

INTERNATIONAL NARCOTICS CONTROL BOARD

Vienna

**Report of the International Narcotics
Control Board
for 1990**



UNITED NATIONS

ABBREVIATIONS

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

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

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

NOMENCLATURE OF COUNTRIES AND TERRITORIES

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

REPORTS PUBLISHED BY THE INCB IN 1990

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

1. Narcotic Drugs: Estimated World Requirements for 1991—Statistics for 1989 (E/INCB/1990/2)
2. Statistics on Psychotropic Substances for 1989 (E/INCB/1990/3)

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IN MEMORIAM

Professor Paul Reuter

It is with deep sorrow that the members of the International Narcotics Control Board and its secretariat learned of the death of Professor Paul Reuter in Paris on 28 April 1990. The United Nations and indeed the whole international community have suffered a great loss.

His contributions to the establishment of international drug control, to the development of international law and to the settlement of international disputes by peaceful means are incalculable.

Professor Reuter served with great distinction as a member of the International Narcotics Control Board and its predecessor bodies for forty-two years and as the Board's President from 1974 until 1982. He brought to the Board not only his expertise on international law, but also his skills as a consummate diplomat, a man of vision with a profound knowledge of the international drug control treaties and their legislative histories. He guided the Board wisely and pointed the way to solving the most complex and difficult issues. His intellectual courage was legendary, as was his immense talent for reconciling conflicting views.

During the course of his distinguished career, Professor Reuter served as an adviser to the French Ministry of Foreign Affairs, as Professor at the University of Paris, Faculty of Law and Economics, as Member of the Permanent Court of Arbitration at The Hague, as President of the Supreme Tribunal of Monaco, and as a Member of the United Nations International Law Commission. He also served as Chairman or as Member of a number of panels established to arbitrate sensitive international disputes. His text books on international law are used by students worldwide. His physical courage as well as his intellectual work were rewarded by numerous distinctions, among others "La Croix de guerre" and "La Légion d'honneur". For his work in international public law he received the Prix Balzan in 1982.

Professor Reuter understood human nature and established close friendships with the members of the Board and its staff. They will always remember him as a dear friend and will miss his sense of humour and his modesty as well as his unparalleled professional contributions.

In recognition of his service, the Board wishes to dedicate this report to the memory of Professor Paul Reuter.

Foreword

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

2. The Board consists of 13 members, elected by the Economic and Social Council, who serve in their personal capacities, not as government representatives. 1/ Three members with medical, pharmacological or pharmaceutical experience are elected on the nomination of the World Health Organization and 10 on the nomination of States Members of the United Nations and of non-member States Parties to the 1961 Convention. Members of the Board (see annex for current membership) are to be persons who, by their competence, impartiality and disinterestedness, can command general confidence. The Council is enjoined, in consultation with the Board, to make all arrangements necessary to ensure the full technical independence of the Board in carrying out its functions. This emphasis is reinforced in article 16 of the 1961 Convention, which requires that the Secretary of the Board shall be appointed by the Secretary-General in consultation with the Board.

3. The Board collaborates with other international bodies concerned with drug control, including not only the Council and its Commission on Narcotic Drugs, but also the relevant specialized agencies of the United Nations, particularly the World Health Organization. It also co-operates with bodies outside the United Nations system, especially the International Criminal Police Organization. In the pursuit of their distinct yet complementary tasks, daily collaboration takes place between the Board's secretariat and the staff of the Division of Narcotic Drugs as well as of the United Nations Fund for Drug Abuse Control. By decision of the Secretary-General, the Director-General of the United Nations Office at Vienna serves as Co-ordinator of all United Nations drug control-related activities.

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

psychotropic substances required for medical and scientific purposes, together with the Board's analysis of the data. These data are required for the proper functioning of control over the licit movement of narcotic drugs and psychotropic substances. Moreover, under the provisions of article 12 of the 1988 Convention, the Board reports annually to the Commission on Narcotic Drugs on the implementation of that article.

5. The Board extends technical co-operation to national administrations to help them meet their obligations under the drug treaties. To that end, it conducts regional training seminars and programmes for drug control administrators either in one of the countries of the particular region concerned or at the Board's headquarters. The Board is enhancing the capacity of its secretariat to train national administrators.

6. The Board's work is continuously expanding as a result of implementation by Governments of voluntary measures to tighten the control of psychotropic substances; the growing number of substances placed under international control; the additional responsibilities assigned to the Board under the 1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances; and the imperative need for on-site study of situations which could endanger attainment of the aims of the treaties and for frequent dialogues with Governments to promote remedial measures to stem illicit production, trafficking and abuse. As matters now stand, a decrease in resources previously allocated to the Board in connection with the current biennium will virtually preclude on-site missions essential for promoting treaty compliance. The Board appeals to the General Assembly to provide, pursuant to article 6 of the 1961 Convention, resources at a level commensurate with the Board's expanding responsibilities.

7. States participating in the 1988 United Nations Conference for the adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances recognized that this Convention would create further obligations and financial implications for the Board and its secretariat. In paragraph 1 of Resolution 3 adopted by the Conference, the 106 participating States urged that appropriate steps be taken in the General Assembly as well as in its financial organs "to assign the appropriate priority and approve the necessary budgetary appropriations with a view to providing [...] the secretariat of the International Narcotics Control Board with the necessary resources to discharge fully the tasks entrusted" to it under the international drug control treaties.

8. Extrabudgetary funds permit the Board to expand technical assistance activities, conduct training programmes and reinforce its activities in carrying out its responsibilities under the 1988 Convention. The Board wishes to thank the Governments of France, Italy, Japan, the United Kingdom and the United States of America which have thus facilitated the Board's work, and the United Nations Fund for Drug Abuse Control, through which much of this funding is channelled.

Note

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

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I. OVERVIEW

1. Illicit production, trafficking and abuse of drugs, together with attendant escalating violence, continue seriously to imperil not only public health in virtually all countries but also the very lives of political leaders, public officials and private citizens in some countries. Political institutions and economies are moreover directly threatened. Such a threat against a single State endangers the security and integrity of all Members of the international community. During 1990, interlocking criminal trafficking organizations, well financed and heavily armed, wantonly murdered presidential candidates and scores of innocent victims, many of them children. Despite these ominous developments, the democratic institutions in two countries under siege, namely Colombia and Peru, have survived. Moreover, the steadfast counteraction resolutely pursued by the countries concerned resulted in the apprehension of several kingpin traffickers and the disruption of trafficking organizations.

2. As a result of the continuing pressure exerted and enforcement operations undertaken during 1990 which disrupted traffickers' activities in the Andean countries, the price of coca leaf has at least temporarily decreased in some producing areas. This has led in some major consuming countries to at least a temporary reduction in the availability and purity of cocaine in the illicit traffic, accompanied by higher prices. An additional positive indication is the estimate by officials in a number of countries that the abuse of certain drugs has declined or stabilized in some segments of society.

3. Nevertheless, trafficking organizations, often in conjunction with terrorists, continue to forge links within countries, within regions and interregionally. Information indicates that during 1990 trafficking organizations in South America and Western Europe may be using each others' routes in a joint venture to smuggle cocaine to Europe and heroin to North America. Seizure data show that such linkages are also being established between South-East Asian traffickers and criminal organizations elsewhere. The current abundant supply of heroin makes this development particularly ominous.

4. The Board reiterates that the response of the international community to the traffickers must be even more forceful, more comprehensive, more innovative. Priority should be accorded by the Members of the international community to:

- enacting and vigorously pursuing comprehensive measures to contain and reduce the illicit demand for drugs;
- exchanging information promptly to facilitate the apprehension, arrest and extradition of traffickers and to bring them to justice;
- denying traffickers opportunities to launder their ill-gotten gains through legitimate enterprises and financial institutions;
- preventing traffickers from acquiring precursors, 1/arms, sophisticated weaponry, aircraft, ships and the like;
- conversely, providing, in response to requests of States under attack by traffickers, full assistance including security devices, weapons, aircraft, ships and training;

- affording the States concerned access to modern technology to permit the location and environmentally safe destruction of narcotic crops;
- providing large-scale integrated rural development assistance to enable cultivators of illicit crops to make their living through licit agricultural or other enterprises;
- expanding marketing possibilities and establishing fair export prices for alternative economic activities without which containment and progressive reduction of such crops cannot succeed.

5. With respect to this strategy for action, the Board believes that its resolute pursuit by the countries concerned could have significant impact. The Board wishes particularly to reiterate that all countries in which sophisticated weaponry is manufactured and without which traffickers could not wreak such havoc bear a heavy responsibility to prevent such weaponry from falling into the hands of traffickers, who can only be termed terrorists.

6. The foregoing measures need to be taken in tandem with efforts by the countries in which illicit and uncontrolled narcotics production takes place and has, in most of them, been long entrenched. Those countries should pursue resolutely sustained and comprehensive programmes aimed at progressively reducing and eventually eliminating such production. It remains of utmost importance that illicit cultivation should not be permitted to expand further, as has occurred in recent years when licit agricultural crops have been increasingly replaced in some areas by illicit ones. An ominous development is the spread of illicit opium poppy cultivation to additional countries, such as Guatemala. It is also essential that the producing countries concerned further develop and employ methods which permit accurate detection and large-scale environmentally safe destruction of narcotic crops.

7. One of the most critical and intractable of the components of the world-wide drug problem is the containment and reduction of spreading illicit demand since it involves influencing and modifying human behaviour. Unless progress toward this end can be made and sustained, successes in eradicating illicit cultivation and production of narcotic drugs as well as the clandestine manufacture of psychotropic substances or their diversion from licit trade can only be temporary since one source of supply and a particular kind of drug will inevitably be substituted for another. This has been amply demonstrated in recent years. Therefore, the first World Ministerial Summit to Reduce Demand for Drugs and to Combat the Cocaine Threat, which met in London from 9 to 11 April, constitutes one of the most significant events of 1990 in the fight against drug abuse. The Declaration adopted by the Conference provides a comprehensive framework and sets forth a broad international commitment. The Board hopes that all countries will translate this commitment into priority action, backed by the necessary resources. Approaches will necessarily vary from country to country in the light of cultural, economic and social factors as well as the extent of abuse, the substances abused and the manner in which they are taken.

8. However, the differing approaches to prevent and treat drug abuse should be carefully evaluated and information exchanged in a timely manner. The United Nations, in co-operation with Governments and the specialized

agencies concerned, should establish a mechanism to facilitate such exchanges. The toll to society in wasted lives, health costs, rising crime and lost productivity merits the most vigorous and innovative efforts by the international community. Health hazards continue to be aggravated by the growing tendency of abusers to consume simultaneously more than one drug, frequently in combination with alcohol. Such dangerous consumption patterns complicate treatment. The peril is all the more lethal because of the increasing spread of AIDS through intravenous drug abuse.

9. AIDS cases related to intravenous drug abuse are becoming ever more numerous, mainly in metropolitan areas in a number of countries. The deep anxiety throughout the world over this development is heightened by the increasing number of cases of congenital HIV infection in the newborn. The adoption of measures that may decrease the sharing of hypodermic needles among intravenous drug abusers to reduce the spread of AIDS is essential. To this end, the Board, jointly with the World Health Organization in the context of that organization's Global Programme on AIDS, is continuing to study the legal aspects related to the controlled distribution of hypodermic needles and syringes. In this context, the Board reiterates that any prophylactic measures which are urgently needed should neither promote nor facilitate drug abuse.

10. The Board once again emphatically joins its voice with those of Governments which, both separately as well as collectively at the London World Ministerial Summit, have rejected the view expressed by some persons who advocate the legalization of the abuse of some or all drugs. Such an approach sends a signal in the wrong direction. It would undoubtedly be interpreted by potential drug abusers as sanctioning drug abuse and can be expected to lead to an explosion of abuse, accompanied by drug-related deaths, escalating health care costs, and destruction of families as well as of basic values which govern behaviour in society. Moreover, any slackening of the control effort not only constitutes non-compliance with treaty obligations but is also morally indefensible and would be tantamount to the surrender of the world community to the drug cartels.

11. Many comprehensive plans of action available to national authorities, the United Nations, multilateral organizations and regional arrangements aimed at fighting drug abuse, illicit cultivation, manufacture and trafficking have been elaborated in recent years. Among these plans of action, which, if carried out, could have significant impact, are:

- the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, adopted at the International Conference on Drug Abuse and Illicit Trafficking held in 1987;
- the Global Programme of Action adopted by the seventeenth special session of the General Assembly in February 1990;
- the Declaration adopted on 11 April 1990 by the World Ministerial Summit to Reduce Demand for Drugs and to Combat the Cocaine Threat.

12. In addition, the seventeenth special session of the General Assembly proclaimed the period from 1991 to 2000 as the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international action to promote implementation of the Global Programme of Action.

13. These noble efforts can effectively reduce the vast world-wide dimensions of the drug problem only if adequate resources are provided at both the national and international levels. To date, the level of resources is in no way commensurate with the magnitude of the drug problem. Unless substantial additional resources are made available only very few of the activities envisaged in the Global Programme of Action for implementation by the United Nations itself can be carried out. The Board, therefore, appeals to the international community to provide the necessary means, through the United Nations regular budget as well as through sustained and generous voluntary contributions, particularly to the United Nations Fund for Drug Abuse Control which is now carrying out programmes in fifty countries. This will enable the United Nations to strengthen its impact on reducing drug abuse, illicit production and trafficking and on mobilizing Governments' concerted efforts toward these ends.

