



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 11 May 2012**

**8728/12**

**CORDROGUE 20**

**NOTE**

---

from: Greek regional chair of the Dublin Group

to: Dublin Group

---

No. prev. doc.: 18355/11 CORDROGUE 104

---

Subject: Regional Report on the Near East

---

**1. SAUDI ARABIA**

**1.1. General**

Saudi Arabian society is facing a serious threat which pertains to drug use and trafficking. The problem affects mostly the younger generation and relates partly to social issues such as the high rate of unemployment.

The competent Saudi authorities have recently acknowledged the severity of the problem while demonstrating determination to take serious action for remedying it.

In this respect, they have developed a three-pronged strategy which revolves around launching awareness campaigns (prevention), enhancing international cooperation and border controls (suppression) and treating drug addicts (rehabilitation).

## 1.2. Drugs production, demand and seizures

While the Kingdom of Saudi Arabia is not a significant transit country for drugs, nor there seems to be notable drug production in the country, it has become an important market for illicit drugs, especially amphetamines.

According to data released by the General Directorate for Narcotic Control, in the last three years 181 million Captagon tablets, 222 kilos of heroin, 61 tons of hashish and 2.206 tons of qat have been seized. The total value of the drugs seized exceeded SR 18 billions.

The above quantities represent, according to estimates, around 10% of the total amount of drugs smuggled into the country.

In addition, during the same period, 119.000 people of different nationalities have been arrested for drug offences while 400 police and anti-narcotics officials have been killed fighting the traffickers. In this context, it is estimated that around 60% of the crimes in Saudi Arabia were drug-related.

In the last few months (25 November 2011-23 March 2012), the security authorities arrested 681 persons for drug offences, 96 of whom are Saudis. During 43 operations 6.299,6 grams of raw heroin, 10.612.378 grams of hashish, 13.263.358 drug tablets and 1.686 grams of cocaine have been seized in addition to SR 16.732.430, while twenty security men were injured. The market value of the drugs seized is estimated at SR 1.724.918.685.

The most common drugs in Saudi Arabia are amphetamines (in the form of captagon tablets), qat, heroin and hash.

Saudi Arabia is the main country of destination for captagon tablets and is accounted for approximately 30% of all global amphetamine seizures and for 80% of the total weight seized in the region. Captagon is the brand name of fenethylamine, a synthetic stimulant used as a milder alternative to amphetamines before being banned in 1986. Counterfeit versions of the drug actually contain mostly other amphetamine derivatives that are easier to produce. Captagon is very common among students, especially before exams, because it is considered to enhance performance. For the same reason it is used by people employed in strenuous jobs, such as drivers, workers etc.

These amphetamines are mostly produced in Turkey and being smuggled into Saudi Arabia through Syria and Jordan. Captagon tablets are mostly detected in vehicles or in freight consignments.

The first clandestine laboratory for illicit manufacture of Captagon tablets in Saudi Arabia was dismantled in June 2010. Tableting machines, punches, chemicals and Captagon tablets were seized during the operation.

Qat is a green leafy shrub that acts as a mild stimulant when chewed. The qat tree grows abundantly in Yemen, where qat is legal. It is commonly consumed by Yemeni expatriates in Saudi Arabia, being smuggled from Yemen. Many Saudis also visit Yemen with the purpose of consuming qat. Yet, qat is cultivated as well in the Saudi Arabian part of the Yemeni border (Jizan), where locals consider it part of their daily lives and culture. Hence, the authorities have been implementing a different approach for controlling the use of qat, based more on persuasion and information campaigns rather than prosecution.

Most of the heroin seizures involve persons travelling from Pakistan to Saudi Arabia. Heroin comes also from Afghanistan, via Iran and Iraq.

Hash comes from Afghanistan, Pakistan, UAE and mostly Yemen.

Lately there has been a hike in the use of solvents (glue, gasoline) among school students. They inhale vapour or aerosol propellant gases using plastic bags or breathe from solvent-soaked rags. Many of them turn eventually to harder drugs. Around 30% of the patients in rehabilitation centres are treated for solvent abuse.

### **1.3. Drug trafficking routes**

In general, most drug smuggling operations take place through the land borders. Saudi Arabia has an immense borderline which presents challenges from a drug trafficking fighting perspective. Drugs are being smuggled from the borders with Jordan, Yemen, Iraq, UAE, and Oman.

The borderline with Yemen extends to over 1.500km of mountainous terrain and is used for all kinds of smuggling and illegal immigration, exacerbated by the volatile situation on the ground on the Yemeni side.

Hard to monitor are also the borders with Iraq, where the unstable political situation is encouraging smuggling and infiltrations. From the Iraqi border usually smaller quantities of drugs are smuggled, that are harder to detect. It remains to be seen whether recent developments in bilateral relations, such as the appointment of a non-resident Saudi ambassador to Iraq will translate into an improvement of security ties between Saudi Arabia and Iraq.

In this respect, it should also be noted that Saudi Arabia has signed a deal with the European aerospace and defence contractors EADS to build a high-tech security fence on the country's northern border. The so-called MIKSA project was first envisaged in the 1990s in the wake of the first Gulf War to secure Saudi Arabia's border with Iraq with physical fencing and high-tech monitoring. The new security system will include radars, thermal cameras, security walls as well as electronic systems with a view to preventing criminal activities and infiltration of drug smugglers and Al-Qaeda militants into Saudi territory. Preparations are currently in the final stage and the 890 km-long northern borders security project is about to be launched. It is considered the first phase of strategic schemes the Ministry of Interior will implement along the Kingdom's borders to curb illegal infiltrations and smuggling. Centers for rapid deployment will also be established as part of the project to protect the northern borders.

