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Seventh United Nations Congress
on the Prevention of Crime and the Treatment of Offenders

DRUGS

Discussion Paper

Sub-Topic 1

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SEVENTH UNITED NATIONS CONGRESS ON
THE PREVENTION OF CRIME AND THE
TREATMENT OF OFFENDERS

DISCUSSION PAPER ON SUB-TOPIC 1 /

/ DRUG ABUSE AND CONTROL :

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interested Federal, Provincial and Territorial Officials
and Non-Governmental Organizations in Canada.
It does not necessarily represent the views of
the Ministry of the Solicitor General
nor of the Government of Canada.
Its sole purpose is to provide a basis for discussion
on the 7th United Nations Congress Agenda Items.

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INTRODUCTION

Sub-Topic One for the VIIth U.N. Congress on the Prevention of Crime and Treatment of Offenders is entitled "Illicit Drug Trafficking". From the Canadian perspective, however, the problem of drug abuse is multi-dimensional and therefore consideration of the subject should not be restricted solely to the issue of illicit trafficking. Accordingly, this paper includes a discussion of such elements as prevention and treatment of drug abuse, in addition to its control.

The paper is divided into three major subject areas. The first of these addresses the nature and scope of illicit drug trafficking in Canada, which includes a discussion of present and projected trends, as well as a review of the activities of criminal and terrorist organizations in the international drug trade. The second reviews Canadian initiatives to date in combatting drug trafficking and in implementing programs of drug abuse prevention and treatment. The third subject of discussion is a review of current and foreseeable international initiatives and their possible implications for Canada.

The VIIth Congress provides an international forum which could serve to advance the coordinated United Nations effort to combat drug trafficking and drug abuse. Never before have so many nations had such urgent need to bring about effective international action to effectively control the drug trade.

I NATURE AND SCOPE OF THE PROBLEM

Current Drug Situation

Table I, which appears at Annex A, provides the latest available statistics on illicit drug trends in Canada. While these statistics provide an indication of national trends, based upon police intelligence data, these are estimates only with respect to "the number of users" and the "retail value" of the drug trade in Canada.

Heroin and Other Opiates

As suggested by Annex A there is a considerable problem with both heroin abuse and availability in Canada. The level of usage and availability is inferred on the basis of police intelligence and not strictly upon seizure statistics.

Intelligence data indicates that in 1983 Southeast Asia's Golden Triangle (Thailand, Burma and Laos) supplied approximately two thirds of Canada's illicit heroin market while Southwest Asia's Golden Crescent (Pakistan, Afghanistan and Iran) supplied the remaining one third.

In addition to the extensive illicit heroin supply to the Canadian market (estimated \$2.8 billion in 1983), the trend for narcotic drugs to be diverted from licit sources in Canada also persists. Means such as theft, robbery, forgery, double doctoring, and soliciting prescriptions are being used with increasing frequency. Consequently, the non-medical use of prescription narcotics such as hydromorphone, oxycodone, pentazocine and codeine is on the increase. Licit methadone is also found on the illicit market, usually diverted from methadone treatment programs for the purpose of trafficking. Physician reports of primary dependence on prescription narcotics are received with increasing frequency. This suggests that there exists a population of drug-seeking individuals who rely entirely on pharmaceutical supplies.

Cocaine

There was a significant increase in the availability of cocaine throughout Canada in 1983. Drug enforcement authorities continued to encounter cocaine in all major metropolitan centres, but also noted it entering smaller communities and more remote areas. Abuse of this drug, previously associated primarily with upper class adults, is now being encountered amongst all age groups and socio-economic classes.

The upward trend for cocaine availability and abuse in Canada since 1981 is expected to continue in the short term due to the increased production of coca in South America and the traffickers highly developed marketing strategies. Colombian traffickers are the largest supplier of cocaine to Canada, accounting for approximately two thirds of the market.

Psychotropic Drugs

The sources of chemical drugs on Canada's illicit market are found mainly in domestic clandestine laboratories, illicitly manufactured and diverted drugs from foreign sources and diversion of drugs legally manufactured in Canada.

The dominant groups associated with the financing, manufacturing and distribution of illicit chemical drugs in Canada are the outlaw motorcycle gangs. In some areas of the country these criminal organizations have a virtual monopoly on the sale of these substances. With their strong interprovincial as well as international links, the distribution networks are managed with a high degree of efficiency and flexibility. These gangs, with their highly structured and tightly knit organizations, are difficult to infiltrate and likely will continue to dominate the illicit chemical drug market in Canada. Money laundering through real estate and legitimate business investments will enable these groups to further consolidate their power base and to diversify their operations.

Cannabis

Marihuana, hashish and liquid hashish continue to be the most widely available and used illicit drugs in Canada. These products can be purchased throughout the country, in the larger metropolitan centres as well as smaller communities and more remote areas.

Recent drug use surveys indicate a decrease in the overall use of cannabis, which may suggest the beginning of a downward trend in its use. However, the popularity of the more potent, exotic varieties of marihuana imported into Canada, such as sinsemilla, Mexican Red Hair and Thai marihuana, appeared to continue in 1983 throughout Canada, a trend noted since 1981.