14. For a number of years, the Board has referred in its Reports to the urgent need for the use of modern technology to locate and destroy illicit narcotic plants. Therefore, the Board welcomes the convocation under United Nations auspices at the end of 1989 of two expert groups dealing with this question.

15. The first group concluded that it would be feasible to develop a global system for locating cultivation of illicit narcotic crops by space-borne remote sensing devices but that preliminary activity would need to include inspection on the ground at selected test sites to verify the accuracy of information interpreted from satellite photography. The detailed recommendations of this expert group are to be considered by the Commission on Narcotic Drugs at its next session. A second meeting of the expert group may be foreseen to consider implementation measures. The Board hopes that the countries in which illicit and uncontrolled cultivation of narcotic crops take place may be willing to consent to the use of remote sensing technology.

16. The second expert group considered environmentally safe methods for eradicating illicit narcotic plants. The report of the group, which will also be considered at the next meeting of the Commission, recognizes that over the last decade significant advances have been made in developing highly effective environmentally safe herbicides, which are commercially available and non-toxic to human beings. The report further notes that the development of biological control strategies have progressed to the point where real potential exists for the development of agents suitable for destruction of illicit narcotic plants. In view of the significant damage to the environment (including the destruction of forest ecosystems) resulting from illicit cultivation and production as well as from high pesticide use and toxic chemicals, the group recognizes that the United Nations should promote and co-ordinate the use of approved herbicides for the destruction of the coca bush, cannabis plant and opium poppy. The experts' recommendations envisage the promotion and co-ordination under United Nations auspices of a programme of continued research to develop additional chemical control agents, as well as equipment and methods for application designed to maximize effective eradication of illicit crops and minimize impact on non-target biological areas.

17. These expert groups dealt with sensitive areas of technical activity uniquely suitable for pursuit under international aegis both in respect of ongoing research as well as the provision of services, at the request of the countries concerned, in areas important to progress in containing and reducing the illicit cultivation of narcotic crops and preventing illicit drug manufacture. The Board recommends that the international community promptly

provide the necessary resources to permit these proposed and promising United Nations programmes to be continued.

18. On 11 November 1990, less than two years after its adoption at the Plenipotentiary Conference held in Vienna, the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances will enter into force. The Board warmly welcomes this development as a further demonstration of the determination of the international community to fight against the trafficking menace. As of 1 November 1990, 25 States 2/ had ratified or acceded to the 1988 Convention. The Board urges all States which have not already done so to become Parties at the earliest possible time. The Board also urges all States to respond affirmatively to the resolutions of the General Assembly and the Council recommending that they provisionally apply the provisions of the Convention to the greatest extent possible even before formally becoming Parties. The Board reiterates the urgent need for Governments to impose appropriately stringent penalties on traffickers, as well as to apply such provisions of the 1988 Convention relating to money laundering, seizure of assets and extradition. In addition, effective implementation of the provisions of article 12 for the control of precursors 1/ requires priority attention to prevent illicit drug manufacture. The enactment in 1988 and enforcement by the United States of a comprehensive law to regulate domestic sales as well as the import and export of precursors 1/ and essential chemicals used for illicit drug manufacture led in one year to the decline by more than one-half of exports to South America of chemicals used to manufacture cocaine.

19. In 1991, the Board will submit to the thirty-fourth session of the Commission its first report on the implementation of article 12. The Board notes with satisfaction that the political will of the Members of the international community to establish monitoring and control systems to contain effectively the supply of and trade in precursors 1/ was reconfirmed at the seventeenth special session of the General Assembly and the Cartagena Summit, both held in February 1990, as well as at the London World Ministerial Drugs Summit which met the following April.

Status of the 1961 and 1971 Conventions

20. As of 1 November 1990, the number of States Parties to the Single Convention on Narcotic Drugs, 1961, in its original or amended form, stood at 129, of which 100 are Parties to the Convention as amended by the 1972 Protocol. Since the Board's Report for 1989, Bahrain, Cape Verde, Malta and Suriname have become Parties to the 1961 Convention and that Convention as amended; Cuba, Ghana and New Zealand have become Parties to the 1972 Protocol. Most non-Parties comply in fact with the provisions of the 1961 Convention.

21. Parties to the 1971 Convention on Psychotropic Substances as of 1 November 1990 numbered 102. This number includes nine countries which became Parties during 1990: Bahrain, Bangladesh, Cape Verde, Ghana, Japan, Malta, Singapore, Suriname and New Zealand. The Board again urges Governments which have not yet done so to become Parties. The Board hopes that those countries which announced their intention to this effect a number of years ago will become Parties without further delay. Of particular importance are those countries which manufacture and export psychotropic substances, namely Austria, Belgium, Ireland, the Netherlands and Switzerland. Adequate functioning of the international control system for narcotic drugs and psychotropic substances requires that all countries become Parties to the 1961 and 1971 Conventions.

Assessment of Operation of the Conventions

22. Effective control of drugs used for medical and scientific purposes constitutes a basic element in the effort of the world community to prevent drug abuse. Generally speaking, the international control system elaborated in the 1961 Convention continues to operate satisfactorily. Diversion of narcotic drugs from the licit trade into illicit channels remains relatively rare and the quantities involved are small in comparison with the large volume of transactions. That holds true both for drugs in the international trade as well as in domestic wholesale circuits. Reference is made in paragraphs 28 and 30-32 below to additional action which countries might take to buttress further the international control of narcotic drugs.

23. With regard to the control system for psychotropic substances set forth in the 1971 Convention, many Parties and non-Parties alike apply satisfactorily the controls stipulated in the Convention for substances in Schedules I and II, as well as the special voluntary measures recommended by the Board to bolster those controls. The controls provided for in the Convention and strengthened by the voluntary measures, enable the Board, in concert with Governments, to pursue its efforts to prevent traffickers from diverting psychotropic substances from sources of licit manufacture and trade into illicit channels. Since a large number of countries comply with the voluntary measures and have done so for several years, Parties to the 1971 Convention should consider initiating amendment of the Convention pursuant to article 30, paragraphs 1(b) and 2, in order to incorporate these measures into the text of the Convention. In the light of its experience, the Board is convinced that the extension to substances in Schedules III and IV of the import/export authorization system, as well as of reporting to the Board on the destination and origin of shipments, would provide the most effective way to prevent diversion.

24. Close co-operation between Governments and the Board thwarts the diversion of large quantities of amphetamines, methaqualone, fenetylline and secobarbital. For amphetamines and methaqualone, which were diverted in enormous quantities at the end of the 1970's and the beginning of the 1980's, the controls have taken effect and diversion from manufacture and international trade virtually never occurs. The controls are now also beginning to take effect with regard to fenetylline and secobarbital. In the case of fenetylline alone, since 1985 approximately 330 million tablets, amounting to almost 17 tonnes, have been prevented from falling into traffickers' hands. However, attempts at diversion continue to be made, particularly in those countries which are considered by traffickers to have inadequate national control systems. The control over international trade in Schedule II substances can, therefore, be considered to be working well. In the case of Schedule III and IV substances, however, effective control and monitoring of international trade still require more timely and determined action by some manufacturing and exporting countries, as well as by some importing countries. Despite several warnings from the Board regarding the risk of diversion of pemoline from Europe to Africa and Asia, certain exporting countries have not yet taken effective action and the substance has continued to be diverted in very large quantities. The Board believes that more than 20 tonnes (over 500 million tablets) have been diverted into illicit channels since 1988.

25. The Board employs persistent measures to obtain the information needed from manufacturing and exporting countries as well as from importing countries to prevent diversion into the illicit traffic of both narcotic drugs and psychotropic substances through the use of such ruses as forged import certificates. In recent years, one such measure taken by the Board has been

to alert manufacturing and exporting countries to examine import requests carefully in the case of certain countries which appear to be especially targeted by traffickers. This pre-emptive measure has yielded significant protection for these countries from unwanted and illicit imports.

26. For sixty years, the Board and its predecessor bodies have each had separate staffs responsible exclusively to them in substantive matters and entrusted with carrying out their decisions between sessions. That arrangement, designed to ensure the maintenance of their technical independence, to which Parties have attached such importance, stems from the responsibilities assigned by the international drug control treaties, including quasi-judicial functions. The responsibilities vested in the Board involve the administration of controls over licit trade to prevent diversion to illicit channels, as well as over substances used in the illicit manufacture of narcotic drugs and psychotropic substances, and the monitoring of overall compliance by Governments with the provisions of the Conventions. The implementation provisions envisage special measures available to the Board to promote compliance, if quiet diplomacy fails. The authors of the Conventions intended that these functions should be carried out on a technical and non-political basis, and in confidence in circumstances specified therein. The Board considers that its need for a separate staff directly responsible to it in respect of substantive matters concerning the discharge of the Board's treaty mandate remains imperative to preserve its technical independence. Nevertheless, the Board fully understands that its Secretary and secretariat are an integral part of the Secretariat of the United Nations and are under the full administrative control of the Secretary-General. The Secretary and secretariat should, therefore, report directly to the chief executive designated by the Secretary-General in respect of administrative matters and overall co-ordination of the United Nations drug control activities. In regard to administrative matters, the Board assumes that due regard will be paid to the "Administrative arrangements to ensure the full technical independence of the International Narcotics Control Board", required by article 9, paragraph 2, of the 1961 Convention, which appear in the annex to Economic and Social Council resolution 1190 (XLII) and were subsequently re-affirmed in Council resolutions 1775 (LIV) and 2017 (LXI). These views are emphasized in this Report because of the consideration currently being given by the Secretary-General to enhancing the efficiency of the United Nations structure for drug abuse control pursuant to General Assembly Resolution 44/141. At the time the Board's Report was adopted, the Secretary-General's report to the forty-fifth Regular Session of the Assembly was not yet available.

II. OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

A. Narcotic Drugs

Co-operation with Governments

27. In general, the Board continues to receive satisfactory co-operation from Governments. Statistical data for 1989 required under article 20 of the 1961 Convention have been submitted by 174 countries and territories, representing 93 per cent of the total. No data for 1989 has so far been received from Cambodia, Gambia, Guinea, Liberia, Mongolia, Nepal, St. Lucia, Sierra Leone, Sudan and Viet Nam. During the last three years, Cambodia, Gambia, St. Lucia and Viet Nam have repeatedly failed to furnish data. Data from a majority of countries are not submitted in time, thus delaying detailed study of the information by the Board and the initiation of action required to ensure adequate control. The Board urges Governments to take the necessary steps to improve this situation. With a view to assisting Governments toward this end, the Board has issued new forms on which the information required under article 20 of the 1961 Convention is to be furnished.

28. Statistical data furnished by several countries do not include information on drug seizures and of their disposal. This information is required to enable the Board to carry out its function pursuant to article 21 of the 1961 Convention which limits manufacture and importation. Dialogues conducted with the authorities of Governments particularly concerned show that some Governments are hampered in providing seizure data because of inadequate co-ordination between law enforcement services and the central reporting authority. The Board once again reminds Governments that article 17 of the 1961 Convention calls for the maintenance of special administrations for the purpose of applying the provisions of the Convention. Without such arrangements, co-ordination among the authorities concerned with treaty implementation is bound to be inadequate.

29. During 1990, the Commission on Narcotic Drugs increased the number of designer drugs under international control from five to eleven. These comprise nine fentanyl analogues and two pethidine analogues. The Board welcomes this decision as well as efforts currently under way to review other designer drugs for eventual scheduling.

Operation of the control system and diversion into the illicit traffic

30. Diversion attempts by means of forged import certificates continue to occur occasionally. Governments of manufacturing/exporting countries should remain vigilant and scrutinize import certificates before authorizing exports. In this regard, the Board stands ready to extend its assistance to countries in ascertaining the authenticity of import certificates which may appear to be suspect. Some countries are especially targeted by traffickers, partly because control systems are known to be weak. One such country is Nigeria, which has responded by taking special measures to thwart the traffickers. These measures include restricting exclusively to the Federal Ministry of Health the import of morphine and pethidine and providing copies of official import certificates to exporting countries. The Board is co-operating with the manufacturing and exporting countries to promote maximum effectiveness of the Nigerian controls.

31. Systematic compliance with the provisions of paragraph 7 of article 31 of the 1961 Convention is still lacking in many countries. These provisions request the Government of an importing country to return promptly to the

Government of the exporting country the relevant export authorization endorsed to specify the amount actually imported. This deficiency has been dealt with in previous reports of the Board. All Governments are again reminded of the need to follow the procedure noted above as an essential element of control. The Board is pursuing the matter with the Governments concerned to obtain their full co-operation.

32. A few Governments still authorize the use for therapeutic purposes of heroin and ketobemidone which are listed in both Schedules I and IV of the 1961 Convention. However, some of them have informed the Board that they are applying special control measures in accordance with article 2, paragraph 5, of the Convention, in addition to the standard measures applicable to drugs in Schedule I. Countries using these drugs which have not yet adopted such special measures should do so. In expressing this wish, the Board nevertheless is fully aware that the special control measures are obligatory only for a Government which deems them appropriate to protect public health and welfare.