The Jordanian border is used mainly for the trafficking of captagon pills. Last, it seems that the drugs exported from the Kingdom are directed mainly to Bahrain and UAE.

In contrast, there are fewer cases of smuggling through Saudi Arabia's marine borders, which originate usually from Iran.

In late September 2011 an incident which occurred at the northern borders highlighted the eventuality of drugs being smuggled also through Saudi Arabia's airspace. Saudi border police seized a glider packed with drugs (700,000 captagon stimulant pills), from Iraq that flew into the kingdom's airspace. Ten people were arrested over the drug smuggling attempt while a decision was taken to suspend gliders from operating in the country. This is, reportedly, the first time a glider has been used for criminal activity in Saudi Arabia. The use of the glider raised fears among officials that militant groups could carry out attacks using similar tactics.

#### **1.4. Agencies for combating drug trafficking**

The principal Saudi authorities dealing with the issue are the General Directorate for Narcotic Control in the Ministry of Interior, the Customs as well as the National Committee for Combating Drugs.

The General Directorate for Narcotic Control has 105 branches in all the 13 provinces of the country. It also has an international network of liaison officers abroad, including in Pakistan, Turkey (both in Ankara and Istanbul), UAE, Jordan, Syria, Egypt, Lebanon, Oman, Yemen, Kuwait, Bahrain, Qatar, Romania, Iran, Indonesia and Sudan.

In April 2009, the Cabinet decided to create a National Committee for Combating Drugs, as a new body to coordinate the actions all related agencies. Its competences include raising awareness of the drug – related perils and supporting the rehabilitation of addicts. The Committee is headed by the Crown Prince Naif bin Abdul Aziz, Minister of Interior and Deputy Prime Minister and its Secretary-General is Fayez bin Abdullah Al Shahri, who was also a candidate for the International Narcotic Control Board.

The Consultative Shoura Council (Majlis Ash Shoura) has also dealt with the problem, discussing on a national strategy to combat drugs and narcotics. The strategy is comprised of six objectives, including identifying the types of drugs used and developing precautionary measures, treatment and rehabilitation programs.

### **International cooperation**

Saudi Arabia has acceded to the main UN Anti-drugs Conventions of 1961, 1971 (as amended by the 1972 Protocol) and 1988, as well as to the Convention Against International Organized Crime. The Saudi Government has signed bilateral agreements on drugs with Yemen, Pakistan, Libya, Turkey, the Czech Republic, Iran, and more recently Malta. Cooperation on fighting drug trafficking is also included in security agreements as those signed with Germany, France, Italy, Poland, while negotiations with other countries are still ongoing. Saudi Arabia also participates in international conferences and seminars aimed at tackling the problem of drug use and trafficking.

In 2009, information from the US Drug Enforcement Agency resulted in two large shipments of hashish being detected on sea, cooperation with the Jordanian authorities led to the detection of 8.3 million tablets of amphetamines hidden in tractor tires and exchange of information with the Turkish security services led to the destruction of a large laboratory in Turkey which had been illicitly manufacturing Captagon tablets and had capacity of producing 200 million Captagon tablets per year.

Counter narcotics efforts form part of the agenda of the Gulf Cooperation Council (of which Saudi Arabia is a member state).

A meeting of the Board of Directors of the Gulf Cooperation Council's Criminal Information Centre to Combat Drugs, (Doha, June 2011) highlighted the importance of the cooperation among the member States of the Gulf Cooperation Council with a view to combating drug-related problems. Particular emphasis was put on the need to strengthen the exchange of law enforcement information which will assist considerably in the criminal investigation of drug-related cases. In that context, the participants hailed the establishment of an information technology platform for member States of the Gulf Cooperation Council, with the support of UNODC.

During the twenty-first joint council and ministerial meeting of the European Union and the Gulf Cooperation Council (Abu Dhabi, 20 April 2011), ministers underlined the importance of strengthening cooperation in various areas like drug control, in order to contribute to security and stability in the Middle East.

### **Awareness campaigns**

The General Directorate for Narcotic Control has launched awareness campaigns, in cooperation with other Ministries like the Ministry of Education, focusing on young people.

As part of the national campaign against drug abuse in Saudi Arabia, the Naif Arab University for Security Sciences has announced setting up a Chair aimed at studying the habits of drug addicts and of how to bring addicts into the mainstream after a rehabilitation programme.

On a parallel track, the women's department at the General Presidency for Combating Narcotics has launched a campaign focused on building awareness of the problem and providing education about resources and drug addiction treatment to women who are living with an active addiction. The presidency approved a plan for the awareness programs by providing social service specialists, school advisers and teachers with vital information on the impact of narcotics on the social, health and economic sides of life. In cooperation with the Ministry of Education, the organization has presented workshops and lectures based upon numerous studies conducted about the issue of [women and drug addiction](#) in the Kingdom.

In the same vein, Prince Mohamad bin Fahd bin Abdulaziz Program for Societal Prevention in the Eastern Province aims at the spreading of moral values against narcotics and gives emphasis to cultural and sports activities. On March 2012, Prince Mohamad bin Fahd signed on behalf of the “Princess Al-Anoud bint Abdul Aziz Al-Jalawi Charity Organization” a cooperation agreement with the General Directorate for Narcotic Control with a view to organizing drug awareness lectures, training courses and workshops.

Lastly, Jeddah Governor Prince Mishaal bin Majed launched on February 2012, a yearlong anti-drug awareness program consisting of seminars, exhibitions at schools and other activities aimed at educating the younger generation about the evils of drug abuse.

