

8 July 2011

English, French, Russian and
Spanish only*

Report of the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe, held in Vienna from 28 June to 1 July 2011

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* English, French, Russian and Spanish are the working languages of the subsidiary body.

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I. Matters calling for action by the Commission on Narcotic Drugs or brought to its attention

Recommendations adopted by the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe

1. The Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe, adopted a number of recommendations made by its working groups. Those recommendations are presented below.

1. Regional cooperation in combating the illicit drug trade in Europe

2. The following recommendations were made with regard to the topic entitled “Regional cooperation in combating the illicit drug trade in Europe”:

(a) Member States should work to strengthen institutional ties between their drug law enforcement authorities, in order to build trust and closer operational cooperation in targeting, investigating and dismantling drug trafficking groups;

(b) Governments should ensure that their drug law enforcement agencies establish standard operating procedures that support fast decision-making and closer operational cooperation with counterpart authorities in joint investigations of traffickers operating across multiple jurisdictions;

(c) In response to a developing trend of increased use of maritime containerized freight to smuggle drugs, Governments should take steps to ensure that they support close inter-agency partnerships between the law enforcement agencies responsible for border management and drug law enforcement.

2. Licit trade in precursor chemicals: additional elements of effective control

3. The following recommendations were made with regard to the topic entitled “Licit trade in precursor chemicals: additional elements of effective control”:

(a) In accordance with relevant Economic and Social Council resolutions and Security Council resolution 1817 (2008), all Governments are urged to register and actively use the Pre-Export Notification (PEN) Online system of the International Narcotics Control Board;

(b) If they have not already done so, Governments should take steps to ensure that their competent national authorities are not only monitoring the manufacture and sale of internationally controlled precursor chemicals but also maintaining special surveillance over chemicals that are susceptible to diversion as compatible chemical substitutes;

(c) To ensure proper compliance with international controls over chemicals used in illicit drug manufacture, Governments should ensure that information on end-user declarations and the registration of companies permitted to trade in those commodities is satisfactorily verified;

(d) In order to successfully identify attempts at the diversion of or trafficking in precursor chemicals, Governments should ensure that they maintain an accurate assessment of the legitimate chemical requirements of their national

industries and communicate those assessments to the International Narcotics Control Board, for publication on its web page on legitimate annual requirements;

(e) Governments should ensure that their drug law enforcement authorities and competent national authorities establish standard operating procedures that support fast decision-making and closer cooperation with counterpart authorities in joint investigations of drug trafficking and the illicit trade in precursors.

3. Coercion to cohesion: alternative models of demand reduction

4. The following recommendations were made with regard to the topic entitled “Coercion to cohesion: alternative models of demand reduction”:

(a) Governments should take steps to ensure that they have factual, reliable and comprehensive information concerning the illicit drug situation with respect to both drug trafficking and drug use within their countries, so as to be able to develop and implement effective strategies to combat illicit drug problems and reduce the impact of those problems;

(b) Governments should be encouraged to develop social assistance and social reintegration programmes, including for individuals who were able to benefit from drug addiction treatment, instead of the usual penal measures;

(c) Governments should work towards broader coverage and offer a variety of treatment and prevention approaches to persons affected by illicit drug use and dependence.

II. Current situation with respect to regional and subregional cooperation

5. At its 1st meeting, held on 28 June, the Meeting considered item 3 of the agenda, entitled “Current situation with respect to regional and subregional cooperation”. For its consideration of the item, the Meeting had before it a document prepared by the Secretariat entitled “Statistical analysis of drug trafficking trends in Europe and worldwide” (UNODC/HONEURO/9/2) and a conference room paper on the current situation with respect to regional and subregional cooperation in South-Eastern and Eastern Europe (UNODC/HONEURO/9/CRP.1).

6. A representative of the Secretariat introduced the item and gave an audio-visual presentation that provided an overview of trends in the region and worldwide. Statements were made by the representatives of Belarus, Croatia, France, Germany, Israel, the Russian Federation, Switzerland, Turkey and the United States of America. The observer for the European Police Office (Europol) made a statement and gave an audio-visual presentation. The observer for the Council of Europe gave an audio-visual presentation on the Pompidou Group.