B. Psychotropic Substances

Co-operation with Governments

33. Data on psychotropic substances required under article 16 of the 1971 Convention are provided annually to the Board by more than 140 Governments, both Parties and non-Parties. The Board continuously analyses the data provided by Governments to assist them in improving control mechanisms and detecting and preventing diversion of the substances into illicit channels. Through the analysis of data and subsequent enquiries, INCB also assists Governments in the detection of a number of persons and companies violating the requirements of their national legislation. For example, some companies are found to be improperly licensed or not authorized for specific transactions in the substances concerned.

34. While most Parties have regularly furnished data, the Board notes with concern that Algeria, Brunei Darussalam and Grenada have failed for over three years to provide annual reports on psychotropic substances. In addition, several Parties have not yet implemented the required control mechanisms for benzodiazepines and anorectics scheduled by the Commission since 1984, and, as a result, cases of diversion of this group of substances remain largely undetected.

35. The Board also notes with concern that some Governments do not respond promptly, and in some cases not at all, to queries of the Board on possible diversion of psychotropic substances to illicit channels and to repeated requests for information. Such lack of co-operation hampers appropriate investigations and adversely affects also the drug control situation not only in their own countries but also in other countries. The Board is considering measures designed to improve co-operation.

36. The Board can effectively control the movement of substances only if non-Parties also co-operate in a timely manner, especially by providing information on manufacture and trade. To date, such information has been received from over 40 countries not yet Parties to the 1971 Convention, greatly strengthening the control system. Some major manufacturing and exporting countries, namely Austria, Belgium, Ireland, the Netherlands and Switzerland, however, do not yet report to the Board on the manufacture of and trade in Schedule III and IV substances. Therefore, the Board urges these Governments promptly to enact the necessary legislation to enable them to

provide the Board with these data essential for monitoring the movement of these substances. Cases of diversion from manufacture and trade into illicit channels, which would otherwise be detected through the statistical return system, may well not be identified.

37. The format of the Board's technical report on psychotropic substances for 1989 (E/INCB/1990/3) has been redesigned to facilitate effective and prompt use of the data by Governments. In order to permit more meaningful comparison of the statistical data on these substances, the Board has, for the first time, used the concept of "defined daily doses" (DDD) as established by the Nordic Council on Medicines. For those substances not reflected in the Council's statistics, the Board has tentatively established its own DDD's. Thus, based on statistical data provided by Governments, utilization levels of therapeutic groups of substances in each country have been calculated and compared in the report. The Board would welcome Government reaction to the new format.

Operation of the control system and diversion into the illicit traffic

38. Experience shows that the diversion of a substance from licit manufacture and trade into illicit channels can be prevented if effective controls are in force in all countries concerned and if Governments work in close co-operation with the Board. This has long been the case for substances included in Schedule II of the 1971 Convention, for which import and export authorizations are mandatory and for which a simplified estimates system has been operating successfully since 1981, pursuant to a recommendation of the Board endorsed by Economic and Social Council resolution 1981/7. The ability of the Board, in close co-operation with Governments, to prevent the diversion of more than 450 million dosage units of mostly Schedule II substances during 1988 and 1989 confirms that existing control measures for these substances are adequate and successful. Therefore, the Board strongly recommends that Governments extend the aforementioned measures to substances in Schedules III and IV.

39. Some import statistics on Schedule III and IV substances show that very large quantities in excess of medical requirements have reached some developing countries. Ghana and Thailand imported annually several thousand million dosage units of certain benzodiazepines, revealing probable widespread abuse against which the Governments concerned should act without delay. An evaluation of actual medical needs by Governments and their publication by the Board would help to avoid exports of quantities not destined for medical needs and would also reveal which drugs are being diverted into illicit channels.

40. Wider use of import/export authorizations, as recommended in Economic and Social Council resolutions 1985/15 and 1987/30, would constitute an important first step towards enhancing control over international trade in Schedule III and IV substances. In addition, Governments could provide the Board from time to time with an assessment of their annual medical needs for these substances. Such information would assist exporting countries to establish manufacturing levels and to avoid the export of quantities in excess of medical needs. This points up the importance of exporting countries themselves implementing the import/export authorization system since it provides the only mechanism proven to prevent exports ultimately destined for illicit channels. All other control measures provided for by the 1971 Convention for Schedule III and IV substances, not directly related to international trade and affecting only the situation within one country, could remain less stringent than those for Schedule II substances, in accordance with particular circumstances in the country concerned. Most Schedule III and IV substances are widely used in medicine and very stringent control over distribution might not be appropriate in every country.

41. Import/export authorization for the control of international trade in Schedule III and IV substances has proven to be indispensable to ensure the proper functioning of the provisions of article 13 of the 1971 Convention. To date, 18 Governments have invoked article 13, thereby notifying all other Governments that they have prohibited the import of a total of 42 different psychotropic substances. In accordance with article 13, exporting countries have the obligation to ensure that these unwanted substances are not exported to the notifying countries. Governments of exporting countries have generally complied with this requirement, if it relates to a substance for which they have imposed adequate controls over exports. However, since authorities of several exporting countries continue to allow companies to export all or some Schedule III and IV substances without controls, fully effective functioning of the mechanism of this article has been hampered. In 1988 and 1989 large quantities of secobarbital were exported from a European country to West Africa and in particular to Nigeria, a country which had prohibited the import by invoking article 13. This development is discussed in paragraph 66 below. Several years ago Pakistan prohibited the import of certain benzodiazepines. However, it appears that exporting countries have not prevented the export of these substances pursuant to article 13. The Board is seeking further information, with a view to proposing remedial action.

42. In its reports for 1988 and 1989, the Board drew the attention of Governments to the diversion of large quantities of pemoline from Europe to illicit channels in West Africa and South-East Asia. The Board is concerned that diversion of several tonnes of this substance to illicit channels has continued to occur throughout 1989 and 1990. The Board estimates that at least two-thirds of reported manufacture of pemoline ultimately ends up in illegal circuits. In 1989, pemoline was included in Schedule IV of the 1971 Convention and most Governments have by now implemented the control measures. However, these measures as set forth in the Convention have proven to be insufficient to prevent diversion unless complemented by the voluntary measures recommended by the Board. For pemoline, controls are well established in the main European manufacturing countries. However, diversion occurs due to the lack of adequate export controls in other European countries, into which the substance is imported for re-export. Only the detailed reports of the authorities of the main manufacturing countries revealed these cases of diversion.

43. With the exception of amphetamine-like stimulants, most psychotropic substances found in illicit channels have probably been diverted from licit manufacture or trade. Such diversion may occur because control measures are not adequate or because companies or persons have violated the national regulations in force. Unfortunately, seizure reports provided to the United Nations or to ICPO/Interpol generally contain only very limited information regarding the substance and its origin, and usually only the therapeutic or chemical group to which the seized substance belongs is indicated, e.g. barbiturates, hypnotics, stimulants. In order to determine the reasons which have led to diversion and introduce efficient countermeasures, the exact name of the substance seized, the brand name, the purported place of manufacture or purchase and, if available, the batch numbers should be specified. The Board believes that the annual report questionnaire approved by the Commission could usefully be revised along these lines.

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

Co-operation with Governments

44. In order to collect data required under article 12 of the 1988 Convention, the Board transmitted a questionnaire to Governments in

December 1989, requesting the requisite information for that year. As of 1 November 1990, the requested information on substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances had been furnished by 94 Governments, representing 50 per cent of all countries and territories. Considering that the 1988 Convention will enter into force on 11 November, the Board welcomes the prompt response from those Governments which have submitted data and is confident that other Governments will also provide the information in due course.

45. In this connection, the Board notes that in a number of countries there is a need for appropriate national co-ordination between administrative services involved in monitoring the movement of substances in Tables I and II of the 1988 Convention. It trusts that the steps currently being taken by Governments will soon result in more effective arrangements, particularly as they relate to reporting to the Board.

Operation of the control system and diversion into the illicit traffic

46. A number of countries are at present taking steps to adopt adequate legislative and administrative measures for effective implementation of the provisions of the 1988 Convention. There appears to be a need for possible harmonization of legislation among Governments and adoption of practical control measures, including those measures which the Convention leaves to the discretion of Parties. These questions are discussed in greater detail in the Board's report on the implementation of article 12 which will be submitted to the thirty-fourth session of the Commission. Furthermore, in addition to the monitoring and control measures applied to the supply of and trade in precursors, 1/ urgent attention is required for taking measures to prevent diversion of materials and equipment for illicit manufacture of narcotic drugs and psychotropic substances. The Board will endeavour to assist Governments to adopt appropriate monitoring and control measures in this regard.

47. A number of diversion attempts have already been brought to the attention of the Board. They usually involve false labelling and recourse to various intermediaries often located at widely distant places. There is a need for strengthening mechanisms to notify authorities of suspicious orders so as to identify the ultimate recipient in international trade, to ensure proper labelling and documentation and to verify authenticity of orders. The Board is in contact with the authorities of various countries with a view to assisting them to counteract any improper commercial practices. The Board urges Governments to establish as a matter of urgency appropriate mechanisms for prompt communication concerning the authenticity of trade and authorization documents. For its part, as has been done in the case of international trade in narcotic drugs and psychotropic substances, the Board stands ready to co-operate with Governments to facilitate implementation of the provisions of the Convention and to assist in such matters as the verification of the authenticity of import orders.

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

48. World consumption of the various opiates remains at around 200 tonnes in morphine equivalent annually, of which codeine continues to account for a substantial part, amounting to 150 tonnes in morphine equivalent in 1989, the last year for which complete figures are now available. Dihydrocodeine consumption rose in 1989 to 15 tonnes in morphine equivalent following a decrease during 1988. Morphine consumption continued to grow, reaching six tonnes, because of increasing use of this analgesic for the treatment of terminally ill patients through oral administration which requires larger

amounts of morphine than is needed for its use by injection. In contrast, pholcodine consumption declined for the third consecutive year, only 6 tonnes having been consumed in 1989. A declining trend has also been observed in respect of ethylmorphine consumption, which amounted to 5 tonnes only. In the medium term, the projected annual consumption of the various opiates is likely to remain at the current level of 200 tonnes in morphine equivalent.

49. As noted in previous annual reports, since 1980, following consultations by the Board with the principal producing countries which led to reduction in the area of poppy cultivation, global production of opiate raw materials and aggregate consumption of opiates have been in approximate balance. From 1986, total production has been on average 40 tonnes below global consumption, helping to reduce excess stocks of raw materials. On the basis of information available to the Board, this trend is likely to continue at least in 1990 and 1991.

50. With regard to excess stocks of opiate raw materials in Turkey, following the destruction in 1985 of over one-quarter of its poppy straw stocks, stocks declined rapidly since 1987, as exports rose. As a result of a poor harvest in 1989, Turkey's stocks of opiate raw materials further diminished and have now been depleted.

51. At the end of 1989, excess stocks of opium, amounting to 248 tonnes in morphine equivalent, continued to be held in India. These stocks alone would meet the world requirements for opiates for more than one year. During 1989, India's opium exports amounted to 397 tonnes, the lowest level over the past 20 years. The United States of America, the largest importer of Indian opium, imported 230 tonnes, representing the second lowest level since 1985. Imports by the Soviet Union, maintained at 150 tonnes for a number of years, decreased to 50 tonnes in 1989. Likewise, the United Kingdom imported only 23 tonnes, or half of the previous year's level. Japan imported nearly the same quantity as the year before, namely 60 tonnes. France imported 34 tonnes, an amount double its imports in 1988. The Board reiterates that all producing countries should limit the area of opium poppy cultivation until excess global stocks of opiate raw materials have been reduced.

52. In response to Economic and Social Council resolution 1989/15 of 22 May 1989, the Board, in conjunction with the World Health Organization, published a special report on demand for and supply of opiates for medical and scientific needs (E/INCB/1989/1/Supp.). That resolution requested the Board to complete its assessment of "legitimate needs for opiates in various regions of the world hitherto unmet because of insufficient health care, difficult economic situations or other conditions". The special report analyzes the production of opiate raw materials and consumption of opiates, studies the adequacy of Governments' assessment of needs and examines impediments to medical availability of opiates. The report also makes recommendations to Governments, the World Health Organization, professional associations and medical instructors, aimed at minimizing and overcoming impediments to ensure adequate availability of opiates for treatment and management of severe pain.

53. In its resolution 1990/31 of 24 May 1990, the Council requested the Board to accord priority to monitoring the implementation of the recommendations contained in the special report. Accordingly, the Board is systematically reviewing, in conjunction with WHO, methods used by Governments to assess domestic medical needs for opiates with a view to recommending possible improvements. In this connection, WHO has been requested to inform the Board concerning its development of guidelines on the rational use of opiates. The Board intends to keep WHO abreast of information available to it which may identify Governments which are in particular need of special

assistance in establishing adequate national systems to assess medical needs for opiates. Systematic and successful pursuit of this effort is necessarily subject to the availability of sufficient resources. Moreover, during 1990, the Board sent a special communication to Governments asking them to provide information as to action they are taking to carry out the specific recommendations contained in paragraph 49 of the special report. These recommendations relate to improving methods of assessing medical needs; developing a system to monitor the extent to which medical needs for opiates are being met and taking any corrective action required; identifying impediments to adequate use of opiates and facilitating their availability to manage and reduce severe pain; establishing national policies and guidelines on appropriate use of opiates for treatment; and ensuring that health professionals are adequately trained on opiate use and are informed on drug dependence. The Board is also requesting Governments to ensure that medical instructors and professional medical associations are urged to promote the rational use of opiates for medical purposes, while at the same time ensuring they will not be abused.

