border crimes easier to commit;

(c) *Organized crime may continue to exploit technological advances for offensive and defensive purposes.* The "IT warrior" will become an indispensable component of organized criminal groups;

(d) *Electronic money-laundering may increase* with the growth of online financial service companies, especially if measures against money-laundering remain a low priority and if offshore companies continue to offer anonymity and protection from investigation. Underground banking systems will also

enjoy greater security through the use of information technology;

(e) *Drug-related crime may expand*; such crime will be committed by a larger number of people, many of whom will not be members of organized criminal groups, nor will they fit to any criminal profile;

(f) *Minors may increasingly commit crimes involving information technology* as new generations achieve computer literacy at an earlier age;

(g) *Criminal organizations may exploit scientific developments in order to invest more heavily in the production of synthetic drugs* for the illicit market;

(h) *Law enforcement may have less capacity to conduct interception and surveillance activities* as drug trafficking organizations increasingly adopt encryption and other means of concealment;

(i) *Jurisdictions without adequate laws against crime involving information technology may become sanctuaries*;

(j) *Traditional frameworks for extradition and mutual legal assistance may be stretched to their limits*.

D. How the challenges are being addressed

New approaches to high-technology crime within and between law enforcement structures

44. The national police forces of several countries, including Canada, the United Kingdom and the United States, have established dedicated cyber-crime units. The Hong Kong Special Administrative Region of China has enhanced its intelligence and enforcement capabilities at the international level and has set up a technology crime division comprising 76 officers specially trained to handle domestic crime.

45. The Australian Federal Police has developed an online investigation management system known as the Police Realtime Online Management Information System (PROMIS). Australian Federal Police liaison offices around the world use the system to exchange data, photographs and other information on investigations with colleagues in real time.

46. In Spain, the central investigation unit on information technology crimes and the department for high-technology crimes of the Ministry of the Interior are actively involved in preventing the use of the Internet for illicit advertising of controlled substances, including psychotropic substances. The national plan on drugs for the period 2004-2008 includes the establishment of an observation body on the use of new technologies by drug trafficking organizations, including the use of the Internet.

The use of advanced technologies to fight drug-related crime

47. Since 1997, when the Board first drew the attention of Governments to the fact that the electronic media was being used for sending messages favouring illicit drug use,²⁴ many health authorities have used the Internet as a quick and inexpensive means of disseminating factual information on drugs and their abuse.

48. In the United States, the Counterdrug Technology Assessment Center of the Office of National Drug Control Policy supports scientific and technological research and development for the benefit of drug law enforcement agencies. New procedures have been developed for analysing the effects of drugs on human beings and for detecting the presence of drugs concealed in or about the body, in containers, conveyances or other closed spaces. Non-intrusive inspection tools currently available to customs and cargo inspection authorities include improved X-ray and gamma-ray detector technology, the portable/transportable capability to detect drugs in vessels, compartments and containers of all sizes during inspections at sea and in ports and rapid and non-invasive screening of individuals and their luggage.

49. Specialized computer forensic programs permit the application of computer technology and techniques for handling seizures and evidence to retrieve information from computer systems for investigative or intelligence purposes. Software programs can screen data streams for key words or phrases, or “sniff” out portions of electronic communications that match a defined filter set programmed in conformity with a court order, such as messages transmitted to or from a particular account or user.²⁵ Integrity features upgrade the programs by imprinting the collection mode used

on the evidence, demonstrating that no alteration has been made to the filter settings employed or to the information obtained. Such features strengthen proof of “chain of custody” authenticity and non-alteration.²⁶

50. Other advances in the innovative use of existing technology include the creation of advanced computer models for the online identification of anomalies within financial transactions, software for high-speed computers that can verify the identity of drug traffickers through their fingerprints, and the setting up of networks that allow competent authorities to cross-reference the registration of property ownership with other data such as income tax returns. In this way the apparent advantage that criminals have from the use of high-tech tools can be turned into an advantage for law enforcement.

Developments in the private sector

51. The private sector has begun to forge alliances with law enforcement to develop better response and protection facilities against high-tech crime. Internet service providers have set up international networks of cooperation with law enforcement through so-called hotline associations that cooperate to combat the use of child pornography through the Internet. If material considered child pornography is identified, the hotline identifies the location and, if based locally, notifies the police and/or the Internet service provider to remove the material using clearly defined notice and takedown procedures.²⁷ Many countries operate national systems on a similar basis.

52. In the United States, collaboration between the private sector and the public sector enables law enforcement to share information about cyber intrusions, exploited vulnerabilities and other threats with owners or operators of vital infrastructure such as power generation facilities.

Content regulation

53. Various means exist by which Internet access, and therefore content control, can be regulated. Web sites can be blocked altogether by means of censorship, as occurs in countries where the Government controls Internet access. Elsewhere, either Internet service providers or web site administrators can be held criminally liable if they knowingly distribute material that is considered illegal or harmful under any of the laws of the host country, including the drug laws.

Internet service providers may regulate the content of the web sites that they host by introducing voluntary codes of practice, as in Italy or Japan, or by drawing up legally binding agreements between service provider and web site administrators that specify jurisdiction and venue for redress. A Canadian Internet service provider uses service contracts with users and web sites to establish online terms and conditions; Canadian laws are applied to web site content, and users are notified of this policy.

54. Individual users may exercise choice over Internet content by means of commercially available software programs that block or filter undesired content according to specified criteria. A wide range of such programs has been developed, some of which incorporate rating systems and complaint-registering processes. A software company in the United States filters Internet content according to a proprietary list of sites that is constantly updated: it has drawn up a blacklist of more than 60,000 sites deemed inappropriate for various reasons, including the encouragement of illicit drug use.

International and regional initiatives against high-technology crime

55. Drug-related high-tech crime is still a relatively new phenomenon, and few countries have any means of measuring its extent or impact—hence the lack of specific initiatives to counter it. However, international and regional organizations, such as the United Nations, the Group of Eight, Interpol and the Council of Europe, have begun serious efforts to address high-tech crime in general.²⁸ Those initiatives offer a working model from which efforts aimed at drug-related high-tech crime can be designed.

56. Since 1990, the Commission on Crime Prevention and Criminal Justice has been active in promoting international efforts to develop a comprehensive framework of guidelines and standards to assist States in dealing with computer-related crime. Those efforts include the publication in 1994 of a manual on the prevention and control of computer-related crime,²⁹ which contains proposals for the harmonization of both substantive and procedural law and urges international cooperation in that area. Expert group meetings were held under the auspices of the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders in preparation for the workshop on crimes

related to the computer network that was held in Vienna on 15 April 2000 within the framework of the Tenth United Nations Congress on the Prevention of Crime and the Treatment of Offenders.³⁰

57. Pursuant to Economic and Social Council resolution 1999/23, the Secretary-General conducted a study on effective measures to prevent and control high-technology and computer-related crime. In that report, several options were considered, such as the drafting of an international instrument against computer-related crime and options for a shorter-term strategy including the establishment of a United Nations global programme against high-technology and computer-related crime.³¹ In September 2001, the Commission on Crime Prevention and Criminal Justice adopted plans of action for the implementation of recommendations made by the Tenth Congress. The plan of action against high-technology and computer-related crime called for, inter alia, national actions: (a) to criminalize the misuse of information technologies; (b) to develop and implement rules and procedures to ensure that computer- and telecommunication-related crime could be detected and investigated; and (c) to ensure that law enforcement personnel were trained and equipped to respond to requests for assistance in the tracing of communications.

58. Interpol hosted an international conference of computer crime in 1995 and has produced manuals for investigators of information technology crime with the aim of setting technical investigation standards. A central unit and four working groups on high-tech crime have been set up, representing Africa, the Americas, Asia and Europe; their primary function is to provide regional training and cooperation. The Interpol Drugs Sub-Directorate operates a secure web site, accessible by national bureaux, that brings to the attention of police forces seizures of new drugs, drug trafficking alerts and other warnings that benefit from real-time communication. The security of recent projects targeting drug trafficking has benefited from the use of encrypted communication between team members. Interpol also cooperates with the private sector to secure business and industry against "cyber attack".

59. In Lyon, France, in June 1996, the heads of State or Government of the Political Group of Eight endorsed the 40 recommendations of the Senior

Experts Group on Transnational Organized Crime. In recommendation 16, States were urged to review their legislation to ensure that abuses of modern technology deserving of criminal sanctions were criminalized and that the appropriate technical and resource implications of that capability were adequately addressed. In January 1997, the Lyon Group was created to address that recommendation. At the Meeting of Justice and Interior Ministers of the Eight held in Washington, D.C., in December 1997, the participants agreed on the Principles and Action Plan to Combat High-Tech Crime, in which States were urged to adopt legislation to investigate and prosecute high-tech crime and to strengthen international regimes for extradition and mutual legal assistance. The participants agreed on the need for a common approach to dealing with problem of high-tech crime. The Action Plan also called for the establishment of internationally recognized standard-making bodies to provide the public and private sectors with standards for reliable and secure telecommunications and data processing technologies.³²

60. By early 2001, the law enforcement agencies of the members of the Group of Eight and of nine other States were in daily contact and were sharing information through a "24/7" network (operating 24 hours a day, 7 days a week), which had been used successfully to investigate cases involving serious high-tech crime. The Lyon Group also hosted an international computer crime training conference for law enforcement investigators from the members of the Group of Eight in November 1998. It has developed standard procedures on transborder access to stored computer data and expedited mutual legal administrative assistance, and work is in progress to develop methods for determining the source and destination of communications.³³

61. In all regions of the world, mechanisms are being developed for studying high-tech crime and the appropriate responses to it, although the drug component is marginal in most cases. In some regions, the focus has been more on combating fraud, child pornography and hacking activities; in others, concerns relate primarily to money-laundering and economic crime. In the light of recent world events, particular attention is now being paid to the use of new technologies by terrorist networks.

62. The Government of Japan, through the National Police Agency, is financing an Internet-based contact network of 21 countries in Asia for the exchange of information on high-tech crime. Eight countries are already participating in the first phase of the initiative.

63. Recommendation 5 of the 30 recommendations for tackling organized crime adopted by the European Council in July 1997 called for a study on high-tech crime, which was completed in January 1998. At a special meeting of the European Council held in Tampere, Finland, in October 1999, the heads of State or Government of European Union members concluded that high-tech crime should be included in the efforts to agree on common definitions and sanctions. As part of the European Union Action Plan to Combat Drugs (2000-2004), in early 2001 the Council of Ministers' working group on drug trafficking carried out an assessment of the threat posed by the use of the Internet for illicit ends in relation to drugs, as well as a review of existing legal provisions in member States. The first stage of that analysis was the sending of a questionnaire by the European Police Office (Europol) to member States (see paragraph 34 above). The European Commission will be considering how to improve the effectiveness of efforts against the illicit drug trade on the Internet, the importance of which was recognized in the European Union drug strategy for the period 2000-2004.

64. In January 1999, the European Parliament and the European Council adopted a multiannual community action plan on promoting safer use of the Internet by combating illegal and harmful content on global networks.³⁴

65. The Council of Europe's Convention on Cybercrime represents the most advanced international collaboration to date in the area of high-tech crime. The Council's 43 member States, together with Canada, Japan and the United States (which have observer status) and South Africa, were all involved in the drafting process and will be able to sign the Convention. The Convention covers issues of jurisdiction, extradition, the interception of communications and the production and preservation of data. It lists acts that must be criminalized under domestic law, including illegal access, illegal interception, data interference, system interference, computer-related forgery, computer-related fraud and aiding or abetting the commission of these crimes. It creates detailed

machinery to effect international cooperation and coordination in investigation and prosecution. Parties to the Convention will be obliged to empower their national authorities to carry out computer searches and seize computer data, require data subjects to produce data under their control, and preserve or obtain the expeditious preservation of vulnerable data. The Convention will be applicable in drug-related cases as a tool of mutual legal assistance, for example when authorities seeking electronic evidence of drug traffickers' activities, their customers or their assets in another State will be able to request that State to conduct a search of databases used by suspected traffickers or the interception of their electronic communications such as e-mail. The Convention was to be formally adopted on 8 November 2001 and to be opened for signature on 23 November 2001.

66. Private industry and citizens' groups, however, have objected to some clauses of the Convention on Cybercrime. A consortium of information technology industry associations has protested that the Convention could impose burdensome data preservation requirements on Internet service providers, make them liable for third-party action and restrict legitimate activities on the Internet. Civil liberty groups have also registered concern about measures called for in the Convention that they consider to be invasive of privacy. Nonetheless, the Board is of the view that this type of legal instrument can contribute to efforts against drug trafficking and abuse.

E. Conclusions and recommendations

Conclusions

67. Advanced telecommunication technologies constitute the motor of today's globalized economy and, as such, cannot be held back from expansion and technological evolution, nor is it desirable that they should. It must be recognized, however, that globalization and new technologies have facilitated certain drug-related criminal operations, thereby placing an additional burden on law enforcement agencies. Although collaboration between industry and law enforcement is often good, inevitably, the public and private agenda do not always coincide, since companies have a duty to protect the privacy of their customers and the profits of their shareholders.

68. The Board has noted the wide range of efforts under way to tackle the threat of cyber crime in general. Although current initiatives regarding cyber crime focus primarily on child pornography and economic crimes such as fraud, hacking and theft of intellectual property, there are indications that new technologies are increasingly being used in drug trafficking and illicit drug manufacturing operations. For that reason, the absence of drug-related provisions in existing legislation against cyber crime is a matter of concern. If the challenges to drug law enforcement are to be met, there must be a programme of action at the national and international levels, within the context of ongoing initiatives against cyber crime, that will have as its objective the prevention of drug-related high-tech crime. Many developing countries will instinctively look to the United Nations and to the Board for technical and legislative guidance in this area.

69. With regard to the drug-related content of sites on the Internet, technology tools, law enforcement and education are necessary, especially as regards parental involvement and user empowerment. Given the problems of identifying and investigating the innumerable drug advocacy web sites, filtering and blocking software can be of significant value in countering the use of the Internet for disseminating messages favouring drug abuse and may represent a more practical and realistic option than recourse to criminal law.

70. It is essential that law enforcement agencies and other national institutions responsible for fighting drug-related crime be given the technical and legislative means to develop an appropriate response capacity. But this alone is not sufficient. The Board is convinced that the challenges to drug law enforcement can only be met through cooperative partnerships involving Governments, the information technology industry and citizens, whose separate interests must be recognized and reconciled. The concerns raised by civil liberty groups over the invasion of privacy and the potential to limit freedom of expression are genuine and must be heeded.

71. Within the framework of cooperation between government and industry, the involvement of industry is required to identify vulnerabilities, to assist law enforcement authorities in threat assessment and to help to resolve cases when they arise. At the same time, industry must appreciate that self-regulation and

informal channels of cooperation with law enforcement may not always be adequate to address the threat. Recent world events have already had major repercussions in terms of the investigation and prosecution of criminal acts, but only time will tell what the full impact of these will be. At present it can only be stated that the need for law enforcement structures to modernize and to adapt to changing circumstances and new challenges has become more acute. New technologies should be seen not as an enemy in the fight against drug-related crime, but as potential tools in the prevention of illicit drug use, production, manufacture and trafficking. The Board, as the guardian of three international drug control treaties whose goals are the health and well-being of society, proposes the concept of "shared guardianship" of the information society as a contribution to its future prosperity and security.

Recommendations

72. The most urgent task facing Governments is to ensure that appropriate procedural and substantive laws are introduced at the national level to deal with crimes committed in an electronic environment. Aggravating factors could be introduced when offences are committed with the aim of illicit drug trafficking or when the offence is committed by a participant in an organized criminal group (as defined in the United Nations Convention against Transnational Organized Crime).³⁵ Measures should be harmonized as far as possible to ensure that offences, sanctions and standards of proof are similar in countries throughout the world, in order to prevent the growth of data havens. Assistance should be provided to developing countries considered at risk from such exploitation.

73. Drug law enforcement agencies and judicial authorities should be given appropriate resources and equipment to investigate, identify, apprehend and prosecute offenders who use new technologies in drug trafficking activities.

74. Specialized inter-agency high-tech drug units should be introduced at the national level. The system of "24/7" networks should be expanded to include more countries on the principle that "it takes networks to fight networks". These units should maintain cooperative arrangements with other agencies against cyber crime.

75. Drug law enforcement agencies should be provided with critical infrastructure protection to protect their information and intelligence databases from “cyber attack”.
76. Funding should be made available to provide equipment and training at appropriate levels in forensic techniques and in technological skills for policy makers and law enforcement and investigative personnel. Governments should find ways of attracting high-calibre technology specialists to work within drug law enforcement agencies.
77. Work should proceed to enable the Convention on Cybercrime to be ratified as soon as possible, and support should be given to other initiatives in this field elsewhere in the world.
78. Governments should require online pharmacies to be licensed wherever they operate or deliver prescription drugs and should set up a system of oversight for such activities. The online sale of narcotic drugs and psychotropic drugs should be prohibited altogether, since it circumvents the existing national and international control system.
79. Governments should help to raise public awareness, especially among parents and teachers, of the fact that young people using the Internet may be exposed to messages favouring drug abuse and that the technological means to block or filter such messages are available.
80. Governments should support the establishment of web sites that provide attractively presented, unbiased information on illicit drug use—for example, explaining the laws governing illicit drug possession, use and trafficking for a given country and giving a description of drugs and their effects.
81. Consideration might be given to the development of a United Nations convention against cyber crime. Such a convention would provide a global classification and definition for high-tech and computer-related crime and a framework for legislative harmonization and international cooperation in the investigation and prosecution of cross-border crime committed or facilitated by electronic means. It could also include a section on drug-related crime, with a reminder to Governments that any form of advertisement for narcotic drugs or psychotropic substances must be prohibited. The convention would have to balance concerns of security and protection from crime with concerns for civil liberties, dignity and privacy.
82. Internet service providers should extend the practice of setting up hotlines to which the general public can report offensive or illegal content of sites on the Internet and should be aware that the drug-related content of some web sites may be in conflict with the international drug control treaties.
83. Financial institutions should review their measures against money-laundering in the light of technological developments.

II. Operation of the international drug control system

A. Status of adherence to the international drug control treaties

Single Convention on Narcotic Drugs of 1961

84. As at 1 November 2001, the number of States parties to the Single Convention on Narcotic Drugs of 1961³⁶ or to that Convention as amended by the 1972 Protocol³⁷ stood at 175, of which 167 were parties to that Convention in its amended form. Since publication of the report of the Board for 2000,³⁸ Albania, the Central African Republic, Djibouti and Yugoslavia have become parties to the 1961 Convention as amended by the 1972 Protocol and Belarus, Turkey and Ukraine have become parties to the 1972 Protocol.

85. Afghanistan, Algeria, Chad, the Islamic Republic of Iran, the Lao People's Democratic Republic, Morocco, Myanmar and Nicaragua continue to be parties to the 1961 Convention in its unamended form only. The Board notes that the parliament of the Islamic Republic of Iran has ratified the 1972 Protocol amending the 1961 Convention;³⁹ the Board trusts that the instrument of ratification will be deposited soon. The Board urges all those States to take prompt action to accede to or ratify without further delay the 1972 Protocol.

86. Of the 16 States that are not yet parties to the 1961 Convention, there are 4 in Africa, 3 in the Americas, 3 in Asia, 1 in Europe and 5 in Oceania. Among those States, Andorra, Belize, Bhutan, Guyana and Saint Vincent and the Grenadines are parties to the most recent international drug control treaty, the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. Guyana is also a party to the Convention on Psychotropic Substances of 1971. The Board wishes to remind the Governments of those States that implementation of the 1988 Convention cannot be ensured without adhering to the other international drug control treaties.

Convention on Psychotropic Substances of 1971

87. As at 1 November 2001, the number of States parties to the 1971 Convention stood at 169. Since the report of the Board for 2000 was issued, the Central African Republic, Djibouti, Maldives, San Marino, the United Republic of Tanzania and Yugoslavia have become parties to the 1971 Convention.

88. Of the 22 States that have yet to become parties to the 1971 Convention, there are 5 in Africa, 5 in the Americas, 4 in Asia, 2 in Europe and 6 in Oceania. Some of those States, namely Belize, Bhutan, Haiti, Honduras, Nepal, Saint Lucia and Saint Vincent and the Grenadines, have already become parties to the 1988 Convention. The Board reiterates its request to the States concerned to implement the provisions of the 1971 Convention and to become parties to that Convention as soon as possible.

United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988

89. Six States have become parties to the 1988 Convention since the report of the Board for 2000 was issued: Albania, Central African Republic, Djibouti, Kuwait, Mauritius and Yugoslavia. As at 1 November 2001, a total of 162 States, or 85 per cent of all the countries in the world, and the European Community⁴⁰ were parties to the 1988 Convention.

90. The Board welcomes the fact that the number of States that have taken steps to accede to the 1988 Convention and to implement the provisions of that Convention has increased steadily. Of the 29 States that have not yet become parties to the 1988 Convention, there are 10 in Africa, 6 in Asia, 3 in Europe and 10 in Oceania. The Board again requests that all those States take the necessary steps to accede to the 1988 Convention as soon as possible.

B. Cooperation with Governments

Reports to the Board

Reports on narcotic drugs and psychotropic substances

91. In carrying out the responsibilities assigned to it under the 1961 and the 1971 Conventions, the Board maintains a continuous dialogue with Governments. The statistical data and other information obtained from them are utilized by the Board in analyses of the licit manufacture of and trade in narcotic drugs and psychotropic substances worldwide, in order to identify whether Governments have strictly enforced treaty provisions requiring them to limit to medical and scientific purposes the licit manufacture of, trade in, distribution and use of those drugs, while at the same time making such drugs available for the sick.

92. As at 1 November 2001, a total of 161 States and territories had furnished to the Board annual statistics on narcotic drugs for 2000, in conformity with the provisions of article 20 of the 1961 Convention. That figure represents 77 per cent of the 209 States and territories required to submit such statistics. A total of 186 States and territories provided quarterly statistics of imports and exports of narcotic drugs for 2000; that figure represents 89 per cent of the 209 States and territories that have been requested to submit those data. However, 41 States and territories submitted only partial statistics on international trade. The number of reports for the year 2000 that were received in 2001 was higher than the number of reports for 1999 received at the same time of year in 2000, when annual statistics from 134 States and territories and quarterly statistics from 176 States and territories were received.

93. The Board notes with satisfaction that some States and territories, including Gibraltar, Mali, the Marshall Islands and Senegal, improved their reporting on narcotic drugs in 2001. While the majority of States have regularly furnished statistical reports, there are a few States parties to the 1961 Convention that have not been complying with their reporting obligations for several years. The Board has repeatedly contacted those States and urged them to take all the measures necessary to ensure regular submission of mandatory reports. The Board continues to closely monitor the situation in those States and will consider further measures to ensure their compliance.

94. Statistical data on narcotic drugs received from States are important to the analysis by the Board of the

availability of narcotic drugs for medical needs and to efforts to achieve a balance between the supply of and the demand for opiate raw materials. The ability of the Board to carry out its analysis depends on the timeliness, comprehensiveness and quality of the statistical reports submitted by States and territories. During the last few years, statistical reports submitted by States that are major producers, manufacturers, exporters, importers or users of narcotic drugs, such as Australia, Belgium, France, Germany, India, Italy, Japan, Spain, Switzerland, Turkey, the United Kingdom and the United States, have been generally accurate. However, some of those States, including India, Italy and the United Kingdom, will have to further improve the quality of their reporting. In 2001, Australia, India and Japan submitted their annual reports very late and India did not provide complete information. Those three States had also had difficulties in submitting their reports in a timely fashion in previous years. The Board wishes to remind those States of their treaty obligation to furnish annual reports for all narcotic drugs not later than on 30 June of the year following the year to which they relate. All States that experience similar difficulties should also take the measures necessary to ensure full and timely compliance with their reporting obligations in the future.

95. The Board has similar concerns regarding the submission of reports on psychotropic substances by some major manufacturing and exporting countries. Delays in the submission of data by Brazil and Japan have prevented the Board from monitoring effectively international trade in psychotropic substances. The Board again urges in particular the Government of Brazil to submit the required reports without further delay.

96. As at 1 November 2001, a total of 145 States and territories had submitted to the Board annual statistical reports on psychotropic substances for 2000 in conformity with the provisions of article 16 of the 1971 Convention. That figure represents 69 per cent of the 209 States and territories required to furnish such reports. The number of reports received for 2000 was slightly higher than the number of reports received for 1999 at the same time of year. In recent years, the final number of States and territories that submitted their annual statistical reports to the Board was approximately 170.

97. The cooperation of some States has not been satisfactory. A large number of States in Africa and Oceania continued not submitting their reports regularly. In recent years, more than one third of the States in those regions have failed to submit annual statistical reports. The Board notes with satisfaction in 2000 that some States in Africa, including Burundi, Djibouti, Zambia and Zimbabwe, and in Oceania, namely the Marshall Islands and Samoa, improved their reporting on psychotropic substances. Other States, such as Belize, Georgia, Nepal and Uruguay, submitted their statistical reports in 2000 after several years of not reporting to the Board.

98. The international and domestic movement of narcotic drugs and psychotropic substances is continuously monitored by the Board in order to identify any possible deficiencies in control mechanisms, particularly those that could facilitate the diversion of narcotic drugs and psychotropic substances from licit to illicit channels. The Board has been contacting many States because of discrepancies and imbalances in their reports. The States concerned should carefully examine the reasons for any inconsistencies in their reports to ensure that individuals and companies authorized to carry out activities involving narcotic drugs and psychotropic substances provide timely and reliable reports as required by the 1961 and the 1971 Conventions and that no diversion of narcotic drugs or psychotropic substances for illicit purposes occurs.

Reports on precursors

99. Reporting information on substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances is a treaty obligation under article 12 of the 1988 Convention. As at 1 November 2001, such information had been submitted for 2000 by a total of 116 States and territories and the European Community (on behalf of its 15 member States), or 55 per cent of the parties and 29 per cent of the non-parties, to the 1988 Convention; thus, the reporting rate in 2001 was similar to that of 2000.

100. The Board notes that Mauritania, a party to the 1988 Convention, complied with its reporting obligation for the first time by submitting annual information required under the 1988 Convention for 2000. Six parties to the 1988 Convention submitted

information for 2000 after not having done so for at least the previous three years. Of those parties, Azerbaijan, Bhutan, Saint Vincent and the Grenadines and Uruguay supplied on form D information on licit trade pursuant to article 12 of the 1988 Convention, whereas Togo and, with respect to Afghanistan, the Taliban authorities submitted form D, reporting no seizures of, and no licit trade in, substances controlled under the 1988 Convention. The Board is concerned that there are still nine States parties to the 1988 Convention that have never reported to it.

101. The Board is also concerned about 25 States parties to the 1988 Convention that have not submitted information for at least three consecutive years. The Board urges those parties to take all measures necessary to ensure their full compliance with reporting obligations under the 1988 Convention.

102. As for licit trade, Governments have been requested, in accordance with Economic and Social Council resolution 1995/20, to provide data on licit trade in, uses of and requirements for substances listed in Tables I and II of the 1988 Convention. The data are submitted on a voluntary basis and, if requested by Governments, are considered by the Board to be confidential. An increasing number of diversions of precursor chemicals have been prevented as a result of such reporting, as more is now known about the usual patterns of international trade in those chemicals, and unusual or suspicious transactions can be identified more easily.

103. Almost all the major manufacturing, exporting and importing countries and territories have reported such licit trade data for 2000. As traffickers are using increasingly diverse routes to divert precursors to areas where the illicit manufacture of drugs takes place, it is important for comprehensive information to be available for all regions. The total number of States and territories that provided such data for 2000 was 85, which is similar to the total number for 1999. The Board is pleased that Austria, Azerbaijan, Cuba, Myanmar, Paraguay, Singapore and Zambia provided such data for the first time or submitted more comprehensive information.

104. Between 1999 and 2001, the information available on global trade in acetic anhydride, which is used in the illicit manufacture of heroin, and potassium permanganate, which is used in the illicit manufacture of cocaine, has increased steadily, largely as a result of

the international tracking programmes introduced for those substances. Since March 2001, when the monitoring of international trade in acetic anhydride began under Operation Topaz,⁴¹ additional information has become available to the Board from a number of States that had not previously reported their trade in that substance. Likewise, the level of knowledge about licit international trade in potassium permanganate has continued to increase since 1999, when Operation Purple⁴² first began. As a more comprehensive picture of global trade in those substances has emerged, the Board has been able to assist Governments in recognizing and responding to attempts at diverting those substances.

105. Given the increasingly widespread abuse of amphetamine-type stimulants, in particular MDMA (Ecstasy), the Board is pleased that a number of States have continued to report their exports of the precursor chemicals isosafrole, piperonal, 1-phenyl-2-propanone, phenylacetic acid, safrole and 3,4-methylenedioxyphenyl-2-propanone (3,4-MDP-2-P) and that, in 2001, some have provided details on their imports of those substances for the first time. The Board invites all States that trade in those substances to supply such information in the future.

Estimates of requirements for narcotic drugs

106. The Board wishes to remind all Governments that the universal application of the system of estimates is indispensable for the effective functioning of the control system for narcotic drugs. Lack of adequate national estimates is often an indication of deficiencies in the national control mechanism. Without proper monitoring and knowledge of the actual requirements for narcotic drugs, there is a risk that drugs traded in a country may be in excess of medical needs and may be diverted into illicit channels or used inappropriately.

107. As at 1 November 2001, 166 States and territories had furnished their annual estimates of narcotic drug requirements for 2002; that figure represents 79 per cent of the total number of States and territories required to furnish such estimates. In spite of reminders, 43 States and territories failed to provide their estimates and the Board itself had to establish estimates on behalf of them in accordance with article 12, paragraph 3, of the 1961 Convention. As in previous years, Africa was the region with the largest proportion of States that had failed to furnish estimates

(20 States, or 36 per cent of the States and territories in the region).

108. The Board encourages all States and territories for which it established estimates for 2002 to carefully review those estimates and revise them, if appropriate. It should be noted that the Board based its estimates for those States and territories on the estimates last reported by them and, in most cases, reduced those estimates by a certain percentage as a precaution against diversion. States and territories that do not have adequate estimates may experience difficulties in importing in a timely manner the quantities of narcotic drugs required to meet their medical needs. The Board therefore urges the States and territories concerned to take all the measures necessary to enable them to properly estimate their narcotic drugs requirements and to furnish those estimates to the Board in a timely manner. The Board is ready to assist those States and territories by providing clarifications and training material on the provisions of the 1961 Convention related to the system of estimates.

109. The Board examines the estimates received from States, including supplementary estimates, with a view to ensuring adequate availability of narcotic drugs required for medical and scientific purposes. The Board has contacted many States prior to confirming their estimates when additional clarifications are needed to ensure that those estimates reflect their actual requirements. Most States have provided feedback promptly. The Board invites the authorities of Italy, Poland, the Russian Federation and the United Kingdom to improve their cooperation with it in this area and to respond promptly to enquiries of the Board concerning the adequacy of their estimates.

110. The Board is pleased to note that the Central African Republic, Chad, Guinea, Montserrat, Tajikistan and Tristan da Cunha, States and territories that had not furnished their own estimates of narcotic drug requirements for 2001, furnished their own estimates for 2002.

111. Only 47 States furnished their estimates for 2002 by 30 June 2001, the deadline set by the Board. The Board notes with apprehension that a number of States, including developed countries with long-established mechanisms for collecting information on their medical requirements for narcotic drugs, such as Australia, Japan and the United States, have in recent years furnished their estimates considerably later than

30 June. Such late submissions have a negative impact on the analysis by the Board. All States are requested to comply with the deadline for the submission of estimates.

112. The Board notes with satisfaction that the number of supplementary estimates furnished by States in accordance with article 19, paragraph 3, of the 1961 Convention has continued to decrease. The number of supplementary estimates submitted to the Board per year declined from around 700 in the mid-1990s to less than 300 in 2000 and fewer than 250 in 2001. This development confirms that the quality of the estimates furnished by States has improved. The Board reiterates its request to all States to calculate their annual requirements for narcotic drugs as accurately as possible and to submit supplementary estimates only if there are unforeseen circumstances.

Assessments of requirements for psychotropic substances

113. Assessments of annual domestic medical and scientific requirements (simplified estimates) for psychotropic substances have been submitted to the Board by Governments pursuant to Economic and Social Council resolution 1981/7 with respect to substances in Schedule II of the 1971 Convention and Council resolution 1991/44 with respect to substances in Schedules III and IV of that Convention. Pursuant to Council resolution 1996/30, the Board establishes assessments for those Governments that have failed to furnish such information. The assessments are provided by the Board to competent authorities of all States and territories that are required to use them as guidance when approving exports of psychotropic substances.

114. Unlike estimates for narcotic drugs, assessments of requirements for psychotropic substances submitted by States and territories do not require confirmation by the Board and continue to be considered valid until the Board receives new assessments. Governments may inform the Board at any time of their decision to modify their assessments. Modifications to previous assessments of one or more substances have been received from 123 Governments since January 1999, the last time that Governments were formally requested to provide assessments.

115. As at 1 November 2001, the Board had received assessments of annual medical requirements for

psychotropic substances from all but 11 States. Those States still had not provided the Board with any confirmation of the assessments previously established by the Board. The 11 States were as follows: Burundi, Cameroon, Comoros, Djibouti, Liberia, Mauritania, Niger, Seychelles, Sierra Leone, Solomon Islands and Somalia. The Board notes with appreciation that eight States (Armenia, Belize, Congo, Gabon, Guinea, Haiti, Rwanda and United Republic of Tanzania) and one territory (Bermuda) submitted for the first time their assessments for psychotropic substances.