### **1.5. Legal framework**

Narcotics Control law differentiates between narcotics smugglers, dealers and user. For the first time offender, punishment is imprisonment, lashing or financial fine or all. For the repeat offenders, punishment is increased and the involved person may be sentenced to death. Narcotics user is jailed for two years and punished according to the judge's decision. If the offender is a foreigner, he is deported from the Kingdom. A narcotics user who enrolls in a treatment Program is not questioned, but admitted into a specialised hospital.

Drug trafficking is illegal and is punishable by death. In this respect, it should be noted that the recent increase in death executions, was attributed by the Saudi Authorities to cases related to drug trafficking.

The Saudi Arabian Government has also endorsed anti money-laundering regulations, which stipulate stiff penalties against offenders. Saudi leadership has repeatedly highlighted linkages between drug trafficking and terrorism financing. However, these links have not been brought into surface thus far.

## 1.6. Rehabilitation

There are three specialized hospitals (in Riyadh, Jeddah and Dammam) and a special centre for drug users in Qassim. In 2007, more than 35.000 drug addicts were treated at Jeddah's rehabilitation centre.

The rehabilitation process does not include substitutes, as methadone. Drug addicts are treated in hospitals and when they pass the first phase, they are provided with psychological treatment. In the past there were cases of drug dealers infiltrating the hospitals, so there are efforts to isolate the patients from their reach.

Rehabilitation is exclusively reserved for Saudi nationals, while expatriate substance abusers are usually jailed and summarily deported.

According to a survey at Al-Amal psychiatric complex (where approximately 72.000 drug addicts have received treatment), about 70% of the persons that have actually recovered, relapse into drug addiction. The high percentage is attributed primarily to unemployment and the negative influence of other addicts. According to a statement by Ali Abdullah Al-Jurais, Chairman of the National Association for Drug Prevention, a "Halfway House" will be established to house drug addicts after their treatment at Al- Amal hospitals. The apparent objective will be to prevent an eventual relapse into drug use and to foster the full recovery of drug addicts.

Lately, there seems to have been a substantial increase in the number of drug addicts who are on the waiting list of patients registered at various Al-Amal hospitals. This situation has prompted many senior health specialist and officials to call for expanding the treatment and rehabilitation facilities by opening more mental health hospitals and rehabilitation centers, with recourse, if necessary, to the private sector as well. In a recent interview on a Saudi newspaper, Dr. Muhammad Shawush, director of the Al- Amal hospital health department in Jeddah, underlined the need for reorganizing the treatment programs of the hospitals in the patterns of specialist programs.



## **1.7. Conclusions**

The initiatives taken recently by the Saudi Government demonstrate a new determination to deal with the problem openly. However, the judicial system remains outdated while the rehabilitation system appears not to be very effective as well. The immunization of the country's vast borders from drug smugglers remains a great challenge. In this respect, the eventual completion of the security belt in the northern border is expected to enhance the effectiveness of border controls. Awareness campaigns are deemed to be crucial as far as prevention is concerned. To address the problem properly however, there is a need to put into perspective drug addiction's underlying social causes such as the high rate of unemployment, particularly among young people, and youth's disenchantment in general.

## **2. YEMEN**

### **2.1. General**

In Yemen, Qat, which is a green leafy shrub that acts as a mild stimulant when chewed, is by far the drug mostly cultivated. The cultivation and consumption of Qat is legal (even though there is a ban on Qat chewing in government offices that has still to be enforced).

Yemen is part of the drugs route from Iran/Afghanistan/Pakistan to Western Europe or other countries of the region. The country's large open coasts are difficult to control.

Drug trafficking is facilitated by the fact that the government does not exert effective control over the largest part of the country. The prolonged political instability and the deteriorating security situation in the country are deemed to have resulted in the worsening of the situation due to less vigilance and awareness of illegal activities.

Yemen has become also an important source of cannabis resin, as the seizures made in some countries, particularly in Saudi Arabia, indicate.

## **2.2. Drug consumption**

According to World Bank's reports, 72% of all males and 35% of all females in Yemen habitually chew Qat, while children are being introduced to the habit in the age of 6 or 7.

Qat accounts for 10% of GDP and provides employment to 14% of the working population, while 33% of the agricultural labour force is involved in Qat production.

The widespread use of Qat is associated with serious social, economic, environmental and health problems.

In one of the poorest countries in the world, this habit consumes 25% to 30% of household income and reduces dramatically the productive work time. In addition, Qat production increases by 10% annually, replacing food and exportable crops, while its cultivation results in groundwater depletion, consuming 30% of the nation's groundwater extraction and causing soil degradation.

The high use of pesticides on the crop contaminates drinking water and constitutes a primary cause of the spread of cancer in the country. In this respect, WHO has reported that 20.000 individuals per year have been affected by cancer including dangerous diseases such as kidney failure and cirrhosis of the liver and are suspected to have come from the increased use of insecticides on qat crops with a view to enhancing yield.

On January 12<sup>th</sup> 2012, a group of activists in Yemen launched through social media a campaign against the use of Qat, in a bid to highlight the danger of the plant and its negative effects on its consumers.

## **2.3. Legal framework and mechanisms for combating drug trafficking**

Yemen has signed the main UN Anti-Drugs Conventions of 1961, 1971 (as amended by the 1972 Protocol) and 1988, and the authorities are fully cooperative on counter-terrorism and money laundering requests. Yemen has increased international cooperation notably with the countries of the horn of Africa, the United States, France, UK, Italy, Saudi Arabia and the UN.

In May 2007 United Nations Office on Drugs and Crime (UNODC) organized together with the World Bank and the International Monetary Fund, a workshop in Yemen, on drafting legislation. Taking into account workshop analysis and feedback, Yemeni government submitted to the Parliament for discussion and adoption a finalized draft law addressing the financing of terrorism (November 2007). The United Nations awarded Yemen with the Organizations' 2008 shield in appreciation of its role in combating drug trafficking.