III. ANALYSIS OF THE WORLD SITUATION

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

A. Africa

55. During 1990, Cape Verde, became a Party to the 1961 Convention, bringing the total number of African States Parties to 35. Cape Verde and Ghana also became Parties to the 1971 Convention, bringing the total of African States Parties to that Convention to 27. To date, six African States have ratified or acceded to the 1988 Convention, as follows: Ghana, Nigeria, Senegal, Togo, Tunisia and Uganda.

56. The Board regrets that of the 52 African countries, 16 are not yet Parties to any of these Conventions, as follows: Angola, Burundi, Central African Republic, Comoros, Congo, Djibouti, Equatorial Guinea, Gambia, Guinea-Bissau, Mozambique, Sao Tomé and Príncipe, Seychelles, Sierra Leone, Swaziland, Tanzania and Zimbabwe.

57. The Board encourages the Governments concerned, in their own interest as well as that of the international community, to initiate urgently the necessary action to become Parties to all three Conventions. The Board is ready to assist them to the maximum extent possible in putting in place measures required for their implementation.

58. As for reporting essential data needed by the Board to permit it to carry out its control functions, a low percentage of African countries provide such data in an adequate and timely manner. For example, to date, 22 of the 52 African countries did not furnish the data needed on psychotropic substances, and reports from a number of other countries were incomplete. With respect to narcotic drugs, to date, six countries have not submitted data for 1989 and 21 countries have furnished incomplete annual or quarterly statistics. This reflects the insufficient control situation in many countries.

59. All countries of the continent are now confronted, to one degree or another, with drug trafficking and abuse. The means of surveillance already in place have made it possible to achieve some progress, but this remains tenuous in the face of the threatening way in which the situation continues to evolve.

60. Cannabis is widely available in Africa, where it is grown clandestinely in many countries. The most extensive cultivation continues to take place in Morocco. Seizure data show that substantial quantities of cannabis of Moroccan origin continue to be trafficked to several European countries. The Moroccan authorities need actively to pursue eradication programmes.

61. Heroin, originating principally in South West Asia and destined for Europe or North America, continues to be trafficked through Africa. Trafficking from the source countries is carried out by networks manned primarily by African nationals. These networks increasingly use airports throughout the African continent as stop-over points for numerous couriers,

who often hold several passports or forged travel documents. Increased surveillance in West Africa and harsher punishments are causing traffickers to change their routes to countries previously not seriously affected by transit traffic. Countries newly affected include Central African countries as shown by data from seizures made in Cameroon, Chad, Congo, Gabon and Zaire. East African countries similarly affected include Ethiopia, Kenya, Tanzania and Uganda.

62. Significant heroin seizures in Egypt show that traffickers are attempting to use the country as a new point of entry for heroin originating in South-East Asia. For a number of years some illicit poppy cultivation has taken place in Egypt where the authorities carry out eradication programmes.

63. The situation in respect of cocaine trafficking has worsened. A contributing element has been the recent establishment of commercial air links between some African countries (Angola, Côte d'Ivoire, Mozambique and Nigeria) and South America. Transit trafficking in cocaine is being promoted by the networks already used to traffic heroin. The spread of cocaine throughout Africa is demonstrated by seizures made in all subregions of the continent. In the West, seizures were reported by Côte d'Ivoire, Ghana, Niger, Nigeria, Senegal and Togo; in Central Africa, by Cameroon, Chad, Gabon and Rwanda; in the East and South, by Botswana, Ethiopia, Swaziland and Uganda, and, in the North, by Egypt and Morocco.

64. The Heads of the law enforcement agencies are alarmed at the spread of trafficking throughout the continent. They stress the urgent need for the establishment of a system to permit rapid exchange of information to enable quick identification of traffickers, methods and routes. The Board hopes that UNFDAC will give favourable consideration to providing such regional assistance, which has proven so successful in the Caribbean area. The further development of law enforcement training on the basis of regional centres could also enhance enforcement capability. One such centre has already been established in Egypt, which conducted several seminars in 1990 and provided trainers for a number of African countries.

65. During 1990, psychotropic substances continued to be diverted in millions of tablets to Africa. Substances most frequently seized continue to include methaqualone, secobarbital and other barbiturates, and amphetamines. The extent of abuse of these substances as well as others, such as benzodiazepines and other stimulants, is difficult to gauge. Some countries do not have regulations requiring medical prescriptions for the dispensing of these substances. Many consumers obtain them from street markets about which little is known either with respect to the source of supply or the precise content of the products offered for sale. Surveys carried out to date indicate that a large number of counterfeit substances, the exact composition of which is not always known, are available. During 1991, projects aimed at obtaining more extensive and precise information about such street markets will be carried out in Cote d'Ivoire and Senegal within the context of the Board's programme of assistance to West Africa.

66. The Board, in co-operation with manufacturing and exporting countries in Europe, has detected large-scale diversion of pemoline to West Africa. Diversion of pemoline during 1988-1990 is estimated to have exceeded 16 tonnes. During 1989-1990, three tonnes of secobarbital were diverted from Switzerland to Nigeria, which has formally banned imports of this drug. The Board notes that Switzerland subsequently subjected secobarbital to control and therefore a further such incident is unlikely to recur.

67. Methaqualone traffic in eastern and southern African countries remains substantial. During 1989 nearly one million tablets were seized in Botswana

and Zambia. Fortunately, large quantities of the drug intended for Africa were confiscated in India. Moreover, four clandestine laboratories manufacturing methaqualone were dismantled in South Africa.

68. These cases of diversion represent a peril for public health throughout Africa. The European and Asian manufacturing and exporting countries concerned bear a large measure of the responsibility for this development. The Board's repeated requests for special vigilance and legislative action have not elicited the necessary and timely response by all of the European countries concerned, with the result that it has not been possible to prevent large-scale diversion.

69. As previously noted, prevailing economic and social conditions and attendant lack of health care systems have led to the development of street markets in most African countries. A large number of psychotropic substances are available in these markets and are sold for self-medication both in urban and rural areas. The health problems inherent in this kind of uncontrolled distribution of drugs cannot be solved without the establishment of national policies leading to adequate health care and drug distribution systems, including the elaboration of drug regulations which are strictly enforced.

70. In this spirit, the Board initiated in 1989, with UNFDAC support, an assistance programme for West African countries aimed at bringing up to date and harmonizing pharmaceutical laws and regulations. Progress includes agreement in principle by those countries on specific control measures to be included in their national laws. The West African countries have further agreed to the establishment of mechanisms to determine their annual licit requirements for drugs under international control. The consensus on these matters was reached at a seminar organized by the Board and held at Abidjan in July 1990 for nine countries of West Africa. With UNFDAC support, the Board hopes to replicate the West African project in other parts of the continent.

71. Once this aspect of the African project is in place in the various countries concerned, the next step will be to strengthen their penal laws to permit effective implementation of other aspects of drug control dealt with in the international conventions. Special focus needs to be placed on the establishment or strengthening of national special administrations to apply the provisions of the Conventions. Such administrations should have as a main task the co-ordination of the authorities' drug control activities. The Board would be pleased to assist the African countries to ensure optimum functioning of the special administrations. Such arrangements could greatly facilitate the efforts of both the manufacturing and exporting countries and of the Board to prevent the uncontrolled influx of unwanted drugs. As matters now stand, the lack of central control mechanisms often leads to costly delays in the efforts of the Board and Governments to obtain clarification of suspect import requests and to carry out remedial measures. The Board wishes again to remind Governments of African countries that article 13 of the 1971 Convention can afford them special protection from unwanted psychotropic substances. If they notify the Secretary-General that they prohibit the import of any of these substances, the burden of control shifts largely to the exporting countries which must take steps to ensure that prohibited substances are not exported. To date, only four African countries have invoked article 13.

72. The Board is highly gratified that UNFDAC is actively pursuing programmes in a number of African countries in the fields of law enforcement, health and education. Included in some of these projects is material support in connection with INCB advisory services, for example in the pharmacy control field. UNFDAC's Masterplan approach also encourages Governments to create specialized mechanisms for the co-ordination of their work in the drug field and for the planning of national strategies.

B. East and South-East Asia

73. Illicit opium production in South-East Asia, which doubled in 1988/89 from the previous year's production to some 2 000 tonnes, is estimated to have remained around the same high levels in the 1989/90 growing season.

74. Regional projects being carried out by the Member countries of the Association of the South-East Asian Nations include training on law enforcement, the detection of drugs in body fluids, prevention, treatment and rehabilitation. UNFDAC has initiated a subregional strategy designed to establish a framework within which South-East Asian countries, where the bulk of illicit opiates is produced, can work together to control illicit production and trafficking and thereby have a maximum collective impact on reducing drug abuse.

75. Traffickers have significantly increased the movement of heroin across China's southern borders to Macao and Hong Kong, taking advantage of burgeoning commerce in the region. In 1989, some 560 kg of heroin were seized, representing a 200 per cent increase over the previous year. In March 1990, a seizure of some 221 kg was made in a case involving traffickers of various nationalities in the region. Abuse of heroin in the southern border areas is spreading to some other parts of China; in Yunan Province it is associated with the spread of the HIV infection. A nation-wide campaign was launched at the end of 1989 to fight trafficking. It also calls for compulsory treatment of abusers.

76. Heroin trafficking to Hong Kong transits Thailand and increasingly is transported overland via China. Substantial amounts of heroin and other drugs are trafficked onward to North America and Australia. Reflecting ample production, the heroin traffic involves bulk transactions as shown by the seizure in September 1989 of some 420 kg of heroin. Large cannabis shipments from the Philippines and Thailand have also been detected. The scale of trafficking implies the involvement of major financiers. In addition to the enactment of legislation providing for the seizure of assets derived from trafficking, the Government is now negotiating a number of bilateral agreements to serve as a framework for closer international co-operation.

77. The easy availability of heroin may reverse the gains previously made by the drug demand reduction sector, which has been developed over the last two decades. The Central Registry of Drug Abuse reported that 1989 was the fourth successive year in which a decrease in newly reported abusers was recorded. The broad range of treatment modalities available, both governmental and non-governmental, provides a wide network and now covers about a third of the known drug abuser population.

78. In Japan, methamphetamine abuse continues, most of the drug being trafficked from neighbouring countries. An ominous development is shown by cocaine seizures which increased from 13 kg in 1989 to 70 kg in the first half of 1990.

79. Opium and cannabis cultivation continues in the Lao People's Democratic Republic. The opium poppy is cultivated by the hill tribes who consume opium, with consequential abuse problems. However, seizures outside the country indicate that the amount of opium produced is in excess of domestic consumption. New legislation enacted in November 1989 establishes penalties for sale of opium, heroin trafficking and drug possession; its implementation will show the Government's resolve in dealing with illicit drug activities. Development projects in the poppy cultivation areas, funded on a

bilateral and multilateral basis, are now only in their initial stages. The provision of agricultural expertise is a high priority, given the environmental damage caused by the slash-and-burn method used by local poppy cultivators. The easy availability of opiates, compounded by the apparent lack of control of psychotropic substances, may lead to serious abuse problems in the country.

80. The flow of opiates into Malaysia continues despite severe drug legislation and active enforcement. Large heroin seizures were made in 1988 and 1989, and heroin laboratories were detected. There appears to be more smuggling by sea on fishing vessels plying between Myanmar, Thailand and north Malaysia. Heroin is the major abuse problem and abusers are estimated at 100 000. The treatment and rehabilitation system for abusers is being revamped to increase its capacity and to meet the needs of varying stages of dependence. The Government has shown an unwavering commitment to drug control, backing political will with resources.

81. The bulk of the opiate production in the region continues to emanate from Myanmar. Poppy eradication, previously highly publicized and amounting to as much as 16 000 hectares in 1987, dropped drastically to 86 hectares in 1989. Thus, at an estimated yield of 10 kg per hectare, less than one tonne opium equivalent was prevented from entering the illicit traffic in 1989 as compared with some 160 tonnes in 1987. In the first half of 1990, some 48.5 hectares were reported eradicated. The apparently unhindered production, which may be attributed to internal developments, is a matter of great concern to the Board.

82. Precursors 1/ smuggled across the country from west to east continue to supply the heroin refineries, and the abundant production of heroin is reflected in seizures abroad. Although large-scale trafficking continues through Thailand, increasing use is made of the route through China and Hong Kong and onwards to other countries. In 1988, the Narcotics and Dangerous Drugs Law was amended to provide, inter alia, more stringent penalties for offences related to drug trafficking. In 1989, the Central Committee for Drug Abuse Control, established in 1975 to lead the campaign against the drug problem, was reorganised. In addition to UNFDAC multi-sectoral programmes initiated more than a decade ago to support drug control efforts, the Government indicates that it has initiated an integrated rural development programme to accelerate economic and social development in the remote border areas; the programme includes education campaigns to discourage poppy cultivation. The authorities also report that task forces have been established to combat drug trafficking in the border areas, in collaboration with neighbouring countries. In this context, arrangements with Thailand have been initiated.

83. Despite these legislative and administrative actions by the Government, the surge in opiate availability in the last two years is being felt by the surrounding countries and beyond to other continents. The Government can bring the full weight of the stringent penalties on the kingpins who control drug production and trafficking and show that they cannot operate with impunity. The vast opiate supplies will inevitably have negative repercussions also on demand reduction and the spread of the HIV infection, not only in Myanmar itself with its some 50 000 registered drug abusers, but also in neighbouring countries.