116. The Board is concerned that many States and territories have not updated their assessments for several years. Those assessments may no longer reflect their actual domestic medical and scientific requirements for psychotropic substances. Assessments that are lower than the actual legitimate requirements may delay the import of psychotropic substances urgently needed for medical or scientific purposes in a country because of the need to verify the legitimacy of import orders. Assessments that are significantly higher than the actual legitimate requirements may provide an opportunity for the diversion of psychotropic substances into the illicit traffic. The Board invites all Governments to ensure that their assessments are regularly updated and that it is informed of any modifications.

C. Prevention of diversion into the illicit traffic

Narcotic drugs

Diversion from international trade

117. As in recent years, no cases involving the diversion of narcotic drugs from licit international trade into the illicit traffic were detected during 2001, despite the large quantities of substances and the large number of transactions involved. Effective prevention of the diversion of narcotic drugs from international trade is a result of the implementation by Governments, in cooperation with the Board, of strict control measures for those drugs, as provided for in the 1961 Convention, including the system of estimates and the import and export authorization system.

Diversion from domestic distribution channels

118. Information on the diversion of pharmaceutical products containing narcotic drugs from licit distribution channels has been received from various countries, although such cases appear to be under-reported, particularly when they involve preparations included in Schedule III of the 1961 Convention that are exempted from some control measures.

119. In recent years, several Governments have reported the diversion and abuse of preparations containing codeine. In Egypt, the manufacture of cough mixtures containing codeine was stopped by the authorities in 2001 in response to the diversion and abuse of such mixtures. In the Islamic Republic of Iran, codeine preparations have been diverted from licit distribution channels to parallel markets. Canada has reported increases in the number of cases involving theft and forged prescriptions of opiates, in particular codeine.

120. The increasing availability of narcotic drugs for legitimate medical purposes in some countries may raise the chances of them being diverted from domestic distribution channels or abused. For example, in the United States, data for 2000 from the Drug Abuse Warning Network (DAWN) confirmed that hydrocodone and oxycodone were among the most frequently abused pharmaceutical products containing substances under international control; the frequency with which they were mentioned in emergency cases was similar to that of the benzodiazepines. The diversion and abuse of those drugs in the United States are related to their sharply increasing availability for medical use, which is partly a result of aggressive promotional activities.

121. The risk of abuse of some narcotic drugs may be compounded by their availability in new pharmaceutical forms more liable for abuse. That was the case of slow-release tablets containing high doses of oxycodone that were introduced in the United States in 2000. Abusers attempt to circumvent the time-release properties of the tablets by chewing or crushing them. Crushed tablets are snorted or dissolved in water and injected. The main means used to divert the drugs were "doctor shopping",⁴³ fraudulent prescriptions and theft from pharmacies.

122. The Board notes that the authorities in the United States are implementing a multidimensional strategy to deal with the problem of diversion and abuse of oxycodone. That strategy includes increasing coopera-

tion with the pharmaceutical industry, introducing stronger warnings and precautions on the labels of containers of oxycodone tablets, educating health-care providers and increasing the penalties for illegal distribution of the drug. The Board invites all Governments to carefully monitor cases involving the diversion and abuse of narcotic drugs available in slow-release preparations and to take action against their illicit use, in cooperation with the pharmaceutical industry and health professionals.

123. Cases involving the diversion and abuse of opioids, in particular methadone, when prescribed for substitution treatment, have been identified in several countries. The Board requests the Governments of all countries where opioids are used for that purpose to take the necessary measures to prevent diversion. Such measures may include supervised consumption, short dispensing intervals and central registration of all opioids prescribed for treatment purposes.

124. The Board invites all Governments to ensure a prompt exchange of information among national authorities on the diversion, seizure and abuse of, and illicit trafficking in, pharmaceutical products containing narcotic drugs. All Governments should provide their law enforcement authorities with adequate information, training and technical means to increase their capacity to detect such products in the illicit market and during smuggling attempts.

125. The Board reminds all Governments that information on seizures of narcotic drugs, including those contained in pharmaceutical products, should be reported to the Board in annual reports, in accordance with the provisions of article 20 of the 1961 Convention. Governments should also report relevant information on illicit traffic in pharmaceutical products containing narcotic drugs and psychotropic substances to the Secretary-General and, if appropriate, to the relevant international organizations, such as Interpol or the World Customs Organization.

Psychotropic substances

Diversion from international trade

126. Licit international trade in psychotropic substances in Schedule I of the 1971 Convention has been limited to sporadic transactions involving no more than a few grams. No cases involving the diversion of those substances from licit international

trade have ever been detected. Because the authorities exercise particular vigilance when trade transactions involve substances in Schedule I, attempts at diversion can be easily identified. Such was the case in December 2000, when the attention of the authorities in Germany was drawn to an attempt to divert methylenedioxymethamphetamine (MDA) in a case involving an enquiry from a company in the Democratic People's Republic of Korea concerning the export of about 2,000-10,000 kg of MDA annually. The company claimed that the special import licence required pursuant to article 7 of the 1971 Convention would be issued by the Ministry of Health of the Democratic People's Republic of Korea. A German company had declined to accept the offer as such a transaction would be contrary to German law. The Board was informed by the authorities in the Democratic People's Republic of Korea that the diversion attempt had been carried out by an unidentified person purportedly acting on behalf of a client of the company in the Democratic People's Republic of Korea. The Board appreciates the cooperation of the authorities in the Democratic People's Republic of Korea and Germany in preventing the diversion.

127. Methylphenidate is the most frequently traded substance in Schedule II of the 1971 Convention; there has been a remarkable increase in the international trade in methylphenidate since the beginning of the 1990s. Licit international trade in all other substances in Schedule II has involved a limited number of transactions. In the past, the diversion of substances in Schedule II from licit international trade was a major supply source for illicit markets. With the practically universal application of strict control measures for substances in Schedule II and a strengthened international control system, cases involving the diversion of such substances have become rare.

128. During the last 10 years, there has been only one case involving the diversion of a substance in Schedule II. That case, which occurred in 1998, involved the diversion of nearly 70 kg of fenetylline, a stimulant that has frequently appeared under the name of Captagon on illicit markets in West Asia. The fenetylline was exported from Switzerland to Azerbaijan. The traffickers had obtained the fenetylline on the basis of two falsified import authorizations from the Ministry of Health of Azerbaijan. After arriving in Baku, the fenetylline was smuggled into Turkey, to be

transported further, most probably to other countries in West Asia. The Board brought to the attention of the competent authorities in Azerbaijan the fact that Switzerland had reported exports of fenetylline to Azerbaijan during 1998 and that no such imports had been reported by Azerbaijan. The authorities in Azerbaijan promptly investigated the matter and, as a result of that investigation, eight persons were arrested for trafficking in fenetylline.

129. Success in preventing such diversions depends on the implementation by Governments of the control measures for substances in Schedule II as foreseen by the 1971 Convention and on the almost universal application of additional control measures (assessments and quarterly statistical reports) recommended by the Board and endorsed by the Economic and Social Council. Preparations containing hallucinogens, amphetamines, fenetylline and methaqualone found on illicit markets in various regions are manufactured almost entirely in clandestine laboratories.

130. Analysis of seized tablets confirms that most of the trafficked preparations are counterfeit. In the case of the counterfeit fenetylline preparation Captagon, most seized tablets do not contain fenetylline but a number of other substances, including amphetamines and a number of substances not under international control. Seizure data indicate that trafficking in counterfeit Captagon tablets continues in West Asia, and that countries in central and eastern Europe are suspected of being the source countries of the seized tablets. In order to investigate the problem and positively identify the source countries, the cooperation of authorities in the various countries concerned is required, in particular with regard to laboratory analysis and comparison of seized samples. The Board, therefore, encourages all countries concerned to establish a network of exchange of information and cooperation between law enforcement authorities, in particular between forensic laboratories.

131. Licit international trade in psychotropic substances in Schedules III and IV of the 1971 Convention is extensive, involving thousands of individual transactions each year. On the basis of regularly conducted analyses of data on international trade in those substances, the Board identifies suspicious transactions and requests Governments to investigate such transactions. The Board notes with satisfaction that the analysis of data on international

trade in those substances and the ensuing investigations have indicated a significant decrease, in recent years, in the number of diversions of substances in Schedules III and IV from licit international trade into illicit channels. That decrease is directly related to increasing efforts by Governments to implement treaty provisions for substances in those schedules, in combination with additional controls over international trade (import and export authorization system, assessment system and detailed reporting system) as recommended by the Board and endorsed by the Economic and Social Council (see paragraphs 168-171 below).

132. A significant gap has been closed in the international control system for psychotropic substances by the introduction of control measures for psychotropic substances in Schedule IV of the 1971 Convention in recent years in a number of important manufacturing and trading countries, such as Belgium, Canada and Switzerland. There are, however, a few important manufacturing and exporting countries that have not yet implemented all additional control measures for several psychotropic substances in Schedule III or IV of the 1971 Convention, such as the import and export authorization system (see paragraphs 168-171 below). Governments should be aware that any inconsistency in applying the control provisions may facilitate diversion. Traffickers may attempt to exploit the situation in countries lacking control and divert psychotropic substances into illicit channels.

133. The Board notes with appreciation that some major exporting countries, such as France, Germany, India, Switzerland and the United Kingdom, very effectively use the assessments of requirements of psychotropic substances published by the Board to verify the legitimacy of trade transactions. Such verification is especially important in the case of orders placed by companies in countries that have not yet introduced mandatory import authorizations for all psychotropic substances. Trade transactions identified as suspicious because the import orders exceed the established assessments are either verified with the Board or brought to the attention of the importing country. That process facilitates the identification of diversion attempts. For example, in one recent case a Lebanese company illegally placed an order for 100 kg of diazepam, nearly 10 times the assessment of Lebanon for the substance, with a company in the

United Kingdom. The Board notes with appreciation that Lebanon has recently introduced mandatory import and export authorizations for all international trade in psychotropic substances.

134. Such verification of import orders with the assessments published by the Board also helps to prevent the diversion of psychotropic substances by means of falsified import authorizations. Falsification of import authorizations was until recently the method most frequently used to divert psychotropic substances from licit international trade into illicit channels. As such falsified authorizations have continued to be used in diversion attempts, the Board invites all Governments of exporting countries, in cases where there is doubt, to confirm with the Governments of the importing countries the legitimacy of orders prior to approving the export of psychotropic substances. The Board continues to be at the disposal of Governments to facilitate such confirmation. In recent years, the most frequent attempts at diversion have involved stimulants (amfepramone, fenetylline, phentermine and pemoline), benzodiazepines (diazepam, flunitrazepam and temazepam), phenobarbital and buprenorphine. In most cases, however, the diversion was prevented.

135. Exporting countries should also exercise the utmost vigilance with respect to orders for delivery of psychotropic substances to countries with dysfunctional governmental structures and civil or military conflicts. In one such case, traffickers had attempted to divert phenobarbital from international trade into illicit channels in Afghanistan, to be used to adulterate heroin.

136. The Board, aware of reports on the use of psychotropic substances for the adulteration of heroin in West Asia, has collected information from selected countries on that matter. Laboratory analysis has shown that the psychotropic substances most frequently identified as adulterants in heroin are phenobarbital and diazepam. A number of other barbiturates and benzodiazepines have been identified in a small number of countries. Abuse of such adulterated heroin significantly increases the risk of fatality and polydrug dependence for heroin abusers, as barbiturates and benzodiazepines potentiate the central nervous system depressant effects of opioids.

137. Laboratory results in countries carrying out such analysis on a regular basis indicate that, while psychotropic substances continue to be used as

adulterants in heroin from West Asia, their presence in samples of seized heroin has decreased over the last decade and is no longer very significant. This development may have been caused by stricter controls on international trade in psychotropic substances implemented in most major manufacturing and exporting countries.

Diversion from domestic distribution channels

138. With the strengthening of controls on international trade in psychotropic substances, drug traffickers have started to look for new supply sources. Diversion of pharmaceutical products containing psychotropic substances from domestic distribution channels has become an increasingly important supply source. The diversion methods used by traffickers include the following: robbing or stealing from factories, wholesalers, pharmacies, hospitals or doctors' offices; "pretended export"; illegal selling by wholesalers and retailers; forging or selling prescriptions; illegal supplying of substances without prescription; and diversion by medical professionals.

139. The substances most frequently diverted from domestic distribution channels include stimulants (amphetamines, amfepramone, methylphenidate and phentermine), benzodiazepines (alprazolam, chlor-diazepoxide, diazepam, flunitrazepam, nitrazepam and temazepam), phenobarbital and buprenorphine. Although such diversions from domestic distribution channels involve much smaller quantities of psychotropic substances than diversions from international trade during the 1980s and 1990s, the quantities being diverted to illicit markets are, nevertheless, not negligible.

140. The smuggling of diverted substances is not restricted to any region. During the last few years, a number of European countries have experienced an increase in the smuggling of psychotropic substances, mostly diazepam, from countries in West, South and South-East Asia. Diazepam, nitrazepam and buprenorphine are smuggled within South Asia and from South Asia into countries in Central Asia. Flunitrazepam and temazepam continue to be smuggled within Europe, despite the intensified efforts of law enforcement and drug control authorities.

141. The diversion and smuggling of psychotropic substances need to be counteracted by intensified cooperation between law enforcement and drug

regulatory authorities, including the establishment of mechanisms for the prompt exchange of information among national authorities. Similarly, the exchange of information is required between the countries into which pharmaceutical products containing psychotropic substances are smuggled and the suspected source countries. In order to identify illegal suppliers, it is essential for the suspected source countries to be provided with information such as the batch numbers and container numbers of smuggled and seized psychotropic substances.

142. During the last few years, cooperation between countries has improved considerably and has helped authorities to identify deficiencies in the control of domestic distribution channels. The Board notes with appreciation that additional control measures for domestic distribution systems have been adopted in a number of countries in Asia, such as China, India and Thailand, and in Europe, such as the Czech Republic and Slovakia.

143. For many years, the illicit traffic in diverted pharmaceutical products was not considered to be at the same level of importance as trafficking in narcotic drugs or psychotropic substances manufactured in clandestine laboratories. The Board has requested Governments to ensure that the diversion of and illicit trafficking in pharmaceutical products containing psychotropic substances are established as criminal offences, in accordance with the provisions of article 3, paragraph 1, of the 1988 Convention. The Board notes with appreciation that, among law enforcement authorities, awareness of trafficking in diverted psychotropic substances has increased during the last few years in many countries and that some countries have introduced in their national legislation stricter sanctions for such offences. However, many countries have not yet introduced in their legislation penalties for trafficking in diverted psychotropic substances consistent with penalties for trafficking in narcotic drugs. The Board, therefore, reiterates its request to the Governments concerned to consider amending their national legislation to allow for the prosecution of the drug traffickers involved.

144. The Board also reiterates its request to all Governments to promptly report important seizures of psychotropic substances, including seizures of pharmaceutical products diverted from licit distribution channels, so that new trends in the illicit traffic, as well

as the sources and methods of diversion being used, may be identified.

145. The Board has noted the risk associated with the improper storage of seized psychotropic substances. In its report for 2000, the Board recommended that Governments ensure that seized substances are either destroyed at the earliest possible date or adequately protected against diversion attempts.⁴⁴ In addition, the Board contacted the Governments of a number of countries to investigate the procedures currently being applied in dealing with seized substances. The Board notes with appreciation that all the Governments contacted reported well-established procedures and safety measures for the storage and disposal of seized psychotropic substances. In all cases, the handling of seized psychotropic substances was governed by detailed instructions. Seized psychotropic substances were either destroyed immediately after seizure or handled in accordance with stringent safety measures.

Precursors

146. During 2001, the exchange of information between Governments and the Board to verify the legitimacy of individual shipments of controlled chemicals successfully prevented the diversion of large amounts of those chemicals from international trade for use in the illicit manufacture of narcotic drugs and psychotropic substances. Diversions from domestic manufacture and distribution channels, however, continue to be a significant source of the controlled chemicals found in illicit channels, especially acetic anhydride and the precursors used in the illicit manufacture of amphetamine-type stimulants. Governments need to carry out thorough investigations into interceptions of smuggled consignments and seizures at illicit laboratories, in order to identify the actual sources of the precursor chemicals seized and to determine the methods of diversion used by traffickers. Once that information is available, it will be possible to introduce appropriate controls to prevent diversions from those sources. Governments are also urged to thoroughly examine the possibility of carrying out controlled deliveries when consignments are intercepted, with a view to identifying and prosecuting those responsible for the diversion and smuggling of controlled chemicals.

Operation Purple

147. During 2001, Operation Purple, the voluntary international initiative to track individual shipments of potassium permanganate in international trade, continued to achieve successes in preventing diversions into the illicit traffic. The Board is pleased to note that Operation Purple has also effectively identified new methods and routes of diversion that traffickers were attempting to use after certain trafficking routes and networks had been identified and dismantled.

148. As the international focal point for the exchange of information, the Board, through its secretariat, continues to verify the legitimacy of shipments of potassium permanganate to countries not participating in Operation Purple. In doing so, the Board has noticed an increase in the number and volume of shipments of potassium permanganate to countries not participating in the operation, in particular to such countries in Asia. The increasing volume in trade coincides with numerous diversions and attempted diversions of potassium permanganate being uncovered in South-East Asia. Details of those cases are provided in the 2001 report of the Board on the implementation of article 12 of the 1988 Convention.⁴⁵ Investigations into those cases are being carried out by the Governments concerned. The findings of those investigations will be made known to all Governments so that existing control and monitoring mechanisms may be modified to prevent similar diversion attempts from being made elsewhere.

149. The results of chemical analyses of samples of cocaine seized throughout the world show that the use of potassium permanganate as an oxidizing agent in the cocaine purification process has remained at an all-time low for the second consecutive year. A further indication that Operation Purple has been successful in preventing diversion of potassium permanganate for use in the illicit manufacture of cocaine is the fact that Colombian authorities are uncovering illicit laboratories set up by traffickers trying to manufacture potassium permanganate themselves.

Operation Topaz

150. Operation Topaz, a comparable initiative for acetic anhydride, was launched in March 2001. Participating in the initiative are the competent authorities of countries that are major manufacturers and traders of acetic anhydride, that have seized the

substance and that are located in areas where the illicit manufacture of heroin takes place, as well as the World Customs Organization, Interpol and the United Nations International Drug Control Programme (UNDCP). As with Operation Purple, the Board, through its secretariat, serves as the international focal point for the exchange of information.

151. Drug traffickers divert acetic anhydride not only from international trade, but also from domestic distribution channels, to be subsequently smuggled into the areas where the illicit manufacture of heroin takes place. For that reason, Operation Topaz consists of two major components: an intensive international tracking programme to prevent diversions from international trade; and law enforcement investigations to intercept smuggled consignments and to track seizures back to the source, the place from which the acetic anhydride was diverted, with a view to developing adequate controls to prevent diversion from domestic distribution channels.

152. The first six months of Operation Topaz have shown that both the number of transactions and the amounts shipped are much larger for acetic anhydride than for potassium permanganate. Furthermore, the routes of trade for acetic anhydride are more complex than those for potassium permanganate, with nearly 85 per cent of the shipments of acetic anhydride passing through trans-shipment points instead of being transported directly from the manufacturing countries to the consumer countries. The Board is pleased to note that the operating procedures established under Operation Topaz are functioning well, with exporting and trans-shipment countries supplying pre-export notifications for individual shipments. Details of the diversions from international trade that have been prevented under the operation since 1 March 2001 are reflected in the 2001 report of the Board on the implementation of article 12.⁴⁶

153. Operation Topaz has also recorded successes through law enforcement activities aimed at intercepting smuggled acetic anhydride, with large seizures of the substance being reported by participating authorities and new smuggling routes being identified. The details of those seizures are presented in the 2001 report of the Board on the implementation of article 12.⁴⁷

154. As for tracking seizures back to the source from where the acetic anhydride was diverted, a limited

number of authorities have successfully carried out such investigations. In general, however, investigations have not continued once a seizure has been effected. The Board wishes to remind Governments that only by conducting further investigations can essential information be obtained that will allow the identification of both the source of the acetic anhydride and the individuals responsible for the diversion, thereby preventing future diversions from that source or by those individuals.

Precursors for amphetamine-type stimulants

155. In view of the increasing concern over the diversion of precursors used in the illicit manufacture of amphetamine-type stimulants, a number of initiatives have been launched by the Governments concerned calling for international action with the assistance of the Board. Those initiatives, in particular those of the European Commission and the United States, have resulted in proposals being made for action to prevent the diversion of controlled and non-controlled chemicals from international trade and for law enforcement action against the smuggling of those substances. The proposals formed the basis for Economic and Social Council resolution 2001/14, entitled "Prevention of diversion of precursors used in the illicit manufacture of synthetic drugs".

156. In June 2001, the Board organized an informal round table in Beijing for competent authorities directly investigating cases involving the diversion and smuggling of precursors for MDMA (Ecstasy).⁴⁸ The round table focused on 3,4-MDP-2-P, at present the precursor chemical of choice among illicit manufacturers of MDMA (Ecstasy). That precursor is licitly manufactured in China for use in the manufacture of a pharmaceutical product. As a result of the strict controls in China over the export of the substance, traffickers most frequently smuggle 3,4-MDP-2-P out of the country after purchasing it from domestic distribution channels. Therefore, it was found essential for the authorities of countries, especially countries in Europe, which have effected seizures of the precursor to share with the Chinese authorities all relevant findings that are necessary to track back the sources of diversion and to prevent further diversion from domestic channels.

157. There is a need for action to be taken at the international level relating to all other major precursors

for amphetamine-type stimulants, considering the extensive international trade in many of those precursors. The Board intends to organize an international meeting on precursors for amphetamine-type stimulants in 2002 with the major manufacturing and trading countries and with those countries where illicit manufacture takes place, in order to review the extent of the global trade in precursors for amphetamine-type stimulants and to devise working mechanisms and standard operating procedures for preventing the diversion of those substances for use in illicit drug manufacturing.

D. Control measures

Control of cannabis used for research purposes

158. Scientific research on the efficacy of medical use of cannabis or cannabis extracts has been initiated or is planned in several countries, including Canada, Germany, the Netherlands, Switzerland, the United Kingdom and the United States, as evidenced by the estimates furnished by those countries to the Board. The research projects are aimed at assessing the efficacy of cannabis or cannabis extracts in the treatment of acquired immunodeficiency syndrome (AIDS) wasting, glaucoma, multiple sclerosis and pain and in alleviating the side effects of cancer chemotherapy. The Board welcomes sound scientific research into the possible therapeutic properties and medical uses of cannabis or cannabis extracts and reiterates⁴⁹ that any decision on their medical use should be based on clear scientific and medical evidence. The Board trusts that the results of such research, when available, will be shared with the Board, the World Health Organization (WHO) and the international community.

159. The Board wishes to remind the Governments of countries where scientific research involving cannabis or cannabis extracts is undertaken of the control requirements set by the relevant provisions of the 1961 Convention to reduce the risk of their diversion and abuse. Such Governments should bear in mind the obligation to provide the Board with relevant statistical reports on related production, imports, exports and consumption of cannabis or cannabis extracts.

Supply of narcotic drugs and psychotropic substances to extraterritorial military units

160. Recently there have been discussions about the arrangements that should be made to provide narcotic drugs and psychotropic substances to the medical detachments and military hospitals of military units stationed on the territory of another State for the purposes of a peacekeeping mission, frontier guard duties under relevant agreements, the fight against terrorism and others.

161. The provision of narcotic drugs and psychotropic substances to extraterritorial military units should not be treated as an import or export operation because the materials in question (narcotic drugs and psychotropic substances) remain within the jurisdiction of the party to the Convention whose military units are being supplied. The Board draws the attention to article 32 of the 1961 Convention and article 14 of the 1971 Convention, which refer to similar transactions. The articles explicitly provide that the carriage of certain quantities of narcotic drugs and psychotropic substances for first-aid purposes or emergency assistance to passengers shall not be considered to be export, import or passage through a country, although the transport vehicle involved (aeroplane, train or boat) may be on or above the territory of another sovereign State. Even though they are on or above the territory of another sovereign State, the medical personnel will use the narcotic drugs and psychotropic substances for the treatment of passengers only. Similarly, the medical sub-units of military units and the military hospitals located on the territory of another sovereign State will provide assistance only to the military and civilian personnel of those entities.

162. However, the narcotic drugs and psychotropic substances provided to medical detachments and hospitals must be accompanied by the relevant documentation issued by the supplier. The shipment must also be provided with adequate protection to prevent any leaks. Suppliers providing narcotic drugs and psychotropic substances to military units and hospitals must receive confirmation from the units concerned of the safe arrival of the narcotic drugs and psychotropic substances in the quantities stated in the accompanying documentation. The medical units must likewise perform the established accounting operations for narcotic drugs and psychotropic substances and must use them only for their own needs; there exists no

right to transfer such materials to organizations of the sovereign State on whose territory the units are stationed or any other units under another sovereign authority. The Government that supplies drugs for such purposes should report to the Board all such quantities as being “consumed” within its country.

Provisions regarding travellers under treatment involving the use of medical preparations containing narcotic drugs

163. In its report for 2000,⁵⁰ the Board reviewed the issue of travellers under treatment involving the use of narcotic drugs and concluded that there was a need to establish provisions for narcotic drugs similar to those for psychotropic substances as contained in article 4 of the 1971 Convention. Those provisions should facilitate and enhance security in cases involving travellers who carry prescribed medical preparations containing narcotic drugs and who wish to continue their treatment in the countries that they visit. The Commission on Narcotic Drugs, in its resolution 44/15, taking into account the proposals by the Board in its report for 2000,⁵¹ invited UNDCP, in cooperation with the Board and WHO, to convene a meeting of experts to develop guidelines for national regulations concerning international travellers under treatment with internationally controlled drugs. The Board notes that the meeting of experts is scheduled to be held in February 2002.

164. In its resolution 44/15, the Commission also invited Governments to inform the Board of restrictions and limitations applied in cases involving travellers carrying medical preparations containing narcotic drugs or psychotropic substances and requested the Board to publish that information in the list of narcotic drugs under international control (the “Yellow List”) and the list of psychotropic substances under international control (the “Green List”). Once the guidelines for national regulations concerning international travellers under treatment with internationally controlled drugs are established, the Board will contact all Governments to be informed of any restrictions applied in that area with a view to publishing the information in the lists of controlled substances.

Estimates and statistics related to seized narcotic drugs released for medical purposes

165. The Board notes that, in Jamaica, Pakistan and Sri Lanka, seized narcotic drugs were released in 2000 for medical purposes but no corresponding estimates and statistics for consumption or stocks of those drugs were furnished to the Board. The Board wishes to remind the Governments of those countries, as well as other countries where drugs released from seizures are used for medical purposes, of their obligation to comply with all provisions of the 1961 Convention concerning the control of those drugs, including the submission of accurate estimates and statistics to the Board.

Export of poppy seeds from countries prohibiting cultivation

166. In its resolution 1999/32, the Economic and Social Council called upon Member States to take measures to fight the international trade in poppy seeds from countries where no licit cultivation of opium poppy was permitted. The Board notes with appreciation that some States have already taken such measures. For example, in June 2000, the authorities of Azerbaijan detained a consignment of almost 49 tons of opium poppy seeds that was being transported through that country from Afghanistan. Drug traffickers had intended to export the poppy seeds to India by use of a falsified certificate of origin. Similarly, the authorities of Pakistan have adopted measures against trade in poppy seeds originating from illicit sources.

167. The Board requests all Governments to ensure the prevention of any trade in opium poppy seeds, including transit transactions, that is contrary to the provisions of Economic and Social Council resolution 1999/32. Governments should share with other Governments concerned and the Board information on suspicious transactions and seizures involving poppy seeds.

Controls over international trade in psychotropic substances

168. The Board notes with appreciation that Fiji, Iceland, Lebanon and Samoa extended in 2001 the system of import and export authorizations to include all substances in Schedules III and IV of the 1971 Convention. In Canada, that system was extended to include almost all substances in those schedules. At present, such authorizations are required by national

legislation for all substances in Schedule III in about 160 countries and territories and for all substances in Schedule IV in about 150 countries and territories. In approximately 30 additional countries and territories, import and export authorizations are mandatory for at least some substances. Such transactions have to be issued by the national competent authorities of those countries through which the respective consignment is actually moving, independently of the financial arrangements that may have been made in third countries.

169. The Board requests the Governments of all countries that do not yet control the import and export of all psychotropic substances by the system of import and export authorizations to introduce such controls. As confirmed by past experience, countries that are centres of international commerce but do not have such controls are at particular risk of being targeted by drug traffickers. The Governments of the major trading countries, Ireland and the United Kingdom, with which the Board has had a dialogue on this issue for a long time, have stated their intention to extend the import and export authorization system to include all psychotropic substances. The Board trusts that they will implement those controls as soon as possible. The Board invites all other countries concerned, such as the Bahamas, Egypt, the Libyan Arab Jamahiriya, Myanmar, Nepal and Singapore, to introduce such controls as well.

170. Several exporting countries received in 2001 import authorizations for quantities of psychotropic substances much in excess of assessments established by the authorities of the importing countries. The Board is concerned about the high number of such cases, which indicates the failure of the importing countries concerned to apply the assessment system. The Board has requested the Governments of those importing countries to correct the situation. The Board appreciates the support received from some major exporting countries, including France, Germany, India, Switzerland and the United Kingdom, that have been consistently reminding those importing countries of any failure to comply with the assessment system. The Board reiterates its request to all Governments to establish a mechanism to ensure that their assessments are in line with their actual legitimate needs and that no imports exceeding the assessments are authorized.

171. About 90 per cent of all Governments have provided in their annual statistical reports to the Board details on the countries of origin of imports and the countries of destination of exports of substances in Schedules III and IV of the 1971 Convention. The Board requests the Governments that have not provided that information to include it in their future reports in order to ensure better analysis of data and feedback.

Problems in reporting related to excess of the nominal volume of small single-dose containers

172. For a number of years, the authorities of several countries have asked for clarification concerning accurate reporting of quantities of controlled substances contained in small single-dose containers. In such containers, usually ampoules or vials of small sizes (1-5 ml), the actual content may differ from the nominal content because of the extra volume filled in as required by most commonly used pharmacopoeias (called "overfilling"). The problem occurs more frequently with regard to reporting on international trade in narcotic drugs but has also been encountered with regard to international trade in some psychotropic substances.

173. According to article 31, paragraph 7 (b), of the 1961 Convention, the endorsement should specify the amount actually imported. Similarly, the provisions of article 12, paragraph 1 (e), of the 1971 Convention states that the Government of the importing country or region, when the importation has been effected, shall return the export authorization with an endorsement certifying the amount actually imported, to the Government of the exporting country or region. Consequently, the Board has advised Governments to follow the practice of accounting for the actual quantities received rather than the quantities stated in the nominal content of preparations in small containers, such as injectable preparations (ampoules or vials), in accordance with those articles. However, the extra volume is not always known if it is not specifically reported by the manufacturer, and there are variations in interpretation by authorities of different exporting and/or importing countries. Some importing countries maintain that only the nominal content should be reported, as it reflects the actual quantity needed and requested in the import authorization.

174. The most commonly used pharmacopoeias contain specifications on injectable preparations for quality-control purposes. In those specifications it is explained that when a preparation for parenteral use (injection) is supplied in a single-dose container (an ampoule or vial), the volume in each container is in slight excess of the nominal (labelled) volume. For technical reasons, manufacturers are required to ensure that the volume of the injection in a single-dose container is sufficient to permit withdrawal of the nominal dose. The filling volume will be determined by the characteristics of the preparation. Overfilling varies depending on the size of the container and the nature of the solution that it contains. The excess volume is not intended to be administered to the patient; therefore, it should not be considered part of the amount consumed.

175. Overfilling represents a technical requirement in any preparations of solution pharmaceutical dosage forms in very small containers. The extra amount of substance required to cover the amount accepted by pharmacopoeias is intended to ensure quality control for such preparations. Such extra quantities are, in general, assumed by the manufacturer within the total expenses of the process. Manufacturers record those amounts as used, in the same way that losses are recorded during the entire manufacturing process. Consequently, manufacturers of such preparations in small single-dose containers are subject to verification by the competent authorities when records are regularly inspected. Overfilling as such has not been reported as being subject to abuse. Rejected preparations of dosage forms in small containers follow the same procedure as any other rejected preparations. They are put in special containers, sealed, and kept in secure areas until they are finally disposed of, usually by incineration in the presence of a national drug control officer.

176. It is the practice in some exporting countries to report the total amount manufactured and the total amount exported, including overfilling. There may be discrepancies in the calculation of overfilling, since the accuracy of overfilling is directly related to the equipment used, which may vary from company to company or, if the same company is located in different countries, from country to country. Discrepancies are observed in the importing countries as quantities reported for the same substance may be different from those reported in the country of origin of

such imports (Belgium, Denmark, Spain etc.). Therefore, manufacturers are advised to report the excess volume used for the manufacture as they report losses, and the exporting countries, for the purpose of accuracy in international trade, should indicate only the nominal content in their statistics. The Board has no objection if, for international trade, quantities are reported as indicated on the label. However, countries that are able to record the actual content and would like to do so may indicate both the actual content and the nominal content in the export certificates.