The Ministries of Interior and Public Health are responsible for enforcement. The Anti-Narcotics General Directorate (ANGD) was formed in 2002. The Anti-Narcotics General Directorate possess limited capacities and there is a need for more human and financial resources. It has been admitted that drug smuggling is on the rise partly because there are very few patrols along the border and some locals show willingness to help the traffickers.

Anti-Money Laundering (AML) legislation (law 35) dates back to 2003 and pertains to a wide range of crimes, including narcotic offences. Under a 1993 Yemeni law, punishment for trafficking or selling drugs ranges from long-term imprisonment to death.

#### **2.4. Recommendations**

Given the security situation of the country in general, it is not easy to articulate recommendations for the drug problem, which obviously is not given a high priority by the government.

There is an urgent need to address the Qat consumption problem, due to its negative effects on productivity, the environment, health of individuals and the society in general. However, the fact that this habit is by now deeply embedded in society as well as the important economic interests that various groups (farmers, traders etc), maintain in this respect, will further complicate any efforts to reduce consumption and should be taken into account when formulating relevant policies. Drug trafficking can be dealt with effectively only in the eventuality of an improvement in the security situation in the country, which for the time being remains elusive.

It is also recommended that the Yemeni authorities establish a rehabilitation centre, and increase public awareness on the dangers of psychotropic medicine, through public campaigns as well as amend the law on drugs so as to differentiate between different types of narcotics.

### **3. OMAN**

#### **3.1. General**

No significant illicit drug production has been reported in Oman. Drugs are imported into the country illegally by sea, mainly from Iran and Pakistan. Local drug consumption is relatively low, according to the authorities, and illegally imported drugs are mostly transshipped and smuggled from Oman into other countries. Strict laws, including the death penalty, exist for drug trafficking.

#### **3.2. Consumption**

In February 2008 Omani authorities announced that drugs smuggling into Oman was 90% less than in the year 2000. However, according to independent sources, there hasn't been an effective halt to the importation of drugs into Oman. Prices of heroin and hash are very low and stable, attesting to a high demand. Morphine is becoming increasingly popular because it's purer and carries less of a stigma.

In 2010, Oman authorities, admitted that drug addiction has become a serious problem in the country. Official statistics indicate that 19 people, Omanis as well as expatriates, died due to abuse of drugs and psychotropic substances in 2009.

Effective control of drug trafficking is hampered by Oman's huge coastline and proximity to Pakistan and Afghanistan, combined with the historical and ongoing smuggling trade across the straight of Hormuz between Oman and Iran.

### **3.3. Legal context and mechanisms for combating drug trafficking**

The Sultanate of Oman has acceded to all three main UN Anti-Drugs Conventions of 1961, 1971 and 1988. The current legislation on drugs is very strict and complies with the commitments undertaken by Oman during the 1998 UNGASS. A law introducing the death penalty for persons found guilty of drug trafficking was enacted in 1999. The sultanate's law does not punish abusers who voluntarily turned in for treatment and rehabilitation. The law also allows the close relatives of an addict such as the spouse or next of kin, to voluntarily seek assistance for treatment and rehabilitation.

The competent authorities make efforts to combat trafficking. To this end, they are cooperating with other governments and they also participate in the UN sub-commission on illicit drug traffic and related matters in the near and middle east. Lastly, a law against money laundering has been promulgated in March 2002.

There is Inter-Ministerial Committee to oversee drug framework matters in the country, and a Drug Control Unit. Oman is an active participant in the regional and sub-regional co-operation meetings led by the Council of Arab Interior Ministers and the Arab Office for Narcotic Affairs, as well as the GCC. There is close coordination between the Omani police with their UAE counterparts which has been successful in a number of occasions in breaking up international drug rings.

### **3.4. Seizures and anti-drug campaign**

Omani police has recently intensified efforts to stem the narcotics problem. The number of reported cases during the year was 1,048, compared to 929 in 2008, an increase of 119. The count of drugs-related crimes rose by 78 to 688, with the Muscat governorate accounting for 445 and the Batinah region 87.

In July 2010, it was announced that the police had apprehended 7 persons on different occasions, while possessing small quantities of heroin. In June, two attempts of smuggling were foiled, involving large quantities of psychotropic pills.

The National Committee on Narcotic Drugs and Psychotropic Substances implements awareness campaigns aiming for three groups of people: non-users, influential people, like teachers, media, athletes and family, and users encouraged to rehabilitation.

A new psychiatric hospital, due to be opened at the end of next year in the capital, will possess 50 beds to take care of drug addicts – 25 for treatment and 25 for rehabilitation.

### **3.5. Conclusions**

It's encouraging that the country has adopted a more dynamic approach to the problem recently, acknowledging the gravity of it. Yet, the increased numbers of users and drug-related crimes demonstrate that there is a need for further intensification of efforts, regarding the effectiveness of the controls, the awareness campaigns among the youth and the establishment more rehabilitation centres.

## **4. PALESTINE NATIONAL AUTHORITY (PNA)<sup>1</sup>**

The occupied Palestinian Territories (hereinafter oPT) consist of the West Bank (5.970 sq km) located west of the Jordan River and the Gaza Strip 365 sq km on the Mediterranean coast. The overall population of the oPT is 4.048 million according to the latest surveys of the Palestinian Central Bureau of Statistics, with the Gaza Strip being one of the most densely populated areas worldwide (1.53 million). The real growth has been 2.9% at the oPT (West Bank 2.7% and Gaza 3.3%).

---

<sup>1</sup> The situation with regard to drug abuse is difficult to assess due to the lack of reliable data and statistics. Since the competent Palestinian Authorities (Ministry of Internal Affairs, Palestinian Statistics Bureau, and Anti-Narcotics General Administration) were not able to provide any written data, all the statistics presented in this report rely on their oral contributions.