84. Opium production in Thailand in 1990 is estimated to be around that of 1989, namely some 30 tonnes. However, heroin laboratories continue to be active within the country and twelve such laboratories were destroyed in 1989. Thailand's well developed transportation system has made it a major

conduit of opiates and cannabis trafficked out of the region. Criminals arrested are mostly at the lower levels of the trafficking organizations and frequently include African nationals. The proposed, but not yet enacted, Suppression Measures Against Drug Offenders Bill, which includes penalties for conspiracy and provisions for seizure of assets obtained from drug trafficking, should target those who profit most from this lucrative traffic. This law, if enacted and strictly implemented with determined political will, would constitute a highly important drug control measure. The Board looks forward to being informed that this needed legislation, pending for some time, is in force. Effective disruption of the trafficking has been constrained in the past by security concerns in the border areas, but the recent political developments in these areas should facilitate positive policy changes.

85. The major problem of heroin abuse in Bangkok has been compounded by the associated rapid spread of the HIV infection. Treatment and rehabilitation programmes ranging from traditional religious to modern therapeutic community models have been developed over the last 10 years, doubling the number of persons admitted to these centres to well over 60 000. It is encouraging that the number of newly registered abusers has been decreasing and the average age of the abuser population increasing. The proposed Drug Addicts Rehabilitation Bill provides for compulsory treatment and rehabilitation. Community projects were initiated in 1987 in designated areas in the Bangkok metropolis with the aim of making them "drug free" areas. Despite the difficulties of co-ordinating a wide range of involved agencies, street drug activities appear to have been substantially reduced. The largely uncontrolled consumption of psychotropic substances requires urgent attention by the authorities.

C. Oceania

86. In Australia, the National Campaign Against Drug Abuse, initiated in 1985, was extended by three years to 1991, on the recommendation of an evaluation task force. The task force commended the national approach which was adaptable to local needs; achievements noted were the close co-operation between Federal and State/Territory Governments and the inter-relation of demand reduction programmes with the control of supply. A wide range of prevention and treatment services are available, based on the community approach. Data collection and evaluation are much improved and two national research centres have been established. Drugs abused include heroin, cocaine, amphetamines and hallucinogens. Between 90 000 and 130 000 abusers are estimated to be injecting drugs, exacerbating the control of the spread of the HIV infection.

87. Multi-kilogram heroin seizures made at airports reflect the abundant 1990 South-East Asian opium crop. This heroin influx does not augur well for demand reduction efforts. Cannabis plantations continue to be detected as are cocaine smuggling attempts. Amphetamine and ephedrine abuse continue. Legislation to permit the seizure of traffickers' assets has been in force since 1987 and financial institutions are obliged to report large monetary transactions. Australia has negotiated some 25 mutual assistance agreements with other countries to facilitate the prosecution of traffickers and the exchange of evidence.

88. New Zealand is being used as a trans-shipment point in drug trafficking; in February 1990, United States authorities seized 3 357 kg of cannabis smuggled from Thailand via New Zealand. A Ministerial Group has been established to combat illicit drug activities and to co-ordinate actions taken by the various Government departments concerned. New Zealand has hosted seminars for countries in the South Pacific region on drug enforcement measures and launched an initiative to establish a Pacific regional database to improve co-operation amongst enforcement agencies.

D. South Asia

89. Under the aegis of the South Asian Association for Regional Co-operation, legal experts are harmonizing drug laws for a convention to provide a framework for mutually supportive anti-drug efforts in member countries.

90. Drug abuse in Bangladesh is on the rise with increased transit traffick in heroin and cannabis. Some 50 000 drug abusers are estimated to be in Dhaka, mainly youths. Legal assistance from the United Nations to ensure that the drug legislation meets all requirements of the international drug control conventions is being made available to the Government. Legislation enacted in 1990 already provides very stringent sanctions and includes provisions for examination of bank accounts and tax files of suspects. In line with the new legislation, law enforcement capability must be increased. To facilitate policy formulation and implementation, a National Narcotics Control Board was established, chaired by the First Lady of Bangladesh and including Cabinet Ministers of the relevant Ministries. The Department of Narcotics Control, established under the President's Secretariat, is the national focal point for all drug-related matters and has a network of branches throughout the country. The mass media are used to heighten public awareness. Women and youth organizations as well as other NGO's are contributing strong support.

91. Heroin and cannabis resin from the Near and Middle East, moving via India to Europe appears to have slackened. Bombay, New Delhi, Calcutta and Madras, the trafficking exit points from the country, have witnessed a higher incidence of heroin abuse by youth. Cannabis is also trafficked from Nepal. Seizure data show that substantial methaqualone traffic to southern African countries continues and clandestine manufacture takes place within India. For the recently included provisions of the drug legislation to have full impact, speedy implementation is needed from the time of arrest to sentencing by the courts. Moreover, co-ordination of all relevant ministries and agencies is necessary for effective results.

92. Opium seizures in states licensed to produce opium for licit purposes suggest that there is some diversion from licit cultivation. Eradication of illicit cultivation of poppy was carried out in the northeastern and northwestern parts of the country; similar action was taken against increased cannabis cultivation, mainly in the northeast and southern states. Law enforcement in the northeast was stepped up as trafficking of heroin and cannabis to Bangladesh and small amounts of heroin from Myanmar were detected. Restrictions were imposed on the transportation and storage of acetic anhydride within 100 kilometres of the Myanmar border. Given the availability of opium and precursors 1/ in India, and in the context of world illicit demand for heroin, particular vigilance should be exercised to prevent diversion of licit opium to the illicit production of heroin.

93. A five-year UNFDAC-financed multi-sectoral programme amounting to US\$20 million gives emphasis to updating technical equipment and training of personnel in the various sectors of control. Two important studies on drug abuse are nearing completion, one of which covers 33 cities. Limited data already available from treatment and rehabilitation facilities suggest that the spread of heroin abuse may have peaked some years ago; however, this does not take into account abusers who do not have access to such facilities. Field testing kits have been distributed to enforcement agencies; forensic laboratories have been updated; and training seminars have been organized for forensic scientists and chemists.

94. In Nepal, cannabis and cannabis resin continue to be produced and trafficked to India. There are an estimated 20 000 drug abusers in the country. Drugs available for abuse also include heroin and cocaine. In 1986 and 1987, amendments made to the 1976 drug legislation provided for more severe penalties and forfeiture of property acquired illegally from drug trafficking. The effectiveness of these new provisions has not been reported on as yet. Non-governmental organizations provide much support to public education and treatment and rehabilitation programmes.

95. Sri Lanka continues to serve as a transit country for heroin from India to the West. Between 30 000 and 40 000 drug abusers are estimated, mainly of heroin and cannabis. The National Dangerous Drugs Control Board formulates policy and co-ordinates agencies involved in drug control. In this country as well, non-governmental organizations play a significant role in preventive education treatment and rehabilitation.

E. Near and Middle East

96. With the changing politics in the region, national policies are evolving. The new perspectives may have far-reaching implications on the production and trafficking of opiates and cannabis resin which continue to be seized in large quantities. Conversely, psychotropic substances including fenetylline, amphetamines and barbiturates are trafficked into the region. Subregional co-operation among countries in which the bulk of illicit drugs is produced and trafficked, is imperative to achieve significant progress.

97. The Government of Afghanistan reports that in 1989 opium production amounted to 580 tonnes and cannabis cultivation extended over 1 400 hectares, compared with 120 tonnes and 500 hectares, respectively, in 1976. The report also confirms that poppy is cultivated in the frontier provinces along the northwest and west Pakistan border, and that illicit heroin laboratories also operate in the border areas. A comprehensive political settlement has not yet been reached among the various conflicting tribal groups. Such a situation, together with the easy availability of sophisticated weaponry, is bound to have destabilizing repercussions, not only in the country but also in the region, thereby facilitating increased drug production and trafficking. With the expected return of some five million refugees, a massive United Nations co-ordinated programme to provide humanitarian and economic assistance is underway to assist in relief operations and reconstruction of the war-ravaged country. UNFDAC is participating in this programme and has reached agreement on the inclusion of measures to ensure that such assistance does not facilitate, directly or indirectly, the production of narcotic drugs, since poppy cultivators will be provided with alternative ways to make their living.

98. The Government is co-ordinating the campaign against the illicit supply and demand of drugs at the highest level. It has stated its willingness to co-operate with all countries, within and outside the region, and is willing to place all available information at their disposal.

99. A mission of the Board visited the Islamic Republic of Iran in September 1990. This mission, the first in many years to Iran, was welcomed by both the Board and the Government as an important step towards exploring possible areas of co-operation in the region under United Nations auspices.

100. The Government strictly enforces its ban on opium poppy cultivation, which is considered a serious crime. All trafficking in drugs is prohibited. Traffickers possessing more than 30 grams of heroin or 5 kg of opium face the death penalty and the confiscation of all their property. The policy of the Government has led to a five-fold increase in the price of heroin. Nevertheless, opium and heroin, originating mainly in Pakistan and Afghanistan, continue to be smuggled into and through Iran.

101. Law enforcement authorities continue their efforts to curtail trafficking across Iran's eastern borders. In 1990, seizures amounted to almost 30 tonnes of opium, more than 1 tonne of heroin, 6 tonnes of cannabis and several tonnes of various opioid drugs. A comprehensive campaign, co-ordinated by the President of the Islamic Republic of Iran, targets smuggling at border areas as well as internal trafficking. The campaign also attaches high priority to demand reduction programmes; the number of abusers is estimated at around 600 000. The Government has launched public awareness campaigns as well as treatment and rehabilitation programmes to complement supply reduction activities.

102. The Government supports strengthened regional collaboration and has signed agreements with Turkey and Pakistan to develop bilateral co-operation. The authorities reiterate their support for a plan aimed at the identification of the areas of poppy cultivation in the region so that appropriate countermeasures can be taken. The Board's mission was informed by high-level officials that Iran would welcome increased co-operation with neighbouring States and assistance from the United Nations to strengthen their drug enforcement efforts.

103. In Lebanon, illicit opium poppy and cannabis cultivation continues, as does heroin production. Cannabis is reported to be cultivated annually in an estimated area of some 16 000 hectares. Drugs from Lebanon are trafficked to countries within the region, especially Egypt, and to Europe and North America. Much of the trafficking takes place in bulk shipments by sea. The spread of drug abuse within Lebanon and the region will be difficult to contain if the easy availability of drugs in such large quantities continues. Furthermore, cocaine is trafficked into the region by Lebanese criminal enterprises operating from Brazil. Due to the prevailing situation, drug enforcement agencies are limited in their ability to act.

104. A mission of the Board visited Pakistan in March 1990. The Board greatly appreciates the excellent co-operation extended by the Government throughout, which facilitated the task of the mission.

105. Data on illicit poppy cultivation in north-west Pakistan vary, but favourable weather conditions prevailing during 1990 may have led to an opium crop somewhat larger than that produced in 1989. Illicit poppy cultivation takes place mainly in the tribal areas. The ban on poppy cultivation is being enforced in areas where rural development programmes have attained a certain level. Anti-poppy cultivation campaigns are waged with the assistance of tribal leaders, appealing to the farmers for voluntary restraints or voluntary eradication; destruction of illicit crops by aerial spraying is reported to be used as a last resort. Various crop substitution and rural development projects were initiated more than a decade ago by UNFDAC and multilateral organisations, as well as on a bilateral basis, boosting food production in these areas. Nevertheless, the amount of opiates still being produced in and trafficked out of the country indicates the need for a long-term integrated approach, with a clear commitment by the Government to extend project activities in conjunction with enforcing the poppy ban.

106. Heroin laboratories operate mainly in the tribal areas along the border with Afghanistan. The needed precursors, 1/ such as acetic anhydride, are smuggled into these areas from India and China. The extreme mobility of these makeshift laboratories, the inaccessibility of the terrain, armed conflicts and population movements compound the difficulties of detecting such illicit production and trafficking. In 1989, seizures amounted to some 8.5 tonnes of heroin, six tonnes of opium and 10.5 tonnes of cannabis resin; in addition, four heroin laboratories were destroyed. In 1990, several heroin

seizures of around 100 kg were made. A new enforcement unit, the Elite Forces, was established in 1990 to concentrate on the identification of major traffickers, on the financial aspects of illicit trafficking and on special enforcement activities in the tribal areas where poppy cultivation and heroin manufacture occur. These Elite Forces, if backed by political will at the highest levels, should be able to seriously disrupt the illicit drug traffic. Reduction of the supply of illicit opiates within the country is a necessary pre-condition for the reduction of domestic demand.

107. Of the estimated 2.5 million drug abusers in the country, over 1 million are reported to abuse heroin, mainly those in the younger age groups. The abuse of psychotropic substances, particularly benzodiazepines, calls for stricter legislation and qualified personnel to control psychotropic substances at the retail level. Public awareness campaigns have been launched, with active participation by non-governmental organizations who are also involved with treatment and rehabilitation. It is essential for an effective attack on the demand problem that an expert evaluation be made on the incidence and patterns of drug abuse in the country. Furthermore, a concerted approach between both federal and provincial departments is called for, not only in treatment and rehabilitation, but also for more effective law enforcement arrangements. Finally, it is imperative that the drug control authorities in the country should be clearly defined and consistent in their actions, despite domestic political changes, if they are to have any impact in countering the depravation caused to the people of Pakistan by illicit drug production, trafficking and abuse.