The illicit cannabis market in Canada is supplied by criminal elements in several foreign countries including Colombia (which is identified as the major source of marijuana destined to Canada in 1983), Jamaica, Thailand, Mexico, Pakistan, India and the United States. In relation to the Canadian hashish market, Lebanon was the source of slightly over one half of the market, with other source countries being Pakistan and India. Jamaica dominated the Canadian supply of liquid hashish.

Sustained drug enforcement efforts targetted against drug production and trafficking activity in source countries such as Colombia and Jamaica appear to have resulted in decreasing market shares for producers and traffickers from these two countries, while other source countries such as Thailand and Lebanon increased their market positions in 1983.

During the past several years the sale of look-alike drugs has become a major drug abuse problem in Canada. Look-alikes are tablets and capsules which are manufactured and imprinted to closely resemble or even duplicate the appearance of well-known brand name drugs. However these are not necessarily illegal since they contain only non-controlled, over-the-counter drugs such as caffeine, ephedrine, phenylpropanolamine or some combination of these substances. The vast majority of these drugs are manufactured in the United States with Canadian traffickers either travelling to the United States to purchase the drugs or ordering them through a vast mail-order network established in drug-oriented magazines and related literature.

Future Trends in the Illicit Drug Trade

Heroin and Other Opiates

It is expected that the supply of heroin from southwest and southeast Asia will continue to increase. However, Malaysia's new laws to combat drug offences could well diminish that country's role as a principal staging area for heroin destined to Europe and North America. Conversely, the abolition of visa requirements for travel to Indonesia may increase that country's significance as a staging area for the international movement of heroin. Despite the Government of Mexico's eradication campaign,

cultivation of the opium poppy in that country likely will increase and Mexico may, as a consequence, become a more significant source of heroin which is destined to Canada.

The trend towards diversion of pharmaceutical opioids is likely to continue in the foreseeable future. Once diverted these high quality products command very high street prices. Prescription shopping will remain the favoured means of obtaining supplies.

Cocaine

The availability of cocaine throughout Canada will continue to increase over the next few years because of the increased production of raw materials in the source countries and the refinement of market strategies by international drug trafficking organizations.

Increasing seizures of cocaine and arrests for cocaine-related offences are expected through 1986. Stable or possible decreasing prices and increasingly high purity levels at the wholesale and retail levels are anticipated should prevailing conditions continue in South America.

A lowering of the street price for cocaine would attract new users, especially amongst younger Canadians, while current users would likely increase their levels of consumption. The more potent modes of ingestion, such as freebasing and intravenous injection, are also expected to become more common. Increases in cocaine-related deaths and hospital treatment also are anticipated should these trends develop.

The intensification of coca cultivation by trafficking organizations in Colombia, as well as the extension of their control over coca growing areas in surrounding countries, will enhance their objective of becoming principal producers of coca and further entrench their role as leading cocaine processors for the international drug trade.

Colombian traffickers' attempts to attain supremacy in the cocaine trade will stimulate those in Peru and Bolivia to maintain or increase their market share of the illegal cocaine trade by processing more of the raw materials into cocaine hydrochloride in their own countries. Due to increasing pressure on criminal organizations in Colombia, Peru and Bolivia, it is considered that Brazil could emerge as a prime source/transit country for cocaine traffickers.

Synthetic Drugs

Chemical drug abuse in Canada is not expected to diminish. However, shifts of consumption patterns are anticipated, which will be dependent upon market demands, as well as enforcement activity. Despite these possible shifts, the principal illicit chemical drugs of abuse will remain LSD, methamphetamine, MDA and PCP. The principal source of illicit chemical drugs of abuse in Canada through 1986 will remain domestic clandestine laboratories.

Increased security measures coupled with pharmacists' efforts to maintain minimum inventories of target drugs will hopefully result in a steady decline in thefts and other losses involving Schedule F and Schedule G drugs. Prescription shopping, particularly for stimulants, is likely to increase. Look-alike stimulants will continue to be widely available. The United States will remain the major source for look-alike drugs available on the Canadian market.

Cannabis

The cannabis derivatives (marihuana, hashish and liquid hashish) will remain the principal drugs of abuse in all regions of Canada with high levels of availability forecast through 1986. Criminal elements in Jamaica will continue to be the principal foreign producers of liquid hashish destined for Canada, while Lebanon's major role in the hashish trade will likely continue through 1986. There will be increasing amounts of domestically-produced marihuana, especially from hydroponic installations and indoor cultivation, particularly in Western Canada through 1986.

Marihuana with high tetrahydrocannabinol (THC) levels will continue to be popular with cannabis users. There appears to be a stabilization in the number of cannabis users in Canada.

International/National Criminal Organizations Having an Impact onCanada

Drug trafficking is to a large extent dominated by organized criminal syndicates whose sole purpose is to secure financial profit and power. The immense revenues derived from illicit drug trafficking help to strengthen and perpetuate highly efficient drug distribution networks, which function without regard for national boundaries.