E. Scope of control

New substances added to the schedules of the 1971 Convention

177. The Commission on Narcotic Drugs, in its decisions 44/1, 44/2, 44/3 and 44/4, decided to include 4-bromo-2,5-dimethoxyphenethylamine (2C-B) in Schedule II, *alpha*-methyl-4-methylthiophenethylamine (4-MTA) in Schedule I, *gamma*-hydroxybutyric acid (GHB) in Schedule IV and zolpidem in Schedule IV of the 1971 Convention. Thus, the total number of substances controlled under the 1971 Convention increased to 115. The scheduling decisions of the Commission are fully effective with respect to each party to the 1971 Convention 180 days after the date of the communication from the Secretary-General informing States of those changes. The Board requests Governments to take appropriate action to bring existing national control regulations for those substances in line with the provisions of the 1971 Convention, as required under article 2, paragraph 7, of that Convention.

178. The Board has noted with concern that a number of Governments have not implemented the scheduling decisions of the Commission on Narcotic Drugs within the time frame required by the 1971 Convention. The Board reiterates that those Governments must address this failure by amending their national legislations and/or procedures.

Control of acetic anhydride and potassium permanganate

179. The Board's assessment of acetic anhydride and potassium permanganate, recommending that the substances be transferred from Table II to Table I of the

1988 Convention,⁵² was communicated to the Commission on Narcotic Drugs at its forty-fourth session, in March 2001. On the recommendation of the Board, the Commission, in its decisions 44/5 and 44/6, decided to transfer both substances to Table I of the 1988 Convention.

180. The Secretary-General, in his note verbale dated 11 June 2001, communicated those decisions of the Commission on Narcotic Drugs to all States parties and non-parties to the 1988 Convention. In accordance with the provisions of article 12, paragraph 6, of the 1988 Convention, the decision to transfer those substances to Table I becomes fully effective with respect to each party 180 days after the date of that communication, that is, on 8 December 2001. The Board wishes to remind all Governments that the provisions of pre-export notifications for both acetic anhydride and potassium permanganate, as provided for under article 12, paragraph 10 (a), is now a treaty obligation, when such notification has been requested by the importing country.

F. Ensuring the availability of drugs for medical purposes

Demand for and supply of opiates

181. The Board, while analysing annual production of opiate raw materials and consumption of opiates worldwide, examines on a regular basis issues affecting the supply of and demand for opiates used for medical and scientific purposes and endeavours to maintain a lasting balance between the two. A more detailed analysis of the supply of and demand for opiates for medical and scientific needs is contained in the 2001 report of the Board on narcotic drugs.⁵³

Cultivation of the thebaine-rich variety of opium poppy on the rise

182. The Board notes that since 1998, when commercial cultivation of the thebaine-rich variety of opium poppy began in Australia, the total area under such cultivation has been on the rise. In 2000, thebaine-rich poppy straw was harvested from a total area of 5,479 hectares, compared with 809 hectares in 1998 and 1,978 hectares in 1999. If, as projected, further increases take place in 2001 and 2002, the cultivation of the thebaine-rich variety and the

morphine-rich variety of opium poppy will almost be in equal proportions—around 10,000 hectares each.

Stocks of opiate raw materials increasing

183. The Board notes that overall utilization of opiate raw materials for the extraction of alkaloids has continued to follow the trend towards a larger proportion of the alkaloids being extracted from concentrate of poppy straw than from opium. That has been mainly the result of the increasing use of thebaine-rich poppy straw to respond to the growing demand for oxycodone for the treatment of pain and for buprenorphine, increasingly used in heroin substitution treatment. So far, however, the Board has not included any quantities related to thebaine in its analysis of the supply of and demand for opiates worldwide. But even without including thebaine-rich concentrate of poppy straw, in 2000, a record amount of 246.2 tons of concentrate of poppy straw in morphine equivalent were used for the extraction of alkaloids, whereas the amount of opium used dropped to 76.5 tons, its lowest level in 20 years.

184. Global stocks of opium increased further at the end of 2000, reaching 170.4 tons in morphine equivalent. A further increase was also noticed in respect of concentrate of poppy straw, stocks of which stood at 80.3 tons in morphine equivalent in 2000, having gradually increased from 35.9 tons since 1995. In general, increased production of opiate raw materials over the past few years has contributed to a substantial increase in global stocks, particularly of opium.

185. The Board notes that the Government of India has reduced considerably its projected area for opium poppy cultivation for 2002, bearing in mind its current level of opium stocks and the actual quantities of opium required worldwide for the extraction of alkaloids. The Board considers that adjustment to be a timely and positive development. The Board hopes that the Governments of producing countries will, based on their actual stocks and export requirements, make the necessary adjustments while planning their future production to ensure the continued availability of opiate raw materials and, at the same time, to prevent any imbalance caused by excessive production.

186. Considering the current levels of stocks of opiate raw materials, the Board calls the attention of all Governments to Economic and Social Council

resolution 2001/17 and requests Governments to refrain from exporting and importing seized opiates or products derived from seized opiates.

Expert working group on the supply of and demand for opiates for medical and scientific needs

187. In 2001, the Board examined the work of an expert working group, composed of representatives from the main countries producing or importing opiate raw materials, to review, in particular, the methodologies used for the analysis of the global supply of and demand for opiates for medical and scientific needs. The Board endorsed the conclusions and recommendations of the expert working group.

188. In order to ensure the smooth and effective implementation of the recommendations, the Board decided, inter alia, that the Governments concerned should be requested to provide additional data related to opiate raw materials. The Board believes that the new methodologies recommended by the expert working group will provide a more accurate analysis and therefore a clearer picture of the situation and trends with regard to the supply of and demand for opiates for medical and scientific needs worldwide.

189. The Board has requested WHO to consider whether it would be more appropriate to place buprenorphine under the control of the 1961 Convention instead of the 1971 Convention, particularly in view of its increasing use in pain management and heroin substitution treatment and, therefore, its importance in the assessment of the supply of and demand for opioids for medical and scientific needs. The Board hopes that the recommendation to reschedule buprenorphine will be further reviewed by the WHO Expert Committee on Drug Dependence and eventually considered by the Commission on Narcotic Drugs.

Recommendations of the Board on the methodologies for the supply of and demand for opiates for medical and scientific purposes

190. Having considered recent developments and trends related to the use of thebaine for the manufacture of opiates and the increasing consumption of oxycodone and hydrocodone, the Board recommends, inter alia, that:

- (a) Additional opiates (thebaine, oxycodone and hydrocodone etc.) be included in calculations of supply and demand;

(b) Four figures—the gross weight of the material and the estimated weight of morphine (anhydrous morphine alkaloids), codeine (anhydrous codeine alkaloids) and thebaine (anhydrous thebaine alkaloids)—be reported with respect to opiate raw materials;

(c) Utilization data be added and used for the calculation of demand for opiate raw materials;

(d) Conversion coefficients be based on the relative molecular weights with respect to alkaloids and on actual conversion rates in industrial processes with respect to opiates;

(e) Various forms be modified to incorporate additional data to be provided by Governments;

(f) Buprenorphine and oripavine be considered by WHO for possible scheduling as controlled drugs under the 1961 Convention.

Informal consultation on supply of and demand for opiates for medical and scientific needs

191. Pursuant to Economic and Social Council resolution 2000/18, on demand for and supply of opiates for medical and scientific needs, an informal consultation was organized at the request of the Governments of India and Turkey during the forty-fourth session of the Commission on Narcotic Drugs, in March 2001. The consultation, to which the Board invited the authorities of all the main countries producing and importing opiate raw materials, provided an appropriate opportunity for participating Governments and the Board to be apprised of developments in the supply of and demand for opiates in those countries.

Consumption of narcotic drugs

Consumption of drugs for the treatment of moderate to severe pain

192. There continue to be very significant differences between countries in the consumption levels of narcotic drugs for the treatment of moderate to severe pain. Although global consumption has been increasing sharply during the last two decades, the growth has mainly been attributed to several developed countries, while the use of those drugs in many other countries, in particular developing countries, has remained extremely low. Fentanyl, morphine and pethidine are

the analgesics most commonly used worldwide for the treatment of moderate to severe pain. Other opioids such as ketobemidone, oxycodone and tilidine are used for that purpose mainly in some developed countries.

193. Global consumption of morphine has increased 10 times during the last two decades. Since the beginning of the 1990s, the use of fentanyl (in particular in the form of transdermal patches) for the treatment of chronic pain has also been sharply growing. The use of oxycodone has been rising since the middle of the 1990s, particularly in relation with the introduction in the United States of slow-release tablets containing that drug (see paragraphs 120-122 above). Global consumption of pethidine is slightly decreasing.

194. In 2000, the 20 countries with the highest levels of consumption of narcotic drugs for the treatment of moderate to severe pain were Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Iceland, Ireland, Israel, Luxembourg, Sweden, Switzerland, the Netherlands, New Zealand, Norway, Portugal, the United Kingdom and the United States—all of them developed countries. The United States alone accounted for more than 40 per cent of global consumption of morphine, 55 per cent of global consumption of fentanyl and more than 90 per cent of global consumption of oxycodone. In the above-mentioned countries, as well as in several others, the consumption of narcotic drugs has been increasing as a result of constant efforts to improve pain management.

195. Governments should be aware that increasing availability of narcotic drugs for legitimate medical purposes might facilitate the diversion and abuse of those drugs. The Board invites the Governments concerned to closely monitor trends in the consumption of pharmaceutical products containing narcotic drugs and to adopt measures against their diversion and abuse.

Efforts to improve the availability of narcotic drugs for the relief of pain

196. As emphasized by the Board on several occasions,⁵⁴ it is the obligation of all Governments to ensure the availability of narcotic drugs for the relief of pain and suffering, while preventing their diversion for illicit use. Among the most frequent reasons for the unavailability of opioids are: absence of a special policy on the management of acute and chronic pain,

including cancer pain; serious deficiencies in the system for assessing the requirements for narcotic drugs; budgetary constraints; overly restrictive regulations and complicated administrative procedures; concerns about the legal consequences of unintentional errors; concerns about unintended addiction; and inadequate or insufficient training of health professionals.

197. The Board welcomes the document entitled "Achieving balance in national opioids control policy: guidelines for assessment", issued by WHO in 2000,⁵⁵ in which Governments are encouraged to achieve better pain management by identifying and overcoming regulatory barriers to the availability of opioids. In the opinion of the Board, the guidelines for the review of national policies contained in that document should always be applied with full respect for the provisions of the 1961 Convention and the corresponding national legislation. The Board urges all Governments that have not yet done so to examine their national policies, legislation, regulations and administrative procedures to identify and remove any obstacles to ensuring the adequate availability of opioids for treatment of moderate to severe pain. The Board requests the relevant international bodies, such as WHO and UNDCP, to further strengthen their support to developing countries in that field.

198. The Board notes with satisfaction that several Governments have taken steps to improve the availability of narcotic drugs. For example, in India, model regulations aimed at simplifying access to morphine for use in palliative care were developed by the Government, in cooperation with WHO, in 1998 and have since been introduced in several states in that country; workshops were organized to explain palliative care to drug control officials and to encourage their cooperation with health professionals in order to ensure improved access to morphine. In Italy, a new law on the use of analgesics came into force in March 2001; prescriptions for analgesics may now cover medication for a longer period of treatment and access to opioids to meet urgent requirements has been simplified.

199. The Board is concerned that, in many countries, particularly in Africa and Asia, the consumption of narcotic drugs for the treatment of moderate to severe pain continues to be extremely low. The Board reiterates its request to the Governments of the

countries concerned to look for ways to ensure appropriate access to analgesics.

Use of methylphenidate for the treatment of attention deficit disorder

200. The United States has always been the main consumer of methylphenidate, accounting in most years for around 85-90 per cent of global consumption of that substance.⁵⁶ In 2000, that country's share of global consumption of methylphenidate dropped to 70 per cent because of the large increase in consumption in other parts of the world. That development was also closely related to a recent sharp increase in the use of amphetamines (amphetamine and dexamfetamine) for the treatment of attention deficit disorder (ADD) in the United States. The use of amphetamines has already surpassed that of methylphenidate; amphetamines account for more than one half of the stimulants prescribed for the treatment of ADD. Total calculated consumption of stimulants for the treatment of ADD in the United States amounted to 9 defined daily doses per 1,000 inhabitants per day in 2000, a level comparable to almost three times the total consumption of all sedative-hypnotics in that country.

201. The Board trusts that the competent authorities of the United States will continue to carefully monitor developments in the diagnosis of ADD and other behavioural disorders and to ensure that amphetamines and methylphenidate are prescribed in accordance with sound medical practice as required under article 9, paragraph 2, of the 1971 Convention. The Board notes with concern that pharmaceutical companies have recently started publicly advertising methylphenidate preparations, including directly through consumer advertising campaigns in women's and other magazines and by distributing to the general public advertisements containing information on ADD. The Board notes that the authorities of the United States have asked the pharmaceutical companies to refrain from such advertising activities, particularly in the light of the fact that such activities are in contradiction with article 10, paragraph 2, of the 1971 Convention, on prohibiting the advertisement of psychotropic substances to the general public. The Board trusts that actions will follow to bring legislation in line with that Convention.

Stimulants used as anorectics

202. While consumption levels dropped significantly in the Americas, the consumption of anorectics has increased significantly in some countries and areas in South-East Asia, such as the Hong Kong Special Administrative Region of China, Malaysia and Singapore, and in Australia. European countries have reported divergent trends. While the consumption of anorectics has remained limited in most countries in Europe, others, such as Switzerland and the United Kingdom, have recorded remarkably increased rates. The Board requests Governments to carefully monitor the use of such substances in order to avoid their overprescription and possible abuse. The Board encourages Governments to ensure adequate control of domestic distribution channels for such substances, in order to prevent them from being diverted to illicit markets or smuggled into other countries, as the Board has repeatedly received reports of such occurrences during recent years.

203. In its report for 1998, the Board welcomed resolution S-20/4 A, adopted by the General Assembly at its twentieth special session, held in 1998, which contains the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors.⁵⁷ The Board would like to remind Governments of their commitment to give high priority to measures against the abuse of amphetamine-type stimulants. Governments have confirmed their determination to detect and prevent the diversion of amphetamine-type stimulants from licit to illicit channels, as well as the irresponsible marketing and prescribing of such substances.

Consumption of buprenorphine

204. Buprenorphine, a potent opioid added to Schedule III of the 1971 Convention in 1989, has been in clinical use as an analgesic for many years. Buprenorphine has recently been introduced in the detoxification and substitution treatment of heroin addicts in several countries. In 2000, the Board initiated a survey of that use. In 2001, the Board followed up its survey with an investigation of the national control status of buprenorphine.

205. In the majority of countries reporting to the Board, buprenorphine is not controlled as a psychotropic substance but as a narcotic drug. During the last few years, its use in heroin substitution

treatment has been introduced in a number of countries (Australia, China, Denmark, France, Germany, India, Italy, Switzerland and the United Kingdom). Several other countries (the Netherlands, Poland, Turkey and the United States) have either reported the exceptional use of buprenorphine in substitution treatment or considered initiating its use in substitution treatment.

206. The worldwide manufacture of buprenorphine has been sharply increasing and is expected to increase further with the expanding use of that substance in substitution treatment. At the same time, the diversion of buprenorphine from domestic distribution channels and the smuggling and abuse of that substance have been reported in countries in Africa, Asia and Europe. As the availability of buprenorphine increases, its abuse may increase further as well. The Board, therefore, invites the Governments of all countries concerned to monitor carefully the use of that substance in order to prevent its diversion and abuse.

Consumption of other psychotropic substances

207. In recent years the particularly high benzodiazepine consumption levels in a number of European countries has led to the introduction of measures such as campaigns for raising the awareness of medical professionals and the general public, closer monitoring of prescription practices and tighter control mechanisms. The Board notes with appreciation that such measures have led to reductions in consumption levels in some of the most concerned countries, such as France. In this respect, the Board welcomes regional initiatives such as the meeting of the group of experts to examine the appropriate use of benzodiazepines, organized by the Pompidou Group of the Council of Europe in January 2001. The conclusions of the meeting resulted in further discussions by European countries, which ultimately led to the adoption by the Commission on Narcotic Drugs of resolution 44/13, entitled "Contribution to the appropriate use of benzodiazepines". In that resolution, the Commission addressed a number of matters referred to in the *Report of the International Narcotics Control Board* over the previous few years, including the appropriate prescription, dispensing and use of benzodiazepines, training for health professionals and information for patients.

G. Control of cannabis

208. Cannabis has been used in traditional medicine in some countries for centuries. In the early twentieth century, however, its recreational use became a social problem in traditional consumer countries, mainly in Asia. The 1925 International Opium Convention⁵⁸ included the first provisions on cannabis, which were aimed at preventing the export of cannabis resin to countries that prohibited its use and were intended to stop the illicit international trade in Indian hemp, especially the resin prepared from it.

209. There was no initiative to prohibit the traditional use of cannabis during the time of the League of Nations. It was only after the Second World War, in the 1950s, that a change in the attitude of the international community took place, as the traditional use of the drug began to be regarded as a form of abuse. Discussions began on the possibility of suppressing cannabis use, especially in Asia.

210. The new attitude was translated into the provisions of the 1961 Convention, which includes provisions on the control of cannabis. In that Convention, cannabis is defined as the flowering or fruiting tops of the cannabis plant (excluding the seeds and leaves when not accompanied by the tops) from which the resin has not been extracted. In the present chapter, cannabis is referred to in accordance with that definition. Cannabis has been included not only in Schedule I, but also in Schedule IV of the 1961 Convention, which requires the most stringent control measures. Parties to the 1961 Convention may adopt any additional control measures regarded as necessary, including prohibition, in the light of the particularly dangerous properties of the drugs listed in Schedule IV. To be included in Schedule IV, a drug has to be considered particularly liable to abuse and to produce ill effects, and such liability should not be offset by substantial therapeutic advantages. This was found applicable to cannabis in 1961. Countries where traditional use of cannabis existed were allowed a 25-year moratorium to phase out the use of cannabis for purposes other than medical and scientific purposes, in accordance with article 49 of the 1961 Convention.

211. Parties to the 1961 Convention are required to limit exclusively to medical and scientific purposes the production, manufacture, export, import and distribu-

tion of, trade in and use and possession of cannabis, as is the case for any other drug under its scope. That represents one of the most essential objectives of that Convention, as reflected in its preamble. Prohibition of the production of cannabis and cannabis resin does not necessarily imply prohibition of the cultivation of the plant itself if the plant is to be used for industrial purposes. However, cultivation of cannabis for any purpose might, in any event, have to be prohibited under article 22 of the 1961 Convention. Subject to their constitutional limitations, parties to the 1961 Convention must adopt measures that will ensure that the cultivation, manufacture, extraction, preparation, possession, offering, offering for sale, distribution, purchase, sale, delivery on any terms whatsoever, transport, importation and exportation of drugs contrary to the provisions of the Convention are punishable offences and that serious offences are liable to adequate punishment, in particular by imprisonment or other penalties involving deprivation of liberty. The international drug control treaties do grant some latitude with regard to the penalization of personal consumption-related offences. Parties to the 1961 Convention are under obligation not to permit the possession of drugs for personal non-medical consumption. Parties to the 1988 Convention are required to establish as criminal offences activities preparatory to personal consumption, subject to each party's constitutional principles and the basic concepts of its legal system.

212. The last few decades have brought about a significant increase in the abuse and illicit supply of cannabis in countries which, in the first half of the twentieth century, were not confronted with any major abuse of cannabis. Today, cannabis is by far the most widely and most frequently abused drug listed in the international drug control treaties, affecting practically every country. Developed countries in the western hemisphere have also been confronted with major abuse of the drug. Both international and domestic illicit supply networks have developed. The above-mentioned trends have been accompanied by a rapid proliferation of cannabis cultivation, mainly indoor cannabis cultivation, which has yielded cannabis with an increasingly high tetrahydrocannabinol (THC) content.

213. Consensus among Governments had developed in favour of firm control over cannabis. Over the last few decades, almost all countries in the world have applied

the strict control measures foreseen in the international drug control treaties. Some Governments have introduced even more comprehensive measures, such as extending the control to include the leaves and seeds of cannabis and prohibiting all cultivation and use of cannabis.

214. The Board has noted some exceptions to the above-mentioned developments and also some shifting towards a more liberal cannabis policy in several developed countries, particularly in recent years. The Governments of some countries in western Europe have introduced legislative changes involving decriminalization of the personal use of cannabis and preparatory acts to such use, such as cultivation and possession of cannabis. In four States members of the European Union (Italy, Luxembourg, Portugal and Spain) possession of cannabis for personal consumption is not considered a criminal offence, and acts preparatory to personal consumption, such as acquisition, transportation and possession of cannabis, are not penalized. Only administrative sanctions apply to those acts.

215. In the Netherlands, the possession, cultivation, sale and keeping of stocks of cannabis are activities prohibited by law. The sale, production and possession of up to 30 g of cannabis are punishable by imprisonment for one month and/or a fine; for possession for the import or export of more than 30 g, the maximum penalty is four years of imprisonment; and the penalty is two years for the manufacture, including the cultivation of hemp for non-agricultural or industrial purposes, transportation, sale, possession and storage.

216. The Government of the Netherlands, however, has issued guidelines that assign to the investigation and prosecution of possession of cannabis for personal use (up to 5 g) the “lowest judicial priority”, which in practice has resulted in such acts never being investigated and prosecuted. The guidelines further specify the terms and conditions for the sale of cannabis in so-called authorized “coffee shops”, whereby the sale of up to 5 g of cannabis per transaction is tolerated and a “coffee shop” is allowed to hold stocks of up to 500 g of cannabis at any one time. “Coffee shop” owners and clients who respect the guidelines are safe from prosecution. Thereby hundreds of “coffee shops” in the big towns of the Netherlands have made cannabis readily available. In 2001, local authorities in a town on that country’s

border with Germany even unveiled plans to open so-called drive-through shops where “drug tourists” can buy small amounts of cannabis without leaving their cars.

217. While noting that the number of “coffee shops” in the Netherlands has been reduced significantly, the Board reaffirms its position that the operation of such “coffee shops”, which buy, stock and sell cannabis products for non-medical use, is in contravention of the provisions of the 1961 Convention. The Board notes that allowing such “coffee shops”, based on the theory of separability of “soft” and “hard” drugs, has not prevented the illicit sale of cannabis outside such shops in the Netherlands and the continuing significant abuse of “hard” drugs.

218. In February 2001, the Government of Belgium published a note on drug policy that is to be presented to the parliament. In the note, it is proposed that possession of cannabis for personal consumption be exempted from prosecution. At the same time, penalties for drug trafficking would be increased. The production, supply, sale and ownership of large quantities of cannabis would continue to be prosecuted, as would the abuse of cannabis, when such activity leads to unsociable behaviour. The abuse of cannabis would also still be prosecuted when it causes a public nuisance when it occurs or on school premises, involves minors or occurs in any place where the public order would be affected. The final decision of the parliament is still pending.

219. The Government of the United States has consistently applied strict measures in conformity with the provisions of the international drug control treaties and has continuously challenged moves towards legalization at the state level. The United States Supreme Court ruled in May 2001 that cannabis herb had no medical benefits worthy of making an exception to federal drug laws. Such an exception would be made only for Government-approved research programmes involving the drug. The decision was in favour of an appeal from the Government against a ruling by a California court that created a limited exemption for some persons to smoke cannabis herb. While the drug remains an illegal drug under federal law, six states have approved ballot initiatives allowing the use of “medical marijuana” and the relaxation of penalties for possession, thus creating exemptions for some people to consume the drug.

220. Some recent reports that the United Kingdom intends to reschedule cannabis have been interpreted as decriminalization of cannabis. However, possession and use of cannabis in that country would remain punishable offences if rescheduling were decided. The Board hopes that the United Kingdom, which has always kept its drug policy consistent with the international drug control treaties, will continue to follow that policy.

221. Although cannabis has not been approved as a medicament by the competent national authority in Canada, new legislation pursuant to a court's decision in that country has defined as "medical use" the personal consumption of cannabis herb by certain seriously ill persons. To date, there has been no reliable scientific evidence of the safety and efficacy of smoking cannabis herb for therapeutic purposes, however, and the Board has invited the Government of Canada to state on what scientific grounds it has decided to allow persons to smoke cannabis for "medical" purposes and to provide information on the efficacy, safety and therapeutic usefulness of cannabis.

222. In Switzerland, draft legislation, if adopted, would provide for the decriminalization of both the non-medical consumption of cannabis and the cultivation, manufacture, production, possession, detention and purchase of cannabis as long as they constitute preparatory acts for personal consumption and have not created for third parties the opportunity to consume. In addition, the draft legislation would grant the Government the power to define, in consultation with the cantons, priorities in drug law enforcement and thereby restrict the legal obligation to prosecute certain offences. The draft legislation would provide that, if such power is used to restrict the obligation to prosecute offences relating to cannabis, police enquiries, prosecution, judgement or sentencing would be waived in favour of whoever delivers or sells, even on a commercial basis, small quantities of cannabis or cannabis products to persons more than 18 years old, under certain conditions, and in favour of whoever cultivates, manufactures, purchases or stores cannabis with the aim of selling it under the above-mentioned conditions. The Government may furthermore issue regulations defining the extent and arrangement of cultivated areas, the number and situation of points of sale, the duty to keep accounts and records and requirements concerning the personality of traders.

223. The above-mentioned draft provisions are described by the Swiss authorities as a depenalization of cannabis consumption and preparatory acts thereof and are claimed to be in conformity with the international drug control treaties.

224. The Board considers that the draft legislation would provide for much more than the depenalization of cannabis consumption and preparatory acts. First, the personal consumption and the cultivation, manufacture, production, possession, detention and purchase of cannabis for non-medical purposes would cease to be prohibited. Furthermore, the draft law clearly contemplates the depenalization of the sale of cannabis and the regulation and organization of the cultivation and sale of cannabis.

225. Therefore, the draft legislation, if adopted, would amount to an unprecedented move towards legalization of the consumption, cultivation, manufacture, possession, purchase and sale of cannabis for non-medical purposes. That would not be in conformity with the international drug control treaties, in particular the 1961 Convention. Cannabis is included in Schedules I and IV of the 1961 Convention. Under article 4 of the 1961 Convention, parties to that Convention are required to limit exclusively to medical and scientific purposes the production, manufacture, export, import, distribution of, trade in, use and possession of drugs. The draft legislation, if enacted, would contravene not only the letter but also the spirit and essential objectives of the international drug control treaties. Moreover, the creation of a "licit" market for cannabis in one country is likely to stimulate its production in other countries, thereby undermining the international drug control system.

226. The Board notes that the above-mentioned changes in cannabis policy and legislation are predominantly taking place in developed countries. There is a growing gap between declared government policy at the international level and implementation. Sometimes, various "quick solutions", driven by immediate domestic political priorities, are given preference. It is disturbing that, while many developing countries have been devoting resources to the eradication of cannabis and to fighting illicit trafficking in the drug, certain developed countries have, at the same time, decided to tolerate the cultivation of, trade in and abuse of cannabis. When the international drug control treaties were adopted, the

international community emphasized the principle of universality, since a breach in the international consensus by one State would endanger the implementation of the treaties by other States.

227. The Board believes that control measures and action against trafficking in and abuse of drugs can only be effective if carried out universally in a concerted and coordinated way, in accordance with the international drug control treaties. Some Governments have justified changes of policy by stating that the consumption of cannabis is not more dangerous to health than the consumption of alcohol or tobacco and carries a lower risk than the consumption of other drugs such as heroin, cocaine or amphetamines. The Board wishes to remind Governments that the international drug control conventions provide for mechanisms and procedures with which parties to the conventions, if they have such evidence, may propose changes to the conventions. Article 3 of the 1961 Convention, for example, provides for a specific mechanism for changing the scope of control of narcotic drugs, by adding a drug to a schedule, deleting a drug from a schedule or transferring a drug from one schedule to another. To do otherwise and not follow that procedure would be to ignore established international laws to which Governments have made commitments.

228. The Board invites all Governments and relevant international bodies, in particular the Commission on Narcotic Drugs and WHO, to take note of and discuss the new cannabis policies in a number of countries and to agree on ways to address that development within the framework of international law. It is essential that WHO be involved in the evaluation of not only the potential medical utility of cannabis, but also the extent to which cannabis poses dangers to human health. If the results of scientific research objectively show that cannabis is medically useful, it will remain a scheduled substance, one that deserves strict control. Should present and future scientific studies reveal medical usefulness of cannabis, WHO should be informed in accordance with article 3 of the 1961 Convention. It should not be forgotten, however, that an amendment of cannabis controls under the 1961 Convention would have a wide impact on the international drug control system. The international community has to carefully weigh the possible benefits of relaxed controls against the very likely increase in the abuse of cannabis and other consequences of such action.

229. Articles and comments in the press have favoured a more liberal policy towards the drug, trying to convince the public of its allegedly limited harmful effects and contributing to increased social acceptability of cannabis abuse. The Board is concerned by the continuing toleration of the advertising or selling, in shops and on the Internet, of cannabis, which is presented as being harmless. Such information is inaccurate and misleading and gives a wrong message to the public, particularly youth. Seeds for cannabis with a high THC content continue to be sold freely, mainly through the Internet.

230. The public has the right to know the health and social consequences associated with the possible use of cannabis to a similar extent, in amount and frequency, as tobacco or alcohol. Adding another drug to the same category as alcohol and tobacco would be a historical mistake, especially at a time when policies aimed at fighting the abuse of those two substances are being given the attention that they deserve.

H. Measures to ensure the implementation of the 1961 Convention

Illicit cultivation of opium poppy in and illicit trafficking in opiates from Afghanistan

231. Having determined that Afghanistan had become by far the world's largest illicit producer of opium, and that this seriously endangered the aims of the 1961 Convention as amended by the 1972 Protocol, the Board at its sixty-eighth session, in May 2000, decided to invoke article 14 of that Convention with respect to Afghanistan and, under paragraph 1 (a) of that article, to propose both to the Islamic State of Afghanistan and to the Taliban authorities the opening of consultations and to request explanations. The invoking of article 14, the proposal for consultations and the request for explanations were communicated in letters sent to the Islamic State of Afghanistan and to the Taliban authorities in June 2000. Because of the internal conflict in Afghanistan, the Board had not considered it appropriate to invoke article 14 at an earlier stage. However, the Board had, for a number of years, brought the problem to the attention of the world community.

232. The Board, at its sixty-ninth session, in November 2000, decided that representatives of the Islamic State of Afghanistan and the Taliban authorities should be invited to discuss with it measures that they had taken to comply with the provisions of the 1961 Convention and, in particular, any progress made against the illicit cultivation of opium poppy and the illicit production of and trafficking in opiates. On 28 March 2001, consultations were held with high-ranking representatives of the Islamic State of Afghanistan in Vienna. The Board at its seventy-first session, in May 2001, decided to schedule a visit to Afghanistan for consultations with the Taliban authorities in Kabul. The visit took place from 4 to 6 September 2001.

233. Based on the above-mentioned consultations, the Board found that existing legislation prohibited the cultivation, production, manufacture and use of, and trade in, narcotic drugs for illicit purposes and that the total ban on opium poppy cultivation pronounced by the Taliban authorities in July 2000 had given effect to an important part of the existing legislation and resulted in a sharp decline in the cultivation of opium poppy for the growing season 2000/2001 in the areas controlled by the Taliban authorities. Illicit opium poppy cultivation in the remaining areas had continued unabated with recent significant increases. The Board found it difficult to determine the level of stocks of opiates kept in the territories controlled by the Islamic State of Afghanistan or the Taliban authorities but recognized that the continued seizure of opiates in countries surrounding Afghanistan tended to indicate the existence of significant stocks held by a large number of drug trafficking groups. While the ban had been successful, other aspects of the Convention had not been attended to and implemented in all areas of Afghanistan. The Board agreed that, whatever the outcome of the recent events in Afghanistan, the international community should be made aware of the continued potential of extensive illicit opium poppy cultivation in Afghanistan and, when the situation permitted, the Board, as provided for under article 14 bis of the 1961 Convention as amended by the 1972 Protocol, would urge the international community to assist Afghanistan in preventing the resumption of illicit opium poppy cultivation and the related production of opiates in, as well as the trafficking in opiates.

234. Thus, having found that there is a serious situation in Afghanistan that needs cooperative action

involving the international community, as well as the future authorities in Afghanistan, in order to be remedied and that bringing the situation to the notice of the parties to the 1961 Convention, the Economic and Social Council and the Commission on Narcotic Drugs is the most appropriate method of facilitating such cooperative action, the Board, under the authority granted to it under article 14, paragraph 1 (d), of the 1961 Convention, has called the attention of the parties to that Convention, the Council and the Commission to the above-mentioned situation in Afghanistan. The Board has concluded that addressing the serious drug control situation in Afghanistan needs the full support and cooperation of the international community, in particular the neighbouring countries. Achieving peace, security and development in Afghanistan is closely linked to the solving of the drug control problem.

Other actions of the Board under article 14 of the 1961 Convention and article 19 of the 1971 Convention

235. In 1997, the Board formally invoked measures to ensure the execution of the 1961 Convention and/or the 1971 Convention vis-à-vis a limited number of countries for their persistent failure to bring their control measures in line with the respective conventions, to submit information to the Board as required under those conventions and to respond to enquiries of the Board, despite numerous reminders and the international technical assistance, including training, given to them in the field of drug control. Measures under article 14 of the 1961 Convention and article 19 of the 1971 Convention, which consist of increasingly severe steps, are invoked when attempts by the Board to encourage compliance with those conventions using other means have been unsuccessful. The early stages of the dialogue will remain private and confidential and therefore the countries are not named.