7. The Meeting discussed current drug trafficking trends in Europe and approaches to countering them, with reference to particular cases, where applicable. While particular trafficking routes were identified and discussed, it was observed that all such routes were interconnected and that there were both regional and global markets. It was noted that nationals from particular countries were frequently

associated with particular kinds of illicit drug production and drug trafficking. One speaker indicated that there was evidence that drug trafficking in Europe was being supported by terrorist groups, who used the proceeds of crime to fund their illegal activities, such as the purchase of weapons. Furthermore, reference was made to important regional initiatives such as the Group of Eight Plus (G-8+) ministerial meeting held in Paris on 10 May 2011, where Government ministers met to enhance their efforts in the international fight against transatlantic cocaine trafficking. The issue of heroin trafficking was also mentioned during that meeting. Other meetings included the relevant sessions of the Commission on Narcotic Drugs, as well as the work of the European Parliament. Preparations were being made for the third ministerial meeting of the Paris Pact Initiative, to be held in Vienna on 8 December 2011, which would review progress made to counter trafficking in Afghan opiates and define the way forward in that regard.

8. Information was provided on the European pact to combat international drug trafficking, which was aimed at disrupting cocaine and heroin trafficking routes and countering the proceeds of crime. Other areas of cooperation against drug trafficking in the region included work being done within the framework of Europol and its cooperation with non-member States, as well as mutual legal assistance, joint investigations and law enforcement operations and judicial cooperation. The importance of information exchanges related to law enforcement operations and legislation, analytical studies of the illicit drug market and information on precursor chemicals was highlighted.

III. Consideration of topics by working groups

9. At its 2nd to 5th meetings, held from 28 to 30 June, the Meeting established working groups to examine three topics under item 6 of the agenda, entitled "Consideration of topics by working groups". The observations made by the working groups and the conclusions reached are presented below. (For the recommendations made by the working groups and adopted by the Meeting, see chapter I above.)

1. Regional cooperation in combating the illicit drug trade in Europe

10. The working group held two meetings, on 29 June. In its consideration of the topic entitled "Regional cooperation in combating the illicit drug trade in Europe", the working group made the following observations:

(a) The illicit drug trade had expanded from being a social and criminal problem to constituting a major threat to the health and security of people and regions;

(b) There was increasing evidence that transatlantic cocaine trafficking groups were shifting the focus of their transport *modus operandi* from Western European ports and concealment in small vessels to additional concealment within containerized maritime cargo, targeting ports in the eastern Mediterranean and the Balkan States;

(c) Europol, the South-East European Cooperative Initiative Regional Centre for Combating Trans-border Crime and the Canal West operation played an

important role in supporting the exchange of information between authorities, coordinating intelligence-led joint operations targeting traffickers, and promoting cross-border coordination between drug control authorities;

(d) Existing procedures for obtaining assistance or evidence from foreign jurisdictions in the pursuit of drug investigations continued to be too slow to meet operational needs or complete the judicial process;

(e) Authorities seeking to build their capacity to investigate cases involving the smuggling of drugs across borders and regions should make sure they were familiar with the support available to them through agencies such as Europol, the South-East European Cooperative Initiative Regional Centre for Combating Trans-border Crime and the Joint Interagency Counter Trafficking Center of the United States European Command.

11. The working group reached the following conclusions:

(a) Initiatives such as the establishment of joint investigation teams in response to specific threats and operational needs were directly supporting closer cooperation between authorities, which in turn was leading to the successful dismantling of trafficking networks and the faster prosecution of the principals responsible for their operation across multiple jurisdictions;

(b) A contributing factor to the effectiveness of the United Nations Office on Drugs and Crime (UNODC) Container Control Programme was its constructive support for inter-agency cooperation, which encouraged better management of existing law enforcement resources and focused them on the task of selecting and searching containerized freight;

(c) It was important that details learned about the identity, contact information, business associations and other relevant information concerning traffickers arrested or searches undertaken as a result of intelligence passed between authorities be shared with the authority originating the law enforcement action;

(d) The targeted engagement of prosecutors through capacity-building and specialist training related to the investigation and prosecution of drug trafficking offences was an excellent initiative of the South-East European Cooperative Initiative Regional Centre for Combating Trans-border Crime.