Such a flow of money enhances the traffickers' ability to ensure that their illicit production and distribution systems continue to function. Bribes, pay-offs and the corruption of public officials are frequently resorted to as well as, on occasion, threats, intimidation and violence. The vast profits are laundered and reinvested into legal and quasi-legal business ventures. These, in turn, provide a shield of respectability to the syndicate leaders.

The risks involved are extremely low for the financiers and high-level international criminals, who may never come into direct contact with illicit drugs. In such circumstances, the drug trafficking syndicates can be expected to flourish and to continue supplying illicit drugs to meet the permanent demand from individuals and groups within society who are willing to pay the price which has been set.

The profits derived from drug trafficking are clearly revealed by the increase in the value of illicit drugs as they move from the producer to the consumer. An illicit opium producer may receive from \$Cdn 500 to \$Cdn 800 for 10 kilograms of opium, which in turn produces one kilogram of pure heroin that sells in production areas for approximately \$Cdn 5,000. When this one kilogram of pure heroin is delivered to major distribution centres in Canada, it may sell for \$Cdn 225,000 at the wholesale level. The final product that emerges, after heroin is cut and diluted to street-level quality, is a capsule dosage unit

containing a small percentage of heroin which is sold to the addict for \$Cdn 35-50 per unit. As a result one kilogram of heroin can generate sales of up to \$Cdn 12 million .

The illicit opium producer may make only several thousand Canadian dollars from his annual harvest, while the organized criminal syndicates which manufacture, transport and sell heroin on the illicit market receive billions of tax-free dollars annually. A similar situation exists with respect to cocaine.

The South American coca-bush farmer receives approximately \$Cdn 1,000 for 250 kilograms of coca leaves which yield a minimum of one kilogram of pure cocaine hydrochloride. This kilogram of cocaine sells for up to \$Cdn 18,000 in South America and for approximately \$Cdn 100,000 at the wholesale level in North America or Europe. By the time it has been diluted and reaches the user level, one kilogram of cocaine generates a minimum of \$Cdn 1.2 million. More than 100 tons of cocaine are produced annually in South America.

Similar massive profits can be reaped with cannabis. Current intelligence estimates show that in one South American country up to 20,000 hectares are cultivated with cannabis plants, producing annually between 25 and 50 thousand tons of high-quality cannabis destined for the illicit world market. The value of this production is estimated at over \$Cdn 2 billion. Street sales internationally produce a cash flow of hundreds of millions of dollars. Numerous other countries in the world produce hundreds of tons of illicit cannabis generating billions of dollars in profits annually. Clandestine laboratories and substances diverted from licit sources add billions of additional dollars to the illicit drug profits that can be made by drug traffickers.

Terrorism and the Drug Trade

International terrorist organizations have not had a direct impact on Canada. However, the experience of other countries is instructive, and sheds light on the fact that terrorist groups are involved in using their expanding financial assets to further support/conceal their terrorist activities and protect narcotics

production and processing facilities, as is the case with the M-19 group in Colombia.

II. CANADIAN INITIATIVES

Control of Drug Trafficking

Canada's drug law enforcement mandate is intended to enforce the relevant Canadian laws, reduce the availability of illicit drugs and diverted pharmaceuticals, and bring before the criminal justice system those organizations and individuals involved in these illegal activities. Internationally, Canada cooperates with other countries in coordinated enforcement efforts, including international information/intelligence systems designed to suppress trafficking. International intelligence and information support is a vital activity which is likely to be intensified in coming years. In addition, our international assistance can take the form of supplying technical equipment and office supplies to developing countries where illicit drugs are produced and which have limited financial resources to deal with the problem. This assistance increases their basic capability to enforce their drug laws, thereby interrupting the drug shipments prior to entry into Canada.

The RCMP foreign liaison program is involved in the stationing of liaison officers at selected Canadian embassies abroad to ensure that information and intelligence cooperation with local police authorities is both efficient and effective without, of course, infringing on the sovereign exercise of police authority by the host countries. Canada presently has twenty-four RCMP officers posted to seventeen countries.

Canada Customs also plays an important role in combatting drugtrafficking as more than 90% of the illicit drugs/narcotics used in Canada are smuggled into the country. Customs averages approximately 3,000 drug interceptions annually. In 1983 officers seized drugs valued in excess of 168 million dollars.

Moreover, Canada Customs recently strengthened its drug interdiction program by the creation of a special Narcotic Interdiction Task Force. Within three months of its creation in February 1984, this Task Force recruited, trained and equipped

twenty-one Customs drug teams who were stationed at key importation areas across Canada. At the same time, instructions to all Customs field regions renewed the emphasis which is placed on intercepting narcotic importations. For the period July 1984 to February 1985, the teams were involved in the seizing drugs and narcotics with an approximate value of 200 million dollars. Added to this effort are enhanced intelligence exchanges with other Customs administrations throughout the world.

In 1981 the Canadian government formed designated units within the RCMP to deal specifically with the possible seizure of proceeds and assets of drug crime.