236. The Board notes that two African countries have brought their controls and submissions of data up to date, and the Board has therefore terminated all action under article 14 of the 1961 Convention and article 19 of the 1971 Convention with respect to those countries. The Board continues to monitor developments with respect to other countries for which those measures have been invoked and hopes that the few other countries for which those measures remain invoked will in the near future bring their controls and

cooperation with the Board to an adequate level so that further legal steps by the Board may be avoided.

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.

277. Combined operations by law enforcement agencies of nearly 30 countries in Central America and the Caribbean and South America, part of a joint task force initiated by the United States, continue to be successful. During 2000, drug trafficking organizations based in different countries in the Americas were dismantled and over 50 tons of cocaine were seized, representing a significant share of the total amount of cocaine reported seized in those regions in that year. Large amounts of assets, precursor chemicals, weapons, planes, vehicles and boats were confiscated, and several key criminals in drug trafficking were arrested.

278. The Board appreciates that the CICAD Meeting of the Group of Experts on Chemicals (Pharmaceuticals), held in Washington, D.C., in August 2001, proposed further study of the problems of diversion and abuse of pharmaceuticals. Recommendations of the Experts included the development of model regulations to assist countries in updating their legislation, an integrated national information system for pharmaceuticals and a reference guide of elements that should be included in national control systems.

Central America and the Caribbean

Major developments

279. Main routes used by traffickers to transport illicit drugs from South America to illicit markets in North America continue to pass through Central America and the Caribbean. In addition to the smuggling of cannabis produced in the region and of cocaine and heroin from South America, traffickers have diversified their activities so that they also smuggle psychotropic substances, mainly MDMA (Ecstasy) from European sources.

280. There has been a noticeable increase in firearms trafficking along drug trafficking routes, together with an increase in other criminal activities associated with the illicit drug trade, such as trafficking in persons and motor vehicle theft. There is also evidence that drug abuse has increased as a spillover effect of the drug trafficking in Central America and the Caribbean. Governments of countries in the region are increasingly becoming aware of the need to have better information about the magnitude of the drug problem

and to make efforts at the national and international levels to respond to the problem in various areas, such as drug abuse evaluation, reduction of illicit drug supply and demand, interdiction, fighting money-laundering and corruption, and chemical and pharmaceutical controls.

Treaty adherence

281. 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 accede 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

282. The Caribbean Drug Control Coordination Mechanism continues to act as a forum for monitoring progress in implementing measures of the Plan of Action on Drug Control Coordination in the Caribbean (also known as the Barbados Plan of Action), which was agreed to by the Governments of Caribbean States in 1996 and reviewed in 2001. The Board trusts that Governments will carefully assess the progress made under the Barbados Plan of Action.

283. The increasing use by drug traffickers of new technology such as improved communications technology or the electronic transfer of funds is a particular challenge to States in the Caribbean. Significant progress has been made in combating transnational crime and money-laundering in the subregion, as well as in judicial reform and developing national drug control strategies, through coordinating bodies such as CICAD, the Caribbean Community and the Caribbean Financial Action Task Force.

284. A computerized system that enables customs authorities to track small vessels, which was introduced by the Caribbean Customs Law Enforcement Council in 1999, has been further extended. That Council has also assessed controls at major airports in the Caribbean and completed a number of training initiatives, including training in container profiling.

285. The Board notes that progress has been achieved in improving regional cooperation in combating

money-laundering; the Office of National Drug and Money-Laundering Control Policy in Antigua and Barbuda has been proposed as the base for a rapid response unit for handling drug-related crime. The Caribbean Council of Forensic Laboratory Heads has established an office in Barbados, and the capabilities of forensic laboratories in some Caribbean States and in Belize have been improved. The Board also notes several initiatives to coordinate and enhance activities aimed at drug abuse prevention and the reduction of illicit drug demand throughout the Caribbean.

286. In Central America, countries continue to participate in multilateral law enforcement and illicit crop eradication operations. The Board encourages the permanent Central American commission for the eradication of illicit drug production, trafficking and use, to finalize the agreed subregional plan of action, which is based on the first hemispheric report of the Multilateral Evaluation Mechanism.

287. There are numerous bilateral arrangements for maritime law enforcement in Central America and the Caribbean. Costa Rica and Honduras have each signed a bilateral agreement with the United States of America, and Guatemala and Nicaragua are each negotiating such an agreement with the United States. Considering the large number of island States and territories in the Caribbean and their vulnerability to maritime drug trafficking, the Board urges States to conclude the planned maritime law enforcement agreement for that subregion.

National legislation, policy and action

288. In Central America and the Caribbean, significant progress has been made in preparing legislation and formulating policies on drug control, often with the assistance of regional or international organizations. That progress will provide the framework for enhanced law enforcement capabilities, improved monitoring of the movement of controlled substances and more effective action in drug abuse prevention and demand reduction.

289. Most countries in Central America and the Caribbean have adopted national drug control strategies in recent years. In 2001, Saint Kitts and Nevis adopted a national drug control plan with specific targets for reducing illicit drug trafficking over a five-year period. The Governments of the Bahamas, Barbados and Haiti are finalizing similar national plans

and the Board hopes that they will be adopted soon and effectively implemented. The Board urges Antigua and Barbuda, El Salvador, Nicaragua and Saint Vincent and the Grenadines to prepare and adopt comprehensive national drug control plans to ensure coordination between the different agencies responsible for national drug control policy.

290. Few of the island States in the Caribbean have undertaken studies to assess the drug situation, even when conducting such studies is included as a priority in their national drug control master plans. Reliable and comparable data on substance abuse in the subregion are still not available. States are urged to establish data collection systems, in order to determine patterns of drug abuse, and to disseminate such data, including the results of epidemiological studies. States are encouraged to take full advantage of regional and international technical assistance, where necessary. The Board notes that a Caribbean drug information network was launched in July 2001 to increase the available knowledge about drug abuse in the subregion and thereby improve responses to changing drug abuse problems and trends.

291. The Board encourages the Governments of countries in Central America and the Caribbean to ensure that adequate funds are allocated to initiatives for the reduction of illicit drug demand, including initiatives for the treatment and rehabilitation of drug abusers, as well as drug abuse prevention. It notes that some countries in the region have demonstrated their resourcefulness by using the seized assets of drug traffickers to implement drug control initiatives. Although many Caribbean countries depend heavily on donor aid to implement drug control policy, balancing domestic spending between supply reduction (interdiction) activities and demand reduction activities remains an important task of national coordinating bodies.

292. In Costa Rica, drug control activities have been streamlined by merging three separate drug control bodies into the national institute on drugs, which will be able to utilize seized assets.

293. The Board encourages the expansion of initiatives in Central America and the Caribbean that promote life skills to help young people resist pressure to become involved in drug abuse and illicit trafficking. While there have been initiatives throughout the region to introduce programmes for the treatment and

rehabilitation of drug abusers, some countries still lack programmes and have not yet adopted minimum care standards. The Board notes action taken on this issue by CICAD member States and trusts that further progress will be made in countries in which such programmes are inadequate.

294. Although there is hardly any illicit drug manufacture in Central America and the Caribbean, traffickers may use countries in the region for the diversion of precursors used to manufacture illicit drugs in North America or South America. The Board therefore urges those countries that have not yet done so to introduce adequate legislation on, and mechanisms for, monitoring international trade in precursors without delay. States without precursor control legislation should take steps to implement at least minimum levels of control, not only to prevent the diversion of precursors, but also to prevent the manufacture of synthetic drugs and their abuse from gaining a foothold in the region.

295. Further progress in the implementation of money-laundering legislation is crucial to Central America and the Caribbean. Recently, some countries in the region have succeeded in convicting criminals for money-laundering offences. The Board encourages States to adopt all the necessary instruments to prevent money-laundering. In June 2001, the Financial Action Task Force on Money Laundering removed the Bahamas, the Cayman Islands and Panama from the list of countries and territories that it considered uncooperative in efforts to counter money-laundering, while Grenada and Guatemala were added to the list. Dominica, Saint Kitts and Nevis and Saint Vincent and the Grenadines remain on the list, although Dominica and Saint Kitts and Nevis both introduced further legislation related to money-laundering in 2001. Antigua and Barbuda and Grenada have also strengthened their legislation against money-laundering. Haiti has introduced new legislation against money-laundering and a system for reporting suspicious transactions and has become a member of the Caribbean Financial Action Task Force. Following the enacting of various decrees in December 2000 to enhance measures against money-laundering, the Bahamas established a financial intelligence unit. In Barbados, an authority for combating money-laundering and a financial intelligence unit began operations in September 2001. Proposals for a financial investigation unit for the eastern Caribbean are being considered.

296. A number of countries in Central America and the Caribbean still do not have legislation in place to allow the transfer of court proceedings from one national jurisdiction to another, as recommended in the Barbados Plan of Action. Many States in the region have signed bilateral agreements on mutual legal assistance and extradition, but progress on signing an intra-Caribbean treaty has been slow. The Board welcomes the agreement by the Organization of Eastern Caribbean States on ground rules for mutual legal cooperation and a checklist designed to expedite requests for legal assistance. There has been a proposal for a study to be conducted on the feasibility of establishing a regional pool of prosecutors to handle major criminal cases. Alternatives to criminal sentencing for drug offences are also being considered in the Caribbean; for example, in Barbados and Trinidad and Tobago, community service is being considered as an alternative. In Jamaica, special courts for hearing cases involving drug-related offences have been introduced. The Cayman Islands is preparing to introduce such courts, and Belize and Bermuda are also considering them. It is important that judicial personnel receive the necessary training; the Board notes initiatives such as mentor programmes in the eastern Caribbean and the training of drug control investigators in the Dominican Republic.

297. The Board welcomes the continued cooperation of the authorities in Cuba with their counterparts in other countries in the Caribbean and in the United States in drug law enforcement activities, including marine interdiction efforts. In 2000, 12 tons of illicit drugs were seized in Cuba. Cuba amended its penal code so that drug traffickers may be punished more severely.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

298. Cannabis, the only drug crop cultivated in the Caribbean, remains an important source of income in Jamaica and on certain other islands in the subregion. The Board calls on all States in the Caribbean where cannabis is cultivated to ensure they have a mechanism in place to determine the cannabis cultivation sites in order to eradicate them and combat trafficking in the substance. All countries in Central America have also reported cannabis cultivation, although the extent of

that cultivation is limited. Small-scale opium poppy cultivation continues to be reported in Guatemala.

299. Cannabis trafficking and cocaine transit trafficking are predominant in Central America and the Caribbean. There is also increasing evidence that synthetic drugs from Europe and heroin from South America are being smuggled through Central America and the Caribbean and into the United States. The Caribbean route used for smuggling cocaine into North America continues to be important, as controls at the Mexican border with the United States tighten, particularly in reaction to the recent terrorist attacks in the United States. Drug traffickers have been taking advantage of the unstable political situation in Haiti by routing drugs through that country and the Dominican Republic to the United States, as indicated by the fact that the amount of cocaine seized in the Dominican Republic during the first six months of 2001 was three times higher than the amount seized during the same period of the previous year. Nonetheless, it is estimated that nearly one half of the cocaine that arrives in the United States each year (approximately 375 tons) comes through Central America and the Mexican land corridor. The fact that law enforcement authorities are intercepting illicit drug consignments weighing several tons on boats along the Pacific route shows how important that route has become.

300. Most of the drug consignments from Central America and the Caribbean that are smuggled into Europe are hidden on commercial airliners rather than in containers. At Schiphol airport near Amsterdam, seizures of cocaine totalled 4.3 tons in 2000; the seized consignments had been sent by airfreight or by courier, and one consignment from Netherlands Antilles weighed 750 kg. Costa Rica and Panama are also important transit points used for shipping on a small scale illicit drug consignments by air to Europe.

301. Governments of countries in Central America have expressed concern that Colombian drug trafficking organizations may establish laboratories for processing cocaine in the subregion, with a view to developing the subregional market as a response to the increased pressure created by Plan Colombia. All transit countries in the subregion have reported an increase in drug abuse, as middlemen are being paid in kind and the availability of illicit drugs at the local level has risen, as have drug-related crime and violence. The abuse of "crack" cocaine is of particular

concern. For example, the preferred drug of abuse among street children in the Dominican Republic is reported to be shifting from inhalants to cocaine and "crack" because they are more readily available. Heroin abuse is also on the increase. Although comparative drug abuse studies have not been carried out in countries in Central America and the Caribbean, existing data indicate that the average age of first use of illicit drugs has fallen and the annual incidence of new drug abusers has risen in several countries in the region.

Psychotropic substances

302. In Central America and the Caribbean, reporting on illicit activities involving psychotropic substances remains limited, but trafficking in such substances is increasing throughout the subregion. Traffickers smuggling cocaine into Europe return with MDMA (Ecstasy), most of which is then smuggled into the United States. Seizures of amphetamine, MDMA (Ecstasy) and lysergic acid diethylamide (LSD) have been reported in the Bahamas, the Cayman Islands, Costa Rica, the Dominican Republic and Netherlands Antilles. In 2000, law enforcement cooperation between Panama and the United States resulted in the dismantling of a trafficking ring based in the Netherlands that had been using Panama as a bridge for smuggling MDMA (Ecstasy) and heroin into the United States.

Missions

303. In March 2001, the Board sent a mission to the Dominican Republic. Its geographical position, including its border with Haiti, has made the Dominican Republic an important trans-shipment point for illicit drug consignments destined mainly for the United States.

304. Free trade zones, the strong gambling sector and government promotion of foreign investment in the construction and tourist industries make the Dominican Republic attractive to money-launderers. The Board notes the recent successes achieved in prosecuting money-laundering activities in the country and urges the Government to take all steps necessary to strengthen its prosecution capability. Controls in free trade zones are essential to ensuring that such zones are not exploited by drug traffickers.

305. The Board urges the Government of the Dominican Republic to formally adopt a five-year national master plan against drugs that had been prepared some years ago, including the modifications necessary to meet its criteria. Due attention has to be paid to the institutional framework for coordinating drug control policies and to reallocating sufficient resources for the implementation of the plan.

306. The Board commends the efforts made by the National Directorate of Drug Control and the National Drug Council of the Dominican Republic to meet drug control treaty obligations but believes that further efforts are needed to strengthen coordination with other agencies responsible for the control over licit activities related to narcotic drugs and psychotropic substances. The existing control mechanisms should be reviewed to prevent criminal activities such as falsifying prescriptions of controlled substances, the diversion of such substances from wholesalers and the operation of illicit laboratories or pharmacies.

307. In March 2001, the Board sent a mission to Jamaica. The Board notes the efforts made by the Jamaican law enforcement authorities to manually eradicate cannabis, the most widely available drug in the country, which is illicitly cultivated in mountainous and swampy areas that are difficult to access.

308. The Board is concerned about the widespread opinion in Jamaica that cannabis is not a harmful drug. This view, which is widespread among the younger members of the population, is believed to contribute to the high levels of cannabis abuse throughout the country, despite the fact that health education has been introduced in the school curriculum. The possession and abuse of cannabis should continue to be criminally sanctioned in accordance with the international drug control treaties. The Board is concerned over the high cannabis-related crime rate and the smuggling of substantial quantities of cannabis out of the country, mainly into the United States.

309. The Board shares the concern of the Jamaican authorities about the sharp increase in the smuggling of cocaine from South America through Jamaica into North America over the last 2-3 years and the related flow of smuggled firearms in the opposite direction. The Board is satisfied that, in order to address that situation, Jamaica is actively cooperating in drug control matters with its neighbours, especially with the

United States in the area of extradition and maritime law enforcement.

310. In May 2001, the Board reviewed action taken by Belize pursuant to recommendations by the Board after its mission to that country in April 1998. The Board notes with satisfaction the steps taken by Belize towards monitoring the trade in and movement of psychotropic substances, including the creation of an inspectorate programme in April 2001, and the drafting of legislation for the control of chemical substances. The Board notes that the Government has adopted a national drug control strategy that covers all areas of drug control and contains an evaluation component. However, despite repeated calls by the Board and other international bodies, Belize remains the only country in Central America that has not acceded to either the 1961 Convention or the 1971 Convention. The Board urges Belize to become a party to those treaties without further delay.

North America

Major developments

311. In Canada and the United States, cocaine abuse appears to be stabilizing and, in many parts of those countries, even declining. The abuse of “crack” is diminishing in the United States as the addict population is ageing. While heroin abuse is generally stagnating in those countries, an upward trend among young people may be emerging.

312. The Board remains concerned about the health and social costs of cannabis abuse in North America. In the United States, cannabis is commonly used in combination with other illicit drugs such as stimulants, and the number of primary treatment admissions for cannabis abuse has increased.

313. In the United States, widely prescribed narcotic drugs such as oxycodone and amphetamine-type stimulants are finding their way to illicit markets. In Mexico, drug abuse continues to be much lower than in Canada and the United States; however, in the northern border area, drug abuse levels are as much as three times the national average.

314. Established drug trafficking organizations are involved in the synthetic drug market, and “polydrug trafficking” is spreading. A wide range of drugs have

become more easily available, and polydrug abuse has increased. MDMA (Ecstasy) from western Europe is increasingly being smuggled into North America, where the substance has started to be illicitly manufactured as well.

315. Mexico continues to be a major gateway for cocaine consignments from Colombia destined for North America. The Board notes with appreciation that the Government of Mexico has stepped up its law enforcement efforts, which include intensified patrolling operations by the Mexican Navy and law enforcement agencies in the Gulf of Mexico and along the Pacific coast.

316. The Government of Canada has passed a regulation allowing individuals to access cannabis for medical purposes, although the medical usefulness of the drug has not been proved and the action was explicitly opposed by the Canadian Medical Association. There has been legislative activity in the same direction in various states in the United States; however, United States authorities have forestalled moves towards such use of cannabis. The issue of control of cannabis is covered more extensively in chapter II of the present report.

Treaty adherence

317. 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

318. The Board notes the high-level cooperation between the Governments of Mexico and the United States in the area of drug control policy. The Attorney General of each of those countries and the National Security Advisor of Mexico are leading a new working group on legal affairs and drug control cooperation. The Board welcomes confidence-building measures on both sides of the border that will be useful in joint operations against drug trafficking groups. The Board notes that anti-corruption measures have been strengthened in Mexico. A memorandum of understanding signed by the Governments of Mexico and the United States will allow each of them an equal share of seized drug assets, to be used in the fight against drug trafficking.

319. The Government of Mexico is promoting closer cooperation with other Latin American States to ensure adequate exchange of information on drug trafficking by air and sea. Such cooperation is not limited to combating the smuggling of cocaine through Mexico into the United States and Canada; it also includes combating illicit manufacture of and trafficking in methamphetamine in Mexico and the western parts of the United States.

320. Close cooperation between the law enforcement authorities of Canada and the United States in intelligence-sharing and conducting joint investigations and operations continues to yield positive results. In 2000, those successes included the seizure of a total of over 2 tons of cocaine in the Bahamas and in Florida, in the United States, the arrest of airport employees involved in shipping illicit drugs from South America to Canada and the investigation of a methamphetamine trafficking group.

National legislation, policy and action

321. A regulation allowing individuals to access cannabis for medical purposes came into effect in Canada in July 2001, after an appeal court ruled that prohibiting cannabis possession under the Controlled Drugs and Substances Act was unconstitutional. Patients with certain terminal or chronic illnesses can now apply for exemption from prosecution if they use cannabis. The Board shares the concerns expressed by the Canadian Medical Association, pointing to the burden on physicians to approve the use of cannabis by patients in the absence of conclusive research into the safety of its use for medical purposes.

322. The Board, recalling the concerns expressed in its previous reports over the absence of adequate controls in Canada over precursors and other chemicals used in illicit drug manufacture,⁶⁰ welcomes the progress made by the Government of Canada in introducing legislation to control precursor chemicals. Consultations with the chemical industry and other interest groups have been conducted, and the Board now urges the timely adoption and implementation of that legislation. Clandestine methamphetamine laboratories in the United States often obtain chemicals from Canada; almost 43 million pseudoephedrine tablets of Canadian origin were seized at a border crossing in April 2001, enough to produce 2,300 kg of methamphetamine. The Board therefore also welcomes

the establishment of the National Precursor Chemical Diversion Program by the Royal Canadian Mounted Police.

323. In Canada, as a result of Operation Springtime 2001, 138 members and associates of motorcycle groups in Quebec were arrested for drug trafficking, and considerable assets and information concerning their operations were seized. The motorcycle groups are believed to have distributed at least 2,400 kg of cocaine in 2000.

324. The Board notes that the Government of Canada has included all benzodiazepines in its national legislation, thereby enabling the authorities to better prevent their diversion to illicit markets. The Board also notes that authorities in Canada and the United States have recalled, for health reasons, all products containing the controlled substance norephedrine.

325. In Mexico, additional national legislation against money-laundering has been adopted to facilitate the reporting of large financial transactions and automated systems have been introduced to assist in the investigations of cases involving money-laundering, although so far there have been few convictions. In Canada, the Financial Transactions and Report Analysis Center became fully operational in 2001; and police authorities hosted in Montreal in October 2001 the International Money Laundering Conference, where new trends in money-laundering were examined.

326. In Mexico, a decision of the Supreme Court of Justice of the Nation has resulted in the extradition of several well-known drug traffickers to the United States. Mexican police have also arrested key traffickers involved in smuggling cocaine and amphetamines into the United States.

327. Judicial and law enforcement bodies in Mexico are being restructured and strengthened. In 2002, three bodies dealing with organized crime, drug control and money-laundering will be brought together under the Office of the Attorney General to improve consistency in the judicial process and law enforcement powers. Other restructuring measures are aimed at increasing the effectiveness of the Federal Judicial Police, which has recently been renamed the Federal Investigation Agency.

328. The Government of Mexico is taking steps to ensure coordination between the various agencies responsible for implementing the national drug control

programme, and numerous actions have been planned to address drug dependency. A programme for the reduction of illicit drug demand was introduced in all schools, a media campaign to increase drug awareness was launched and controls on the sale of inhalants to minors are being enforced. The Government is looking at ways to make drug addiction prevention councils available in all districts.

329. The United States, in its National Drug Control Strategy, has set a number of targets for illicit drug supply and demand reduction under its performance measures of effectiveness, the first of which are to be achieved by the year 2002. The Board welcomes the continuation of demand reduction initiatives, including the National Youth Anti-Drug Media Campaign, and notes that significant additional government funds have been allocated to law enforcement participation in initiatives such as the Safe and Drug-Free Schools Program. The Board trusts that the findings from the evaluation of the next phase of the Media Campaign, to take place in 2002, will be shared with other interested Governments.

330. Penalties for illicit manufacture of methamphetamine have been increased in the United States, where the abuse of that substance has spread from the western and south-western states to new areas and social groups. An inter-agency task force has proposed recommendations and research priorities for gathering information to be used to prepare a national strategy for prevention, education, treatment and law enforcement. Penalties for trafficking in MDMA (Ecstasy) have also been increased.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

331. The level of abuse of cannabis, the most common drug of abuse in North America, has remained relatively stable in Canada and the United States; however, it is increasingly being used in combination with stimulants. Mexican authorities continue to seize large consignments of cannabis destined for Canada and the United States. Illicit cannabis cultivation in Canada and the United States continues to be a lucrative, well-organized industry and a major concern to the law enforcement agencies of those countries.

332. In the United States, there has been an increase in the number of persons admitted primarily for treatment of cannabis abuse. Analysis of data on persons admitted for treatment will further clarify the cause of admission, such as judicial system referrals, use of more potent cannabis strains or multiple drug abuse.

333. After having stabilized in recent years, there is now evidence that heroin abuse may be increasing among young people in Canada and the United States. Heroin prices have plummeted and the increased purity of heroin has made it easier for addicts to snort or smoke the substance rather than inject it. In British Columbia, Canada, injection of heroin has led to high rates of overdose and HIV/AIDS and hepatitis C infection. Local authorities have reacted by introducing more drug abuse prevention and treatment programmes for youth. The Board encourages authorities to increase their efforts to reduce the demand for heroin but discourages them from considering proposals for opening sites where addicts can inject illicit drugs, which would be in contravention of the international drug control treaties.

334. On the west coast of Canada, much of the illicit heroin is smuggled into the country from South-East Asia. The criminal groups involved in those operations are becoming more and more organized. They are also becoming more active in cocaine trafficking in Canada.

335. The results of surveys and studies indicating stabilization of cocaine abuse in North America correlate with the fact that there was no increase in cocaine seizures in the region between 1999 and 2000. As law enforcement pressure in Mexico and the Caribbean increases, more of the cocaine being smuggled into Canada and the United States out of South America is arriving via the eastern Pacific route, in containers and aboard “go-fast” boats and fishing vessels. A number of seizures of several tons of cocaine each were made in the Pacific in 2001, including one that amounted to 13 tons—the largest maritime seizure of cocaine ever made. Trafficking groups that bring cocaine overland from the United States to British Columbia in Canada sometimes trade the cocaine for Canadian cannabis.

336. In Mexico, data show that the abuse of cannabis, cocaine and heroin is increasing, although it has remained at a level that is considerably lower than the level in Canada and the United States. In Mexico, seizures of cannabis and heroin have increased in

recent years, while seizures of cocaine have fluctuated. The level of drug abuse in Mexico is highest in the districts closest to the border with the United States.

Psychotropic substances

337. In North America, criminal groups are competing for control over a growing illicit market for MDMA (Ecstasy) that is mainly trafficked from western Europe but is also increasingly being manufactured locally. In Canada, clandestine laboratories found to be manufacturing MDMA (Ecstasy) and MDA were also manufacturing other synthetic drugs. MDMA (Ecstasy) tablets often contain other controlled chemicals or illicit drugs. Deaths resulting from the ingestion of MDMA (Ecstasy) tablets containing paramethoxyamphetamine (PMA) continue to be recorded in the United States.

338. The availability and abuse of MDMA (Ecstasy) have continued to spread beyond the “rave” scene to other settings, such as the military, and other age groups, such as schoolchildren as young as 12 years old. Multiple drug abuse is common. In the United States, a rise in the abuse of benzodiazepines and other prescription drugs to alleviate the stimulant effects of MDMA (Ecstasy) has been noted among adolescents; for the same reason, stimulant abusers also abuse cannabis.

339. There has also been a rise in the abuse of the “club drugs” ketamine and GHB. In Canada, cash sales of *gamma*-butyrolactone (GBL), the main precursor chemical for GHB, have increased significantly and there are also reports of GBL being sold through the Internet. Canadian law enforcement officers have seized ketamine, often together with methamphetamine, in shipments originating in China.

340. The illicit supply of and demand for methamphetamine continue to be widespread in North America. Clandestine laboratories in Mexico are still a primary source of the methamphetamine sold on illicit markets in Canada and the United States, but the number of clandestine methamphetamine laboratories in Canada and the United States is also increasing. In the year 2000, 26 clandestine methamphetamine laboratories were dismantled in Canada and thousands were dismantled in the United States. In addition to the health problems caused by the abuse of methamphetamine, the laboratories themselves create a large

amount of toxic waste that poses a significant threat to the environment.

341. In 2000, a national survey in the United States showed that 3.8 million people were abusing prescription drugs (pain relievers, tranquilizers, stimulants and sedatives), most of which were under international control. The Board notes an initiative launched by the National Institute on Drug Abuse, together with other organizations in the United States, to raise public awareness of the dangers of abusing prescription drugs; the Board urges continued action in that area. The Board also welcomes guidelines for doctors, pharmacists, law enforcement and regulatory authorities and the public concerning the use of the Internet for dispensing, purchasing and importing medications. In the guidelines it is explained that only properly licensed importers can use the Internet to import controlled substances and that consumers cannot.

342. The Board is concerned about legal loopholes in the United States that make possible public advertising of prescription drugs; in particular, methylphenidate is now being advertised. Methylphenidate, which is widely prescribed for the treatment of ADD in children, is being diverted for abuse by schoolchildren.

343. In Canada and the United States, the abuse of benzodiazepines continues to be common and the abuse of licit opiates, including hydrocodone, hydromorphone and, above all, oxycodone, is also increasing. The seizure in the United Kingdom of tablets of oxycodone from the United States is an indication that a global illicit market for that substance may be developing. The Board notes that one pharmaceutical supplier has agreed to reformulate its oxycodone product to prevent its abuse.

Other substances

344. Canadian police are concerned about the increasing number of operations involving hallucinogenic mushrooms of the genus *Psilocybe* that have emerged on Vancouver Island in British Columbia, fuelled by the trend towards psychedelic "rave" drugs. Spores and instructions for growing are easily obtained through advertising on the Internet.

South America

Major developments

345. Coca bush continues to be cultivated exclusively in South America, the overall levels of production of coca leaf remaining stable despite fluctuations in individual countries and the abuse of cocaine increasing for the most part, particularly in transit countries such as Argentina, Brazil, Chile, Ecuador and Venezuela. Bolivia and Peru are the only countries in the region in which the abuse of cocaine appears to have decreased. Cultivation of coca bush has been significantly reduced in those countries in recent years. Opium poppy cultivation and heroin production appear to be on the increase in some countries in the Andean subregion, where the extent of cultivation and production capacity is uncertain. The level of abuse of heroin in South America is still low compared with that of other drugs and other regions, although the level of heroin abuse has increased in Argentina, Colombia and Ecuador. Cannabis cultivation continues to be widespread in South America. Cannabis cultivated in South American countries is mostly abused within those countries.

346. In Colombia, increased interdiction efforts within the framework of the Plan for Peace, Prosperity and the Strengthening of the State (Plan Colombia) have raised concerns that traffickers are moving some narcotics activities into neighbouring countries. A regional counter-drug initiative aimed at expanding the scope of Plan Colombia with related actions in other countries has been put forward to address those concerns. The initiative will cover interdiction, illicit crop eradication, alternative development, enhancing security and strengthening institutions in Bolivia, Brazil, Colombia, Ecuador, Panama, Peru and Venezuela and will have the financial and technical support of the United States. National activities to counteract the displacement of narcotic activities, such as the programme for alternative development and social care launched by Ecuador in April 2001, are also under way.

347. Within the framework of Plan Colombia, aerial fumigation is being used to eradicate coca bush and opium poppy in those areas where access by land is difficult due to geographical or political reasons or where manual voluntary eradication has not been achieved. During the first half of 2001, the total area sprayed amounted to more than 50,000 hectares.

Fumigation has encountered many protests because it is claimed that high concentrations of glyphosate in combination with other chemicals may damage licit crops, the environment and human health. Colombian courts have ruled that indigenous land in the Amazon area is exempted from spraying pending further assessment of the environmental and health impact of fumigation. The Board hopes that an adequate and balanced assessment of the impact of the Government's fumigation programme, including the environmental impact of illicit cultivation, will be made.

348. The Board notes with satisfaction that treaties between countries in South America and with other countries for the extradition of individuals involved in drug-related crimes have been frequently applied during the past year.

Treaty adherence

349. All States in South America except Guyana are parties to the 1961 Convention. The Board calls once again on the Government of Guyana to accede to the 1961 Convention without delay. All States in the region are parties to the 1971 Convention and the 1988 Convention.

Regional cooperation

350. Regional cooperation in South America has continued in many areas of drug control. Many countries in the region are also cooperating bilaterally with each other and with countries in Central America and the Caribbean or in North America; for example, Colombia is cooperating with Mexico through a high-level group for sharing information on the control of chemical substances and pharmaceutical products. Bilateral cooperation frequently involves the Government of the United States, which is the main country outside of South America that is contributing resources to drug control efforts in the region. There have also been multilateral cooperation agreements. For example, Bolivia, Brazil, Colombia, Ecuador, Panama, Peru and Venezuela have begun designing a common training programme for drug law enforcement agencies. The programme is aimed at improving electronic communication between agencies in those countries in order to facilitate the sharing of intelligence and other information on drug and crime databases. The possibility of expanding the programme to include Chile is being discussed.

351. The Board notes with appreciation the active involvement of Argentina, Bolivia, Brazil, Colombia, Ecuador, Peru, Uruguay and Venezuela in Operation Purple, aimed at preventing the diversion of potassium permanganate for the illicit manufacture of cocaine. The Board hopes that, with their cooperation, the operation will continue to be successful. The results of tests conducted on cocaine samples indicate that cocaine traffickers have considerable difficulties in obtaining potassium permanganate for use in the illicit manufacture of cocaine. Some cocaine traffickers have tried to manufacture the chemical themselves, as evidenced by the dismantling of a number of clandestine laboratories by the Colombian authorities. The Board also appreciates the active participation of Argentina, Brazil and Colombia in Operation Topaz, aimed at preventing the diversion of acetic anhydride for the illicit manufacture of heroin. The Board requests all countries in South America that are not yet participating in those international programmes for the tracking of chemicals to consider their participation in the programmes.

352. The Financial Action Task Force on Money Laundering in South America (GAFISUD) was established in Colombia in December 2000. Since then, the Government of Colombia has signed several bilateral agreements with its trade partners for the control of capital flows and has provided technical assistance to neighbouring countries. The Board encourages other members of GAFISUD to follow this example and cooperate effectively with each other. The Board notes that the countries in the Andean subregion intend to harmonize their national legislation and systems for the prevention of money-laundering, focusing on the enforcement, financial and judicial aspects. At a workshop held in Lima in November 2000 a set of important recommendations were prepared, including one on the creation of a regional financial intelligence unit to enhance the capabilities of law enforcement authorities and the justice system to detect and prosecute cases involving money-laundering and financial crime.