108. In Turkey, the control of licit production of poppy straw for the extraction of alkaloids, which was developed in the mid-1970's, has continued to function effectively and no opium is produced in the country. Turkey is on the overland "Balkan route" over which heroin is trafficked from the Near and Middle East to Europe. With increased commercial activities, more TIR trucks (which are not subject to routine customs inspection) are carrying goods to Europe. More than a third of drugs seized were from such vehicles, and consequently the international transport licences of 193 firms were cancelled in 1989. In that year, drug seizures amounted to over one tonne of heroin and almost seven tonnes of cannabis resin; seven makeshift laboratories were detected along the eastern borders. Turkey has now signed protocols and agreements of co-operation with 13 countries.

F. Europe

109. With the exception of Albania, all European countries are Parties to the 1961 Convention. However, nine countries are not yet Parties to the 1971 Convention on Psychotropic Substances: Albania, Austria, Belgium, Ireland, Liechtenstein, Luxembourg, Netherlands, Romania and Switzerland. Although several non-Parties have continued to co-operate closely with the Board, the diversion of large quantities of psychotropic substances from Western Europe could not be prevented, since a number of countries have not yet established effective controls over international trade. As of 1 November 1990, only Cyprus and Spain had ratified the 1988 Convention. 3/ The Board cannot emphasize strongly enough that adherence to and full implementation of these Conventions are essential if the international control system is to function effectively.

110. The current political and economic changes in several Central and Eastern European countries are resulting in a substantial increase in the movement of people, goods, services and capital within and outside Europe. This could make States which have generally not yet experienced major drug-related problems more vulnerable to abuse and illicit traffic.

Governments of these countries have repeatedly stressed at international meetings their concern over such emerging risks. Countermeasures should be co-operatively devised and urgently put into effect by all countries concerned. Thus, the Board welcomes the newly established participation of several states from Central and Eastern Europe in ICPO-Interpol, their co-operation with the Pompidou Group as well as their activities pursuant to many bilateral arrangements.

111. According to seizure data provided by European enforcement services, cocaine is being trafficked into Europe in ever increasing quantities. In 1990, one seizure alone in the Netherlands represented almost half of the total quantity of more than six tonnes seized in Europe during the whole of 1989. The seizure data show that the cocaine has been refined mostly in clandestine laboratories in South America, mainly Colombia. However, in recent years, a few clandestine laboratories refining coca paste into cocaine have been detected in western Mediterranean countries. Implementation of legislation in countries of the Americas restricting the availability of precursors 1/ may well result in the establishment in Europe of more clandestine laboratories for the conversion of coca paste. In most European countries, the requisite precursors 1/ are produced industrially in large quantities and are easily available. The Board is concerned about reports that exports of these substances to South America are increasing sharply and urges Governments and the European Economic Community promptly to enact the controls provided for in article 12 of the 1988 Convention. They are reminded of the resolution of the Economic and Social Council and the Political Declaration adopted by the General Assembly, both recommending that all countries apply the Convention to the extent that they are able to do so even before becoming Parties.

112. Cocaine prices and purity have been stable in Europe, unlike the situation in the United States where prices are reported to have declined during 1986 and 1987. In the Federal Republic of Germany and the United Kingdom prices have even increased slightly, possibly due to the large amounts seized in 1989 in these countries.

113. Seizures of small amounts of cocaine in the form of "crack" are still negligible, although in the United Kingdom the number of such seizures increased from 12 in 1987 to 139 in 1989. Nevertheless, no significant spread of abuse of "crack" appears to have taken place in Europe. Although epidemiological data are still scarce, it appears that cocaine abuse is spreading in most West European countries. However, at present, only a small percentage of the persons in contact with treatment centres abuse cocaine. Emergency admissions to hospitals for cocaine-related abuse have not been frequent, and deaths due to cocaine overdoses have remained limited.

114. Heroin seized in Europe during 1989 has again increased over the previous year, but the number of seizures and persons implicated have decreased. Trafficking routes to Europe have changed in recent years. As a result of successful enforcement activities in European airports, traffickers now increasingly choose to transport larger quantities of heroin in road vehicles. While five years ago approximately one-third of the heroin seized in Europe was trafficked via the "Balkan route", the share has now increased to more than two-thirds. The amount of illicit heroin supplied from South-East Asia has further dropped. South-West Asian heroin constitutes the main supply, accounting for 80 per cent of seizures in Europe. At a meeting in Rome, in March 1990, Ministers of Interior from the ten European countries most affected by illicit movements of heroin along the "Balkan route" decided to strengthen regional co-operation.

115. Trafficking routes are expected to change again considering the development of closer links between Eastern and Western Europe. A sharp increase in the number of seizures of heroin transitting through Czechoslovakia, Hungary and Romania has been noticed since the beginning of 1988.

116. The majority of drug-related deaths in Europe has been due to heroin abuse or heroin combined with psychotropic substances. The number of heroin abusers seems to have remained stable in most West European countries, but the average age of abusers has risen, suggesting a decline in the number of new abusers.

117. Trafficking in and abuse of cannabis continues to be widespread, although law enforcement agencies have accorded cannabis lower priority as efforts have been concentrated on the fight against cocaine and heroin trafficking.

118. Amphetamine abuse, widespread throughout the Scandinavian countries, has been increasingly observed in the Federal Republic of Germany and the United Kingdom. The recent discovery of clandestine manufacture of MDMA ("ecstasy") in several European countries indicates a dangerous new trend in the abuse of stimulants. Poly-drug abuse, including tranquillizers, sedative hypnotics and stimulants of different kinds, often taken together with alcohol, causes increasing concern, complicates treatment and contributes to the rising number of drug-related deaths in a number of European countries.

119. During 1990, European countries have intensified their co-operation with each other in combatting drug abuse and illicit trafficking. They have concluded several bilateral agreements with each other as well as with countries outside Europe to allow, on a reciprocal basis, the tracing, freezing and confiscation of the proceeds of drug trafficking, thereby implementing several provisions of the 1988 Convention.

120. Following the Nordic plan of action adopted in 1985, the Nordic Ministers of Health and Social Affairs, Justice, Public Administration and Home Affairs adopted, in January 1990, an eight-point programme to further strengthen co-operation among the five countries. The efforts of the Nordic countries in the fight against drug abuse have been combined with efforts in the social sector, such as measures to reduce unemployment of young people, to ensure their economic and social integration into society, and to avoid the exploitation of economically and socially vulnerable groups which may easily become the target of traffickers.

121. Information and prevention campaigns directed against both drugs and alcohol together with treatment and rehabilitation programmes and a variety of health and social measures may have led to the stabilization, and even decline, of drug abuse in these countries.

122. The average age of drug abusers has risen in all Nordic countries, and research shows that young people's interest in drugs is declining. Drug experimentation among military draftees in Sweden went down by about one-half since 1971 and the same decline occurred among school-age children. Abusers have been receiving treatment in increasing numbers in recent years and intravenous drug abuse is declining. Denmark and Sweden are among the few European countries where the number of drug-related deaths has declined in recent years. Finland has recorded only occasional deaths due to drug abuse.

123. In Austria, the drafting of legislation on psychotropic substances is expected to be completed before the end of 1990, thus enabling accession to the 1971 Convention. The Board would consider such a development highly

positive. In the meantime, the Government has decided to prohibit the medical use of secobarbital to counter an increasing barbiturate abuse problem. Poly-drug abuse is common and approximately 50 per cent of drug-related deaths were due to mixtures of secobarbital with other substances.

124. The Government also amended the legislation making it a punishable offence to trade in or distribute any prescription drug for other than medical or scientific use. Previously, the legislation referred only to narcotic drugs.

125. In December 1989, France created a new committee to co-ordinate the action undertaken by different public services and ministries, both in drug enforcement and prevention. France also initiated the creation of the European Anti-Drug Committee (CELAD) by the 12 countries of the European Community to ensure co-ordination of action of the member states.

126. A law was enacted in July 1990 requiring financial organizations to declare suspicious operations to a specific department of the Ministry of Economy and Finance. The law also provides that an organization which in good faith has lifted banking confidentiality of any of its clients cannot be prosecuted or be made subject to civil litigation.

127. The Board notes with satisfaction that France has now fully implemented the decree enabling the authorities to control psychotropic substances in accordance with the provisions of the 1971 Convention.

128. In the Federal Republic of Germany a national drug conference was held in June 1990 during which a plan to combat drug abuse was adopted by the Government in agreement with the Federal States and the municipalities as well as non-governmental organizations. The plan emphasizes demand reduction measures, the fight against illicit trafficking and improvement of international co-operation. In this connection, the plan introduces a broad definition of the term "drug" which is expanded to include other substances such as alcohol and tobacco since the conditions for the development of dependence are considered very similar. The budget allocated to federal ministries concerned with drug abuse issues has more than doubled in 1990 as compared with the previous year.

129. After two years of debate in parliament, new legislation has been enacted in Italy. While use and possession of small quantities of drugs were usually not prosecuted under the previous law, the new law calls for administrative sanctions, and prison sentences for recidivists. Provisions of the new law improve treatment and rehabilitation structures and respond to the concern of the authorities to protect especially minors against drug abuse and involvement in trafficking. Considering that 70 per cent of Italian HIV infection cases stem from intravenous drug abuse, special administrative penalties are aimed at this problem. In addition, the new law establishes a committee at the Cabinet level chaired by the Prime Minister to co-ordinate drug control policy. The Italian parliament has also enacted amendments to the anti-mafia law, providing competent authorities with effective instruments to carry out bank and property investigations for the detection of proceeds from drug trafficking.

130. The Netherlands reports that indicators, such as the decline in the number of drug-related deaths, the increase in the average age of drug abusers and the stabilization of the number of drug abusers for several years, reveal a positive trend. Efforts to contain drug abuse have centered on education, prevention and treatment programmes. With respect to law enforcement, emphasis has been placed on combatting cocaine and heroin trafficking. Criminal law is designed to enable the administration to pursue a flexible

drug policy towards abusers to avoid their going underground and becoming even more difficult to integrate socially. The aim is to ensure that abusers can continue to be reached for counselling and treatment. The authorities have concluded that the methadone and needle exchange programmes have provided effective ways of establishing treatment contacts, thus diminishing the spread of AIDS. The fact that less than 10 per cent of AIDS patients are drug abusers is attributed to the country's health and drug policies. The Board notes, however, that these policies have also led to easy availability of cannabis, controlled under the 1961 Convention, as well as to the influx into the Netherlands of drug abusers from neighbouring countries. The authorities regard cannabis as less dangerous for public health.

131. In Poland, several hundred HIV-positive persons have been identified among abusers of a decoction made from locally produced poppy straw containing alkaloids. Abusers have become the main carriers of the HIV infection. Measures against further spread of the virus are currently being launched by the health authorities. The authorities are concerned at their country's emergence as a place where illicit manufacture of amphetamines takes place for trafficking to Western and Northern Europe. The customs authorities and criminal police have intercepted some shipments. Close co-operation is being established with the law enforcement authorities in the countries of destination of illicit consignments to prevent the expansion of such activities.

132. In Spain, 65 per cent of AIDS cases are reported to result from intravenous drug abuse. In response, the Government has approved a decree allowing the treatment of drug abusers with certain opiates in centres under the direct supervision of the Government. In addition, programmes have been undertaken in which intravenous heroin abusers are provided access to disposable syringes.

133. In the Union of Soviet Socialist Republics, the number of drug abusers has almost doubled during the last five years and is now estimated to be around 140 000. Drug-related crimes currently account for 1.5 per cent of all crimes committed in the country. Indications are that traffickers within the Soviet Union are becoming more organized. Law enforcement authorities have recently arrested several gangs in various parts of the country. Large quantities of illicit drugs, cash, gold, jewellery and sometimes firearms were seized.

134. Drugs mainly abused are cannabis, some opiates and medically prescribed drugs obtained from local sources. The enforcement authorities continue their efforts to curtail local illicit production. Small-scale plantations of poppy and the cannabis plant as well as wild growth of cannabis continue to be destroyed. Enforcement authorities have uncovered several clandestine laboratories in which drugs were synthesized by professional chemists and sold to traffickers at high prices.

135. In addition to the predominantly local sources of supply some drugs in small quantities are trafficked into the country. The customs authorities make efforts to prevent the smuggling of opium from Afghanistan by Soviet and foreign nationals. International traffickers do not yet appear to have been able to make well established contacts inside the Soviet Union. This situation may change if the rouble becomes fully convertible. Penalties for drug smuggling have been increased: traffickers now face up to 15 years imprisonment and the confiscation of their property. Drug abusers refusing treatment are subjected to compulsory treatment.

136. International traffickers continue to use Soviet territory for the illicit transit of drugs to Western Europe, taking advantage of the large

volume of container cargo. The customs service is taking measures to prevent such traffic. However, customs check-point equipment leaves much to be desired.

137. In the United Kingdom, a new national campaign was launched which encompasses three regional campaigns focusing on local problems. One of them is specifically targeted at containing the abuse of cocaine in areas where availability of this drug is thought to be high. Successful enforcement operations have made heroin less easily available, particularly in Scotland. However, abusers have turned to buprenorphine and temazepam, mainly diverted from the retail trade by theft or falsification of prescriptions.