Major trafficking investigations are consistently targetted to the source person, group or country, in order to be more effective. Concurrent with this is the violator classification system, which places each violator or organization in order of priority, for investigative purposes.

Law enforcement in Canada is a coordinated effort to ensure that intelligence gathered by other federal agencies, as well as provincial and municipal authorities, is channeled through the RCMP for its efforts nationally and internationally through Interpol.

On the national scene, a strategy to contain diversion of pharmaceuticals has been developed, which involves a variety of activities to fit changing situations. Monitoring of prescription products and individual prescription patterns is carried out to ensure drug accountability and to prevent improper prescribing. These efforts include surveillance and investigations with health professionals and pharmaceutical firms.

Drug Treatment and Prevention

Youth Programs

Much that is innovative and comprehensive in youth drug treatment and prevention programming in Canada originated in the 1980s. With respect to drug treatment (and with the exception of Quebec where residential youth treatment is well developed) most

programming is offered on an outpatient basis. Compared with programs for alcohol dependent adults, youth drug treatment interventions are of a longer term, ranging from six weeks to two years duration. All youth treatment programming emphasizes the need to link drug dependent and high risk youth with peer, community support groups.

With respect to drug prevention, alcohol and drug curricula (standardized by grade level) have been introduced throughout many school systems in Canada and the program continues to be applied more widely. There also has been extensive use of parents' programs throughout Canada as a means of assisting parents to become more effective in preventing drug abuse by their children. These efforts have been augmented by a national media campaign conducted by Health and Welfare Canada, as well as by the large scale distribution of information booklets warning against the use of cannabis and other drugs. This program is more fully explained immediately below.

Federal Role in Drug Abuse Prevention Programs for Youth

Federal involvement in youth drug programs through Health and Welfare Canada has taken on a preventative focus. Its awareness and information campaign is directed mainly to adolescents and their parents. It is nation wide in scope and makes extensive use of television advertising and printed materials.

Integral to the campaign has been the development of two informational booklets which are as follows:

- 1) Stay Real which attempts to assist parents and children to come to a clearer understanding of the problem of cannabis use, and to promote communication between them on the subject;
- 2) Straight Facts About Drugs and Drug Abuse which is intended to respond to key questions which adolescents and parents ask about drugs.

The demand for these publications has exceeded all expectations. One and a half million copies of Stay Real and two hundred and fifty thousand copies of Straight Facts have been distributed to

households, schools, addiction agencies and law enforcement authorities across Canada.

Provincial Role in Drug Abuse Prevention Programs for Youth

In addition to federal efforts on prevention and treatment, each of the Canadian provinces have preventative and treatment activities and facilities which are described in Annex B.

Moreover, there are other ongoing programs, such as:

- NHL Poster Program, together with NHL Hockey Hall of Fame and the RCMP Museum for "dial a message from an NHL hockey player" relevant to drug use and abuse;
- Two 30 second TV commercials with assistance from NHL at a cost of \$70,000.00;
- Cooperation with Ontario Chiefs of Police Association on a video presentation directed towards elementary schools. The video "Consider the Source" has been distributed nationally;
- Poster titled "Drugs: A One Way Trip" which was produced by the RCMP in cooperation with External Affairs; 40,000 such posters have been distributed and there are displays at three Canadian international airports;
- Sharing of prescribing information with health professionals to foster judicious use of psychoactive pharmaceuticals.
- A folder kit entitled "Physicians and Drug Abuse" produced in cooperation with provincial medical licencing authorities to assist physicians in resisting prescribing demands.

In addition, RCMP Headquarters Drug Enforcement Branch is presently in the process of producing an in-depth booklet, which should be available towards the end of 1985, which will deal factually with drug abuse and which will be geared towards educating parents, teachers and youth about this problem.

III INTERNATIONAL INITIATIVES AND THEIR IMPLICATIONS FOR CANADA

A. Introduction

Canada is a signatory to the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol. The primary objective of this convention is to restrict the trade in and use of narcotic drugs to exclusively medical and scientific purposes. Canada has also signed but has not ratified the 1971 Convention on Psychotropic Substances. It played a role in drafting it and generally regulates drugs according to its schedules. Canadian representatives also sit on numerous United Nations committees dealing with drug control and drug abuse questions.

As previously discussed, the RCMP also cooperates internationally with other police forces through the International Criminal Police Organization (ICPO) - Interpol. This international organization of police officers now has 136 member countries. The RCMP has participated in Interpol since 1949 and operates Canada's National Central Bureau which links the world police network with Canada's police forces and law enforcement agencies. In addition, Canada sits on the Customs Cooperation Council.

B. Drug Control Mechanisms of the United Nations

United Nations Organizations Directly Concerned with the Drug Problem

An organization chart of United Nations agencies involved in controlling narcotics traffic is set out in Annex C and includes the following:

The United Nations General Assembly (UNGA): Questions on drugs are referred to the UNGA by the Economic and Social Council of the United Nations (ECOSOC). This usually happens in the context of the examination of the report of ECOSOC by UNGA in autumn each year. However important initiatives on drug control can take place in this forum, such as the 1984 UNGA resolution urging the drafting of a new international drug convention.