National legislation, policy and action

353. The Board notes that the Government of Bolivia has made important changes in the national legislative and administrative framework for drug control, such as a new penal procedure code. A recently approved law allowing, inter alia, administrative careers in

government will help to keep technical expertise among staff members, including those dealing with drug control. Activities being carried out under the Anti-Drug Strategy 1998-2002, the national drug control strategy that is also known as the Dignity Plan, include precursor control, the upgrading of institutional capacities in drug control and management of seized assets and the improvement of financial investigation.

354. The Board notes the appointment by the Government of Peru of a drug coordinator with ministerial status who will be in charge of formulating and implementing national drug control policy. The Board trusts that the Government will continue to forcefully address all aspects of illicit crop cultivation, illicit trafficking and drug abuse. In addition, legislation was adopted in December 2000 to enhance the investigative capabilities of law enforcement authorities in cases involving money-laundering and financial crime, and a decree was promulgated in July 2001 for the implementation of provisions of the 1997 General Health Law related to narcotic drugs, psychotropic substances and chemicals.

355. In Brazil, chemical control systems have been strengthened in order to prevent the smuggling of precursors into other countries, mainly Colombia. As part of the activities being conducted under Operation Cobra, which calls for strengthened patrolling and law enforcement along the border between Brazil and Colombia, specific measures have been taken in Brazil to counter the spillover effect of drug trafficking activity in Colombia. The Board again calls on the Government of Brazil to improve the timeliness and accuracy of its reporting to the Board under the international drug control treaties.

356. The Board notes that a new law is to be adopted in Chile to make the fight against illicit trafficking in narcotic drugs, psychotropic substances and chemicals more effective and to sanction related offences. The Board welcomes the fact that the new law will provide for, inter alia, the establishment of a unit for financial investigation and analysis and the introduction of additional measures to prevent and counter money-laundering.

357. In June 2001, Uruguay modified legislation against money-laundering to include provisions covering proceeds from activities other than drug trafficking. In February 2001, the Central Bank of Uruguay adopted measures aimed at preventing

money-laundering through capital markets. Those measures followed the creation in December 2000 in Uruguay of a financial information and analysis unit. Specialized training for investigators, prosecutors and judges in investigative techniques and cases involving money-laundering was carried out in Ecuador. The Board appreciates the progress achieved in Argentina in activities to prevent money-laundering, including the adoption of amendments to the penal code for the prosecution of financial crime, the promulgation of a law establishing a national financial information unit and the creation of a special investigative commission against money-laundering. In Colombia, law enforcement operations have resulted in arrests and significant seizures of financial assets related to drug trafficking and money-laundering.

358. Most countries in South America have established comprehensive strategies for reducing illicit drug demand. The Board is pleased to note that there is increasing awareness in the region about the importance of evaluating the incidence of drug abuse in order to prevent it more effectively. In Chile, for example, governmental and non-governmental institutions are currently evaluating community-based drug abuse prevention and education programmes, as well as treatment and rehabilitation programmes for drug abusers. The Board encourages the Governments of Guyana and Suriname to support with adequate resources the effective implementation of their demand reduction strategies. The Board also encourages the Governments of Paraguay and Venezuela to develop an evaluation system for their national drug control policies. The Board further encourages Guyana, Paraguay, Peru and Suriname to develop their capabilities to collect and integrate statistical information on reducing the demand for and supply of illicit drugs, which will support the evaluation of drug abuse.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

359. The successes of coca bush eradication and alternative development efforts in Bolivia and Peru have been offset by renewed cultivation in formerly eradicated areas in Peru and an increase in coca bush cultivation in Colombia, despite both countries' interdiction efforts. During the 1990s, coca bush cultivation in Colombia almost tripled; however, from 1999 to

2000, there was a modest increase in the area under cultivation: from 160,000 to 163,000 hectares. The Board notes the importance of the efforts of the Government of Colombia in establishing a more accurate system for measuring the total area under coca bush cultivation. Such technologies may also be considered for evaluating the extent of opium poppy fields.

360. Seizures of cocaine and its derivatives in Colombia, which amounted to nearly 64 tons in 1999, increased by more than 100 per cent in 2000, while seizures of coca leaf increased by almost 200 per cent. In addition, significant quantities of both solid and liquid chemicals for illicit drug manufacture were seized and numerous clandestine processing laboratories were dismantled. Coca leaf is converted into cocaine mostly in Colombia but also in other countries in the Andean subregion. According to Interpol, in 2000, the countries in the Andean subregion produced an estimated 700-900 tons of cocaine, approximately one half of which was destined for illicit markets in North America.

361. Almost all countries in South America are used by traffickers as transit points for transporting illicit drug consignments destined for illicit markets in other countries in the region, in Europe and in North America. Law enforcement authorities in countries in South America, mainly in Colombia, continue to seize significant amounts of cocaine; the total quantity seized has fluctuated between 100 and 160 tons over the past five years. During 2000, law enforcement operations discovered that Colombian and Mexican drug trafficking groups were making increased use of the Pacific trafficking route. Shipments of cocaine originate in Colombia, Ecuador and Peru and are mostly unloaded on the Pacific coast of Mexico to be transported onward to the United States and Canada. In addition, concerns have been raised over the misuse by drug traffickers of the Common Market of the Southern Cone (MERCOSUR) trade pact, which allows the free flow of goods between Argentina, Bolivia, Brazil, Chile, Paraguay and Uruguay and may make it easier for precursor chemicals and illicit drugs to be smuggled across borders. The Board notes with satisfaction that the member States of MERCOSUR have already addressed the matter: an agenda for action was set at the first specialized meeting of drug control and abuse prevention authorities from MERCOSUR member States, held in Buenos Aires in April 2000.

362. The abuse of cocaine is increasing in transit countries in South America. Argentina and Chile appear to have the highest annual prevalence of cocaine abuse in the region. In Brazil, cocaine abuse among youth is increasing and urban centres in Brazil are increasingly being affected by drug-related crime. For example, in Rio de Janeiro, approximately 3,000 street children are estimated to be involved in drug trafficking. The only countries in the region in which the abuse of cocaine has not increased since 1999 are Bolivia and Peru. The Board, bearing in mind the increase in cocaine manufacture in Colombia since 1996, urges the Government of Colombia to update its overall evaluation of the situation regarding the abuse of cocaine, with a view to supporting its demand reduction efforts.

363. Heroin seizures have significantly increased in recent years in Colombia. In June 2001, 67 kg of heroin were seized on the Pacific coast of Colombia, the largest single heroin seizure ever made in the country. In 2001, a regional law enforcement operation uncovered a new heroin trafficking route leading from Colombia, through Central America, to the United States. Traffickers may be organizing the growing of opium poppy also in Peru, where a morphine laboratory and 710 kg of latex gum were seized in 2000. South American heroin is increasingly affecting the main illicit market in the United States, where it offers commercial advantages over Asian heroin because of its higher purity levels and shorter distances to the supply source, which may be reflected in lower prices or higher profits.

364. The cultivation and abuse of cannabis continue to be widespread in South America, according to recent seizure data. The cannabis cultivated in the region is mainly destined for illicit markets in the countries of cultivation and in their neighbouring countries. According to seizure data, Colombia continues to be the main producer of cannabis that is smuggled into Europe or North America, although significant seizures of cannabis have also been made in Brazil and Paraguay. The total amount of cannabis seized in Colombia decreased from more than 200 tons in 1996 to 70 tons in 2000, while the amount of cannabis seized in Paraguay has fluctuated widely over the past five years, ranging from 17 tons to 200 tons. The only countries in South America that have followed a consistently upward overall trend in cannabis seizures are Argentina and Brazil; that trend coincides with the

apparent increase in cannabis abuse in those countries. Brazil appears to be the country in South America with the highest annual prevalence of cannabis abuse.

365. The precursors smuggled into South America are transported mainly to Colombia, where most drug processing laboratories are located. In addition to potassium permanganate, the more common substances seized in Colombia are gasoline, acetone, sodium carbonate, grey cement and motor oil; significant amounts of those substances originate in Mexico, the United States and Venezuela, in European countries and in some Caribbean countries. In spite of the increasing heroin manufacture, seizures of acetic anhydride are still not significant compared with seizures of substances used for cocaine manufacture. Colombia has noted that improved controls at the local level have reduced diversion from the licit market, resulting in a significant decrease in the importation of controlled chemical precursors. As a result of reduced diversion, Colombian traffickers have attempted to refine gasoline and produce their own potassium permanganate for the manufacture of cocaine.

Psychotropic substances

366. Colombian drug traffickers have diversified their operations, as evidenced by increased seizures of substances other than cocaine and heroin, such as MDMA (Ecstasy). It appears that South American cocaine is smuggled into Europe, where it is exchanged for MDMA (Ecstasy) that is then smuggled back into South America. That MDMA (Ecstasy) is destined for the growing illicit market for the substance in South America, as well as for the established illicit market for that substance in North America.

367. The Board wishes to remind all States in South America that are parties to the 1971 Convention of the importance of complying with their obligations to report to the Board in accordance with article 16 of that Convention. In particular, the Board has noted a lack of reporting on the part of Uruguay. Lack of reporting may indicate deficiencies in national control systems for psychotropic substances, which may result in diversion of those substances into the illicit markets. The Board notes that the authorities of Brazil have started to improve their exchange of data with the Board.

Missions

368. In June 2001, the Board sent a mission to Bolivia. In Bolivia, the chewing of coca leaf and related coca leaf production continue. Provisions of the 1961 Convention, which call for the phasing out of that practice, at the latest within 25 years from the coming into force of that Convention, continue not to be applied since the production of coca leaf for chewing continues to be considered licit under national law. Illicit production of coca leaf is currently taking place only to a limited extent. In the past, illicit production of coca leaf was an important source for illicit cocaine manufacture in South America. The Board notes with satisfaction that, pursuant to the Dignity Plan's goals of taking Bolivia out of the international illicit market for coca/cocaine and of reducing illicit coca bush cultivation to zero, the Government has almost succeeded in eradicating illicit coca bush cultivation in the Chapare area. As a consequence, the illicit manufacture of cocaine in Bolivia and in other countries with coca leaf of Bolivian origin has been reduced significantly, and Bolivia is now mainly used as a transit country for smuggling coca leaf and cocaine from Peru into Brazil. The Board encourages the Government of Bolivia to maintain its efforts to eliminate the remaining illicit cultivation of coca bush and to ensure that such cultivation does not reoccur in those areas or emerge in other areas of the country.

369. In Bolivia, coca leaf production that is considered licit under national law may result in coca leaf being diverted for use in the illicit manufacture of coca paste (cocaine sulphate) in Bolivia or to be sold on illicit markets in neighbouring countries. The Board therefore urges the Government of Bolivia to take the steps necessary to prevent such diversion, including introduction of stricter controls over all activities related to such coca leaf production.

370. In Bolivia, controls over precursor chemicals to prevent them from being diverted for use in the illicit manufacture of cocaine are well implemented. However, controls over narcotic drugs and psychotropic substances to be used for medical purposes in Bolivia continue to be insufficient. The Board trusts that the Government will take the action required under the international drug control treaties.

371. In June 2001, the Board sent a mission to Chile. The Board notes with satisfaction that the policies of the Government of Chile concerning drug abuse and illicit trafficking provide for a balanced system of

measures for the reduction of illicit drug demand and supply. Procedures for assessing the extent and nature of drug abuse are in place. Control of narcotic drugs and psychotropic substances to be used for medical purposes is strict, allowing for early detection of drug abuse patterns. Drug law enforcement authorities have been successful in seizing significant quantities of illicitly manufactured drugs entering or passing through Chile.

372. Chile is an important manufacturer and importer of precursor chemicals. Some of those precursor chemicals have been diverted for use in the illicit manufacture of cocaine, mainly in neighbouring countries. During the year 2000, two clandestine laboratories for processing coca paste (cocaine sulphate) into cocaine hydrochloride were detected in Chile. The Board therefore welcomes a new law in Chile that deals more effectively with offences related to precursors; at the same time, the Board urges the Government to review and strengthen existing mechanisms for precursor control in order to prevent the diversion of precursors and facilitate the detection and prosecution of attempts to divert such substances.

373. In March 2001, the Board sent a mission to Venezuela. The Board notes the important and effective role of the Comisión Nacional contra el Uso Ilícito de las Drogas (CONACUID) in the overall coordination of all drug control activities in Venezuela. The Board trusts that the several legislative, judicial and administrative reforms, including the restructuring of several institutions involved in drug control, will strengthen the national drug control system.

374. The Board appreciates that the Government of Venezuela will review the practices that may prevent easier access to narcotic drugs and psychotropic substances for medical purposes while efficiently preventing their diversion into illicit channels by streamlining distribution channels and control procedures. The Board notes with satisfaction the active role played by the Venezuelan authorities in cooperating in the area of drug control with their counterparts in other countries in South America and in other regions.

375. In May 2001, the Board reviewed action taken by the Government of Argentina pursuant to recommendations by the Board after its mission to that country in September 1998. The Board is satisfied that most of its recommendations have been implemented.

While recognizing the economic difficulties that the country is currently facing, the Board wishes to underline the importance of maintaining the ability of the Secretariat for Planning the Prevention of Drug Abuse and the Fight against Drug Trafficking (SEDRONAR) to effectively coordinate drug control activities in the country and the ability of the National Administration for Medicaments, Food and Medical Technology (ANMAT) to control all licit activities related to narcotic drugs and psychotropic substances.

C. Asia

East and South-East Asia

Major developments

376. Eradication efforts by the Government of Myanmar and ongoing alternative development activities resulted in illicit opium poppy cultivation decreasing by one third from 1996 to 2000; however, there are indications that such cultivation increased again in 2001. Myanmar accounted for most of the world's illicit opium poppy cultivation in 2001, taking into consideration the results of the ban on such cultivation in the areas of Afghanistan controlled by the Taliban and the prolonged drought in that country. In the Lao People's Democratic Republic, there was a reduction in the total area under illicit opium poppy cultivation. Opium poppy cultivation in Thailand remains at negligible levels. In Viet Nam, illicit opium poppy cultivation, which is concentrated in the mountainous areas in the north-west part of the country, has been significantly reduced in the past decade.

377. In some countries in East and South-East Asia, illicit manufacture of, trafficking in and abuse of amphetamine-type stimulants appear to have become matters of greater concern than illicit activities related to opiates. A number of countries in the region, including Brunei Darussalam, Indonesia, Japan and Thailand, have reported that the abuse of opiates such as raw opium, codeine and heroin has declined while the abuse of amphetamine-type stimulants has increased. The spread of HIV infection is closely linked to injecting drug abuse. However, many new drug abusers are increasingly choosing to abuse drugs through other forms of administration. The wide availability of and increasing illicit demand for amphetamine-type stimulants have been confirmed by

seizure figures, which have increased sharply in the region since the end of the 1990s. The Board is particularly concerned that MDMA (Ecstasy), which was virtually unknown in the region about a decade ago, continues to gain in popularity among youth.

378. The illicit manufacture of methamphetamine in East and South-East Asia is no longer affecting only countries in the region, as evidenced by seizures of methamphetamine in Switzerland and the arrest of more than 100 members of a methamphetamine trafficking group operating between countries in East and South-East Asia and Switzerland.

Treaty adherence

379. Of the 15 States in East and South-East Asia, 9 are parties to all of the international drug control treaties. Cambodia and the Democratic People's Republic of Korea continue to be the only two States in the region that have not yet become parties to any of the international drug control treaties.

380. Although the Lao People's Democratic Republic and Myanmar are parties to the 1961 Convention, those States are not yet parties to the 1972 Protocol amending the 1961 Convention. The Lao People's Democratic Republic, Mongolia and Thailand have yet to accede to the 1988 Convention.

381. The Board is concerned about the fact that Viet Nam continues to maintain reservations on the extradition provisions of the 1988 Convention. The Board wishes to emphasize that extradition is an important element of the 1988 Convention and is a valuable tool used by Governments worldwide to combat criminal organizations involved in drug trafficking and other illicit activities and therefore urges the Government of Viet Nam to re-examine its position.

Regional cooperation

382. The main mechanisms for multilateral drug control cooperation in East and South-East Asia continue to be the Association of South-East Asian Nations and the 1993 memorandum of understanding on drug control between the countries in the Mekong⁶¹ area (Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam) and UNDCP. Meetings continue to provide important opportunities for countries in the region to update each other on developments, to take stock of progress made

in reducing the problems of drug abuse, illicit crop cultivation and illicit drug trafficking and manufacture, to discuss modalities for increased cooperation and to consider new projects.

383. East Asian countries, including Japan and the Republic of Korea, participate in and support, in various ways, drug control efforts throughout the region of East and South-East Asia.

384. Significant bilateral efforts are being made, for example, by Myanmar and Thailand, which intend to exchange drug liaison officers, to improve contact between drug control officers along their common border and to cooperate in combating drug trafficking at the international airports of Bangkok and Yangon. The Board welcomes that development, as it views such cooperation as an essential element in efforts to curb the substantial flow of illicit drugs between those two countries. Significant results such as the arrest of top-level drug traffickers have been achieved because of improved cross-border cooperation between China and Myanmar.

385. Cambodia and Thailand have made arrangements for increased bilateral cooperation against a number of illicit activities, including drug trafficking. A memorandum of understanding was signed by the Governments of those countries in July 2001.

National legislation, policy and action

386. The Board takes note that, in September 2001, the legislature of the Republic of Korea adopted measures to strengthen the country's ability to deal with money-laundering by, inter alia, providing for the establishment of a financial intelligence unit. The Board is concerned, however, that, in 2001, a number of jurisdictions in East and South-East Asia, including Indonesia, Myanmar and the Philippines, were classified by the Financial Action Task Force on Money Laundering as non-cooperative. The Board notes with appreciation the adoption in September 2001 of a bill against money-laundering in the Philippines and urges countries that have not done so to enact as soon as possible comprehensive legislation against money-laundering, as envisaged in the 1988 Convention.

387. In the Lao People's Democratic Republic, where the eradication of illicit opium poppy cultivation has become a national priority, the Prime Minister issued an order in November 2000 calling for, inter alia, local

authorities to develop a five-year plan to eliminate such cultivation using annual targets; the progress of the five-year plan will be monitored by the Government.

388. The Government of Mongolia began undertaking in 2001 a rapid situation assessment to ascertain the extent of problems related to injecting drug abuse and HIV prevalence in the country and to propose potential intervention strategies to prevent the spread of HIV.

389. The Ninth National Economic and Social Development Plan of Thailand, covering the period 2002-2006, is the first development plan in that country to include a section on drug control strategies. The Ministry of Education of Thailand has instructed schools nationwide to set up drug control committees with a view to preventing the spread of drug abuse. In order to curb the abuse of drugs and the commission of other illegal acts by youth, Thailand has started to ensure that night-time entertainment areas, where illicit substances are widely abused, are located away from temples, schools and residential areas. Licence fees for operating an entertainment establishment will be introduced to fund the Government's drug control operations. The Board urges the Government to take further actions to ensure that such entertainment establishments are becoming free from drug abuse and trafficking.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

390. In East and South-East Asia, cannabis is illicitly cultivated mainly in Cambodia, Indonesia, the Lao People's Democratic Republic, the Philippines and Thailand. In Indonesia, a marked increase in the illicit cultivation of and trafficking in cannabis was reported; in that country, cannabis is illicitly cultivated mainly on the islands of Java and Sumatra. Illicit cannabis cultivation is believed to contribute considerably to the flow of cash into Cambodia. Since 1996, significant quantities of Cambodian cannabis have been seized in Australia, the United States and countries in Europe. The level of cannabis abuse varies from country to country but is low in most of the countries in East and South-East Asia.

391. Significant illicit opium poppy cultivation continues to occur in Myanmar and, to a lesser extent,

in the Lao People's Democratic Republic. Opium poppy is also illicitly cultivated in Thailand and Viet Nam to a more limited extent. Efforts are being made by the Governments of all of those countries to eradicate opium poppies illicitly cultivated within their borders and to provide the persons affected by those operations with opportunities for alternative development. In Myanmar, significant illicit opium poppy cultivation continues in difficult-to-access mountainous areas that are controlled by armed groups. Major trafficking routes for heroin manufactured mainly in the border areas of Myanmar include corridors that lead through Yunnan Province of China, then further east to points along that country's coast and through the Lao People's Democratic Republic to coastal areas in Cambodia and Viet Nam. From the coastal areas, the heroin is shipped to illicit markets in Australia, Canada, the United States and countries in Europe. Acetic anhydride, which is necessary for the manufacture of heroin, is smuggled into Myanmar mainly out of China and India.

392. While the abuse of opiates is declining in a number of countries in East and South-East Asia, statistics on drug injection and HIV/AIDS prevalence show that injection is now the most common mode of transmitting HIV in a number of countries in the region, including China, Malaysia and Viet Nam. The Board encourages the Governments of the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam to continue to work towards the elimination of illicit opium poppy cultivation, to provide alternative income-generating activities for persons living in areas under illicit cultivation, such as the hilltribe areas, and to deal with the problem of opium addiction.

393. Although the abuse of cocaine in East and South-East Asia as a whole is very limited, seizure data indicate that drug traffickers are using islands in the Philippines and other Pacific islands as transit points for shipping cocaine to illicit markets in Australia. The Board is concerned that in East and South-East Asia there have been an increasing number of attempted diversions of potassium permanganate possibly destined for South America, to be used in the illicit manufacture of cocaine.

Psychotropic substances

394. Amphetamine-type substances, which have long been the most popular drugs of abuse in Japan and the Republic of Korea, have now become the most popular

drugs abused also in several other countries in East and South-East Asia, including the Philippines and Thailand. Law enforcement authorities in the region continue to make significant seizures of ephedrine, a substance used in the illicit manufacture of amphetamine-type stimulants.

395. Seizure data indicate that methamphetamine is being illicitly manufactured on a large scale along Myanmar's border with Thailand. There are signs that the Lao People's Democratic Republic is also being used for the illicit manufacture of methamphetamine. In Thailand, the alarming series of sharp year-to-year increases in methamphetamine seizures that began in 1996 continued in 2000. There is evidence that, in addition to land routes, boats on rivers are used to transport illicit consignments of methamphetamine to points in Thailand. From there, the drug is distributed to large illicit markets in urban areas of Thailand or other countries throughout East and South-East Asia. A large seizure in the Andaman Sea in January 2001 indicates that ocean routes are also being used to transport methamphetamine. In addition, Cambodia and Viet Nam continue to be used as key transit routes for smuggling methamphetamine.

396. Laboratories seized in 2001 by law enforcement authorities in China and the Philippines indicate that methamphetamine hydrochloride (commonly called "ice" or "shabu") is also illicitly manufactured in those countries. Methamphetamine hydrochloride is being smuggled into countries throughout East and South-East Asia and elsewhere, including Australia and, to a lesser extent, the western part of the United States. Seizure data indicate that the volume of methamphetamine hydrochloride being smuggled out of China and into the Democratic People's Republic of Korea, Japan and the Republic of Korea is increasing significantly. While drug abuse in general is thought to be relatively low in Brunei Darussalam, a sharp increase in the abuse of methamphetamine hydrochloride was reported in that country in 2000.

397. The Board is concerned that MDMA (Ecstasy) is also becoming more widely available in East and South-East Asia. The MDMA (Ecstasy) available in the region appears to be illicitly manufactured in western European countries such as Belgium and the Netherlands, as evidenced by seizures of MDMA (Ecstasy) and arrests of couriers carrying the substance through the Hong Kong Special Administrative Region

of China, Indonesia, Malaysia and Singapore. There were also seizures of MDMA (Ecstasy) and arrests of couriers carrying the substance from mainland China, which is the main manufacturer of one of the precursors most frequently used in the illicit manufacture of MDMA (Ecstasy). Illicit demand for MDMA (Ecstasy) appears to have increased in many large cities in East and South-East Asia, particularly among club patrons in urban areas of the Hong Kong Special Administrative Region of China and Japan. Therefore, the Board calls on all Governments in the region to increase their efforts to prevent drug abuse and to remain vigilant in order to prevent the local manufacture of MDMA (Ecstasy) from taking root by carefully monitoring its precursors.

Other substances

398. The Board is concerned that ketamine, a hallucinogenic sedative, is increasingly being abused at dance clubs in large metropolitan areas in East and South-East Asia, such as the Hong Kong Special Administrative Region of China and Singapore. At the end of 2000, police in the Hong Kong Special Administrative Region discovered a facility for the illicit manufacture of ketamine.

Missions

399. In May 2001, the Board reviewed the progress of the Government of Myanmar on recommendations made by the Board pursuant to its 1998 mission to that country. Because of the need to confirm the extent to which progress had actually been made with respect to the Board's recommendations and because the country accounts for a large proportion of the world's illicit opium as well as for significant illicit methamphetamine manufacture, the Board decided to send a follow-up mission to Myanmar.

400. In September 2001, the Board sent a mission to Myanmar. The Board found that continuous efforts were being made to implement its recommendations following its mission to Myanmar in 1998.

401. Although the widespread opium poppy cultivation remains a serious problem in Myanmar, illicit opium poppy cultivation and opium production have decreased, drug seizures have increased and "opium-free zones" have been established over the last few years. The Board notes that the Government of Myanmar has been fully committed to the eradication

of illicit opium poppy cultivation in the country and that continuous efforts have been made to deal with the situation regarding drug abuse and illicit trafficking, as evidenced by the initiation in 1999 of a 15-year plan to eliminate illicit drugs in the country.

402. The Board further notes that the limited resources and the low level of external assistance provided to Myanmar have had a negative impact on the Government's ability to achieve the goals set out in its eradication programme and to consolidate the gains already made. The Board therefore calls upon the international community to provide the necessary assistance to Myanmar as long as its efforts to fight against drug abuse and illicit trafficking are sustained.

403. The illicit manufacture of methamphetamine remains a serious problem in border areas of Myanmar. The Board calls on the Government to continue to cooperate with the Governments of neighbouring countries in law enforcement activities and, in particular, to make additional efforts to identify sources and routes of seized precursor chemicals and to share such information with those Governments. The Board notes the ministerial meeting on drug control cooperation between China, the Lao People's Democratic Republic, Myanmar and Thailand held in Beijing on 28 August 2001 and hopes that the drug problems in East and South-East Asia will be dealt with in a more effective way through coordinated subregional and regional mechanisms.

404. In April 2001, the Board sent a mission to Thailand. Drug control issues have a high priority in the Government's policies and activities. The Office of the Narcotics Control Board, which coordinates drug control among the various competent authorities, is functioning well.

405. The Board is nevertheless concerned about reports that certain psychotropic substances, including phentermine and diazepam, as well as combination products, have been diverted and misused in Thailand and smuggled into and out of the country. The Board requests the Thai authorities to give further attention to controls over psychotropic substances, especially stimulants, with a view to preventing their diversion into the illicit traffic.

406. Methamphetamine currently poses the most serious drug trafficking and abuse problems in Thailand. Further practical means of cooperating with

neighbouring countries should be explored in order to improve the effectiveness of law enforcement activities, particularly at the borders, including the real-time exchange of intelligence and other information. At the same time, more comprehensive nationwide assessments of the drug abuse situation need to be made at regular intervals in order to monitor trends. The Board notes that the Government is establishing programmes to strengthen, in particular, primary prevention efforts in communities and schools and to develop strategies to address addiction to amphetamine-type stimulants.

407. In addition, appropriate controls applied to precursor chemicals in Thailand should be extended to include potassium permanganate, especially in view of the recently uncovered attempts in South-East Asia to divert that substance into the illicit traffic. The Board trusts that the Government has given priority to its efforts to enable Thailand to accede to the 1988 Convention as swiftly as possible.

South Asia

Major developments

408. As South Asia is situated between the world's two main opiate-producing areas, the region's drug trafficking and drug abuse problems are mostly related to transit traffic. Additionally, illicit opium poppy cultivation and heroin manufacture have increased for several years, and illicit cannabis cultivation and abuse continue unabated. In almost all countries in the region heroin abuse has spread and there has been a shift from smoking and inhalation of heroin to injecting drug abuse.

409. There has been an increase in polydrug abuse involving, in addition to illicitly manufactured drugs, a range of pharmaceutical products containing narcotic drugs and psychotropic substances. In India, the first national rapid assessment survey of drug addiction indicates that prescription drug abuse has increased in almost every major city in the country. On average, about 10 per cent of all drug abuse in India involves prescription drugs. The main reasons for this development are the low cost of prescription drugs and deficiencies in the drug control system.

410. Southern parts of West Asia continue to supply most of the heroin smuggled into and through India

and Nepal. New Delhi has become a major transit point for heroin trafficking; most of the heroin is smuggled into countries in Europe and North America, occasionally through Sri Lanka. To a much lesser extent, heroin is smuggled out of Myanmar and into the north-eastern states of India and Bangladesh, mostly in small quantities, to be abused by the local population. Myanmar is also the source of illicitly manufactured methamphetamine smuggled into India and, most likely, Bangladesh. Intelligence reports suggest that the smuggling of methamphetamine and heroin from Myanmar may be organized by the same drug trafficking group and that the total quantity of methamphetamine being trafficked may exceed that of heroin.

411. Efforts to fight drug trafficking groups in South Asia are hampered by insurgencies and political instability, by the difficult terrain in most of the countries in the region and, sometimes, by the involvement of local politicians and law enforcement officers in drug trafficking activities. It is claimed in some countries in the region that organized crime, terrorist activities and drug trafficking are related. The Board welcomes the establishment by the Governments of India and the United Kingdom of a joint working group on international terrorism and drug trafficking.

412. Countries in South Asia are responding to these developments by adapting their laws, administrative regulations and control systems. The Board welcomes preventive measures adopted in Bhutan and Maldives.

Treaty adherence

413. Of the six States in South Asia, five are parties to the 1961 Convention, four are parties to the 1971 Convention and all six are parties to the 1988 Convention. The Board notes with regret that, despite its recurrent appeals, 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.

Regional cooperation

414. The Board welcomes ongoing bilateral and multilateral efforts to combat drug trafficking in South Asia, including activities involving both countries in South Asia and countries in other regions. A number of bilateral agreements have been signed; for example, Bangladesh and Myanmar have signed an agreement on efforts to combat illicit trafficking in narcotic drugs,

psychotropic substances and precursors, and India and Tajikistan have signed an agreement on the reduction of illicit drug demand and the prevention of trafficking in narcotic drugs, psychotropic substances and precursors. India has also signed similar agreements with other States.

415. The Board notes with appreciation the relaunching of the activities of the regional precursor control project for member States of the South Asian Association for Regional Cooperation (SAARC). A regional workshop on precursor control was held in Kathmandu at the beginning of 2001 for persons from SAARC member States. The workshop focused on the improvement of precursor control laws in the region, training and law enforcement. Also at the beginning of 2001, the Government of India organized in New Delhi a training course on precursor control for drug control officers from Central Asian countries.

416. The Board notes the ongoing bilateral cooperation between India and Pakistan involving high-level talks on matters related to drug law enforcement, as well as quarterly meetings on operational matters.

National legislation, policy and action

417. The Board is expecting that the Parliament of Bangladesh will, without further delay, approve the revision of the Narcotics Control Act, 1990, which is not consistent with the Code of Criminal Procedure and does not contain certain provisions required by the 1988 Convention. The revised act will include provisions on precursor control, money-laundering offences, punishment of drug traffickers and the use of controlled delivery.

418. The Board notes that the Narcotic Drugs and Psychotropic Substances (Amendment) Bill 2000 was passed by the Parliament of India. The Bill incorporates statutory provisions relating to the use of controlled delivery, confers powers of entry, search and seizure and provides for the tracing, freezing, seizing and forfeiture of illegally acquired property. Rationalization of the sentencing structure will ensure deterrent sentences for traffickers dealing in significant quantities of drugs and less severe sentences for drug addicts committing minor offences.

419. The Board welcomes the efforts of the National Dangerous Drugs Control Board of Sri Lanka in the

preparation of comprehensive amendments to and the consolidation of the Poisons, Opium and Dangerous Drugs Ordinance. The amendments will take into account the provisions of the 1988 Convention relating to money-laundering, extradition and mutual legal assistance and will also include provisions on the treatment and rehabilitation of drug-dependent persons.

420. The Board notes that the provisions of the Foreign Exchange Regulation Act of Nepal are not adequate to deal with financial crime such as money-laundering and the investigation of proceeds suspected of being derived from drug-related offences. The Board expects that legislation to cover those areas will be adopted in the near future. The Board also notes that there is no regulation on the control of precursor chemicals in Nepal. The Board hopes that initiatives will soon be taken to remedy the situation.

421. The governments of seven states in India have amended the 1985 Narcotic Drugs and Psychotropic Substances Rules in order to increase the availability of morphine for terminally ill cancer patients. However, while the availability of morphine in India has increased, the number of cancer patients receiving adequate treatment for the alleviation of pain is still low in some states.

422. Countries in South Asia are increasingly attaching importance to activities for drug abuse prevention, including the collection and analysis of data on drug abuse. In India, a national survey of the extent of, patterns of and trends in drug abuse and a rapid assessment survey have been carried out. The Government of Maldives is planning to carry out a rapid assessment study on the extent of drug abuse in that country; the assessment will provide essential input for the formulation of a comprehensive national master plan to combat the drug problem. Information on the extent of drug abuse in Bhutan is limited; however, the Government of Bhutan has initiated a campaign to increase public awareness of substance abuse. In Nepal, authorities have developed educational material on drug abuse prevention for the formal and non-formal educational system.