## 4.1. General drug situation

While examining the drug situation in the oPT, we should take into consideration that no Palestinian State has been established yet and that the **PNA is vested with restricted competences** in accordance with the Oslo Accords (September 13<sup>th</sup>, 1993). Subsequently, it should be reminded that the PNA officially exercises: I) civilian and security control over the A Areas (mostly urban centers), ii) only civilian control over B Areas where Israel exercises security control (rural regions), iii) no control in C Areas. Area C composes the largest portion of the West Bank (62%).

### 4.1.1. Production

According to Palestinian officials, the oPT constitute **mainly a consumer/user and not a producer area**. The amount of drug-production remains relatively low and is covered almost exclusively by marijuana/hashish cultivation. Palestinian authorities assert that most of the drugs abused and trafficked within the oPT are produced either in Israel or in Areas C, especially in regions adjacent to settlements. However, it is concerning that there is an increase in drug cultivation in the valley west of Jordan River (mostly in greenhouses), while in other areas, such as in Nablus, a certain level of “know-how” in drug production has been attained.

### 4.1.2. Trafficking

Police officials claim that **95% of drugs trafficked in the oPT are being smuggled through the Israeli borders**, while drug-smuggling through the Jordanian borderline seems nearly impossible given the strict security measures and the effective Israeli-Jordanian coordination.

The main smuggling route starts from Beersheba in Israel, passes through the Israeli border and heads to **Hebron** where there **is the major trafficking network**. Given the city’s division into two sectors (H1 and H2, with the latter being under Israeli security control), Hebron constitutes a place where drug-trafficking is easier than usual. The Palestinian police need special authorization in order to operate even in the H1 sector and the coordination with the Israeli Authorities often proves to be at least time-consuming. As a result, quite a few drug dealers profit from the city’s particularity.

Cities in central West Bank (for instance Ramallah and Jericho) as well as the northern districts face the trafficking problem to a lesser extent.

Allegedly, the **most serious trafficking problem exists in C Areas** and mainly all along the Green Line. Areas C, not being among Israeli security priorities and left completely out of Palestinian policing and control, tend to constitute an ideal place for drug trafficking. This is the main reason why all along the Green Line and especially eastern of the Israeli Barrier a great amount of trafficking is being committed.

#### *4.1.3. Demand/consumption*

The narcotic substances abused in the oPT are in terms of quantity the following: 1) hashish, 2) marijuana seeds, 3) cocaine, 4) variety of drug pills (including ecstasy). Also, for the first time, Palestinian officials have data for the **misuse of the medicine Adunal (methadone)**.

**East Jerusalem faces the gravest problem** as far as drugs trafficking and addicts are concerned. According to Palestinian official sources, the lack of PNA's civilian and security controls and the fact that East Jerusalem is not a priority for the Israeli police, pave the way for trafficking. It is estimated that there are 15-20.000 users and about 4-5.000 addicts among them in Jerusalem.

In East Jerusalem, drug abuse is also detected **in touristic spots**, such as in Old City's public parks. In addition, according to unofficial reports, even spots located near police stations or military checkpoints (such as in Shu'fat camp) face serious drug problems.

## **4.2. Anti-drug strategy**

### *4.2.1. Legal framework*

The relevant laws applicable in the oPT are the 1960 Jordanian Penal Code and the Israeli Defense Forces Military Order No. 588 of 1975 concerning illegal drugs. It is obviously an **obsolete legal framework** which lacks flexibility and seems insufficient to face the challenges of today's anti-drug fight. Among the deficits of the present legal framework, the following could be regarded as the major ones: i) the extreme facility by which dealers are able to avoid imprisonment by paying a warranty, ii) the lack of special provision for punishing recidivists, iii) the treating of the addict as a criminal and not as a patient.



Only recently, there has been an initiative to modernize the Palestinian legal framework through a new drugs law. Nonetheless, the 2003 Draft Law on Drugs and Psychotropic Substances has not been passed through the Palestinian Legislative Council yet. Moreover, since Hamas took over Gaza in June 2007, the Palestinian Legislative Council has not the adequate quorum in order to convene rendering the procedure a lot more complicated. The new law is said to be drafted in accordance with Jordanian and Egyptian modern legal framework and the relevant UN Conventions.

Though officials have expressed their optimism about the **new Palestinian Drugs Law**, no progress has been recorded since 2008 mostly due to bureaucratic obstacles. In February 2009, the Draft Law on Drugs and Psychotropic Substances was approved by the Palestinian cabinet and was forwarded to the President's Office in order to be issued the soonest possible as a Presidential Decree. Regrettably no Presidential Decree **has been issued by November 2011**.

#### *4.2.2. Law enforcement/police action*

The Palestinian Police in the West Bank is administratively divided into eleven districts, where a total of approximately 200 men (officers, non-commissioned officers and individuals) deal with the anti-drug struggle. Those drug units are headed by the Anti-Narcotics General Administration (ANGA) in Ramallah.

The above described force is not only **insufficient in number**, since it represents only the 1,5% of the overall, but also **lacks in specialization and focus**. The Palestinian anti-drug force has neither the possibility to undergo a special training nor the necessary equipment. More specifically, there is **no specialised laboratory** for analyzing seized substances; instead police has to send the seized quantities to a University Laboratory (mainly to Al Najah University in Nablus), which cause significant delays in delivering justice. Moreover, there are serious deficiencies in police dogs and modern drug-detecting devices. Furthermore, there is a serious **shortage of financial capabilities**, while the **lack of necessary equipment for drugs detection is due to the fact that the Israeli authorities prohibit the entry of this equipment for security reasons**.