ECOSOC: ECOSOC has 54 member nation-states, and it receives reports from several functional commissions, including the UN Commission on Narcotic Drugs (UNCND). The elections of countries to the UNCND and the International Narcotics Control Board (INCB) take place in ECOSOC such as in May 1983, when Canada was elected to a four year UNCND term, beginning January 1, 1984.

Each year, usually in its Spring session, ECOSOC examines the report of the UNCND (usually approved in February) and votes upon the UNCND draft resolutions referred to it for adoption. In turn, ECOSOC in its supervisory role imparts general guidance to the UNCND.

UN Commission on Narcotic Drugs (UNCND): The UNCN is composed of forty member countries selected on a regional basis, and is the international forum where expert representatives discuss the drug problem and formulate drug control resolutions, measures and strategies. It also drafts the international drug conventions which are the pillars for combatting drug trafficking - in early 1985 it commenced the first stage preparation of a third major international drug convention. In short, it is the principal UN body for formulating and coordinating international drug control efforts.

UN Division of Narcotic Drugs (UNDND): This unit is essentially the Secretariat of the UNCND. It gathers the information on drug abuse and the illicit traffic which is required for the regular studies and papers it undertakes for the Commission. Its current director, Ms. T. Oppenheimer is a Canadian citizen.

International Narcotics Control Board (INCB): This is a Board of independent experts. Its primary function is to limit, and at the same time to ensure, the availability of drugs for medical and scientific purposes. To this end, the Board has been given the responsibility of administering a strict quota system for narcotic drugs and a mandatory estimate system, with a view to preventing leakages from licit sources into illicit channels. The Board may request explanations or propose consultations or remedial actions. The Board submits its annual report to ECOSOC through the UNCND.

UN Fund for Drug Abuse Control (UNFDAC): UNFDAC was established in 1971 and is financed entirely by voluntary contributions from government and non-government sources. The Canadian Government has contributed over \$2 million (US) to UNFDAC since its inception. One of UNFDAC's functions is to combat illicit production by crop substitution programs; it also engages in anti-trafficking and anti-drug abuse activities.

UNFDAC has a fund of some five to seven million dollars per year to supplement the two to three million dollar budget of the UNDD and a similar amount for the INCB. This is used mostly on projects in developing countries where the production of natural drugs is a problem. The money is spent mainly in developing substitute crops so that the inhabitants will not be tempted to rely upon illicit crop production for their livelihood. With its limited funds it has tried to involve both bilateral aid agencies and the much larger resources of the United Nations Development Program (UNDP) in its activities; in order to reduce overhead, UNDP is the operating agency for UNFDAC in a number of countries.

Other International Agencies: The specialized agency of the UN most concerned with drugs is the World Health Organization (WHO). It has responsibilities under the international drug conventions for evaluating the dependence potential of drugs. Also involved are the International Labour Organization (ILO), the Food and Agriculture Organization (FAO) and the UN Educational, Scientific and Cultural Organization (UNESCO). There are also non-governmental organizations involved such as the International Council on Alcohol and Addiction (ICAA).

C. Preparation of a new International Drug Convention

As previously mentioned, and as a consequence of a 1984 resolution of the UN General Assembly, a new international drug convention - the third major convention in the field - is being formulated by the UNCND which, at its February 1985 session, invited member governments to propose possible provisions for inclusion in such an initiative (see Annex D). Among the

proposals which are likely to be included in the new international convention are the following:

(i) Forfeiture of Illicitly Acquired Revenues and Assets

The draft protocol dealing with Forfeiture of the Proceeds of Drug Crimes prepared by the Second Expert Group of the UNCND which convened in Vienna in the fall of 1984, provides an effective basis for action on this front.

The expert group concluded that it ought to be a crime to knowingly acquire, possess, use or launder the proceeds of drug trafficking, irrespective of where such trafficking occurred. It was recommended that such offences should be included in the proposed international convention, to permit for effective action to trace, freeze, and seize the illicit proceeds and to prosecute the responsible persons with the objective that such proceeds be forfeited.

Criminal organizations are cognizant of countries with strong bank and corporate secrecy laws and use these systems to launder proceeds from the illicit drug trade. If the laws vary from one country to another, judicial proceedings are hampered. The group considered that success of criminal organizations using these methods undermines not only international banking systems but also legitimate trade, including national and international commerce. The international financial flow from drug-related crime will continue as long as "tax havens" exist.

(ii) Control of Essential Precursors

International control of the principal precursors for the manufacture of illicit drugs (e.g. which permit the extraction of heroin from opium and the extraction of cocaine from cocoa) would constitute a primary defence in controlling the manufacture of illicit drugs. The principal precursors are, acetic anhydride (heroin) ethylether (cocaine) ergotamine tartrate (LSD) piperidine (PCP).