423. The Board welcomes the fact that in countries in South Asia there is increasing recognition of the significant role of non-governmental organizations in the field of drug abuse prevention, treatment and rehabilitation. The Government of India supports more than 300 non-governmental organizations engaged in

the reduction of illicit drug demand and has established a national centre for training and capacity-building in that field. In Bangladesh, India and Sri Lanka, non-governmental organizations have established national federations for drug abuse prevention.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

424. Cannabis is the most widely abused drug in South Asia. In all countries in the region except Bhutan and Maldives, there have been reports of cannabis growing wild or being illicitly cultivated. Nepal has long been a source of both cannabis herb and cannabis resin, which are sold locally or smuggled into other countries in the region, such as India, and in western Europe. Cannabis grows wild in the high hilly areas of the central and western parts of Nepal, where illicit crop eradication is difficult and expensive because of the topography. In the southern part of Nepal, where the terrain is easier to patrol, illicit crops are detected and destroyed by law enforcement officers every year.

425. In Bangladesh, illicit crop cultivation in areas of the Chittagong Hill Tracts is increasing, and it has been reported that cannabis is being produced in and smuggled out of the southern district of Rangamati. No systematic programme for illicit crop eradication is being carried out in Bangladesh. Cannabis is being cultivated on a large scale in the provinces of eastern and southern Sri Lanka, and campaigns have been launched to curtail that activity. In Sri Lanka, seizures have been made of cannabis smuggled out of neighbouring countries.

426. In India, illicit cannabis cultivation continues in several states. Illicit drug consignments, each containing tons of cannabis resin, mainly from Nepal, have recently been seized, indicating that that substance is being smuggled through India on a large scale. In addition, courier facilities in India are increasingly being misused to smuggle cannabis into other countries.

427. Cocaine abuse remains very limited in South Asia. In the last few years, however, it has been reported that the number of seizures of cocaine has increased, particularly in India, where cocaine is increasingly being abused by affluent members of the population.

428. The Board is concerned about the increasing incidence of heroin injection in countries in South Asia, in particular, in Bangladesh, India and Nepal. In Maldives and Sri Lanka, the most common methods used to administer heroin continue to be smoking and inhalation. In India, illicit opium poppy cultivation and opium abuse continue to pose problems in eastern Arunachal Pradesh, where plans for alternative development and income substitution projects will soon be realized. In Bangladesh, there are illicit opium poppy cultivation sites in the remote areas of the Chittagong Hill Tracts, where the movement of security forces is restricted. That problem has re-emerged in the area of Bandarban.

429. India, one of the world's main licit producers of opium, has designed an elaborate system to prevent the diversion of licitly produced opium into illicit channels. The system includes maintaining control of licensing, demanding minimum qualifying yields, maintaining the government monopoly on purchasing, and meeting strict monitoring requirements. Despite the strict controls, government officials believe that limited quantities of the licitly produced opium may have been diverted into illicit channels. Laboratories manufacturing heroin have been detected in and around Indian states licitly producing opium. The Government of India is urged to increase its vigilance in order to prevent such diversions.

430. Most of the heroin smuggled out of south-west Asia into South Asia is destined for countries in western Europe and for the United States. Heroin consignments are smuggled either directly out of India or along the maritime route leading from the coast of Tamil Nadu to Sri Lanka and Maldives, mostly to be shipped further. Ports in southern India are increasingly being used for smuggling drugs, as evidenced by the sharp increase in the number of seizures made of consignments of narcotic drugs being smuggled by sea along routes leading from India to Sri Lanka. Indian authorities suspect that the same routes used for smuggling narcotic drugs out of India are also used for smuggling counterfeit money, arms, ammunition and explosives into the country.

431. India is an important producer of chemicals, such as acetic anhydride, ephedrine, pseudoephedrine, anthranilic acid and *N*-acetylanthranilic acid. The Government of India has introduced a number of regulatory and control measures and its progressively

improving precursor control regime has become an important barrier to the diversion of precursor chemicals. Because of those strict controls and the cooperation of manufacturing companies, the diversion of precursor chemicals, mainly acetic anhydride, into countries in Central Asia and into Afghanistan has been significantly reduced.

432. Seizures of acetic anhydride revealed that traffickers had tried to use Nepal as a transit country, in order to divert that substance into Pakistan. The Board therefore welcomes the fact that, in Nepal, an interdepartmental coordination committee on precursor control has been established and that regulatory measures and controls have been introduced for all substances in Table I of the 1988 Convention and for seven substances in Table II.

433. The Board notes with concern that, in almost all countries in South Asia, there has been an increase in the abuse of prescription drugs that have been either diverted from domestic distribution channels or smuggled out of neighbouring countries. The abuse of the pharmaceuticals in question constitutes a serious health risk.

Psychotropic substances

434. The Board notes with appreciation that the dismantling of facilities for the illicit manufacture of methaqualone in India had a significant impact on the smuggling of that substance into Africa. In most cases, the raided facilities were misused laboratories on the premises of chemical or pharmaceutical companies.

435. India is an important manufacturer and trader of pharmaceuticals, including a number of widely used psychotropic substances. The Board notes with appreciation that Indian authorities have established an effective system of control over international trade in psychotropic substances and have introduced additional measures to control domestic distribution channels. However, information on the abuse of licitly manufactured psychotropic substances indicates that India continues to encounter problems in monitoring the compliance of domestic distributors with the law and that Indian states do not uniformly apply the law. A number of psychotropic substances, including benzodiazepines such as alprazolam and diazepam and analgesics such as buprenorphine, may be obtained without medical prescription, contrary to Indian laws and regulations. The diverted substances are then sold

on the local market in India or are smuggled by land into neighbouring countries such as Nepal or by air into countries in Central Asia. In India, the growing abuse of psychotropic substances is also one of the reasons for the increase in polydrug abuse involving psychotropic substances in combination with other pharmaceuticals (opiates and non-opiates), illicit drugs and alcohol.

436. In Nepal, many abusers of opiates may have reverted to the abuse of pharmaceutical products containing nitrazepam, diazepam and buprenorphine due to their easy availability and low prices. The Board shares the concern of the Nepalese authorities about the increased injecting drug abuse and polydrug abuse involving psychotropic substances in combination with heroin and alcohol. Benzodiazepines are also abused in Maldives, mostly by polydrug abusers (in combination with cannabis or heroin). The Board notes with concern that, in Sri Lanka, controlled substances requiring a prescription are being illegally sold in pharmacies as over-the-counter drugs. This may be a sign that an illicit market for psychotropic substances is developing in that country.

437. In Bangladesh, mainly the availability of buprenorphine in the illicit market is causing the increase in the number of persons who abuse drugs by injection. In addition, the abuse of tranquillizers, such as benzodiazepines, is reported to be widespread in Bangladesh.

438. Methamphetamine from Myanmar is smuggled into India. Some of the ephedrine used for its illicit manufacture continues to be smuggled out of India and into Myanmar; however, because of the efforts made by both law enforcement authorities and manufacturing companies in India, the quantities being smuggled are decreasing. The Board notes with appreciation that India and Myanmar have begun cooperating in the investigation of cases involving the diversion of ephedrine.

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439. A visit to India took place in April 2001. The Board welcomes the additional efforts that have been made to strengthen, in particular, measures at the Neemuch Opium and Alkaloid Factory, in line with the recommendations made by the Board following its previous missions to that country. The Board remains concerned about leakages from licit opium production and expects that the Government of India will continue

efforts to prevent diversion both at the farm gate and at the factory.

440. The Board notes, however, that in India there is still no adequate system for collecting the required information and that there is insufficient coordination among government agencies responsible for reporting. The Board urges the Government to take the steps necessary to ensure that all data required under the international drug control treaties are submitted to the Board accurately and in a timely manner.

West Asia

Major developments

441. In Afghanistan, as a result of the prolonged drought and the ban on opium poppy cultivation issued in July 2000 for the implementation of provisions of a drug control law promulgated in 1998 by the Taliban, such cultivation was significantly reduced in the areas controlled by the Taliban. Political and military events after September 2001 may result in the situation changing during the coming year. Illicit opium poppy cultivation has increased in the parts of Afghanistan controlled by the Northern Alliance. Opiates originating in Afghanistan continue to be smuggled into and through the Islamic Republic of Iran and Pakistan. There has been a significant increase in the quantity of drugs from Afghanistan seized in some countries in Central Asia. For example, the quantity of heroin seized in Tajikistan in the first six months of 2001 is equal to the quantity seized in that country in the entire year 2000. The situation in Kyrgyzstan is similar. That development may also reflect in part the increased interdiction efforts in those countries.

442. Because of the recent political and military events, there is concern that illicit opium poppy cultivation may emerge elsewhere in West Asia. Governments of countries in the region should remain extremely vigilant in order to prevent such a development. The smuggling of opiates in West Asia has become more organized, profitable and violent and is jeopardizing the economic and social stability of some countries in the region. Therefore, the fight against drug and chemical trafficking has to continue to be a priority for Governments in the region.

443. In Afghanistan, the harvest in the crop year 2000/2001 is estimated to be less than one tenth of the

harvest in the previous crop year. As a result of the implementation of the ban, opium and morphine had become much less available on illicit markets in West Asia; however, in response to the military events after September 2001, large quantities of opiates were made available from illicit stocks. The availability of heroin originating in Afghanistan remained high in the region, even following the ban. No effects on the availability of heroin have been observed in countries outside of the region.

444. As a result of the implementation of the ban, prices of opiates in West Asia increased considerably, although prices of heroin on illicit markets were not affected in the same manner. As at 1 November 2001, no conclusions could be drawn on the development of prices in the region as a result of the recent military events.

445. Most countries in West Asia are used as transit points for smuggling opiates into Europe and other regions. Precursors and chemicals used in the illicit manufacture of heroin continue to flow from outside the region into countries in West Asia where such manufacture is taking place. Seizure statistics for countries throughout West Asia show that opium had been increasingly processed into other opiates in Afghanistan.

446. Illicit crop cultivation and drug trafficking activities in West Asia continue to have a considerable impact on the extent of drug abuse in the region. Opiate addiction rates in the Islamic Republic of Iran and Pakistan continue to be among the highest in the world. Opium addicts are increasingly abusing heroin because it has become more available than opium. There has been a significant increase in the abuse of opiates in Central Asia. The Board is concerned that, throughout West Asia, heroin abuse and HIV infection resulting from the sharing of needles are spreading.

Treaty adherence

447. Of the 24 States in West Asia, 22 are now parties to the 1961 Convention in its amended form and 2 continue to be parties to the 1961 Convention in its unamended form. All States in the region are parties to the 1971 Convention and 23 are parties to the 1988 Convention. The Board urges Israel, the only State in the region that is not a party to the 1988 Convention, to accede to that Convention.

448. The Board notes with satisfaction that Turkey has acceded to the 1972 Protocol amending the 1961 Convention and that Kuwait has acceded to the 1988 Convention. The Board notes that the Islamic Republic of Iran is taking steps to accede to the 1972 Protocol.

Regional cooperation

449. The Board notes the extensive regional cooperation activities related to drug control in West Asia.

450. 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, was determined, inter alia, to deal with the illicit drug supply from Afghanistan and in the subregion as a whole. The Board is of the opinion that the countries neighbouring Afghanistan and the international community should cooperate with the future authorities in Afghanistan to prevent the resumption of illicit opium poppy cultivation and related production of and trafficking in opiates in West Asia (see paragraphs 231-234 above).

451. The Board notes the cooperation that has taken place within the framework of the memorandum of understanding on drug control cooperation in Central Asia, involving Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan, Turkmenistan and Uzbekistan, as well as UNDCP and the Aga Khan Development Network. The Board notes with appreciation that, in September 2001, Azerbaijan joined the group of signatories to the memorandum of understanding.

452. The Board also notes that, in 2001, the European Union adopted a Central Asian action plan on drugs, which is aimed at, inter alia, providing assistance in the areas of drug law enforcement and gathering drug-related information.

453. Several meetings were held in 2001 in Central Asia with a view to strengthening cooperation in combating drug trafficking and crime. The Shanghai Cooperation Organization was established by the heads of State of China, Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan and Uzbekistan at a summit held in Shanghai in June 2001. Numerous security issues, including the fight against drug trafficking, were discussed. At the meeting of the Council of Interior Ministers of the Commonwealth of Independent States (CIS) held in Erevan in June 2001, participants agreed to carry out a large-scale operation called "Channel" targeting drug smuggling in CIS member States; in previous years, such operations had led to significant drug seizures.

454. The Economic Cooperation Organization continues to foster cooperation among its member States through its drug control coordination unit. The Turkish International Academy against Drugs and Organized Crime, established in June 2000, has organized two training courses for law enforcement personnel from its member States.

455. Training for precursor control for member States of the Cooperation Council for the Arab States of the Gulf (GCC) was provided in the United Arab Emirates in April 2001. GCC is planning to offer more general training for law enforcement personnel in 2002.

456. The Board welcomes the agreement between the Islamic Republic of Iran and Turkey to strengthen drug control cooperation and the continued close cooperation between law enforcement agencies from the Islamic Republic of Iran and Pakistan. The Board also welcomes the fact that the Islamic Republic of Iran has assisted farmers in Afghanistan who have stopped illicit opium poppy cultivation.

457. The Council of Arab Ministers of the Interior and the League of Arab States continue to promote regional and international cooperation and harmonization of drug control efforts by Arab countries. The Organization of the Islamic Conference is also actively assisting its member States in harmonizing drug control laws.

458. The Board notes with appreciation that, as a result of closer cooperation between the Governments of countries in West Asia, law enforcement authorities in those countries are in a better position to combat drug trafficking organizations, as evidenced by the

many drug-related arrests and seizures in the region. For example, the Government of the Islamic Republic of Iran, in cooperation with the Governments of Pakistan and Turkey and those of countries outside of the region, dismantled a large international drug trafficking ring in February 2001. While noting the deteriorated political situation and the difficulties of the peace process in the Near East, the Board is concerned that lack of cooperation between the competent authorities of Israel and their counterparts in the Palestinian Autonomous Areas has had a negative effect on drug control, resulting in increased drug trafficking and drug abuse.

National legislation, policy and action

459. The Board notes with satisfaction that the Government of Lebanon adopted a law on the control of narcotic drugs, psychotropic substances and precursors in February 2001.

460. The Board notes with appreciation that all five countries in Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan) have made progress in establishing legislative and administrative mechanisms necessary for efficient drug control and crime prevention. In June 2001, Turkmenistan adopted a national action plan for combating illicit drug trafficking and for providing assistance to drug addicts for the period 2001-2005. All of the countries in Central Asia except Tajikistan and Uzbekistan have now adopted comprehensive national drug control plans. The Board encourages the Governments of Tajikistan and Uzbekistan to adopt national drug control strategies as soon as possible. Each of the countries in Central Asia has established a national entity for drug control coordination. However, effective systems for the collection, analysis and use of criminal intelligence have not yet been established, and cooperation among the various agencies involved in drug control should be strengthened. There continues to be a need to provide training for prosecutors and judges dealing with drug-related cases.

461. In view of the increased smuggling of drugs through Kyrgyzstan in recent years, the Government initiated in June 2001 a new programme aimed at preventing drug addiction and stepping up the fight against drug traffickers and drug-related crime.

462. The Board notes that the Government of Pakistan has tightened controls at that country's border with

Afghanistan to curb smuggling in general, which should also result in better detection of drug smuggling. The Board also notes that the Government has established, in five major cities, special courts for cases related to drug trafficking. In view of the persistent backlog of drug-related cases in Pakistan, the Board encourages the Government to continue upgrading its judicial system and to take steps to proceed with those cases in a more expeditious manner.

463. The Board urges Governments to continue their efforts to assess the nature and extent of drug abuse. The Board welcomes the fact that the Government of Jordan is undertaking such an assessment and that in Lebanon an assessment of patterns of and trends in drug abuse is being finalized. The Board also welcomes the fact that the Islamic Republic of Iran has established the National Drug Abuse Institute, which is expected to function as the main centre for monitoring programmes for the reduction of illicit drug demand. The Board further welcomes a draft regulation currently before the Turkish parliament that would allow the setting up of councils for surveillance in cases involving substance abuse.

464. The Board continues to be concerned about the lack of adequate treatment centres in a number of the countries in West Asia most affected by drug abuse; in some instances, due to economic reasons, treatment for drug abuse is limited to emergency care or detoxification. The Board is further concerned that, in many countries in the region, the treatment of female drug addicts is particularly inadequate. Similarly, the treatment of drug addicts in prisons is often inadequate. Detoxification and rehabilitation programmes are largely insufficient to deal with the growing drug abuse problem in Central Asia. The Board encourages all the Governments concerned to continue to review current treatment and rehabilitation activities for drug addicts and to provide proper guidance to non-governmental organizations involved in such activities.

465. There has been no systematic approach followed in activities aimed at reducing illicit drug demand in Central Asia. In Turkmenistan, the Government has started to set up specialized clinics in Ashgabat in which addicts may receive treatment anonymously; but Turkmenistan, like other countries in the region, still lacks a comprehensive strategy for the reduction of illicit drug demand. The Board also encourages the

countries in Central Asia to continue to review existing activities for the prevention of drug abuse, based on the current patterns and extent of drug abuse. All Governments in West Asia should also pay particular attention to cannabis abuse and to the abuse of pharmaceutical preparations diverted from licit channels.

466. The Board continues to be concerned that many countries in West Asia have not yet adopted measures against money-laundering. The Board welcomes the fact that, in January 2001, the Government of Bahrain adopted a law to combat money-laundering. The Board notes that Lebanon promulgated a regulation in May 2001 that addresses some major concerns of the Financial Action Task Force on Money Laundering with regard to bank secrecy. At the same time, the Board continues to be concerned that Lebanon is not taking steps to withdraw its reservation on the provisions against money-laundering in the 1988 Convention.

467. Privatization and the rapid expansion in the private banking sector, together with the lack of adequate control over those processes, make the five Central Asian States particularly vulnerable to money-laundering activities. As those States have not yet adopted legislation on combating money-laundering and confiscating the proceeds of criminal offences, including drug-related offences, the Board invites them to prepare and establish the necessary legislative and administrative controls without further delay.

468. Legislation on precursors has been enacted in all the countries in Central Asia except Turkmenistan, and in Turkmenistan such legislation is before the parliament; however, there are difficulties in the implementation of that legislation. The Board is satisfied that the voluntary agreements reached under Operation Topaz have led to more effective control over acetic anhydride in Central Asia. The Board trusts that the successes achieved in Operation Topaz have demonstrated to the countries involved the need to tighten controls over chemicals used for illicit drug manufacture and that those countries will now take the necessary steps. The Board urges all Governments not participating in Operation Topaz to review existing controls over chemicals used for illicit drug manufacture and to strengthen those controls if necessary.

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

Narcotic drugs

469. Cannabis continues to be the most widely abused substance in West Asia. Huge quantities of cannabis continue to be illicitly cultivated or grow wild in Afghanistan and, to a lesser degree, in Pakistan. Cannabis resin continues to be smuggled into other countries in West Asia and Europe. The total amount of cannabis and cannabis resin seized in most countries in West Asia increased in 2000 and in the first half of 2001. There is some concern that criminal groups that were previously smuggling opiates are now increasingly becoming involved in smuggling cannabis. Seizures in 2001 and the results of annual eradication campaigns confirmed that cannabis continues to grow wild on extensive areas in Kazakhstan.

470. The Board is concerned about the fact that in Lebanon illicit cannabis cultivation, which had been eradicated in the early 1990s, resumed in 2001. The Government of Lebanon did not carry out a campaign to eradicate illicit cannabis cultivation, as it had done in previous years. The Board urges the Government to take the necessary measures to prevent illicit cannabis cultivation in its territory.

471. In Afghanistan, the ban on opium poppy cultivation introduced by the Taliban in July 2000 was successfully implemented, as such cultivation virtually disappeared in the areas under its control. Opium production in Afghanistan is estimated to be less than 200 tons in 2001, which is comparable to the amount of opium produced in that country in the mid-1980s. However, there is evidence that opium poppy cultivation has expanded in other districts, many of which are close to the northern border of Afghanistan.

472. In Pakistan, only isolated cases involving illicit opium poppy cultivation in the Khyber Agency continue to be identified. 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.

473. Small-scale illicit opium poppy cultivation in Central Asia, limited to remote areas in Kazakhstan, Kyrgyzstan and Tajikistan, has been reported.

474. In Afghanistan, the Taliban reported in 2000 the destruction of 25 clandestine heroin laboratories. In

Turkey, clandestine heroin laboratories continue to be detected and dismantled. In Lebanon, the small-scale processing of opium into heroin continues. There have been no more reports of the processing of heroin in Pakistan.

475. There is no evidence of processing of opium or morphine into heroin in any of the countries in Central Asia. Attempts at smuggling opium on a large scale out of Afghanistan and into Tajikistan (there was a record seizure of 2.2 tons of raw poppy products along the Afghan-Tajik border in July 2001) may indicate the existence of opium-processing facilities on the territory of Tajikistan, although no such facilities have been discovered.

476. In West Asia, key chemicals used in the manufacture of heroin and methamphetamine are produced. In addition, 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. Since 2000, in particular, suspicion has been confirmed that countries in the eastern Mediterranean area that were previously not being used by traffickers for the diversion of chemicals (the Islamic Republic of Iran, Israel, Saudi Arabia and the Syrian Arab Republic) are being used to divert acetic anhydride for the illicit manufacture of heroin. Countries in Central Asia continue to be used as transit points for smuggling into Afghanistan chemicals used in the manufacture of heroin. The Board is concerned that, despite steps to tighten control over chemicals used in the manufacture of heroin, such chemicals are still readily available.

477. Since the Taliban banned opium poppy cultivation in the areas under its control, the total amount of opiates from Afghanistan seized in the Islamic Republic of Iran has decreased and the purity of heroin has declined until the events of September 2001. In Pakistan, trends in seizures of opiates have been less recognizable since the Taliban banned opium poppy cultivation. When the recent military action started in Afghanistan, the influx of opiates from Afghanistan into Pakistan increased significantly.

478. Despite the banning of opium poppy cultivation in the areas of Afghanistan controlled by the Taliban, it appears that, in the countries in Central Asia, the flow of illicit drugs, in particular heroin, from Afghanistan increased in 2001, marking a continuation of the trend

in 2000. In addition, drug dealers have reportedly established storage and trans-shipment points in Kyrgyzstan along the trafficking route leading from Afghanistan to the Russian Federation, as evidenced by the seizure in June 2001 of large amounts of opium hidden in farms in Osh, Kyrgyzstan.

479. As in recent years, while a significant portion of the opiates produced in West Asia is destined for illicit markets in Europe and, to a lesser degree, Africa, East Asia and South Asia, a considerable amount of those opiates remains in West Asia. In some countries in West Asia, drug addiction is one of the main social problems and drug-related crime is the main reason for being arrested.

480. In the Islamic Republic of Iran and Pakistan, the relative shortage of opium and opium residue until September 2001 had a large impact on the illicit market for opium. The proportion of drug abusers who are heroin abusers continued to increase, since heroin was more readily available than opium, though the purity of heroin declined. The number of drug-related deaths in the Islamic Republic of Iran was higher in 2001 than in previous years. In both the Islamic Republic of Iran and Pakistan, drug abuse by injection is still not the most widespread method of administration, though it is becoming more common. In the Islamic Republic of Iran, 70 per cent of HIV-infected patients are reported to be heroin addicts.

481. Data on the extent of drug abuse in Central Asia are limited; however, there are clear indications of a serious increase in the number of drug abusers. In recent years, the most serious drug abuse trend in Central Asia has been the rapid increase in drug abuse by injection, which has contributed to the spreading of HIV infection. In Uzbekistan, the number of injecting drug abusers has doubled over the last three years. In Tajikistan, the number of persons abusing opiates is rapidly growing. In Turkmenistan, health authorities are alarmed by the increasing levels of drug abuse, particularly among women and young people. While 80 per cent of addicts in that country abuse opium, heroin has recently become easier to obtain.

482. A parallel market for pharmaceutical preparations, obtained through overprescription, under-the-counter sales in pharmacies or diversions from licit channels, is reported to exist in some countries in West Asia, in particular, the Islamic Republic of Iran, Pakistan and countries in the eastern Mediterranean

area. The Board urges all the countries concerned to take the steps necessary to comply with the provisions of the international drug control treaties and to prevent the diversion of such drugs from licit trade into illicit channels.

483. The extent of cocaine abuse and trafficking in West Asia remains insignificant. However, numerous seizures of small quantities of cocaine were made in countries in the eastern Mediterranean area (in Lebanon and Turkey). In Israel, cocaine appears to be readily available on the illicit market, although that has not been reflected in the seizures effected in recent years.

Psychotropic substances

484. Stimulants continue to be smuggled and abused in West Asia, mainly in the eastern Mediterranean area and on the Arab peninsula. In 2000, there were significant seizures of MDMA (Ecstasy) in Israel and Turkey. Jordan, the Syrian Arab Republic and Turkey continue to report seizures of stimulants illicitly manufactured in southern and eastern Europe under the brand name Captagon. The precise composition of most of those stimulants has not been made known by the authorities. The majority of the stimulants seized continue to be destined for countries on the Arab peninsula, although data on the actual extent of abuse of such products in those countries remain scarce.

485. In many countries in West Asia, the abuse of benzodiazepines is widespread, indicating that controls over the licit distribution of such products are weak. The abuse of benzodiazepines in tablet form is assumed to be particularly common among women in countries in the eastern Mediterranean area, where opiate abuse is reported to be less common. In Afghanistan, the Islamic Republic of Iran and Pakistan, benzodiazepines are often abused in conjunction with opium and heroin and they continue to be added to heroin as adulterants.

486. The abuse of LSD continues to be reported in Israel.

Missions

487. In March 2001, the Board sent a mission to Jordan. The Board notes with satisfaction that the activities planned in the national plan for combating drugs and psychotropic substances for the period 1999-

2001 are beginning to be implemented. The Board trusts that the activities will enhance the coordination among all the government authorities concerned.

488. Considering the extent of the desert areas in Jordan, the length of its borders and its increasing trade through the recently established free port of Aqaba, the Board encourages the Government to join efforts with Governments of its neighbouring countries and strengthen the interdiction capacity of national institutions in order to improve border surveillance. The Board noted with appreciation that the Government of Jordan is drafting provisions for the control of precursor chemicals. The Board welcomes the decision of the Government to adopt more comprehensive legislation against money-laundering as part of the ongoing process of amending relevant laws and regulations in the country.

489. While drug abuse does not seem to be, at present, a serious problem in Jordan, the Board welcomes the initiatives taken by the Jordanian authorities on the treatment and prevention of drug abuse, including the establishment of a national centre for the rehabilitation of addicts.

490. In April 2001, the Board sent a mission to Pakistan. The Board notes with appreciation that the Government of Pakistan has attached great importance to tackling the problems of drug abuse and illicit trafficking and has been fully committed to the eradication of illicit opium poppy cultivation in the country. As a result, the opium-harvesting areas in the Dir district were effectively cleared of illicit opium poppy cultivation in 2000. The Board encourages the Government to continue its law enforcement and alternative development efforts in order to prevent a resurgence of illicit opium poppy cultivation.

491. The Board notes that drug abuse continues to be a serious problem in Pakistan. The Board welcomes the efforts of the Government in reassessing the situation using a rapid situation assessment undertaken in 2000. The Board appreciates that the Government is reviewing the findings of the assessment and trusts that the results will soon be made available. Health and regulatory aspects have to be incorporated into a well-coordinated approach to reducing illicit drug demand, and all parts of the Government, as well as non-governmental organizations should contribute to that effort.

492. The Board continues to be concerned that control of licit activities related to narcotic drugs and psychotropic substances is inadequate in Pakistan, particularly with respect to the distribution and sale of psychotropic substances at the provincial level. The lack of control and monitoring mechanisms has contributed, to a large extent, to the abuse of psychotropic substances in the country. The Board requests the Government to identify loopholes in the control system and take measures to improve monitoring at the retail level.

493. A mission of the Board visited the Syrian Arab Republic in June 2001. The Government has taken the steps necessary to give effect to the provisions of the international drug control treaties in national law. However, in view of the high consumption of narcotic drugs and psychotropic substances for licit purposes, the Board encourages the Government to continue monitoring the situation, in order to detect irregularities such as overprescription or possible abuse. The Board also encourages the Government to further strengthen its precursor control system, since it appears that countries in West Asia are being used for the diversion of chemicals.

494. A large amount of synthetic drugs, mostly packaged as Captagon tablets, are seized each year in the Syrian Arab Republic. The Board encourages the Government, together with the Governments of other countries in West Asia, to establish an effective information network in order to address the issue of trafficking in synthetic drugs.

495. Money-laundering has not become an issue in the Syrian Arab Republic since the banking sector is State-controlled. However, with the impending liberalization of the banking sector and the financial sector, the country may well become a target for money-laundering. The Board welcomes the fact that the Government has approved a law on bank secrecy and has begun developing mechanisms to prevent possible fraudulent use of the financial system. The Board encourages the Government to establish an effective framework and procedures for the prevention of money-laundering.

D. Europe

Major developments

496. Europe remains a major source of illicitly manufactured synthetic drugs, abused widely by young people both within and outside the region. The Board is concerned about the easy availability of synthetic drugs throughout the region. In central and eastern Europe, a noticeable increase in the illicit manufacture and abuse of amphetamine-type stimulants has been reported. The Board calls for more cooperation among countries in the region in order to effectively address those problems. Europe remains the second largest illicit market for cocaine in the world, after North America.

497. In the past decade, the countries in central and eastern Europe have experienced a significant increase in drug abuse and illicit trafficking. While cannabis remains the most widely abused drug, the availability of opiates originating in south-west Asia has increased. Authorities in some countries are concerned by the appearance of "open-drug scenes", which is a new phenomenon in central and eastern Europe.

498. Drug trafficking in Europe often involves organized criminal groups. For example, Russian law enforcement authorities reported that the number of drug-related crimes committed by such groups increased sixfold from 1996 to 2000. Drug trafficking in the region continues to be in the hands of transnational organized criminal groups. International drug trafficking organizations are increasingly smuggling more than one type of drug.

499. Some countries in western Europe have decriminalized offences related to the possession and abuse of controlled drugs and openly tolerate the abuse of drugs, particularly cannabis and MDMA (Ecstasy). The Governments of those countries should consider whether that is the proper strategy for achieving the targets set by the General Assembly at its twentieth special session, in particular the target of significantly reducing drug abuse by the year 2008. So far, none of the Governments concerned have been able to provide to the Board information showing that the application of such measures reduces the demand for illicit drugs.

500. As long as there is no significant reduction of the demand for cannabis in most parts of western Europe, where cannabis abuse is increasingly tolerated, the

success of all eradication efforts made by Governments outside of Europe is bound to be limited.

Treaty adherence

501. Since the last report of the Board was published, Albania has ratified the 1961 Convention and the 1988 Convention and Belarus and Ukraine have acceded to the 1972 Protocol amending the 1961 Convention. Of the 44 States in Europe, 43 are parties to the 1961 Convention, 42 are parties to the 1971 Convention and 41 States and the European Community are parties to the 1988 Convention.

502. The Holy See, Liechtenstein and Switzerland remain the only States in Europe that have not yet ratified the 1988 Convention.

503. The Board notes with satisfaction that Albania, the only State in Europe that was not a party to any of the international drug control treaties, has acceded to the 1961 Convention and to the 1988 Convention. The Board encourages Albania to become a party to the 1971 Convention as well.

Regional cooperation

504. On their way to becoming integrated into the European Union, a number of countries in central and eastern Europe benefit from assistance provided by institutions of the European Union. For example, the Phare programme has been active in providing assistance to strengthen the capacity of law enforcement authorities to deal with drug-related and cross-border crime and to develop chemical controls. Regional cooperation could be further fostered by including the surrounding States in those efforts, in particular in efforts aimed at strengthening criminal intelligence capabilities and the exchange of information at the regional level. CIS member States operate a common database on drug-related cases, created under a multilateral intergovernmental agreement on cooperation in combating the trafficking in narcotic drugs, psychotropic substances and precursors.

505. Another example of subregional cooperation are the activities of the centre for combating transborder crime, established by the Southeast European Cooperative Initiative in Bucharest, which serves as a focal point for sharing information, including information on drug trafficking, among countries in the subregion.

506. Member States of the European Union have started to implement the European Union Action Plan to Combat Drugs (2000-2004), a political framework guiding the activities of the European Union in the field of drug control. The Board appreciates the fact that the European Commission, in cooperation with the European Monitoring Centre for Drugs and Drug Addiction, has begun examining existing drug co-ordination arrangements in the member States of the European Union, with a view to further strengthening them. The Board encourages each presidency of the European Council to focus its programme on the implementation of the Action Plan, in order to ensure its full implementation by the end of 2004.

National legislation, policy and action

507. A new law on the medical use of analgesics entered into force in Italy in March 2001. The law significantly simplifies the procedures for the prescription of opioids. Prescriptions no longer have to be handwritten and they may cover medication for a period of up to 30 days of treatment (the previous maximum period was eight days). Opioids needed to meet urgent requirements may now be held and transported by doctors and can be administered in the patient's home. Sanctions for violation of administrative procedures on the prescription of opioids were significantly reduced. The new law should enable an increase in the medical use of opioids in Italy, which has one of the lowest average levels of consumption of narcotic analgesics in Europe.