2. Licit trade in precursor chemicals: additional elements of effective control

12. The working group held one meeting, on 29 June. In its consideration of the topic entitled “Licit trade in precursor chemicals: additional elements of effective control”, the working group made the following observations:

(a) The purchase of precursor chemicals was one of the weakest links in the illicit drug production chain and was the stage at which traffickers risked exposure and identification to authorities;

(b) The purchase of alternative precursor chemicals as a substitute for those under international control was creating a new challenge for authorities seeking to prevent the illicit drugs manufacture;

(c) A good working partnership with national chemical manufacturers and associated industries offered authorities the opportunity to identify traffickers attempting to purchase precursor chemicals;

(d) Legitimate chemical and pharmaceutical industries could help in identifying new chemicals used in illicit drug manufacture;

(e) In many instances, the legitimate national requirements of chemicals needed for use in domestic industry was unknown.

13. The working group reached the following conclusions:

(a) It was important that national control authorities had an accurate assessment and understanding of the types and quantities of chemicals required to meet the legitimate needs of their national industries;

(b) Governments could use the *Guidelines for a Voluntary Code of Practice for the Chemical Industry*, issued by the International Narcotics Control Board, and work with industry to establish a code of conduct to prevent chemical diversion;

(c) The PEN online system offered competent national authorities and officers the opportunity to notify one another in advance of pending sales and shipments of controlled precursors, and the availability of the system made it a valuable tool for authorities seeking to prevent the diversion of chemicals;

(d) Countries that had not introduced effective regulations or enforceable controls over the manufacture, sale and distribution of precursor chemicals were vulnerable to traffickers looking for new sources of chemicals to use in illicit drug manufacture, who were quick to adapt and exploit such situations.

3. Coercion to cohesion: alternative models of demand reduction

14. The working group held one meeting, on 30 June 2011. In its consideration of the topic entitled “Coercion to cohesion: alternative models of demand reduction”, the working group made the following observations:

(a) There were a number of alternative models for reducing illicit drug demand. That was reflected in the diversity of approaches to policies and treatment;

(b) Drug markets were complex and driven by different factors that influenced supply and demand. It was stated that broad treatment coverage and other measures reducing the harm related to drug use did have an impact on public safety and police work, as well as on the health of both individuals and the general public. Furthermore, such measures could make drug demand more flexible and therefore had the potential to contribute to the disruption of illicit drug markets;

(c) Policymakers needed factual, objective, reliable and comparable information concerning illicit drugs, their use, drug dependence and the consequences of drug dependence;

(d) Science-based methods for prevention and treatment had been found to work and to be a cost-effective strategy.

15. The working group reached the following conclusions:

(a) The consequences of law enforcement could be seen as weakening the attraction of drugs, owing to the deterrent effects of prosecution, reduced availability of drugs, higher drug prices and lower purity levels;

(b) Access to sound information in areas such as illicit drug markets, drug-related crime and supply reduction statistics was the key to developing effective drug control strategies and policies;

(c) Persons affected by illicit drug use and drug dependence, together with their family members, required access to affordable, diversified and effective prevention and treatment services;

(d) More consideration should be given to disrupting illicit drug markets and indentifying and confiscating the proceeds of drug-related crime.

IV. Implementation of the recommendations adopted by the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Europe

16. At its 1st and 2nd meetings, held on 28 June 2011, the Meeting considered item 4 of the agenda, entitled “Implementation of the recommendations adopted by the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Europe”. The Meeting had before it a document prepared by the Secretariat (UNODC/HONEURO/9/3) on the basis of information provided by Governments in response to a questionnaire sent to all States participating in the Meeting. The document reflected the replies received from Croatia, Cyprus, Estonia, Germany, Israel, Luxembourg, Malta, Spain, Switzerland and Turkey as at 17 May 2011. After that date, replies to the questionnaire were submitted by Belarus, Bulgaria, Denmark, Kyrgyzstan and the Russian Federation.

17. The Meeting was informed of action taken to implement specific recommendations at the national level, results achieved and difficulties encountered.

18. Statements were made by the representatives of Denmark, Germany, Israel, Norway, the Russian Federation, Spain, Switzerland, Turkey and the United States. The observer for Europol also made a statement.

19. Representatives outlined actions undertaken to implement the recommendations adopted by the Eighth Meeting, including in the context of the different segments of the illicit markets for drugs, including cannabis, synthetic drugs, cocaine and opiates. It was noted that organized criminal groups adapted rapidly to changes in consumer markets. The main trafficking routes into Europe were by sea and air; containers in particular were commonly used for smuggling.