According to data given by the Ministry of Interior, **593 drug cases** have been transferred to the judiciary for the year of 2011.

According to figures announced by the Police Media Office for the same year, **667 persons were detained for drug offences.**

There have **not been any reported cases of death** from overdose in 2011, while in 2010 there were 3 deaths.

Most of the seizures have been conducted in East Jerusalem, indicating thus the seriousness of the problem there. It is also in **East Jerusalem that most of the cases of drug-related crimes** have been recorded. It is a fact though that there are not any official data/ surveys on Jerusalem.

It should also be noted that **Palestinian Police is largely ineffective in Areas B** where coordination with the Israelis is required. Apart from crucial time lost through the coordination process (sometimes a written authorization is needed), Palestinian policemen need a special authorization in order to bear guns or wear uniforms outside the police stations. It goes without saying that these bureaucratic implications constitute major hindrances in the fight against drugs.

Furthermore, the quality of **coordination with Israeli Authorities** remains **unsatisfactory** as a result of growing mutual distrust. Restricted movement between districts and between Areas A and B remains a major obstacle to smooth operations. Complaints were also raised by Palestinian officials about the IDF (Israeli Defense Forces) continuing to undermine the operations of the Palestinian Civil Police even in Areas A. All the above have negative impact in the anti-drug struggle, since dealers use the restricted areas as safe havens.

#### *4.2.3. Actions against drugs/rehabilitation*

To date there are **no public institutions for treatment and rehabilitation** of drug addicts in the oPT. The only treatment available is offered from private initiatives organized by NGO's, the most important of which are the medical centers in Nabi Musa (near Jericho) and in El Lazaria (next to El Ram).

The Drugs Control Units Administration has implemented several activities in several districts including Hebron, Bethlehem, Jerusalem, Ramallah, Salfeet, Qalkilia, Tulkarem, Nablus, Jenin, Tubas and Jericho. These activities included lectures, interviews and meetings with the press, films screening, articles and researches, distributing brochures to public and workshops. In 2011 they distributed **15,680 brochures and informative posters** to the public.

Last year, a **Jerusalem Committee** was formed, headed by the Governorate of Jerusalem, with the objective to follow up drug situation in the city. More specifically, its task was to unite efforts for combating and preventing drugs, in order to cover the gap in security control over Jerusalem. In 2010 this Committee had remarkable activity in combating drugs, but this year on the International Day Against Drugs (26/6/11), its **role was marginal due to lack of funding**.

In general, it should be taken into account that, since the **Palestinian society** is relatively **conservative**, any talk about drugs is usually avoided as a taboo issue. This conservative attitude strikes mostly the female drug users, who conceal their problem from fear of social reactions related to the concept of family honor.

### *The Gaza Strip*

In order to draw a comprehensive picture of the drug situation in Palestine, we should make a distinct mention to the Gaza Strip, where the PNA has no control since the Hamas takeover in June 2007.

Subsequently, there is **no official data available for Gaza since June 2007**. In 2006, 854 drug cases have been registered for Gaza and the West Bank, but recent estimates underscore that Gaza faces a much bigger problem than the West Bank, due to the dire living conditions. In November 23<sup>rd</sup> 2008 there were unofficial reports about “significant” quantity of drugs seized in northern Gaza. It was the first and only time such reports have been released since the Hamas assumed control.

PNA officials’ predictions that the **reconciliation between Fatah and Hamas** would have a positive impact on the combat against drugs were proven wrong. Until November 2011 there is **no information** on the drug situation in Gaza.

The Israeli operation “Cast Lead” unleashed in December 27<sup>th</sup>, 2008 has much deteriorated the living conditions, resulting in a critical raise in depression rates among the Gaza residents. It is estimated that Gaza population is now **more inclined to resort to drug abuse**, especially when a big percentage of the injured were children or adolescents.

Hamas security officials and human rights groups say **drug smuggling through tunnels in Rafah**, which bring goods from Egypt to get around the Israeli blockade, has increased alarmingly over the first months of 2010. It is said that a third of 300 prisoners in Gaza's city main jail are doing time for drug offences.

#### **4.3. Conclusion/recommendations**

**No major progress has been made in 2011** in cracking down drug trafficking within the oPT mainly **due to technical deficiencies, bureaucratic implications and political hindrances**. However, there is a praiseworthy growing tendency in the field of raising awareness against drugs among Palestinian youth. Since 2009, when the awareness activities of the Palestinian Drugs Control Unit had almost been doubled, these efforts were further consolidated in 2011. In general, the Drugs Control Units Administration has **expanded its awareness activities in 2011**.

Though certain "know-how" in drug production has been attained, the oPT could not be regarded as a producer region, since **the drugs smuggled there are abused within the area without further trafficking to other countries**. Therefore, the main problem is the growing numbers of drug users. The data available remain unhelpful, because no official statistics have been registered yet. The **absence of a comprehensive picture** concerning drug issues significantly hinders the anti-drug struggle, since no trustworthy assessment of the situation can be made. Hence, the PNA should be encouraged to proceed into a comprehensive national study in this regard.

Even without official data, it is widely accepted that the oPT face **deterioration** as far as drug issues are concerned. The problem is more serious in **East Jerusalem, Hebron and Ramallah**. Given the low living standards and the growing rates of poverty and unemployment, the situation is likely to get worse, especially in Gaza, where no official information is available for the time being. Unofficial reports of deterioration in drug-related figures in Gaza are of particular concern.

Palestinian police departments continue to claim that the **lack of coordination with the Israeli authorities** prevents them from acting in time to deal with drug cases. It is true that the improvement of cooperation with Israeli authorities constitute a crucial precondition for achieving any significant progress, especially in Areas B and C. Unfortunately, after the 2000 Intifada, the quality of cooperation has been constantly deteriorating and mutual mistrust has been undermining every coordinated effort to tackle the issue ever since.