508. In Germany, regulations amending the Narcotics Prescription Regulation in order to increase security and control of drugs used in maintenance programmes went into effect in June 2001. Physicians who prescribe substitution drugs for heroin addicts must show that the addicts qualify for drug substitution therapy. In addition, all prescriptions of substitution drugs will be registered in a central register. The Board welcomes the efforts by the Government of Germany to curb the diversion of drugs used in maintenance programmes and encourages the Governments of other countries with drug maintenance programmes to take similar steps.

509. According to a new law that entered into force in Luxembourg in May 2001, prison sentences are no longer given for the abuse of cannabis or the possession of cannabis for personal abuse. Prison

sentences might still be applied, however, if cannabis is abused in the presence of minors, in schools or at the workplace. Similarly, effective July 2001, penal sanctions in Portugal no longer apply to the illicit use, possession and acquisition for personal abuse of all drugs; instead, those offences are now subject to administrative sanctions such as fines or other limitations of rights. The Board would like to remind States that article 3, paragraph 2, of the 1988 Convention requires each party to that Convention to establish as a criminal offence under its domestic law, when committed intentionally, the possession, purchase or cultivation of narcotic drugs or psychotropic substances for personal consumption contrary to the provisions of the 1961 Convention, the 1961 Convention as amended by the 1972 Protocol, or the 1971 Convention, keeping in mind that parties have to meet their fundamental obligation under all three conventions to limit the use of controlled substances to medical and scientific purposes.

510. The Board wishes to reiterate⁶² that the establishment of drug injection rooms, where addicts can abuse drugs obtained from illicit sources, under direct or indirect supervision of the Government, is contrary to the international drug control treaties.

511. The Board notes that most countries in central and eastern Europe have made substantial steps towards developing their national drug control legislation, as well as in upgrading their administrative and coordination structures. That is partly related to the process of expanding the membership of the European Union, as many candidate countries have adjusted their drug control measures and begun to adapt their legislation to meet the standards of the European Union. Although the process varies in intensity throughout central and eastern Europe, most Governments have elaborated and implemented in a more consistent manner multidisciplinary national drug control strategies.

512. The Board urges the Government of the Russian Federation to complete the adoption and promulgation of all remaining regulations for ensuring the full implementation of the 1997 law on narcotic drugs and psychotropic substances.

513. Even when legal and institutional frameworks are in place, Governments' capacities to implement effectively the adopted measures remain limited in central and eastern Europe. The problem is largely at the working level and it stems from limitations in

financial, material and human resources. Some authorities experience difficulties related to lack of, for example, legislation on the use in courts of evidence collected during controlled deliveries or legislation on the substitution of drugs during such operations. Since relevant legislative texts have already been drafted, the Board invites the Governments concerned to finalize their adoption.

514. The Board welcomes the entry into force of legislation on precursor control in Slovakia in January 2001. The Board wishes to reiterate its call to the Governments of Albania⁶³ and Croatia⁶⁴ for the adoption of such legislation, the drafts of which have already been prepared.

515. As a matter of principle, the Board wishes to underline the importance of effective legislation on the control of precursors and other chemicals used in illicit drug manufacture. Such legislation should also provide for sanctions that will have the appropriate deterrent effect on trafficking in such chemicals.

516. The Board appreciates the adoption of legislation against money-laundering in Poland in January 2001 and in the Russian Federation in August 2001. The Board invites the Governments of the Republic of Moldova and Ukraine to accelerate the adoption of such legislation.

517. In May 2001, a comprehensive action plan aimed at, *inter alia*, intensifying the criminal investigation and prosecution of cases involving synthetic drugs, particularly MDMA (Ecstasy), in the period 2002-2006, was presented by the Government of the Netherlands. The action plan foresees research on the neurotoxic effects of synthetic drugs and the implementation of campaigns for the prevention of drug abuse. The action plan also calls for considerable funds to be devoted to improving the handling of criminality related to synthetic drugs as well as strengthening international legal assistance and cooperation. In this regard, the Board requests the Government of the Netherlands to cooperate closely with the Government of China in order to prevent the smuggling into western Europe of chemicals used in the clandestine manufacture of stimulants. Those chemicals are mainly manufactured in China for licit purposes.

518. In May 2001, the Government of Ireland adopted a national drug control strategy for the period 2001-

2008 entitled "Building on Experience". The overall objective of the strategy is to significantly reduce the harm that drug abuse causes to individuals and society through concerted efforts focusing on the reduction of illicit drug supply and on drug abuse prevention, treatment and research. The strategy sets concise targets and specifies key performance indicators.

519. In Germany, a project on the administration of heroin to addicts is expected to commence in late 2001. In the project, about 1,200 heroin addicts in seven cities will be monitored over a three-year period to investigate whether management with heroin is a suitable way of retaining them in the addicts' support system in order to eventually move them towards abstinence. In addition to health outcomes, social and criminological effects are to be studied. The Board trusts that any such project rests on scientifically and medically sound protocols. The Board wishes to emphasize the importance of formally involving WHO in the evaluation of the results. Furthermore, the Board, recalling the experience of Switzerland, wishes to reiterate its reservations towards such maintenance programmes.⁶⁵

520. There are substitution treatment programmes for heroin addicts in all 15 member States of the European Union, where it is estimated that over 300,000 addicts receive drug substitution care from general practitioners, treatment centres, methadone clinics or similar outlets. As there is no information on how those programmes have influenced the illicit market for heroin, the Board invites Governments of member States of the European Union to assess the impact of such programmes on the illicit market for and the abuse of heroin.

521. Albania, which faces growing problems concerning illicit drug production and drug abuse, has undertaken some primary and secondary prevention activities but needs to finalize a comprehensive national strategy for reducing illicit drug demand. In Bulgaria, a five-year national programme for the prevention, treatment and rehabilitation of drug addicts was adopted. In Latvia, the authorities have started a programme aimed at reducing illicit drug demand among young people. As such programmes are often short of funds, the Board invites Governments of countries in central and eastern Europe to allocate sufficient resources to such demand reduction activities.

522. In its report for 1999,⁶⁶ the Board again encouraged countries in eastern Europe to establish drug abuse information systems and to collect data on the prevalence of drug abuse in that subregion. The Board is therefore pleased to note that progress has been made in that area by, for example, expanding the multi-city network of the Pompidou Group to include the countries in central and eastern Europe. In Latvia and the Russian Federation, research on drug availability was finalized, providing useful information on the drug situation in those countries.

523. Because of the evidence that organized criminal networks are involved in drug trafficking, government activities against organized crime and corruption are of particular importance. The Board therefore welcomes anti-corruption measures and campaigns that have taken place in several countries in central and eastern Europe.

Cultivation, production, trafficking and abuse

Narcotic drugs

524. Cannabis remains the most widely abused and trafficked drug in Europe. Much of the cannabis available in Europe is grown in the region. Despite some eradication efforts and large seizures effected by the authorities, Albania has continued to be a major source for cannabis herb. Indoor cannabis cultivation continues in Europe, facilitated by the unrestricted sale of cannabis seeds and growing accessories in so-called "hemp shops" and on the Internet. Unless Governments take action, there will continue to be no significant reduction in cannabis cultivation and abuse in the region.

525. In 2001, illicit opium poppy cultivation was discovered for the first time in Albania. In several other countries in central and eastern Europe, the illicit cultivation of opium poppy has continued on a small scale.

526. The Balkan route continues to be the main route used to smuggle heroin into Europe. There has been an increase in the flow of Afghan heroin into the Russian Federation. Most countries in central and eastern Europe, having been used for a long time as transit countries, are now facing serious problems of heroin abuse. HIV infection and hepatitis C infection are spreading among injecting drug abusers in many countries. At the beginning of the 1990s, most of the registered drug addicts in CIS member States and the

Baltic States abused home-made substances prepared from poppy straw ("kompot" or "liquid heroin"). There have been numerous reports that addicts in Estonia, Latvia, Lithuania, the Russian Federation and Ukraine have replaced such home-made substances with more potent drugs, particularly heroin, in part because it is more readily available.

527. Most of the cocaine in Europe has been smuggled into the region through transit countries in South America or the Caribbean. The most significant entry point in Europe for cocaine consignments continues to be Spain, followed by the Netherlands; however, Portugal is also increasingly being used as an entry point, as indicated by an increase in cocaine seizures in that country. Drug trafficking organizations have continued to use countries in central and eastern Europe for transporting consignments of cocaine to western Europe. The extent of abuse of cocaine in that part of central and eastern Europe remains limited, mainly because of the relatively high price of the drug on local markets.

Psychotropic substances

528. Seizures of MDMA (Ecstasy) and similar synthetic drugs increased during 2000 throughout western Europe. A particularly large number of seizures were effected in France, Germany and the United Kingdom. In France, the number of seizures doubled in 2000. The authorities in Bulgaria, the Czech Republic, Estonia, Romania, the Russian Federation and Ukraine have reported a marked increase in the abuse of MDMA (Ecstasy). MDMA (Ecstasy) continues to be smuggled out of some countries in western Europe and into North America. Western Europe remains the source of most of the MDMA (Ecstasy) seized throughout the world.

529. Seizure statistics for 2000 show a decline in amphetamine seizures in Europe for the second year in a row. As in past years, the principal source country was reported to be the Netherlands, although several laboratories were located in countries in eastern Europe, particularly in Poland.

530. In August 2001, the national law enforcement agency of Switzerland discovered and dismantled a major methamphetamine trafficking ring, the first of its kind in Europe, which had been smuggling methamphetamine from South-East Asia into Europe. The discovery shows that the traffic in stimulants between

Asia and Europe goes in both directions. The illicit manufacture of methamphetamine has continued in the Czech Republic, where 14 laboratories for manufacturing that substance were seized in 2000. The methamphetamine manufactured in the Czech Republic is mainly sold on the illicit market in that country, though some of it is smuggled into Germany. Despite resolute action by the regulatory and law enforcement authorities in the Czech Republic, ephedrine, the main precursor for methamphetamine, continues to be available in that country. A clandestine laboratory manufacturing meth-amphetamine was also discovered in Bulgaria.

531. In addition to the widespread abuse of amphetamine and MDMA (Ecstasy), the abuse of methamphetamine, which was not previously a concern, is spreading in several parts of Europe. For example, the number of methamphetamine abusers in Poland has increased. The abuse of methamphetamine is becoming more common, particularly among women and young people, reportedly because of its low price and the variety of methods by which it can be abused.

532. In CIS member States, there continues to be concern over the large-scale abuse of home-made ephedrone. The drug is made from over-the-counter preparations containing ephedrine and from plants of the genus *Ephedra*, which grow in abundance in Central Asia.

533. Very few European countries have data on the abuse of prescription drugs, and the Board again⁶⁷ calls on Governments to examine this issue further, in order to detect and counteract possible overconsumption and abuse of such substances. The Board is concerned that, for example, studies conducted in Germany have shown that more than one third of all parents are willing to cure their children's problems in school with prescription drugs.

Missions

534. The Board sent a mission to Croatia in May 2001. Branches of the Balkan route, leading through Bosnia and Herzegovina to Croatia, are increasingly being used for trafficking in illicit drugs, mostly heroin and cannabis but also synthetic drugs and cocaine. The Board encourages the Croatian authorities to establish close cooperation with their counterparts in Bosnia and Herzegovina and Yugoslavia in order to develop a comprehensive regional approach to counteracting

such criminal activities. The increasing involvement of organized criminal groups in drug trafficking activities in Europe has made it necessary for law enforcement officers to receive training in investigative and surveillance techniques, as well as in the installation of sophisticated technical equipment.

535. The Board notes with appreciation that, in Croatia, the Commission to Combat Drug Abuse has become fully operational and is planning to prepare a national strategy on narcotic drugs. The Board hopes that the national strategy will cover all aspects of illicit drug supply and demand reduction, including law enforcement cooperation and programmes for the treatment and prevention of drug abuse, as well as a system for controlling the licit manufacture of and trade in narcotic drugs, psychotropic substances and precursors.

536. The Board notes with appreciation the achievements of the Croatian health authorities in the treatment of drug addicts and in strategies for drug abuse prevention. Treatment programmes in Croatia are of a high standard and, because of the variety of inpatient and outpatient treatment options, treatment can be adjusted to suit individual cases. Programmes for drug abuse prevention are designed and regularly carried out for specific target groups, such as children, parents, teachers, social workers and doctors.

537. The Board sent a mission to Finland in September 2001. The Board wishes to commend the Government of Finland for its comprehensive policy for drug control, based on a sound general welfare approach and on a balance between law enforcement on the one side and prevention and treatment on the other. The policy is also adequately supported with resources. Legislative and administrative structures for drug control in Finland are efficient.

538. The Board notes with appreciation the resolution on drug policy adopted by the Finnish Government, which is destined to intensify measures against drug trafficking, to prevent experimenting with and abuse of drugs and to provide, and facilitate access to, adequate care and treatment for drug abusers.

539. The Board finds that Finland's experience in early drug prevention may be useful to other countries. Finland has set up in the last few years a comprehensive system for community-based drug prevention. By relying on a large network of central

and local institutions and non-governmental organizations, the authorities have built up a strong system for primary and secondary prevention. Education and information, in particular through the Internet, are considered essential means to influence attitudes and to encourage young people to lead a drug-free way of life.

540. The Board visited the Holy See in March 2001. The Board appreciates the activities of the Roman Catholic Church in the area of drug demand reduction, freeing people from the scourge of drug addiction. The Board appreciates the stand taken by the Holy See against the opening of drug injection rooms, where addicts take drugs obtained from illicit markets, which echoes the view expressed by the Board in its report for 1999.⁶⁸

541. The Holy See is a party to the 1961 Convention and the 1971 Convention. The Board calls on the Holy See to reaffirm its support for international drug control by becoming a party to the 1988 Convention, which provides valuable tools for addressing the world drug problem in all its forms, including drug abuse and illicit trafficking and related activities such as money-laundering.

542. The Board visited the Netherlands to assess the implementation of the European Commission regulations for the control of subsidized licit cultivation of low-THC cannabis for industrial purposes and their conformity with the respective requirements of the 1961 Convention.

543. The controls implemented by the authorities of the Netherlands in accordance with the relevant European Commission regulations are effective. The Board notes with satisfaction that the above-mentioned regulations of the European Commission are strict and that the misuse of those regulations or the diversion of cannabis licitly cultivated in member States of the European Union is unlikely.

544. At the same time, the Board is concerned that seeds of cannabis varieties from the Netherlands with a high THC content continue to be advertised via the World Wide Web and that the authorities of the Netherlands appear to have no legal instruments to deal with that problem.

545. The Board sent a mission to Norway in September 2001. The Board wishes to congratulate the Norwegian authorities for the strict implementation of

the international drug control conventions. The Government has consistently followed a comprehensive drug control policy in accordance with the provisions of the conventions, which includes efficient control measures and consistent efforts for prevention and treatment. Necessary legislative and administrative mechanisms for drug control have been put in place. Coordination among various authorities and Norway's reporting to the Board in accordance with the conventions have been excellent.

546. While drug abuse and trafficking have remained relatively limited in Norway compared with other countries in Europe, the country has experienced an alarming increase in the number of deaths from overdose in recent years. The Board therefore encourages the authorities of Norway, a country with a well-developed social and health-care system, to continue their efforts aimed at preventing drug abuse and providing adequate medical facilities for the treatment of drug addicts.

547. The Board sent a mission to Ukraine in July 2001. Ukraine adopted comprehensive drug control legislation in February 1995, developed a national drug control policy and enacted a number of supporting regulations. In 1999, the legislation was amended to include several new provisions, including the lifting of the prohibition of the cultivation of opium poppy. The Board urges the Government of Ukraine to take all measures necessary to prevent the diversion of poppy straw from licensed farms cultivating poppy for culinary purposes.

548. The Board notes the commitment of the authorities to meeting their obligations under the international drug control treaties and to building a system of measures to deal with the serious problems of drug abuse and illicit trafficking in Ukraine. The smuggling of illicit drugs into and through Ukraine has significantly increased in recent years, accompanied by the rapid spread of drug abuse. The Board notes the absence of resources to adequately implement the drug control legislation and to ensure the functioning of the drug control mechanisms.

549. While Ukraine has put into place mechanisms for inter-agency coordination at the policy level, coordination at the working level could be strengthened by supporting the national narcotics control commission with adequate executive powers and resources. Mechanisms to identify and counter

money-laundering activities are not yet adequate and the Board therefore encourages the authorities to enact legislation against money-laundering as soon as possible.

550. The Board sent a mission to Yugoslavia in May 2001. Drug abuse and illicit trafficking increased during the years of upheaval and international isolation that followed the secession from Yugoslavia of its former republics, as law enforcement structures and health facilities were partly destroyed. After the political situation in Yugoslavia stabilized, the transit traffic in heroin and cannabis resumed, leading to an increase in activities involving organized crime.

551. The Board encourages the Yugoslav authorities to develop a comprehensive drug control master plan, covering all areas relating to trafficking in and abuse of illicit drugs, as well as a system for controlling the licit manufacture of and trade in substances under international control. The Board suggests that a high-level national coordinating body for drug issues be established to ensure cooperation between all national offices and between the competent authorities of the Government and the republics.

552. The Board notes with appreciation that the international donor community, particularly the European Union, is providing support to Yugoslavia within the framework of the Organization for Security and Cooperation in Europe, the Stability Pact for South-Eastern Europe and UNDCP. However, a concerted international or regional approach to responding to drug trafficking and organized crime is still lacking. The Board, therefore, urges the Government of Yugoslavia to work closely with the Governments of neighbouring countries in formulating coordinated and effective responses to the problem of organized crime and drug trafficking in Europe. The Board also appeals to the international community to support the efforts of the Yugoslav authorities in drug control matters through concerted technical cooperation and financial support.

553. The Board has reviewed action taken by the Government of the Netherlands pursuant to recommendations made by the Board after its mission in March 1998. The Board is concerned that the country remains the source of a significant proportion of the world's illicitly manufactured MDMA (Ecstasy) despite efforts by law enforcement agencies to curtail the illicit manufacture of and trade in the substance.

The Board is also disturbed by the widely reported plans of the local authorities in the city of Venlo to open drive-through "coffee shops" that sell cannabis, as it is a sign that the authorities have become more actively involved in organizing the distribution of that drug. The Netherlands continues to maintain a policy, introduced in the 1970s, of tolerating the consumption and sale of cannabis products in so-called "coffee shops", which is not in compliance with the international drug control treaties.

554. The Board notes, on the other hand, that the policy of tolerance has become more restrictive in recent years with the tightening of legislation governing the growing of cannabis, the reduction of the number of so-called "coffee shops" and the like.

555. Work continues to be done on a project in the Netherlands that involves, inter alia, prescribing heroin to heroin addicts. The Board trusts that efforts are being made to ensure that the basis for the project is scientifically and medically sound and that the results are carefully evaluated before any changes are made in policy or regulations.

E. Oceania

Major developments

556. Hydroponically grown cannabis has become the most popular form of cannabis abused in Australia. In all Australian states and territories, the majority of the cannabis seizures involved cannabis grown indoors. Seizure data confirm that sizeable quantities of heroin from South-East and South-West Asia continue to be smuggled into Australia, with Sydney being a key focal point for domestic distribution. In 2000, the total amount of cocaine seized by Australian law enforcement officers reached a record-high level—more than twice the total amount seized in 1999; they also made their first seizure of solutions of cocaine. The number of clandestine laboratories manufacturing amphetamine-type stimulants in Australia is also increasing, as is the number of seizures of MDMA (Ecstasy) at its air and sea borders.

557. Seizure data indicate that for the past 2-3 years, New Zealand and many of the smaller Pacific island countries in Oceania have been used more and more as trans-shipment points for smuggling illicit drugs into Australia. In late 2000, for example, a sizeable amount

(357 kg) of heroin was seized in Fiji; it is believed that the heroin originated in South-East Asia and was destined for Australia.

558. An increasing number of Pacific islands are becoming offshore financial centres. The Board is concerned about the fact that, in 2001, a number of jurisdictions in Oceania, including the Cook Islands, the Marshall Islands, Nauru and Niue, were classified as non-cooperative by the Financial Action Task Force on Money Laundering. If inadequately supervised, offshore financial centres provide those engaged in criminal activity, including drug trafficking, with an opportunity to launder their illicit profits.

559. The Board regrets that local authorities in the Australian state of New South Wales have permitted the establishment of a drug injection room, setting aside the concerns expressed by the Board⁶⁹ that the operation of such facilities, where addicts inject themselves with illicit substances, condones illicit drug use and drug trafficking and runs counter to the provisions of the international drug control treaties. The Board notes that the national policy in Australia does not support the establishment of drug injection rooms. The Board urges the Government to ensure that all of its states comply fully with the provisions of the international drug control treaties, to which Australia is a party.

Treaty adherence

560. Of the 15 States in Oceania, 9 are parties to the 1961 Convention and 8 are parties to the 1971 Convention; only 4 are parties to the 1988 Convention. The Board is particularly concerned that a number of Pacific island States, namely Kiribati, Nauru, Samoa, Tuvalu and Vanuatu, have not yet become parties to any of the international drug control treaties. Insofar as a number of Pacific island States are at risk of being used as trans-shipment points by persons engaged in illicit drug trafficking and money-laundering, the Board urges Governments in the region to accede to all of the international drug control treaties without further delay and to implement fully the provisions of those treaties. The Board also urges regional organizations in Oceania to encourage all their members to accede to the international drug control treaties if they have not already done so.

Regional cooperation

561. Regional organizations, including the Pacific Islands Forum (formerly called the South Pacific Forum) and the Asia/Pacific Group on Money Laundering, as well as the United Nations and the Commonwealth Secretariat, continue to be important bodies through which coordinated action to implement the provisions of the international drug control treaties in the Pacific island States can be achieved.

National legislation, policy and action

562. The National Illicit Drugs Campaign, launched by the Government of Australia in March 2001, is aimed at motivating parents of teenagers to talk with their children about drugs. It is the most extensively funded national public information campaign against illicit drugs that has ever been launched in Australia. The Board requests that the results of any evaluation of the campaign be shared with those Governments planning to conduct similar campaigns.

563. The Board notes that, in 2001, the Government of Australia developed an international drug strategy to complement its National Drug Strategic Framework.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

564. In Australia, the hydroponic cultivation of cannabis continues to increase and the outdoor cultivation of cannabis continues to decrease. In response to that situation, one state in Australia has initiated measures to make the hydroponic cultivation of any quantity of cannabis a criminal offence, thereby revising its policy of issuing only fines for growing a small number of cannabis plants for personal consumption. Power companies in several Australian states and territories have reported an increased incidence of theft of electricity by persons engaged in the hydroponic cultivation of cannabis. Significant cannabis cultivation also continues in Papua New Guinea. Cannabis is cultivated primarily in the highlands of Papua New Guinea, to be abused in that country or smuggled into other countries, mainly Australia, often in exchange for small arms. In a number of smaller Pacific island States, such as Fiji and Tonga, there have been reports of cannabis growing wild, being illicitly cultivated or being seized.

565. Fiji and Vanuatu are known to be used by drug traffickers as transit points for large consignments of heroin originating in South-East Asia and destined for Australia, which is the main area of heroin abuse in Oceania. In 2000, there was an increase in the number of seizures of heroin at the border of Australia. Heroin continued to be widely available in that country during that year, as prices have either remained stable or, in the case of the states of New South Wales and Victoria, fallen. In Australia, the number of cases involving opioid overdose was on the increase during the 1990s. Other countries in the region do not appear to have a significant heroin abuse problem at the present time.

566. Both the availability of and demand for cocaine remain limited in all countries in Oceania except Australia, where the quantity of the drug seized at the border in 2001 was more than twice the figure for the preceding year. Drug traffickers continue to move cocaine from South America to Australia through the Pacific islands.

Psychotropic substances

567. In Australia, an increased number of clandestine laboratories manufacturing amphetamine-type stimulants were detected in 2001. In response to the increased illicit manufacture in that country, all state and territorial police have established chemical diversion units to monitor suspicious purchases of the precursor chemicals used in the illicit manufacture of, inter alia, amphetamine-type stimulants. Drug abusers in Australia are increasingly injecting methamphetamine with a high purity level (methamphetamine at the penultimate stage of manufacture, before it is converted into crystal form). In New Zealand, it has been reported that the illicit manufacture of methamphetamine is increasing. Drug traffickers, in addition to using the Pacific islands as trans-shipment points for smuggling narcotic drugs, are also using the same route for smuggling certain psychotropic substances, as evidenced by the fact that seizures of crystal methamphetamine in Palau have averaged 3-7 kg per year for the last several years and there have been seizures both in that country and in Guam of crystal methamphetamine manufactured in the Philippines.

568. Increased seizures and abuse of MDMA (Ecstasy) are being reported in countries throughout the region of Oceania. As in the past, the MDMA (Ecstasy) that is

seized is predominantly from countries in western Europe, although there have been isolated cases where law enforcement authorities in Australia have seized laboratories manufacturing the substance. The Board urges the Governments of countries in the region to maintain vigilance in order to prevent the manufacture of that substance from taking root within their borders and to cooperate with the source countries of MDMA (Ecstasy) in order to detect and prevent trafficking in that substance.

569. In New Zealand, illicit trafficking in LSD, mainly by post from Europe and the west coast of North America, and the abuse of that substance, while still posing a serious problem, are reported to have stabilized in 2000.

(Signed) Hamid Ghodse (Signed) Philip O. Emafo
President Rapporteur

(Signed) Herbert Schaepe
Secretary

Vienna, 15 November 2001

Notes

¹ *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), paras. 8-23.

² *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).

³ *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), para. 23.

⁴ *Report of the International Narcotics Control Board for 1998* (United Nations publication, Sales No. E.98.XI.1), para. 241.

⁵ *Report of the International Narcotics Control Board for 2000* (United Nations publication, Sales No. E.01.XI.1), paras. 30, 100 and 133-137.

- ⁶ United Nations, *Treaty Series*, vol. 1019, No. 14956.
- ⁷ This is the working definition adopted by the Customs Cooperation Council (also called the World Customs Organization). It covers not only computers but also telephony, electronic payment cards etc.
- ⁸ Department of Justice, Drug Enforcement Administration web site: <http://www.usdoj.gov/dea/programs/cfp.htm>
- ⁹ D. R. Marshall, Acting Administrator of the Drug Enforcement Administration, statement before the Subcommittee on the Western Hemisphere, Committee on International Relations, United States House of Representatives, 3 March 1999: <http://www.usdoj.gov/dea/pubs/cngrtest/ct990303.htm>
- ¹⁰ Organization of American States, Inter-American Drug Abuse Control Commission, *Evaluation of Progress in Drug Control: Hemispheric Report 1999-2000* (Washington, D.C., December 2000).
- ¹¹ D. R. Marshall, Acting Administrator of the Drug Enforcement Administration, statement before the Subcommittee on Crime, Judiciary Committee, United States House of Representatives, 29 July 1999: <http://www.house.gov/judiciary/mars0729.htm>
- ¹² "New Colombian smugglers hold tech advantage", *Washington Post*, 15 November 1999.
- ¹³ http://www.apbnews.com/newscenter/internetcrime/2000/05/26/pharmacy0526_01.html
- ¹⁴ *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), paras. 8-23.
- ¹⁵ Financial Action Task Force on Money Laundering, "Report on money laundering typologies 2000-2001", Paris, 1 February 2001.
- ¹⁶ National Criminal Intelligence Service, "Project Trawler: crime on the information highways", June 1999, at <http://www.cyber-rights.org/documents/trawler/htm>
- ¹⁷ McConnell International, "Cyber crime ... and punishment? Archaic laws threaten global information", December 2000, www.mcconnellinternational.com/services/securitylawproject.cfm
- ¹⁸ K. H. Tan, "Prosecuting foreign-based computer crime: international law and technology collide", presented at the Symposium on the Rule of Law in the Global Village, Palermo, Italy, 12-14 December 2000.
- ¹⁹ "Crimes related to computer networks: background paper for the workshop on crimes related to the computer network" (A/CONF.187/10), para. 37.
- ²⁰ McConnell International, "Cyber crime ... and punishment? Archaic laws threaten global information", December 2000, www.mcconnellinternational.com/services/securitylawproject.cfm
- ²¹ Dorothy D. Denning and William E. Baugh, Jr., "Encryption and evolving technologies as tools of organized crime and terrorism", 1997: <http://www.cs.georgetown.edu/~denning/crypto/oc-rpt.txt>
- ²² United Kingdom, Cabinet Office, "Encryption and law enforcement", May 1999: <http://www.cabinet-office.gov.uk/innovation/1999/pdf/report.pdf>
- ²³ Council of Europe, *European Treaty Series*, No. 185.
- ²⁴ *Report of the International Narcotics Control Board for 1997* (United Nations publication, Sales No. E.98.XI.1), paras. 8-23.
- ²⁵ D. M. Kerr, Assistant Director, Laboratory Division, Federal Bureau of Investigation, statement before the Subcommittee on the Constitution. Committee on the Judiciary, United States House of Representatives, 24 July 2000: <http://www.fbi.gov/congress/congress00/kerr072400.htm>
- ²⁶ D. M. Kerr, Assistant Director, Laboratory Division, Federal Bureau of Investigation, statement before the Committee on the Judiciary, United States Senate, 6 September 2000: <http://www.fbi.gov/congress/congress00/kerr060900.htm>
- ²⁷ C. Callanan, "Between freedom and control: dilemmas of Internet service providers", presented at the Symposium on the Rule of Law in the Global Village, Palermo, Italy, 12-14 December 2000.
- ²⁸ "Conclusions of the study on effective measures to prevent and control high-technology and computer-related crime: report of the Secretary-General" (E/CN.15/2001/4).
- ²⁹ *International Review of Criminal Policy*, Nos. 43 and 44 (United Nations publication, Sales No. E.94.IV.5).
- ³⁰ See "Crimes related to computer networks: background paper for the workshop on crimes related to the computer network" (A/CONF.187/10).
- ³¹ See "Conclusions of the study on effective measures to prevent and control high-technology and computer-related crime: report of the Secretary-General" (E/CN.15/2001/4).
- ³² <http://birmingham.g8summit.gov.uk/prebham/washington.1297.shtml>
- ³³ <http://www.g7.utoronto.ca/>
- ³⁴ Decision No. 276/1999/EC of 25 January 1999.
- ³⁵ General Assembly resolution 55/25, annex I.
- ³⁶ United Nations, *Treaty Series*, vol. 520, No. 7515.
- ³⁷ *Ibid.*, vol. 976, No. 14152.
- ³⁸ *Report of the International Narcotics Control Board for*

- 2000 (United Nations publication, Sales No. E.01.XI.1).
- ³⁹ United Nations, *Treaty Series*, vol. 976, No. 14151.
- ⁴⁰ Extent of competence: article 12.
- ⁴¹ See *Report of the International Narcotics Control Board for 2000* (United Nations publication, Sales No. E.01.XI.1), paras. 111 and 112; and *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.4), paras. 49-52.
- ⁴² See *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1), paras. 100-105; *Report of the International Narcotics Control Board for 2000* (United Nations publication, Sales No. E.01.XI.1), paras. 105-110; *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; and *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.4), paras. 40-48.
- ⁴³ Obtaining considerably more prescriptions than clinically necessary in the course of a year.
- ⁴⁴ *Report of the International Narcotics Control Board for 2000* ..., para. 98.
- ⁴⁵ *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2001 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.02.XI.4).
- ⁴⁶ *Ibid.*
- ⁴⁷ *Ibid.*
- ⁴⁸ Competent authorities from Belgium, China, France, India, Germany, Romania, Slovakia, the United Kingdom and the United States, as well as the European Commission, participated in the round table. Competent authorities from the Netherlands, where most seizures of precursors for MDMA (Ecstasy) are effected, were also invited but were unable to attend.
- ⁴⁹ *Report of the International Narcotics Control Board for 1998* ..., paras. 105-107.
- ⁵⁰ *Report of the International Narcotics Control Board for 2000* ..., paras. 119-127.
- ⁵¹ *Ibid.*
- ⁵² *Ibid.*, paras. 146-150.
- ⁵³ *Narcotic Drugs: Estimated World Requirements for 2002; Statistics for 2000* (United Nations publication, Sales No. E/F/S.02.XI.2).
- ⁵⁴ See, for example, *Report of the International Narcotics Control Board for 1999* (United Nations publication, Sales No. E.00.XI.1), paras. 1-50.
- ⁵⁵ WHO/EDM/QSM/2000.4.
- ⁵⁶ See *Psychotropic Substances: Statistics for 2000; Assessments of Animal Medical and Scientific Requirements for Substances in Schedules II, III and IV* (United Nations publication, Sales No. E/F/S.02.XI.3).
- ⁵⁷ *Report of the International Narcotics Control Board for 1998* ..., para. 89.
- ⁵⁸ League of Nations, *Treaty Series*, vol. LXXXI, p. 317.
- ⁵⁹ Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Uganda and the United Republic of Tanzania.
- ⁶⁰ See, for example, *Report of the International Narcotics Control Board for 1998* (United Nations publication, Sales No. E.99.XI.1), para. 238.
- ⁶¹ Called Lancang Jian in China.
- ⁶² *Report of the International Narcotics Control Board for 1999* ..., paras. 176 and 177.
- ⁶³ *Report of the International Narcotics Control Board for 2000* ..., paras. 448 and 484.
- ⁶⁴ *Ibid.*, para. 463.
- ⁶⁵ *Report of the International Narcotics Control Board for 1999* ..., para. 452.
- ⁶⁶ *Ibid.*, para. 446.
- ⁶⁷ See, for example, *Report of the International Narcotics Control Board for 2000* (United Nations publication, Sales No. E.01.XI.1), para. 177.
- ⁶⁸ *Report of the International Narcotics Control Board for 1999* ..., paras. 176 and 177.
- ⁶⁹ *Ibid.*

Annex I

Regional groupings used in the report of the International Narcotics Control Board for 2001

The regional groupings used in the report of the International Narcotics Control Board for 2001, together with the States in each of those groupings, are listed below.