138. Task force teams at the local level have been set up to help reinforce community action against drug abuse and encourage parents, local businesses and community groups to play a positive role in preventing abuse. The establishment of regional data bases will enable health authorities to target the development of drug abuse services to meet changing needs, to monitor the use of services and to offer help and advice on reducing the risk of HIV infection.

139. The Government of the United Kingdom has decided to create a task force composed of experts in education, medicine, law enforcement and advertising to advise developing countries on measures to reduce drug demand. More than twenty countries have already requested such assistance and training. On the international level, the United Kingdom convened in London in April 1990 the first World Ministerial Summit to Reduce Demand for Drugs and to Combat the Cocaine Threat.

G. North America

140. In Canada, cannabis and its derivatives remain the primary drug of abuse in most areas of the country. Supplies, from both illicit foreign sources and domestic cultivation, are plentiful. Numerous illicit hydroponic cultivation operations have been dismantled. Cannabis trafficked from abroad increasingly enters Canada in large shipments by sea.

141. Cocaine continues to constitute one of the most widely abused drugs. In many areas, both cocaine and "crack" are readily available. The cocaine originates in South America and transits the United States or enters Canada directly; this latter route is becoming increasingly common.

142. The abuse of heroin is concentrated in major urban centres. Heroin of South-East Asian origin continues to dominate in the western part of Canada while South-East and South-West Asia provide a steady supply for Eastern Canada. In certain areas, "shooting galleries" are playing an increasingly important role in heroin trafficking and abuse, thus increasing the risks associated with the spread of AIDS.

143. Diversion of licit pharmaceutical drugs remains a lesser, although wide-spread, problem. Ephedrine, pentazocine and methylphenidate are among the psychotropic substances most abused. Other drugs which are abused include LSD, methamphetamine, MDMA ("ecstasy") and phencyclidine ("PCP"). One survey points to the alarming trend towards growing drug abuse by women between the ages of 18 and 29.

144. Trafficking in Canada continues to be controlled by foreign nationals. Another important aspect of the overall trafficking picture is the use of Canada as a transit country. Canadian officials are concerned that, as the United States and its southern neighbors increase pressure on traditional

trafficking routes, particularly for cocaine, Canada may be faced with increased transit traffic destined for the United States. Officials estimate that more than twice as much cocaine transits the country en route to the United States as is consumed in Canada.

145. In 1990 Canada was in the second half of its five-year national drug strategy "Action on Drug Abuse", which focuses on community action, education and demand reduction activities.

146. On the international front, Canada continues to co-operate with a number of countries, particularly producer and transit countries in Latin America and the Caribbean, in the areas of enforcement, training and technical assistance and with the United States in interdiction and police activities. The Government is investigating ways to trace and identify laundered drug money following a joint Canada-United States report which found that hundreds of millions of dollars of such money flow from the United States to Canada annually.

147. In the United States of America drug abuse continues to be wide-spread and involves a number of drugs. Drug abuse is deemed by the authorities to constitute a grave domestic problem; attacking it is one of the highest national priorities. Drug-related violence has reached unprecedented levels in many urban centres. In addition to the untold human suffering, the socio-economic cost of drug abuse is estimated at more than \$US 60 billion annually, six times more than in 1984. Intravenous drug abuse is a major source of new AIDS cases in the country.

148. Trafficking and abuse of cocaine are viewed by the authorities as the most serious aspect of the problem. However, the widespread abuse of this drug, which, particularly in the form of "crack" has risen in recent years to unprecedented levels, appears to be abating.

149. Increased law enforcement and interdiction efforts are apparently affecting the availability of cocaine in the United States; prices have risen significantly and purity levels have dropped. At the same time, there has been a decrease in the number of cocaine-related emergency room admissions as well as in cocaine-related deaths. The findings of a recently released ongoing major national survey show a decline in the number of high school seniors using illicit drugs, confirming the trend identified the year before which indicated a decline in casual use.

150. The abuse of cannabis remains at the previous high levels. Supplies were illicitly trafficked into the country or, increasingly, produced locally. The Federal and state Governments are co-ordinating action to eradicate illicit cultivation.

151. Seizure data show that heroin of South-East Asian origin now accounts for up to one-half of all heroin found in the United States; another 30 per cent is believed to originate in Mexico; Guatemala is also becoming an increasingly important source of the drug. Bumper crops in the "Golden Triangle" region of South-East Asia have resulted in ample supplies of the drug in the United States, with purity levels as high as 50 per cent coupled with a 50 per cent drop in the street price. The resulting relatively cheap availability of the drug has led to a noticeable spread in its trafficking within the country. The authorities are concerned that attention directed to the cocaine abuse problem should not divert attention from the possible spread of heroin abuse.

152. Abuse of methamphetamine is a significant problem in many areas, particularly in the Western part of the country. Most supplies are

clandestinely manufactured locally. The authorities are becoming increasingly concerned about the spread of abuse of methamphetamine in the form of "ice", which is trafficked into the United States or manufactured locally. With the apparent increasing success of interdiction efforts directed towards cocaine smuggling, there is concern that demand may increase for other stimulants illicitly manufactured in the country, such as methamphetamine and LSD.

153. The 1990 National Drug Control Strategy continues to stress user as well as trafficker accountability. The National Strategy details Government activities in the fight against drug abuse. Recognizing the important role of states and municipal authorities, it provides for increased support to them and encourages the development of comprehensive local programmes covering all aspects of drug abuse. It calls for increased interdiction and enforcement efforts, changes to improve co-operation among federal agencies, prioritized assistance to high intensity drug trafficking areas, expanded court and prison capacity and extended drug testing initiatives.

154. A Financial Crimes Enforcement Network has been created to provide a Government-wide multi-source intelligence and analytical network in support of the detection, investigation and prosecution of money laundering and other financial crimes.

155. The United States continues to co-operate with many countries on a bilateral basis as well as multilaterally, such as in the case of the Declaration of Cartagena referred to in paragraph 164 below. Of particular note was joint action taken with a number of Governments which allowed the identification and freezing of several hundred million dollars of drug money traced to banks in the United States. To improve control over precursors, 1/ the United States joined in co-operation with other Governments, particularly through efforts to harmonize legislation throughout the Western hemisphere.

156. The Government of Mexico has reaffirmed that its ongoing war against drugs is a battle to defend its national security and the health of its citizens. The importance of the Government's comprehensive drug control commitment has been illustrated by the considerable increase in human and financial resources allocated to the campaign. The authorities emphasize activities designed to prevent abuse. Cannabis abuse is common throughout Mexico; however, the level of abuse of cocaine and heroin appears to remain low.

157. Small-scale farmers continue to cultivate most of the opium poppy and cannabis grown in the country. In order to counter eradication efforts, traffickers have taught farmers to hide their fields, to wash plants which have been sprayed with herbicide and to prepare seedling beds from which destroyed fields can be immediately replanted. In June 1990, the office of the Attorney-General conducted a nationwide pre-planting season campaign which resulted in the eradication of young crops and seedling beds which were ready for transplantation to the fields.

158. As a result of revisions made to the Mexican Federal Penal Code, penalties for drug-related crimes were increased and longer sentences with no provision for parole were set for convicted government officials. Recent legislation concerning the seizure of assets derived from drug trafficking is being vigorously implemented.

159. Between October 1989 and August 1990, the authorities seized approximately 418 tonnes of cannabis, 32 tonnes of cocaine, 152 kg of opium, 116 kg of heroin, and thousands of dosage units of other depressants and stimulants.

160. During the last year, Mexican authorities seriously disrupted several drug trafficking organizations and arrested a number of well known traffickers. The large-scale enforcement operations conducted along the country's northern and southern borders have resulted in substantial seizures of drugs, including cocaine. The Government is actively engaged in increasing the level of co-operation with neighbouring countries as well as other countries in the region.

H. South and Central America and the Caribbean

161. The current year has been crucial in the fight to suppress drug trafficking in the whole of Latin America. Following the example of the Andean countries in their struggle against criminal drug organizations, other South American Governments strengthened their opposition to traffickers by implementing their national legislation with renewed vigour and increasing regional and international co-operation.

162. The people of the Andean countries have answered the challenge to democratic institutions posed by drug terrorists by reaffirming the values and the principles of democracy. The newly elected Presidents in Colombia and Peru have confirmed the determination of their Governments to dismantle drug trafficking organizations and to eradicate this threat completely from Latin American society.

163. Cocaine seizures have been more numerous than in any previous year. Major traffickers were captured, jailed and in some instances extradited to face trial. The efforts carried out by the Andean governments have severely disrupted drug traffickers' alliances and isolated groups which pursue their campaign of violence and terror against democratic institutions.

164. In February 1990, the Presidents of Bolivia, Colombia, Peru and the United States of America met in Cartagena, Colombia. In the resulting Declaration of Cartagena, the leaders pledged a plan of action including increased law enforcement, tighter control over precursors, 1/ money laundering and illicit trafficking and expanded demand reduction efforts in the consumer countries.

165. In the regional framework, the Andean Parliament, composed of representatives of Bolivia, Colombia, Ecuador, Peru and Venezuela, adopted the Cochabamba Declaration which emphasizes the need for alternative economic possibilities for coca bush cultivators.

166. At the same time, the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States (OAS), which held its 7th regular session in March 1990, initiated concrete activities to improve ties between national drug control authorities in both the intelligence and prevention fields. Furthermore, in accordance with article 12 of the 1988 Convention and the CICAD programme, a group of experts was convened in April 1990 to lay the foundation for an inter-american system of control of precursors, 1/ essential chemicals and equipment used in manufacturing narcotic drugs or psychotropic substances. The resulting recommendation drafted by this expert group was adopted by OAS in June 1990.

167. Despite these encouraging signs, the year's successes were offset by unfavourable events. Cocaine production increased steadily, as did coca bush cultivation, which extended to areas that were previously free of such cultivation. The expansion of coca bush cultivation to remote zones of the Amazon poses further problems not only for effective eradication programmes, but also for the ecological equilibrium of this vital area. Guerrilla groups

continue to provide protection to traffickers and cultivators in exchange for arms and money. The guerrillas' presence facilitates traffickers' operations by hampering governmental activities and eradication programmes. Extensive coca bush cultivation therefore seriously handicaps efforts aimed at economic development, particularly export-oriented activities.

168. Drug abuse appears to be largely conditioned by the easy availability of drugs in the region. The increased trafficking of cocaine has led to greater domestic abuse among both upper and middle class youth. Less affluent young drug abusers inhale glue or solvents. The consumption of coca paste smoked in combination with cannabis, and of cocaine in the form of "crack", has increased in the producing areas. Abuse of cannabis remains widespread. A new trend is the alarming growth in the consumption of psychotropic substances, both depressants and stimulants, which are readily available at low prices. Resources for the fight against drug abuse do not permit an increase in treatment programmes commensurate with the growing seriousness of the problem.

169. Increased trafficking in cocaine is a source of great concern in Argentina whose ports are used by traffickers for shipping their illicit cargoes to Europe and, to a lesser degree, to the United States. The increased traffic has stimulated greater domestic abuse of both cocaine and coca paste, while cannabis consumption appears to have dropped.

170. In Bolivia, notwithstanding the efforts by the authorities, coca bush cultivation and cocaine production continue to cause serious concern.

171. Bolivia's comprehensive drug control law, promulgated in July 1988, prohibits the cultivation of all coca bush in excess of the amounts needed for medical, traditional and ritual use. The law defined an area of approximately 12 000 hectares as a "traditional zone" and called for the reduction of 5 000 to 8 000 hectares of coca bush cultivation per year. Although the authorities were not in a position to implement this law consistently during 1989, the minimum eradication target of 5 000 hectares set by the law was achieved during the first half of 1990.

172. During the last quarter of 1989, Bolivian authorities issued regulations intended to facilitate the seizure of traffickers' assets. The numerous illegal airstrips used by the traffickers require extensive equipment for detection. The Government hopes to receive the necessary assistance to permit installation of at least two more radar communication facilities along its 7 000 kilometre eastern border.

173. Consumption of cocaine and particularly the smoking of coca paste continue to increase among young people. Efforts to control this abuse have been hampered because of a lack of financial resources. An epidemiological study is being conducted by the Bolivian authorities and the Pan-American Health Organization to determine more precisely the extent of drug abuse.

174. Brazil is at great risk since Colombian traffickers are increasingly moving their operational centres to the Amazon region to avoid the successful enforcement operations carried out in neighbouring Colombia. In the Amazon region, "epadu", the Brazilian coca bush, flourishes, and its cultivation by Indian tribes is being widely promoted by Colombian traffickers who are using it as a substitute for Peruvian coca leaf. Cannabis continues to be extensively cultivated in Brazil, particularly in the northwestern states.

175. Traffickers are reported to supply their laboratories located along the Brazilian border with precursors 1/ obtained from the licit Brazilian

market. In 1989, eradication programmes were carried out for both coca bush and cannabis cultivation. Large areas of coca bush were eradicated in five regions of the state of Amazonas. In view of the success achieved with this operation (the third such carried out) the authorities believe that coca bush cultivation has substantially decreased. However, consumption of cocaine and of "crack" has steadily increased, especially in the main cities and the gold-mining areas.