Moreover, Palestinian officials continue to deplore their lack of means and to focus on the following needs that should be urgently met so that the Palestinian Police could be effective in the anti-drug combat: **1) necessity of a new legal framework, 2) technical and financial assistance** (in terms of modern drug-detecting equipment), **3) public laboratory** to analyze seized substances, **4) special training** focused on drug issues, **5) rehabilitation centers**.

It is indeed considerably unhelpful that the new draft law on drugs and psychotropic substances has not been passed as a presidential decree yet. **Without a modern legal framework** neither police action on cracking down drug cases nor rehabilitation of drug users can be successfully put into practice. The PNA should make every effort in order to overcome the remaining bureaucratic obstacles that hindering the issue of the relevant presidential decree.

Finally, the **lack of adequate funding** for public projects on effective awareness campaigns and on establishing rehabilitation centers should be addressed. It is also most regrettable that **no public laboratory** on detecting seized substances has been established yet. Since the swift delivery of justice largely depends on laboratory analyses, the absence of a forensic laboratory inevitably weakens the deterrent effect of the Palestinian judiciary.

## **5. IRAQ**

### **5.1. General Drugs Situation**

#### *5.1.1. Production / Demand*

Available information does not show a large drug production or consumption problem in Iraq relative to similarly situated nations. Agricultural conditions are not conducive for illicit crop growth.

Deteriorating social conditions, despite a small improvement in security, especially for youth, through lack of perspective for their lives, unemployment, particularly in the South, denial of access to western countries or countries with a more promising future lead to increased demand/consumption of drugs.

The amount of cannabis cultivated in Iraq is limited and believed to be locally consumed. Opiates, cannabis, cocaine, and synthetic drugs including pharmaceutical drugs are reportedly readily available in Iraq. The synthetic drugs comprise hallucination pills Keptagon, Amphetamine, Baltan, Brakizone. The import of synthetic drugs is operated by mixing them with packages of normal pharmaceutical products.

### *5.1.2. Trafficking*

There are increasing reports of drugs transit through Iraq. However, as hashish and opium production (Afghanistan, Pakistan) and transit countries (Iran) are located to the east, and drug consumer markets are in place to the west and north, Iraq is geographically suited to serve as a transit corridor.

Currently available information shows that the outer regions of Iraq are a transit space for drugs, due to their central location near drug producing areas and drug consuming areas.

Smuggling of drugs into Iraq for domestic consumption is to a certain extent made difficult by high levels of security along transportation routes into Iraq's population centers.

Most drugs are reportedly smuggled to and through Iraq from Iran. Reports about the narcotics transit from Iran show that concerning Iraq two routes are followed: One along the southern shores, Basra region to Kuwait and another through Kermanshah at Kurdistan region of both Iran and Iraq, which are both used for smuggling drugs and firearms.

From Iraq, opiates are smuggled to Turkey and Syria. Drugs are also reportedly smuggled to Kuwait from Iraq especially via the southern border. As the Kuwait report indicates, the vast majority of hard drugs come in through trucks at the crossing points. This is not surprising as the two border checkpoints between Kuwait and Iraq are heavily used, making through checks on every single vehicle very difficult. It is likely that contraband is also smuggled to and through Kuwait to Saudi Arabia, Bahrain, Qatar, and the UAE.

## **5.2. Actions against drugs/ Anti-drug strategy**

### *5.2.1. Participation in International Instruments / International Cooperation*

Iraq is party to the 1988 UN Drug Convention and the 1972 UN Convention on Psychotropic Substances. In March 2008, Iraq ratified the UN Convention against Corruption.

Iraq is a member of the Middle East and North Africa Financial Action Task Force (MENAFATF) from September 2005.

### 5.2.2. *National strategy*

The deterioration following the Coalition Forces intervention in 2003 lead to a kind of security slip and to a loss of control of international borders between Iraq and the neighbouring countries, the phenomenon of smuggling narcotics and mental affecting materials spread widely.

**a)** The Ministry of Interior took the initiative to proceed with a number of procedures in order to fight this phenomenon:

The establishment of a Narcotics Central Bureau at the Ministry of Interior on the 15<sup>th</sup> April 2004 entitles with:

1. Establishment of anti-narcotics offices in police directorates of all provinces.
2. Forming in November 2004 of the National Committee for Anti-Narcotics and Mentally Affecting Material as an implementation of the Arab strategy of anti-narcotics issued by the Council of Arab Ministries of Interior. The National Committee comprises the following Ministries: Interior, Health, Labor and Social Affairs, Justice, Education, Human Rights, The Baghdad Municipality, the Sunni and the Shiva Endowments, Departments are also members.
3. Opening new channels for continuity and cooperation concerning anti-narcotics means with the Arab countries through the Arab Bureau for Narcotics and the Regional Bureau for North Africa and Near East in order to participate in relevant conferences and workshops. Cooperation also exists with the UNODC office in Cairo.
4. Participation in preparing a code draft on narcotics and mental affecting material with other offices and departments, paving the way for the legislation.
5. Following-up the work of narcotic offices like seizing operations, inquiries and investigation with the convicts and the process of destroying the narcotics.
6. Formation of central commission for destroying the narcotics.
7. Participation of 25 officers in a seminar dealing with narcotics held in Amman by Arab Health Organization.
8. Participation of 25 officers in a seminar in the United Arab Emirates on international narcotic affairs.
9. Participation with the Ministry of Health in preparing for the celebration of the World Day of anti-narcotics.