Africa

Algeria	Libyan Arab Jamahiriya
Angola	Madagascar
Benin	Malawi
Botswana	Mali
Burkina Faso	Mauritania
Burundi	Mauritius
Cameroon	Morocco
Cape Verde	Mozambique
Central African Republic	Namibia
Chad	Niger
Comoros	Nigeria
Congo	Rwanda
Côte d'Ivoire	Sao Tome and Principe
Democratic Republic of the Congo	Senegal
Djibouti	Seychelles
Egypt	Sierra Leone
Equatorial Guinea	Somalia
Eritrea	South Africa
Ethiopia	Sudan
Gabon	Swaziland
Gambia	Togo
Ghana	Tunisia
Guinea	Uganda
Guinea-Bissau	United Republic of Tanzania
Kenya	Zambia
Lesotho	Zimbabwe
Liberia	

Central America and the Caribbean

Antigua and Barbuda	Guatemala
Bahamas	Haiti
Barbados	Honduras
Belize	Jamaica
Costa Rica	Nicaragua
Cuba	Panama
Dominica	Saint Kitts and Nevis
Dominican Republic	Saint Lucia
El Salvador	Saint Vincent and the Grenadines
Grenada	Trinidad and Tobago

North America

Canada
Mexico

United States of America

South America

Argentina
Bolivia
Brazil
Chile
Colombia
Ecuador

Guyana
Paraguay
Peru
Suriname
Uruguay
Venezuela

East and South-East Asia

Brunei Darussalam
Cambodia
China
Democratic People's Republic
of Korea
Indonesia
Japan
Lao People's Democratic Republic

Malaysia
Mongolia
Myanmar
Philippines
Republic of Korea
Singapore
Thailand
Viet Nam

South Asia

Bangladesh
Bhutan
India

Maldives
Nepal
Sri Lanka

West Asia

Afghanistan
Armenia
Azerbaijan
Bahrain
Georgia
Iran (Islamic Republic of)
Iraq
Israel
Jordan
Kazakhstan
Kuwait
Kyrgyzstan

Lebanon
Oman
Pakistan
Qatar
Saudi Arabia
Syrian Arab Republic
Tajikistan
Turkey
Turkmenistan
United Arab Emirates
Uzbekistan
Yemen

Europe

Albania	Lithuania
Andorra	Luxembourg
Austria	Malta
Belarus	Monaco
Belgium	Netherlands
Bosnia and Herzegovina	Norway
Bulgaria	Poland
Croatia	Portugal
Cyprus	Republic of Moldova
Czech Republic	Romania
Denmark	Russian Federation
Estonia	San Marino
Finland	Slovakia
France	Slovenia
Germany	Spain
Greece	Sweden
Holy See	Switzerland
Hungary	The former Yugoslav Republic of Macedonia
Iceland	Ukraine
Ireland	United Kingdom of Great Britain and Northern Ireland
Italy	Yugoslavia
Latvia	
Liechtenstein	

Oceania

Australia	Palau
Fiji	Papua New Guinea
Kiribati	Samoa
Marshall Islands	Solomon Islands
Micronesia (Federated States of)	Tonga
Nauru	Tuvalu
New Zealand	Vanuatu
Niue	

Annex II

Current membership of the International Narcotics Control Board

Edouard Armenakovich Babayan

Graduate of the Second Moscow Medical Institute (1941). Professor, Doctor of Medical Science, Academician. Principal Scientific Researcher at the Scientific Research Institute of Social and Forensic Psychiatry. Honorary Vice-President of the International Council on Alcohol and Addictions. Author of over 200 scientific papers, inter alia, monographs and courses on drug control, published in many countries throughout the world. Winner of the E. Brauning International Award for valuable contribution to narcotic drug control; winner of the Skryabin Award for the contribution to the development of biology and medical science; and winner of the Semashko Award for the best publication on public health management. Honorary member of the Purkine Society; and Honoured Physician of the Russian Federation. Head of the Russian delegation to the Commission on Narcotic Drugs (1964-1993). Chairman of the Commission (1977 and 1990). President of the Standing Committee Narcotics Control Board of the Russian Federation (1999). Member of the International Narcotics Control Board (since 1995). Second Vice-President of the Board and Chairman of the Standing Committee on Estimates (1997 and 2000). Member of the Standing Committee on Estimates (since 1995).

Chinmay Chakrabarty

Graduate of Calcutta University with honours in History. Participant in various courses on Criminal Law, Public Administration, Personnel Management, Information Systems, and National Security and International Relations. Various positions in criminal law enforcement and in narcotics administration, starting from West Bengal State Excise (1956-1959) and ranging from Assistant Superintendent of Police to Deputy Inspector General in Orissa State Police Force and subsequently Director-General, Narcotics Control Bureau, Government of India (1990-1993), including 22 years in executive field positions in two states and

15 years in the highest echelons of national police administration and at the directional level in the Government of India. Head of the interministerial committee for the preparation of the national master plan for drug abuse control (1993-1994) and for the preparation of terminal reports on projects in India funded by the United Nations International Drug Control Programme (UNDCP) (1996). Member of the delegations of India to the International Criminal Police Organization (Interpol) General Assembly (1990-1992), to the Commission on Narcotic Drugs (1992) and to numerous regional and bilateral meetings. Participant in fellowship study tours of UNDCP and the Drug Enforcement Administration of the United States of America (1990). Author of numerous papers published in professional journals. Recipient of the President's Police Medal for Distinguished Service (1990). Recipient of the Indian Police Medal for Meritorious Service (1977). Member of the International Narcotics Control Board (since 1997). Member of the Standing Committee on Estimates (since 1997). First Vice-President of the Board (2001).

Nelia Cortes-Maramba

Doctor of Medicine, Professor of Pharmacology and Toxicology, College of Medicine, University of the Philippines, Manila; and Head of the National Poisons Control and Information Service, Philippine General Hospital. Diplomate, American Board of Pediatrics; Fellow of the Philippine Pediatric Society and the Philippine Society of Experimental and Clinical Pharmacology. Vice-President, Philippine Society of Clinical and Occupational Toxicology. Member of the National Formulary Committee, Department of Health, Philippines. Previous posts in 41 committees and advisory panels in the fields of research, pharmacology, drug dependence, toxicology and medical curricula of national and international organizations, including: Chairman, Department of Pharmacology, University of the Philippines College of Medicine (1975-1983); member of the Advisory

Committee on Medical Research, Western Pacific Region, World Health Organization (WHO) (1981-1984); and member of the WHO Expert Advisory Panel on Drug Dependence. Author of 56 works, including books, articles published in journals and proceedings of international workshops and monographs in the fields of pharmacology, toxicology and pediatrics. Researcher in the fields of teratology, developmental pharmacology, medicinal plants and occupational and clinical toxicology. Recipient of 20 honours and awards (since 1974), including the following: Lingkod Bayan Award, presented by President Corazón Aquino and the Civil Service Commission (1988); Life Achievement Award in Medical Research, National Research Council of the Philippines (1992); Most Outstanding Researcher (1993) and Most Outstanding Teacher (1993 and 1999), University of the Philippines, Manila; Outstanding Individual in the Prevention and Control of Drug Abuse, Dangerous Drugs Board (1994); the Tuklas Award (1996) and Most Outstanding Award in Medical Research (1998), Philippine Council for Health Research and Development, Department of Science and Technology; and Special Award in Pediatric Pharmacology, Toxicology and Medical Plant Activities (1999). One of the “100 Women of the Philippines” (1999). Participant in 65 international meetings (1964-2001) in the fields of toxicology, drug dependence, medicinal plant research and pharmacology. Member of the International Narcotics Control Board (since 1997). Vice-Chairman of the Standing Committee on Estimates (1998 and 2000). Second Vice-President of the Board and Chairman of the Standing Committee on Estimates (1999 and 2001).

Philip Onagwele Emafo

Pharmacist. Lecturer, Biochemistry, University of Ibadan (1969-1971); Lecturer and Senior Lecturer, Pharmaceutical Microbiology and Biochemistry, University of Benin, Nigeria (1971-1977); Chief Pharmacist and Director, Pharmaceutical Services, Federal Ministry of Health, Nigeria (1977-1988); and Consultant to the United Nations International Drug Control Programme (1993-1995). Chairman, Pharmacists Board of Nigeria (1977-1988); Member of the WHO Expert Advisory Panel on the International Pharmacopoeia and Pharmaceutical Preparations (1979-1999); Rapporteur-General, International Conference on Drug Abuse and Illicit Trafficking,

Vienna (1987); Chairman, Commission on Narcotic Drugs at its tenth special session (1988); Member of the Secretary-General’s Group of Experts on the United Nations Structure for Drug Abuse Control (1990); Member of the ad hoc intergovernmental advisory group established by the Commission on Narcotic Drugs to assess strengths and weaknesses of global drug control efforts (1994); Member of the WHO Expert Committee on Drug Dependence (1992, 1994 and 1998); and Member of the expert group convened by the Secretary-General pursuant to Economic and Social Council resolution 1997/37 to review the United Nations machinery for drug control (1997-1998). Member of the Advisory Group of the International Narcotics Control Board to review substances for control under article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (1998 and 1999). Consultant to the Organization of African Unity, Addis Ababa (1998 and 1999). Member of the International Narcotics Control Board (since 2000). Member of the Standing Committee on Estimates (since 2000). Rapporteur of the Board (2001).

Jacques Franquet

Prefect for Security and Defence for Northern France. Consultant (since 1996) for: Phare (programme for cooperation with central and eastern Europe); STAR (cooperation with member States of the Commonwealth of Independent States (CIS)); and PAAD (African anti-drug programme). Experts of the European Monitoring Centre for Drugs and Drug Addiction in Lisbon. Lecturer, specialized high studies “Addictive Behaviour and Human Sciences”, Lille II and Lille III Universities. Member of the Orientation Committee, inter-university diploma on drug dependence, Catholic University in Lille, France, and Montreal University, Canada. Master of Law and recipient of diplomas in criminology and in languages and civilization of the southern Slav world—Croatian. Head of the Economic and Financial Section, Head of the Criminal Section, Regional Judicial Police Service, Lyon (1969-1981). Head of the Regional Judicial Police Service, Ajaccio, Corsica (1981-1983). Head of the National Central Office for Illicit Drug Traffic Control (1983-1989). Head of the Anti-Terrorist Coordination Unit, reporting to the General Director of the National Police (1988-1989). Director, Police International Technical Cooperation Service (1990-

1992). Central Director of the Judicial Police and Head of the National Central Bureau, Interpol France (1993-1994). General Inspector of the National Police, reporting to the General Director of the National Police; and UNDCP external consultant (1995-1996). Recipient of the Commander of the National Order of Merit, Officer of the Legion of Honour and Commander of the Luxembourg Order of Merit, the Officer of Spain Order of Merit for Police and seven other honours. Member of the International Narcotics Control Board (since 1997). Member of the Standing Committee on Estimates (1997). Member of the Committee on Finance and Administration of the Board (1998). Rapporteur of the Board (1999 and 2000).

Hamid Ghodse

Professor of Psychiatry, University of London. Hon. Consultant, Public Health Medicine, Merton, Sutton and Wandsworth. Director, Regional Drug Dependence Treatment, Training and Research Unit; Director, Addiction Resource Agency for Commissioners, and Consultant Psychiatrist, St. George's and Springfield University Hospitals, United Kingdom of Great Britain and Northern Ireland. President, European Collaborating Centres for Addiction Studies. Chairman, Department of Addictive Behaviour and Psychological Medicine; Director, Education and Training Unit, and Director, Research, Evaluation and Monitoring Unit, Centre for Addiction Studies, St. George's Medical School and Joint Faculty of Health Sciences, University of London and University of Kingston; and Member of the Academic Board, Quality Assurance Committee, St. George's Hospital Medical School, University of London. Convener, Association of Professors of Psychiatry in the British Isles; and Member of the Executive Committee of the Federation of Clinical Professors, United Kingdom. Member of the Scientific Committee on Tobacco and Health. Chairman, Higher Degrees in Psychiatry, University of London. Adviser, Joint Formulary Committee, British National Formulary. Vice-President, and Director of the Board of International Affairs, Royal College of Psychiatrists. Member of the Executive Board, Medical Council on Alcoholism, United Kingdom. Member of the National Clinical Assessment Authority of England. Member of the WHO Expert Advisory Panel on Drug Dependence. Editor, International Journal of Social Psychiatry and Substance Misuse Bulletin. Member of the Editorial

Advisory Board, Addiction. Author of books and over 240 scientific papers on drug-related issues and addictions. Fellow of the Royal College of Psychiatrists, United Kingdom. Fellow of the Royal College of Physicians of London, the Royal College of Physicians of Edinburgh and the Faculty of Public Health Medicine, United Kingdom. Chairman, Association of European Professors of Psychiatry; and member of the International Association of Epidemiology. Member, Rapporteur and Chairman of various WHO and European Community expert committees, review groups and other working groups on drug and alcohol dependence. Convener of WHO expert groups on medical education (1986), pharmacy education (1987), nurse education (1989) and rational prescribing of psychoactive drugs. M. S. McLeod Visiting Professor, Southern Australia Postgraduate Medical Education Association (1990). Honorary Professor, Beijing University. Member of the International Narcotics Control Board (since 1992). Member of the Standing Committee on Estimates (1992). President of the Board (1993, 1994, 1997, 1998, 2000 and 2001).

Nüzhet Kandemir

Graduate in Political Sciences, University of Ankara. Third Secretary, General Directorate of Second Department (Near and Middle East), Ministry of Foreign Affairs (1957-1959); Third Secretary, Department of Economic and Commercial Affairs, Ministry of Foreign Affairs of Turkey (1960-1961); Second and Third Secretary, Turkish Embassy, Madrid (1961-1963); First and Second Secretary, Turkish Embassy, Oslo (1963-1966); First Secretary, General Directorate of Second Department (Near and Middle East) Ministry of Foreign Affairs (1966-1967); Director of Personnel, Directorate of Personnel Department, Ministry of Foreign Affairs (1967-1968); Deputy Permanent Representative, Permanent Mission of Turkey to the United Nations (Geneva) (1968-1972); Rapporteur, Vice-President and President of the Governing Council, Office of the United Nations High Commissioner for Refugees (1970-1972); Deputy Director and Advisor, Department of International Organizations, Ministry of Foreign Affairs (1972-1973); Deputy Director, Division of Narcotic Drugs, United Nations Office at Geneva (1973-1979); Director-General, International Security Affairs, Ministry of Foreign Affairs (1979-1982); Turkish

Ambassador to Iraq (1982-1986); Under Secretary, Ministry of Foreign Affairs (1986-1989); Turkish Ambassador to the United States of America (1989-1998). Participant in sessions of the Commission on Narcotic Drugs (1968-1979), the United Nations Conference to consider amendments to the Single Convention on Narcotic Drugs, 1953 (1972), the United Nations Conference for the Adoption of a Protocol on Psychotropic Substances (1971) and sessions of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East. Member of the Secretary-General's Group of Experts on the United Nations Structure for Drug Abuse Control (1990). Member of the International Narcotics Control Board (since 2000). Member of the Committee on Finance and Administration of the Board (2001).

Dil Jan Khan

Bachelor of Arts, Bachelor of Laws and Master of Arts in Political Science. Secretary of the States and Frontier Regions Division of the Government of Pakistan (1990-1993), Secretary of the Interior Division of the Government of Pakistan (1990) and Secretary of the Narcotics Control Division (1990 and 1993-1994) of the Government of Pakistan. Commandant, Frontier Constabulary, North-West Frontier Province (1978-1980 and 1982-1983). Inspector General of Police, North-West Frontier Province (1980-1982 and 1983-1986). Additional Secretary, Ministry of Interior of Pakistan (1986-1990). Counsellor (1973-1978) and First Secretary (1972), Embassy of Pakistan, Kabul. Recipient of Sitara-i-Basalat, one of the highest awards for gallantry, awarded by the President of Pakistan (1990). President of the International Club, Kabul. Dean of the Counsellor/Administration Corps, Afghanistan. Member of the Asian-African Legal Consultative Committee. President of the Police Service of Pakistan Association (1993-1994). Patron of the non-governmental organization anti-narcotics society (1982-1983). Participant in the seminar on replacement of opium poppy cultivation, held in Bangkok (1978). Head of the delegation of Pakistan to the Executive Committee of the Office of the United Nations High Commissioner for Refugees (UNHCR) (1990-1993); the workshop of the UNHCR Asian-African Legal Consultative Committee (1991); the UNHCR meeting (1991); the Asian-African Legal Consultative Committee, New Delhi (1991); the World Food

Programme Authority (1992); and the talks on relief assistance for Afghan refugees, Geneva and Washington, D.C. (1993). Head of the delegation of Pakistan to the Commission on Narcotic Drugs (1993 and 1994); the technical consultation between India and Pakistan, held in Vienna under the auspices of UNDCP, on cooperation in drug control activities (1994); and the First Policy-Level Meeting on Technical Cooperation between Pakistan and India (1994). Responsible for "Free Dispensary" for the treatment of poor patients, including drug addicts and child labourers, in rural areas (1999). Member of the International Narcotics Control Board (since 1995). Member of the Standing Committee on Estimates (since 1995). First Vice-President of the Board (1998). Chairman of the Committee on Finance and Administration (2000). Member of the Committee on Finance and Administration of the Board (2001).

Maria Elena Medina-Mora

Recipient of a degree in Psychology (specialization in social and clinical psychology) (1970-1976), a Master's degree in Psychology (clinical psychology) (1976-1979) and a doctorate in Social Psychology, National Autonomous University of Mexico (1993). Professor of Clinical Research, School of Psychology, National Autonomous University of Mexico (since 1979); Professor of Psychiatry, School of Medicine (1993-1997); and Coordinator, Diploma on Addiction, Universidad-Autónoma Metropolitana (1996-1997). Director of Epidemiological and Psychosocial Research, National Institute of Psychiatry of Mexico; and Coordinator in the Field of Public Mental Health, graduate-level studies in Health Sciences, School of Medicine, National Autonomous University of Mexico (since 1997). Member of the WHO Expert Committee on Drug Dependence (1986); and Member of the Mexican National System of Researchers (Level III) of the Academy of Science, of the National Academy of Medicine and of the National School of Psychologists in Mexico. Member of the International Narcotics Control Board (since 2000). Member of the Standing Committee on Estimates (2000 and 2001).

Herbert S. Okun

Diplomat and educator. Visiting Lecturer on International Law, Yale Law School, and School of Advanced International Studies (SAIS), Johns Hopkins University, United States of America. United States Diplomatic Service (1955-1991). Ambassador to the German Democratic Republic (1980-1983). Ambassador and Deputy Permanent Representative to the United Nations (1985-1990). Member of the Secretary-General's Group of Experts on the United Nations Structure for Drug Abuse Control (1990). Founding Executive Director, Financial Services Volunteer Corps, United States of America (1990). Deputy Personal Envoy of the United Nations Secretary-General to the former Yugoslavia (1991). Deputy Co-Chairman of the International Conference on the Former Yugoslavia (1992-1993). Member of the International Narcotics Control Board (since 1992). Rapporteur of the Board (1997). Member (1998 and 2001) and Vice-Chairman (1999) of the Standing Committee on Estimates. First Vice-President of the Board (1996 and 2000). Member (1999) and Chairman (2001) of the Committee on Finance and Administration.

Alfredo Pemjean

Medical Doctor (1968). Psychiatrist (1972). Professor of Psychiatry, University of Chile (since 1979). Professor of Psychiatry, School of Psychology, Universidad Católica de Chile (since 1983). Head of Psychiatry Clinical Service, Hospital Barros Luco-Trudeau (1975-1981). Head of the Department of Mental Health and Psychiatry, Faculty of Medicine, Campus South, University of Chile (1976-1979 and 1985-1988). Professor in the Magister Program entitled "Public Health, Mention in Mental Health", School of Public Health, University of Chile (1993-1996). Head of the Mental Health Unit, Ministry of Health of Chile (1990-1996). President of Sociedad Iberoamericana para el Estudio del Alcohol y las Drogas (1986-1990). Member of the International Narcotics Control Board (since 1995). Second Vice-President (1998) and First Vice-President (1999) of the Board. Member of the Committee on Finance and Administration (2000). Chairman (1998) and Vice-Chairman (1997 and 2001) of the Standing Committee on Estimates.

Sergio Uribe Ramirez

Graduate in Political Sciences, University of the Andes, Bogotá (1977); Master of Arts, School of Advanced International Studies, Johns Hopkins University, Washington, D.C. (1979). Consultant/adviser on subjects relating to the reduction of the supply of illicit drugs. Technical Cooperation Officer, Inter-American Development Bank (1979-1986); Adviser, Inter-American Institute for Cooperation on Agriculture (IICA), Instituto Colombiano Agropecuario and Ministry of Agriculture of Colombia (1986-1990); Adviser, Junta del Acuerdo de Cartagena (Andean Group) y de la Oficina Nacional de Atención de Emergencias de Colombia (1988); Consultant/adviser, Food and Agriculture Organization of the United Nations (1988-1990); Professor, University of the Andes, Department of Political Sciences, undergraduate programme (1988-1991 and 1995-1996); Adviser, Instituto Colombiano Agropecuario and World Bank, agricultural planning in Argentina and Costa Rica (1989-1990); United Nations Development Programme (UNDP) Adviser assigned to the Plan Nacional de Rehabilitación de la Presidencia de la República (1991-1992); Consultant, Inter-American Development Bank, loan on drug prevention (1991) and for alternative development (1995 and 1997-1999); UNDP Adviser for the Plan Nacional de Rehabilitación de la Presidencia de la República (1992-1994); Consultant, National Narcotics Directorate, UNDP and Narcotics Affairs Section (1994); Consultant, Dublin Group (1994); Researcher, UNDP project on the narco-industry in Colombia (1994-1995); Coordinator and lecturer, University of the Andes, High-Level Management Programme, narco-trafficking module (1995 and 1996); Professor, University of the Andes, graduate programme (1995 and 1997-1998); Director of Planning, National Plan for Alternative Development (PLANTE) (1996-1997); Adviser, National Narcotics Directorate (1996-1998). Consultant on supply reduction of coca and poppy, Bogotá (since 1999). Lecturer, Symposium on Illicit crops in Colombia, Los Andes University, Bogotá (2000); Lecturer, Congreso Internacional sobre el Dolor, Bogotá (2000); Keynote Speaker, Caribbean Conference on Crime and Criminal Justice, Kingston (2001); Lecturer, Interdisciplinary Center for Regional Studies (CIDER), Los Andes University (2001); Lecturer, Economics Faculty, Los Andes University, Bogotá (2001); Center for Addiction Studies, Saint George's Hospital Medical School, London (2001); Lecturer, Oxford University, Center for Latin American

Studies, Oxford, United Kingdom (2001). Author of articles in various academic journals on the subject of reduction of illicit drug supply; *Journal of the National Narcotics Directorate* (since 1996); Thoumi Francisco and others, “Los cultivos ilícitos en Colombia: su impacto económico, político y social” (1997). Los Andes University, “Cultivos ilícitos en Colombia” (2001). Fulbright Scholar (1977-1979); and Chase Manhattan Bank Fellow (1977-1979). Adviser and lecturer, Conference on the Poppy, Bogotá (1993), Conference on Alternative Development, Lima (1993) and Santa Cruz (1996) and Conference on Environmental Crime, Bogotá (1998). Member of the Standing Committee on Estimates (1999 and 2000). Member of the Committee on Finance and Administration (2000).

Zheng Jiwang

Graduate of Beijing Medical College (1963-1969). Assistant and Associate Researcher, Department of Neuropharmacology, Beijing Chemical and Pharmacological Institute (1969-1987); Chief of the Department of Neuropharmacology, National Institute on Drug Dependence of China (1987-1990); Visiting Scientist, setting up collaboration with the Addiction Research Center, National Institute on Drug Abuse, United States of America (1990-1991). Professor of Pharmacology and Chief of the Department of Neuropharmacology (since 1993) and Director (since 1999) of the National Institute on Drug Dependence. Chairman, Section of Drug Dependence, Chinese Society of Toxicology. Author of a number of books, including *Control and Management of Drug Abuse* (1997); and *Sedative-Hypnotics and Diseases Induced by Drugs* (1997). Author of a number of articles published in journals such as the *Chinese Journal on Drug Dependence*, including articles on the following subjects: heroin addiction and the treatment of heroin addicts; drug dependence and intravenous self-administration of dihydroetorphine, methamphetamine and amfepramone in rats; the clinical use of narcotics in China; the psychic dependence potential of dihydroetorphine; the physical dependence potential of narcotic analgesics; and substitution of buprenorphine in morphine-dependent rats and monkeys. Editor-in-Chief, *Chinese Journal of Drug Dependence*. Member of the International Narcotics Control Board (since 2000). Member of the Standing Committee on Estimates (2000 and 2001).

The role of the International Narcotics Control Board

The International Narcotics Control Board (INCB) is an independent and quasi-judicial control organ, established by treaty, for monitoring the implementation of the international drug control treaties. It had predecessors under the former drug control treaties as far back as the time of the League of Nations.

Composition

INCB consists of 13 members who are elected by the Economic and Social Council and who serve in their personal capacity, not as government representatives (see annex II of the present publication for the current membership). Three members with medical, pharmacological or pharmaceutical experience are elected from a list of persons nominated by the World Health Organization (WHO) and 10 members are elected from a list of persons nominated by Governments. Members of the Board are persons who, by their competence, impartiality and disinterestedness, command general confidence. The Council, in consultation with INCB, makes all arrangements necessary to ensure the full technical independence of the Board in carrying out its functions. INCB has a secretariat that assists it in the exercise of its treaty-related functions. The INCB secretariat is an administrative entity of the United Nations International Drug Control Programme (UNDCP), but it reports solely to the Board on matters of substance. INCB closely collaborates with UNDCP in the framework of arrangements approved by the Council in its resolution 1991/48. INCB also cooperates with other international bodies concerned with drug control, including not only the Council and its Commission on Narcotic Drugs, but also the relevant specialized agencies of the United Nations, particularly WHO. It also cooperates with bodies outside the United Nations system, especially the International Criminal Police Organization (Interpol) and the Customs Co-operation Council (also called the World Customs Organization).

Functions

The functions of INCB are laid down in the following treaties: the Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol; the Convention on Psychotropic Substances of 1971; and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. Broadly speaking, INCB deals with the following:

(a) As regards the licit manufacture of, trade in and use of drugs, INCB endeavours, in cooperation with Governments, to ensure that adequate supplies of drugs are available for medical and scientific uses and that the diversion of drugs from licit sources to illicit channels does not occur. INCB also monitors Governments' control over chemicals used in the illicit manufacture of drugs and assists them in preventing the diversion of those chemicals into the illicit traffic;

(b) As regards the illicit manufacture of, trafficking in and use of drugs, INCB identifies weaknesses in national and international control systems and contributes to correcting such situations. INCB is also responsible for assessing chemicals used in the illicit manufacture of drugs, in order to determine whether they should be placed under international control.

In the discharge of its responsibilities, INCB:

(a) Administers a system of estimates for narcotic drugs and a voluntary assessment system for psychotropic substances and monitors licit activities involving drugs through a statistical returns system, with a view to assisting Governments in achieving, inter alia, a balance between supply and demand;

(b) Monitors and promotes measures taken by Governments to prevent the diversion of substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances and assesses such substances to determine whether there is a need for changes in the scope of control of Tables I and II of the 1988 Convention;

(c) Analyses information provided by Governments, United Nations bodies, specialized agencies or other competent international organizations, with a view to ensuring that the provisions of the international drug control treaties are adequately carried out by Governments, and recommends remedial measures;

(d) Maintains a permanent dialogue with Governments to assist them in complying with their obligations under the international drug control treaties and, to that end, recommends, where appropriate, technical or financial assistance to be provided.

INCB is called upon to ask for explanations in the event of apparent violations of the treaties, to propose appropriate remedial measures to Governments that are not fully applying the provisions of the treaties or are encountering difficulties in applying them and, where necessary, to assist Governments in overcoming such difficulties. If, however, INCB notes that the measures necessary to remedy a serious situation have not been taken, it may call the matter to the attention of the parties concerned, the Commission on Narcotic Drugs and the Economic and Social Council. As a last resort, the treaties empower INCB to recommend to parties that they stop importing drugs from a defaulting country, exporting drugs to it or both. In all cases, INCB acts in close cooperation with Governments.

INCB assists national administrations in meeting their obligations under the conventions. To that end, it proposes and participates in regional training seminars and programmes for drug control administrators.

Reports

The international drug control treaties require INCB to prepare an annual report on its work. The annual report contains an analysis of the drug control situation worldwide so that Governments are kept aware of existing and potential situations that may endanger the objectives of the international drug control treaties. INCB draws the attention of Governments to gaps and weaknesses in national control and in treaty compliance; it also makes suggestions and recommendations for improvements at both the national and international levels. The annual report is based on information provided by Governments to INCB, United Nations entities and other organizations. It also uses information provided through other international organizations, such as Interpol and the World Customs Organization, as well as regional organizations.

The annual report of INCB is supplemented by detailed technical reports. They contain data on the licit movement of narcotic drugs and psychotropic substances required for medical and scientific purposes, together with an analysis of those data by INCB. Those data are required for the proper functioning of the system of control over the licit movement of narcotic drugs and psychotropic substances, including preventing their diversion to illicit channels. Moreover, under the provisions of article 12 of the 1988 Convention, INCB reports annually to the Commission on Narcotic Drugs on the implementation of that article. That report, which gives an account of the results of the monitoring of precursors and of the chemicals frequently used in the illicit manufacture of narcotic drugs and psychotropic substances, is also published as a supplement to the annual report.

Since 1992, the first chapter of the annual report has been devoted to a specific drug control issue on which INCB presents its conclusions and recommendations in order to contribute to policy-related discussions and decisions in national, regional and international drug control. The following topics were covered in past annual reports:

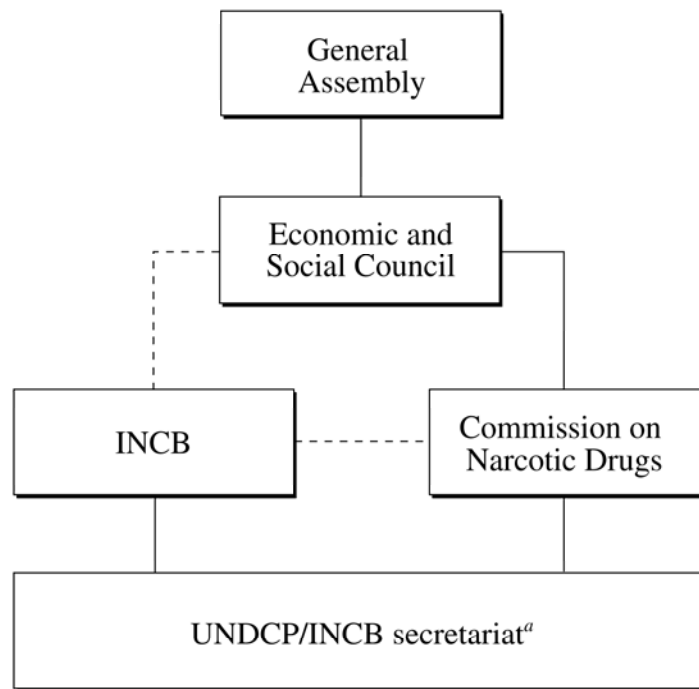
1992:	Legalization of the non-medical use of drugs
1993:	The importance of demand reduction
1994:	Evaluation of the effectiveness of the international drug control treaties
1995:	Giving more priority to combating money-laundering
1996:	Drug abuse and the criminal justice system
1997:	Preventing drug abuse in an environment of illicit drug promotion
1998:	International control of drugs: past, present and future
1999:	Freedom from pain and suffering
2000:	Overconsumption of internationally controlled drugs

Chapter I of the report of the International Narcotics Control Board for 2001 deals with the issue of globalization and new technologies: challenges to drug law enforcement in the twenty-first century.

Chapter II presents an analysis of the operation of the international drug control system based primarily on information that Governments are required to submit directly to INCB in accordance with the international drug control treaties. Its focus is on the worldwide control of all licit activities related to narcotic drugs and psychotropic substances, as well as chemicals used in the illicit manufacture of such drugs.

Chapter III presents some of the major developments in drug abuse and trafficking and measures by Governments to implement the international drug control treaties by addressing those problems. Specific comments are made on the drug control situation in each of the countries in which an INCB mission or technical visit took place.

United Nations system and drug control organs and their secretariat



Key:

- Direct connection (administrative or constitutional)
- Reporting, cooperating and advising relationship

^aThe INCB secretariat reports on substantive matters to INCB only.