20. A trend towards the trafficking in and abuse of cannabis in Europe was noted, particularly the use of indoor cultivation. Cannabis seeds and equipment were readily available over the Internet, and criminal groups found that illicit market to be particularly profitable, requiring a relatively low up-front investment. Links to South-East Asian criminal groups and illegal migration were mentioned by representatives of several countries. While the use of cannabis had increased in

Europe, the use of methylenedioxymethamphetamine (MDMA, commonly known as “ecstasy”) had declined. In the cocaine market, decreasing interception rates in some countries suggested that traffickers were effectively changing their methods and that law enforcement controls were not delivering the same results. It was observed that drugs from Latin America were being smuggled into the region, in some cases via Africa. There was some evidence suggesting that organized criminal groups from Latin America and the Caribbean were establishing operations in Europe. It was noted that opium production in Afghanistan could rise in 2011, owing to a healthier crop and the emergence of opium poppy cultivation in additional provinces. The representatives of some countries noted a decline in opiates, while others noted that heroin remained available and that seizures had increased in recent years. Some of the drug trafficking organizations had abandoned opiates in favour of cannabis cultivation and trafficking.

21. In order to facilitate drug control in rapidly changing markets, European Union and some non-European Union member States were scheduling groups of substances so that new substances could be brought under control more rapidly. The general trend concerning synthetic drugs was that, while more of the new designer drugs and research chemicals were being put under control, traditional amphetamine-type stimulants, such as amphetamine, methamphetamine and MDMA, seemed to be gaining ground in Europe.

V. Follow-up to the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem

22. At its second meeting, held on 28 June, the Meeting discussed item 5, entitled “Follow-up to the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem”. For its consideration of the item, the Meeting had before it a United Nations publication entitled “Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem”. The Secretariat introduced the item. A statement was made by the representative of France.

23. Reference was made to the G-8+ ministerial meeting held in Paris in May 2011 on the international fight against transatlantic cocaine trafficking, with the participation of producing, transit and consuming countries as well as 10 regional and international organizations. It was noted that trafficking routes had diversified and that trafficking was generating instability and insecurity. Furthermore, groups engaged in transnational organized crime had developed full-scale technical and logistical capacities. The ministerial meeting adopted a plan of action to counter transatlantic trafficking, which included measures aimed at reinforcing international cooperation, collecting and sharing intelligence, intensifying maritime cooperation, enhancing mechanisms for the identification and confiscation of the proceeds of crime, strengthening the capacity of States and financing the fight against drug trafficking. UNODC was encouraged to identify innovative approaches to financing the prevention and combating of drug trafficking. A follow-up to the ministerial meeting was planned.

VI. Organization of the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe

24. At its 7th meeting, held on 1 July, the Meeting considered item 7 of its agenda, entitled “Organization of the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe”. For its consideration of the item, the Meeting had before it a document on that topic, which had been prepared by the Secretariat (UNODC/HONEURO/9/4). During the discussion of the item, statements were made by the representatives of Denmark, Germany, Israel, Lithuania, Norway, the Russian Federation, Spain, Switzerland and Turkey.

25. Several representatives proposed topics for consideration by the working groups at the Tenth Meeting. Germany proposed that States nominating or supporting topics should be ready to lead in their presentation to the Meeting. In response to the growing pressure on Europe from Latin American cocaine traffickers and the shift in modus operandi to maritime transport, Spain, supported by Denmark and the Russian Federation, proposed a working group working on cocaine and heroin trafficking using sea containers. Switzerland, supported by Israel, proposed a working group on cannabis and the challenges faced by Europe’s law enforcement authorities in response to changes in illicit drug production and trafficking methods and the impact of calls for changing Government policies on cannabis. Turkey suggested a working group to examine the impact of West African criminal groups working in Europe. Lithuania highlighted the growth in new psychoactive amphetamine-type substances being sold on the Internet and through other channels as a topic for focused debate. Norway proposed that the discussion on treatment and demand reduction should be taken up at the Tenth Meeting. Israel proposed a consideration of approaches to enhancing cooperation between law enforcement agencies engaged in combating drug trafficking that involved transiting through the Middle East and Central Asia to Europe. The Secretariat would work with the members of the Heads of National Drug Law Enforcement Agencies, Europe, to consolidate the proposed topics into a working group agenda.