(iii) Controlled Deliveries

A controlled delivery is the transporting of illicit drugs under controlled conditions with the knowledge and consent of the police. The main objective is to allow the offence to continue, permitting the apprehension and successful prosecution of the key principals involved rather than the mere seizure of the drugs and apprehension of the couriers. Controlled deliveries represent an efficient technique which, when successful, effectively identify major conspirators and sources at the highest level of international drug trafficking.

(vi) Interception of Mail

Of all of the methods available to smuggle drugs into Canada, the use of the mail has shown the greatest increase of use. Marihuana is the predominant drug discovered in the mail (85% of seizures), although heroin seizures have increased as well. The majority of mail seizures in Canada have taken place in the large urban centres.

A commonly used method to send drugs by mail is the parcel. Drugs are concealed in a variety of ways (tin cans, hollowed carvings, clothing) and in some cases drugs are concealed in the packaging itself.

The use of letter mail for the importation of drugs continues to be a problem. Although the quantities of drugs concealed in letters is relatively small, the practice of mass mailing envelopes from one person to a location in Canada has been detected. Canadian postal regulations prevent the opening of letter-type mail.

(v) Statute of Limitation

Conspiracy charges and investigations of international dimensions often take several years and an increasingly accepted view is that these efforts should not be bound by a statute or law which sets a time-limit on prosecution.

(vi) Others

There are other important proposals which could qualify for inclusion in the new convention such as passport control, enhanced exchange of information, extradition, and sequestration of ships and aircraft. These will not be examined further in this paper.

C. Bilateral Initiatives - Mutual Legal Assistance

In recognition of the requirement to enhance Canada - USA trans-boundary law enforcement, a Mutual Legal Assistance Treaty was signed by Prime Minister Mulroney and President Reagan on March 17, 1985. It is intended to provide a framework for improved cooperation between the two countries in the investigation and prosecution of criminal activity including international narcotics trafficking.

It is hoped that Treaty will serve to promote the development of similar bilateral treaties with other countries as well which, of course, would represent a major advance in narcotic control efforts.

CONCLUSION

The drug trade is the most profitable criminal activity in Canada, with an estimated annual revenue of more than nine billion dollars. This paper has accordingly dealt with the multi-dimensional aspects of the problem nationally and internationally, and has described the many current and foreseeable activities which are being undertaken to combat illicit drug trafficking and drug abuse.

TABLE I
DRUG ESTIMATES, 1983

<u>Drug</u>	<u>Amount Seized</u> (RCMP, including Canada Customs, seizures only)	<u>% Change Over 1982</u>	<u>No. of Users</u>	<u>Retail Value</u>	<u>No. of Persons Charged</u>	<u>% Change Over 1982</u>	<u>No. of Persons Convicted</u>	<u>% Change Over 1982</u>
Heroin	30.4 kg.	+266%	16,000 -20,000	2.8 billion	373	-26%	205	-30%
Cocaine	98.1 kg.	over +100%	250,000	\$875 million	1,969	-25%	1460	+6%
Chemical Drugs	360.6 kg.	-72%	-	\$375 million	1,107	-20%	-	-
Cannabis	27013 kg.	+25%	-	\$5.6 billion	32,620	-22%	26,778	-22%

Provincial Role in Drug Abuse Prevention Programs for Youth

Nova Scotia

Work with adolescents to prevent and treat drug problems is embodied in the Community Outreach Program of the Nova Scotia Commission on Drug Dependency. This is a program which provides:

- peer education programming in the school system;
- a program designed to help parents become more effective prevention agents with their own children;
- an early intervention program designed to assist students who are becoming involved with drugs, before the problem is too far advanced.

In conjunction with social service agencies, the Nova Scotia Commission on Drug Dependency provides outpatient counselling services and links with community support groups for drug-dependent youth.

Youth with underlying psychiatric problems are assisted by the inpatient program at the Nova Scotia Psychiatric Hospital.

Québec

This province is unique in terms of its large, well established residential treatment programs for youth. Three programs will be briefly described to illustrate differences in size, location and approach. Depending on assessed client needs, each of these programs also offers a non-resident or outpatient treatment component.

Pavillon Jellinek - This is located in western Québec near the Ontario border. It has a capacity of twenty-six beds and its program duration is six weeks.

Portage - This is a farm residential setting in the Laurentians with seventy-eight treatment beds. It receives many court referrals and convicted drug dependent juveniles can, as an alternate court disposition, serve up to a two year sentence in this setting.

Alternatives - This is an example of a small treatment facility (i.e., 8 beds) located in a large urban centre (Montréal). It has a major preventative program for alcohol and drugs which it has developed and implemented in the city on behalf of the Catholic School Commission.

From a prevention perspective, the Québec Ministry of Education is developing a comprehensive health education program for drugs and alcohol which will cover the needs of all students.

Ontario

There is no province-wide treatment program for harmfully involved or drug dependent youth. The most effective programs are considered to be those operated by the Rideauwood Institute in Ottawa and the Youth Branch of the Donwood Institute in Toronto. Both operate on an outpatient basis but have access to a residential facility for clients who require this kind of setting before they can proceed with the outpatient program.