176. The newly elected President of Brazil has personally launched a campaign against drug abuse. One of the main component of the campaign will be the strengthening of drug education programmes in the schools. Proposed legislation designed to control a larger number of precursors 1/ and other chemicals is pending in Congress.

177. The last two years have been crucial for Colombia in its war against drug traffickers. Following President Barco's declaration of war against drugs in 1988, the Government has concentrated its resources, both human and material, on capturing major drug traffickers and on the destruction of their clandestine facilities. When traffickers responded to the government's campaign with increasing violence, the Government undertook a counter-attack based on a series of emergency decrees, which provided for faster extradition, seizure of assets, longer detention without charges, as well as military intervention.

178. The results achieved in this first round of the war against drug traffickers are impressive. Through 1989 and the first quarter of 1990 approximately 39 tonnes of cocaine and 9 tonnes of coca base were seized, 488 laboratories destroyed and large quantities of precursors 1/ seized. In addition, 12 major traffickers were extradited to the United States to face trial.

179. The achievement of these results has been very costly for Colombia. Drug traffickers have accelerated their acts of violence and destruction. They have sought to intimidate, and indeed have murdered many of the judiciary personnel. With their vast resources, traffickers have recruited mercenaries from around the world and have acquired sophisticated weaponry to pursue their violent acts. It is difficult to estimate the number of armed individuals serving drug trafficking organizations but it appears to be considerable in both rural and metropolitan areas.

180. The extent of coca bush cultivation in Colombia has slightly decreased, particularly in the traditional growing areas of Cauca and Guaviare. This trend is due to such factors as successful crop substitution programmes, low prices, the risks involved for cultivators and more effective control by the authorities. Cannabis production has decreased considerably in traditional crop areas.

181. The seizure of 955 kg of morphine in February 1990 confirms the ties between Colombian cocaine traffickers and heroin traffickers operating in South-East Asia. The Colombian traffickers offer money and the use of their routes for smuggling cocaine into the United States in exchange for a share of the world drug distribution market.

182. In order to improve co-ordination among governmental bodies responsible for eradication and substitution programmes, the Government of Colombia established a new unit in the Ministry of Justice in March 1990.

183. International solidarity for Colombia has been manifested as concrete action in support of the struggle against drug traffickers, especially from Europe and the United States of America. On the occasion of the Cartagena

Summit, the Presidents of Colombia and of the United States discussed a plan of supplementary assistance which would enable the Colombian Government to introduce new eradication and industrialization projects.

184. Because of its proximity to Colombia, Ecuador is emerging as a crucial transit point for illicit traffic in both precursors 1/ and narcotic drugs. Colombian traffickers smuggle chemicals into Colombia from the licit market in Ecuador and also use Ecuadorian territory for the shipment of drugs to North America. Estimates indicate that 35 to 50 tonnes of cocaine transit Ecuador annually.

185. As a result of the war waged by the Colombian authorities against drug trafficking, traffickers have moved some coca processing laboratories from Colombia to Ecuador and have promoted coca bush cultivation in the northern provinces along the border of the two countries. In the course of 1989, Ecuadorian forces destroyed several laboratories and eradicated about 81 000 cannabis plants. Money laundering is causing further concern in Ecuador.

186. In March 1989, a new regulation was issued which requires prior licensing of imports of chemicals commonly used in the manufacture of cocaine. A data-base system listing all legitimate importers of precursors 1/ was completed in 1990.

187. In order to deal with the threat posed by trafficking, constitutional amendments and new draft legislation were presented to Parliament for consideration in 1990. The new provisions aim at strengthening control measures in both the financial and law enforcement fields by introducing stiffer penalties and revising the bank secrecy laws.

188. In late 1989, Ecuador deported several Colombian traffickers to Colombia and the Government declared that the country would not become a haven for drug traffickers in South America. The Government also investigated and removed a number of judges and law enforcement personnel found to be implicated in drug-related activities.

189. Coca bush continues to be extensively cultivated over vast areas of Peru, and more than 65 percent of such cultivation is concentrated in the Upper Huallaga Valley, where Colombian traffickers wield considerable economic and political influence. The presence of guerilla groups further complicates enforcement activities.

190. Coca bush cultivation threatens to alter the whole ecological balance of vast areas of the country. Seven million hectares have been deforested in the Central Huallaga region as a result of indiscriminate felling of trees to make possible an increase in coca bush cultivation. In addition, severe environmental damage is caused by chemical waste from illicit cocaine manufacture discharged into the Huallaga river.

191. Manual eradication programmes were suspended from February 1989 to March 1990 because of an escalation of violence and terrorism. In order to face the twin problems of drug trafficking and terrorism, the Peruvian Government has decided to follow two different but complementary strategies: strengthening control efforts by patrolling national territory and seeking international investments to provide alternative economic opportunities in the coca producing areas.

192. During the first quarter of 1990, a new military installation was opened in the Upper Huallaga Valley with the financial and technical support of the United States of America. The presence of this new base will enable Government forces to help farmers to implement the voluntary eradication programme.

193. The newly elected President has announced that he would offer cultivators free-market prices for substitute crops along with better roads to market those products. The Government of Peru has also signed agreements with multinational firms in order to develop mineral resources in the Upper Huallaga Valley.

194. It is estimated that significant quantities of cocaine are trafficked through Venezuela, en route to the United States and Europe. There also appears to be transit in precursors 1/ destined for Colombia. Small-scale eradication of cannabis has been carried out. The extent of domestic abuse of drugs is not known but seizures of coca paste have increased considerably.

195. Traffickers continue to expand their operations in Central America as a result of stricter controls and intensified enforcement actions in several South American countries. Countries in the region are used as transit points for cocaine and cannabis.

196. The Board notes with concern that illicit poppy cultivation and opium production increased significantly in Guatemala during the last two years. In 1989, the first raw opium processing laboratory was discovered and destroyed. Estimates indicate that about 1 500 hectares of opium poppy are currently under cultivation and that Guatemalan opium production could potentially amount to 15 metric tonnes annually.

197. Cannabis is cultivated in the northern part of the country in an estimated area of 240 hectares. Because of the successful eradication campaign carried out in Belize, cultivators have crossed the border and are clearing large patches of jungle in the Peten province in order to plant cannabis.

198. In addition, Guatemala is becoming a major trans-shipment point for Colombian cocaine being trafficked to the United States. During the first half of 1990, authorities seized more than eight tonnes of cocaine, double the amount of the entire previous year. As a consequence of the increased volume of traffic and production, cocaine and cannabis abuse is becoming fairly common among upper and middle class youth.

199. Cannabis cultivation is no longer a major problem in Belize. The authorities report that at present cannabis is cultivated only in small patches in remote areas in the northwestern part of the country. In 1989, cannabis production was estimated at 66 tonnes. This figure represents only 10 per cent of the peak production level five years ago. In 1989, 366 hectares of cannabis were eradicated, bringing down the total extent of cultivated cannabis to approximately 400 hectares from 3 000 estimated in 1986. Cannabis is still abused, mainly in Belize city, by an estimated 10 000 people. Further, the increasing consumption of cocaine in the form of "crack" is a cause for concern.

200. Panama is an important location for money laundering activities and for cocaine traffic from Colombia. During 1989, two metric tonnes of cocaine were seized, representing only a fraction of the total flow of cocaine smuggled by Colombian traffickers through Panama into the United States.

201. The Government of Panama has signed an agreement with the United States aimed at improving co-operation between the two countries in the field of drug control. In February 1990, the Government issued a new decree which requires banks to verify the identity of customers and to investigate transactions of more than US\$ 10 000. The level of money laundering appears to have decreased.

202. The Caribbean's coastlines and numerous islands continue to facilitate the use of the area as a trans-shipment point for cocaine and cannabis destined mainly for North America. As stricter controls are imposed at some major transit points, there is growing evidence that traffickers are shifting their operations to other parts of the region.

203. In an effort to strengthen their ability to curb trafficking, a number of Caribbean countries have participated in drug interdiction operations in the context of joint military exercises organized by the United Kingdom and the United States. Legislation providing for the seizure of assets derived from trafficking has been put into effect or is being prepared in some Caribbean countries.

204. Since the numerous countries of the Caribbean are so widely dispersed, enforcement could be greatly enhanced by the expansion of current regional information centres to form a broad network to permit the rapid exchange of law enforcement intelligence and technical data throughout the region.

205. The Bahamas continue to be used as a transit point for cocaine and cannabis destined for North America. The configuration of its territory with 700 islands scattered directly astride established air and maritime smuggling routes between North and South America, has placed the Bahamas in a very vulnerable position. There has, however, been a decline in the level of trafficking activities as a result of intensified Bahamian law enforcement efforts which have resulted in a number of significant seizures of cocaine and cannabis.

206. Comprehensive measures to increase Bahamian interdiction capability and to expand joint operations with United States authorities have continued. The law enforcement policy pursued by the authorities has resulted in a high level of arrests, seizures, and rate of conviction. The Bahamian authorities have co-operated with United States law enforcement agencies by authorizing the controlled delivery of narcotics shipments. The Government has enacted and is enforcing legislation permitting the forfeiture of profits and assets derived from drug trafficking. Recently, a comprehensive set of regulations making money laundering increasingly difficult has been applied in co-operation with the banking community.

207. The financial sector is the major component of the economy of the Cayman Islands, the largest off-shore banking centre in the Caribbean. Customers are attracted particularly by banking secrecy. This has led traffickers who launder money to obtain a foot-hold in the banking industry. In recent years, the authorities have adopted a number of remedial measures. These measures aim to simplify the exchange of evidence, and to allow drug assets to be frozen prior to the arrest of traffickers to prevent them from moving such assets to avoid seizure. Moreover, a Mutual Legal Assistance Treaty, designed to improve co-operation, has been negotiated between the Cayman Islands and the United States and ratified by the latter. The Board hopes that this treaty will soon enter into force.

208. Cannabis, the local abuse of which is widespread, continues to be illicitly cultivated on a relatively large scale in Jamaica for trafficking to North America and Europe. A successful eradication programme is being intensified, following consistently encouraging results over the past two years. To date, the abuse of cocaine appears to have gained little ground despite the country's increasing use as a transit point for that drug, as traffickers take advantage of Jamaica's proximity to the United States, the final destination of most of the cocaine from South America.

209. Trinidad and Tobago, where the abuse of cocaine has increased dramatically, together with attendant violence, continues to be used as a trans-shipment point for cocaine destined for North America and, to a lesser extent, for Europe. This trend has grown steadily as traditional transit points have come under increased pressure from law enforcement authorities.

(Signed) Betty C. Gough
President

(Signed) Tulio Velasquez-Quevedo
Rapporteur

(Signed) Liselotte Waldheim-Natural
Secretary

Vienna, 25 October 1990

Notes

- 1/ This term is used to indicate any substance in Table I or Table II of the 1988 Convention, except where the context otherwise requires. These substances, which are often described as essential chemicals, solvents or precursors, depending on their principal chemical properties and use, were not defined by the use of any one term at the Plenipotentiary Conference which adopted the 1988 Convention. Instead, the expression "substances frequently used in the illicit manufacture of narcotic drugs or psychotropic substances" was introduced in the Convention. The custom has developed to refer to all such substances by the simple term "precursors"; although this is not technically correct, the Board has decided to use the word in that sense in its report for the sake of brevity.
- 2/ Bahamas, Bahrain, Bangladesh, Bhutan, Bolivia, Canada, Chile, China, Cyprus, Ecuador, Ghana, India, Jordan, Mexico, Nicaragua, Nigeria, Paraguay, Qatar, Senegal, Spain, Togo, Tunisia, Uganda, United Arab Emirates and the United States of America
- 3/ The former German Democratic Republic had also ratified the Convention on 21 February 1990.

Annex

CURRENT MEMBERSHIP OF THE BOARD

Sirad ATMODJO

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

Valeri BULAEV

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

CAI Zhi-Ji

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

Huáscar CAJIAS KAUFFMANN

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

Abdullahi S. ELMI

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

Betty C. GOUGH

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

S. Oguz KAYAALP

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

Mohsen KCHOUK

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

Mohamed MANSOUR

Director of Training Institute Affairs Administration, Former Director of Operation Administration, Drug Enforcement Administration, Ministry of Interior, Egypt. Teaching of trainees and officers on drug enforcement and criminal investigations, Police Academy, Cairo and Arab Institute for police

studies, Saudi Arabia. Bachelor in law and police science, training at the Drug Enforcement Administration, Washington, D.C., U.S.A. (1974 and 1978). Honor of El-Gomhoria (1977); Honor of El-Estehkak (1984). Attended various conferences and meetings in the drug enforcement field. Member of the Board since 1990.

Jean-Pierre QUENEUDEC

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

Maruthi Vasudev Narayan RAO

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

Oskar SCHROEDER

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

Tulio VELASQUEZ-QUEVEDO

Doctor of Medicine. Chairman, Monitoring Committee of the Peruvian Social Security System. Director, Institute of Andean Biology, Universidad Nacional Mayor de San Marcos. Executive President, First National Medical Congress, 1976. President, International Society of Andean Biology. President, Advisory Committee on Andean Biology of the Hipólito Unanue Agreement of the Andean Pact. Dean, Medical College of Peru. Member of the Board since 1987. Rapporteur in 1990.

THE ROLE OF THE INTERNATIONAL NARCOTICS CONTROL BOARD

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

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

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

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