26. The Meeting approved the following draft provisional agenda for the Tenth Meeting:

1. Election of officers.
2. Adoption of the agenda and organization of work.
3. Current situation with respect to regional and subregional cooperation.
4. Implementation of the recommendations adopted by the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe.
5. Follow-up to the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem.
6. Consideration of topics by working groups.
7. Organization of the Eleventh Meeting of Heads of National Drug Law Enforcement Agencies, Europe.
8. Other business.

9. Adoption of the report of the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe.

VII. Other business

27. At its 7th meeting, the Meeting considered item 8 of its agenda, entitled “Other business”. A representative of the Secretariat made an introductory statement on the survey of the functioning of the subsidiary bodies of the Commission on Narcotic Drugs. In 2009 and early 2010, the Secretariat had conducted a review of responses by members of subsidiary bodies of the Commission to a questionnaire on the functioning of those bodies. The analysis of those responses was presented in a conference room paper to the Commission at its fifty-third session, in March 2010. That paper, which had been finalized as document UNODC/HONEURO/9/5, was brought to the attention of the Ninth Meeting, which was meeting for the first time since the finalization of the paper.

VIII. Adoption of the report

28. At its 7th meeting, the Meeting adopted the report of its Ninth Meeting (UNODC/HONEURO/9/L.1 and Add.1-6), as revised, including the reports of the working groups and their recommendations.

IX. Organization of the Meeting

A. Opening and duration of the Meeting

29. The Ninth Meeting was held in Vienna from 28 June to 1 July 2011. The representative of the Executive Director of UNODC addressed the participants at the opening meeting. The Chair of the Ninth Meeting also addressed the meeting.

B. Attendance

30. The following States were represented: Austria, Azerbaijan, Belarus, Belgium, Bulgaria, Croatia, Cyprus, Denmark, Estonia, France, Germany, Israel, Lithuania, Malta, Norway, Poland, Romania, Russian Federation, Slovakia, Spain, Switzerland, Tajikistan, Turkey, Ukraine and United States.

31. The Council of Europe, the European Monitoring Centre for Drugs and Drug Addiction, Europol, the International Narcotics Control Board and the South-East European Cooperative Initiative Regional Centre for Combating Trans-border Crime were represented by observers.

32. UNODC served as the secretariat of the Meeting.

C. Election of officers

33. At its 1st meeting, the Ninth Meeting elected the following officers:

| | |
|--------------------------|---------------------------|
| <i>Chair</i> | Vasyl Pokotylo (Ukraine) |
| <i>First Vice-Chair</i> | Roger Flury (Switzerland) |
| <i>Second Vice-Chair</i> | Neil Harrison (Malta) |
| <i>Rapporteur</i> | Behsat Ekici (Turkey) |

D. Adoption of the agenda

34. Also at its 1st meeting, the Ninth Meeting adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda and organization of work.
3. Current situation with respect to regional and subregional cooperation.
4. Implementation of the recommendations adopted by the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Europe.
5. Follow-up on the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem.
6. Consideration of topics by working groups.
 - (a) Regional cooperation in combating the illicit drug trade in Europe;
 - (b) Licit trade in precursor chemicals: additional elements of effective control;
 - (c) Coercion to cohesion: alternative models of demand reduction.
7. Organization of the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe.
8. Other business.
9. Adoption of the report of the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe.

E. Documentation

35. The documents before the Ninth Meeting are listed in the annex to the present report.

X. Closure of the Meeting

36. Closing statements were made by the Chair of the Ninth Meeting and a representative of the Secretariat.

Annex

List of documents before the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Europe

| <i>Document number</i> | <i>Agenda item</i> | <i>Title or description</i> |
|---------------------------------|--------------------|--|
| UNODC/HONEURO/9/1 | 2 | Provisional agenda and annotations |
| UNODC/HONEURO/9/2 | 3 | Statistical analysis of drug trafficking trends in Europe and worldwide |
| UNODC/HONEURO/9/3 | 4 | Implementation of the recommendations adopted by the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Europe |
| UNODC/HONEURO/9/4 | 7 | Organization of the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe |
| UNODC/HONEURO/9/5 | 8 | Review of the functioning of the subsidiary bodies of the Commission on Narcotic Drugs |
| UNODC/HONEURO/9/L.1 and Add.1-6 | 9 | Draft report |
| UNODC/HONEURO/9/CRP.1 | 3 | Current situation with respect to regional and subregional cooperation in South-Eastern and Eastern Europe |
| UNODC/HONEURO/9/CRP.2-14 | 3 | Country reports |