The Rideauwood Institute is a model which could be used to develop additional drug intervention programs for youth in the province. Rideauwood uses a family intervention approach in working with both harmfully involved youth and their parents. The program operates on a seven-day week with individual and family unit counselling sessions provided days and evenings. Alternative activities are offered on weekends (eg. winter camping). As a community resource or support, clients are linked to teen groups of Al-Anon, Alcoholics Anonymous and Narcotics Anonymous.

Youth who initially require a sheltered setting away from the family go to Our House at Carleton Place. This is a sixteen bed

rural living environment operated by a church-affiliated organization. At a later date, these young people return to the Rideauwood program. The more severe drug cases with underlying psychiatric problems go to an adolescent unit in one of the provincial psychiatric hospitals.

In a youth drug problem prevention context, the Addiction Research Foundation of Ontario works with school boards to develop alcohol and drug management policies. These policies provide for the introduction of drug education into the classroom as well as procedures for intervening with students who are beginning to become harmfully involved with drugs.

School boards are cooperating by offering workshops for parents and arranging for staff to be trained in drug education and intervention roles with students. In addition, boards have supported the Students Against Impaired Driving (S.A.I.D.) program.

The Addiction Research Foundation has also been active in helping concerned citizens establish chapters of Parents Against Drugs (P.A.D.) in communities across the Province.

Manitoba

The Alcoholism Foundation of Manitoba operates separate, outpatient treatment programs for drug dependent and high-risk youth. For young people still at school, programming is offered in an "after school" time frame. Program duration is about six weeks depending on the needs of the individual client.

Concurrent with these youth interventions, programs are offered for parents to ensure that they understand their child's problems and make the necessary changes in their own lives and the home environment to facilitate the effective recovery of the young person.

The Foundation has introduced a well-developed alcohol and drug education program into Manitoba schools. It has also developed a widely accepted, parents' program which is designed to assist

parents in preventing drug use among their children. A unique feature of this program is that it has an ancillary training component to enable volunteers to present the program to parents in their own community.

Alberta

With a view to preventing youth drug problems, the Alberta Alcohol and Drug Abuse Commission has a combined multi-media and community based program for 12-17 year old youth. This programming is designed to facilitate motivation and competence development among youth as a means of preventing drug use behaviour. The parents of adolescent youth are another program priority for the Commission in terms of helping parents to become more effective prevention agents with their own children. In addition, various recreational and community service projects are operated by youth in over 200 Alberta communities.

Other innovative prevention approaches include a magazine for youth and the use of live theatre as a means of communicating with youth on drug related issues.

Drug treatment programming for youth has been focussed on the children of alcoholics and others from high risk environments. Interventions include both education and treatment. In addition, there is an outpatient program for delinquent youth who are harmfully involved or dependent drug users.

British Columbia

All treatment programming for drug dependent and harmfully involved youth is operated on an outpatient basis. High school students have been trained as peer counsellors and have taken on this role in the school system. Teachers and guidance counsellors have also been trained to intervene with students who have drug problems. Efforts are made to link drug users with community support groups like Narcotics Anonymous. In addition, youth are encouraged and assisted in setting up other youth support groups which meet their own unique needs.

The Alcohol and Drug Program coordinates some of its programming for youth with the Ministries of Human Resources and Education, particularly in the case of disadvantaged youth with drug problems. In addition, it has worked with the Insurance Corporation of British Columbia in developing prevention programs on impaired driving for students.

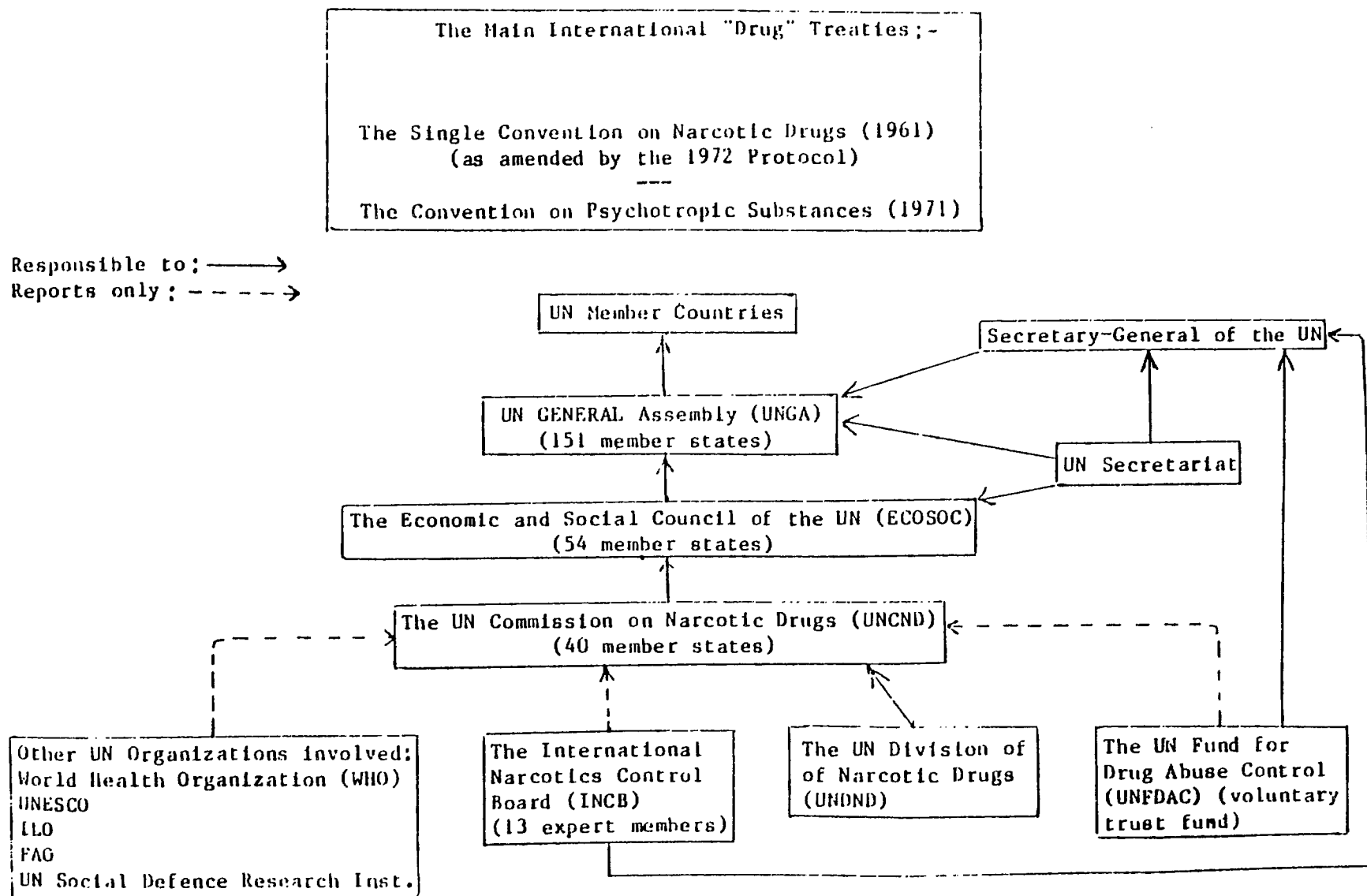
New Brunswick

The Alcoholism and Drug Dependency Commission of New Brunswick offers three specific and distinctive educational/prevention program components: Employee Assistance Programs (EAP); Justice Intervention and Educational Approaches. The EAP has included the development of Student Assistance Programs in high schools and universities throughout the Province, which encourage students to seek help before their drug abuse progresses to serious proportions. Under the Judicial Intervention Program, the Commission is providing youth assessments in correctional institutions and training workers in these institutions in addiction problems. In terms of general Educational approaches, the Commission delivers educational/prevention programming to special groups such as the disabled, the elderly, natives and women.

Other Provinces and Territories

All other provinces and territories are involved with alcohol and drug education in the school system, usually along the lines of those examples cited for the seven provinces above.

ORGANIGRAM for
The United Nations in the Field of Narcotic Drugs and
Psychotropic Substances



Commission on Narcotic Drugs
resolution 1 (XXXI)

Initiation of the Preparation of a Draft Convention on
Illicit Traffic in Narcotic Drugs and Psychotropic Substances

The Session of the Commission On Narcotic Drugs held in February, 1985 in Vienna, passed a resolution as follows:

- (a) Recognizing the concern of the international community with regard to the problem of illegal production of, illicit traffic in, and the abuse of, drugs;
- (b) Aware that the International Narcotics Control Board, the United Nations Fund for Drugs Abuse Control and the Division of Narcotic Drugs have made valuable contributions towards controlling and eliminating illicit drug traffic and drug abuse;
- (c) Bearing in mind that existing international instruments such as the Single Convention on Narcotic Drugs, 1961, that convention as amended by the 1972 Protocol amending the Single Convention on Narcotic Drugs, 1961, and the 1971 Convention on Psychotropic Substances, have created, each in its special areas, a legal framework for combating drugs and their abuse;
- (d) Concerned that, despite significant national efforts deployed for this purpose in various countries, the illicit traffic in drugs and psychotropic substances has increased significantly;
- (e) Recognizing that the illegal production of, demand for, abuse of, and illicit traffic in, drugs are harmful to economic and social progress, constitute a grave threat to the security and development of many countries and people and should be combated by moral, legal and institutional means at the national, regional and international levels;

- (f) Convinced that States Members of the United Nations and other States, while utilizing the existing legal instruments against the illegal production of, illicit demand for, abuse of and illicit traffic in, drugs, should adopt additional measures to counter the new manifestations of the shameful and heinous crime of illicit drug trafficking;

Therefore being:

- (g) Convinced also that the magnitude and complexity reached by the illicit drug traffic, and the consequences of that traffic, emphasize the urgent need to carry out the mandate given to the Commission on Narcotic Drugs by the General Assembly in the resolution 39/141 of 14 December 1984, i.e. to initiate the preparation of a draft Convention against illicit drug traffic as a matter of high priority.