10. Sharing workshops with the Ministry of Health concerning field studies for the narcotics phenomenon and other mental affecting material in order to proceed with building a data base on fighting narcotics in Iraq.

**b)** The Ministry of Foreign Affairs:

In cooperation with the Ministry of Health, it communicates about the needs and requirements of Iraq, with the United Nations Office on Drugs, Crime and Legal Affairs in Vienna, the UNODC Office in Cairo and with other competent international bodies.

The MFA follows the situation of Iraqi convicts of antinarcotics offences abroad and provides to the MOI and MOH with valuable information which stems from the prosecution of the convicts, especially on trafficking.

#### *5.2.3. Repressive measures-arrests*

No recent reports available.

#### *5.2.4. Money laundering*

The Anti-Money laundering (AML) Act of 2004 continues in force. The AML Act governs financial institutions and criminalizes money laundering, financing crime, and structuring transactions to avoid legal requirements. The AML Act calls for the establishment of the Money Laundering Reporting Office.

#### *5.2.5. Assessment of the Government's political will to conduct comprehensive and resolute anti-drug policy:*

Due to the fluid political situation in Iraq and to the governmental priorities to promote political stability and security, it seems that drug trafficking due to the gravity of other problems, is not a top priority of the governmental security forces at least at this stage. Nevertheless as time gives the possibility to the Government to better organize its services, their coordination at a national and governorate level and with the cooperation of the International Community, a better long-term prospect may arise.

Already CN Legislation is being reviewed at the Parliament. This legislation if approved will also allow for more flexible rules regarding HIV treatment modalities. Proposals are made to use some parts of the old law No. 86/1965, in order to ensure severe punishment against traffickers.



Also there is a policy of displaying on TV and radio offenders of CN laws, in order to give lessons to would be users on the bad consequences of drug addiction.

### **5.3. Enumeration of major bilateral and multilateral CN programs**

- Programs aiming at better control at the borders, with the cooperation of IOM.

#### **a) Capacity Building Integrated Border Management**

The CBIBM Program officially took off from April 2007, project implementation started in July 2007. The Program ended in March 2009. Stakeholders involve ministries with roles and responsibilities in border control in the GoI. CBIBM was funded by the Government of Japan and supported by the United Nations Country Team (UNCT) Iraq. In January 20<sup>th</sup> 2009, the Immigration Training Extension Centre (ITEC) was opened in Basrah which was designed to allow residential courses for 60 students at a time. It has fully equipped document examination, computer and language labs, lecture halls as well as lodging facilities and administrative offices.

#### **b) Integrated Border Management Project**

This project will pilot the implementation of an Integrated Border Management (IBM) in Iraq by promoting active intra-service and inter-agency cooperation amongst Iraqi state agencies and ministries involved in border management, at both the national level and the Border Crossing Points in the Basrah region as well as by enhancing common surveillance capabilities for the flow of legal persons and goods through targeted infrastructure upgrade and improved border management training. This will be complemented by institutionalizing cooperative data collection, sharing and analysis for the risk management, as well as enabling the rational appropriation of new IBM concepts by the Government of Iraq (GOI) in support of their subsequent replication nationally. The project aims to establish an Integrated Border Management Model at the Borders in Basrah region (Southern Iraq) which then can be replicated at national level.

There are seven international border crossing points in Basrah:

- Basra Airport
- Shalamja land BCP (at border with Iran)
- Safwan land BCP (at border with Kuwait)
- Um Qassr seaport
- Abu Flus seaport
- Khour Zubair seaport
- Al Maaqel seaport

**c) HIV/AIDS Project in Iraq and Inclusions of UNODC elements on IDUs**

Injecting Drugs Users (IDUs) are perceived to be one the most at risk populations in Iraq (though we still lack enough evidence to support this). Injecting drugs use is key determinant of HIV transmission in the neighboring Iran and this may affect Iraq due to the huge population mobility across the borders. This study would help better understanding of the magnitude of drugs use and its association with HIV/AIDS.

- In a recent meeting with UNRCO/HRD, Ministry of Health is in process of developed one million dollars HIV/AIDS project for the ITF.
- Interventions among IDUs are one of the priorities of the ITF (IRAQ TRUST FUND) and UNODC has proposed the development of partnership with the Ministry of Interior for better institutionalization of IDUs HIV prevention programs.
- An improved UNCT response to HIV/AIDS is anticipated following the formulation of the joint UN Team on AIDS and the new HIV/AIDS project. This year, the Joint UN Team on AIDS is planning to facilitate new policies development, strategic planning, and capacity building and information generation efforts. These would help enhanced national response to HIV/AIDS among vulnerable population including IDUs.
- The Current IMC/UNDODC/UNAIDS drug abuse and response assessment seeks to collect primary and secondary data, quantitative on current drug abuse incidence and prevalence along with other pertinent information. In addition, cognizant of the importance of assessing HIV-related risks and vulnerabilities among drug users, the study includes analysis of HIV central lab records to determine correlation between drug use and HIV.  
Targeted Governorates for the intervention are: Baghdad, Karbala, Najaf, Babil, Diwaniya, Thi-qar, Basra and the three Kurdistan Governorates.

#### **5.4. Human trafficking**

On February 23, 2012, passed by the Council of Representatives of the Constitution, law of "Human Trafficking". For purposes of this law, the term "Human Trafficking" indicate recruiting, transporting, housing, or receiving individuals by force, threat to use force, or other means, including by coercion, kidnapping, fraud, deception, misuse of power, exchange of money, or privileges to an influential person in order to sell and exploit the trafficked individuals by means of prostitution, sexual abuse, unpaid labor, forced labor, enslavement, beggary, trading of human organs, medical experimentation.

Also was established a "High Committee to Prevent Human Trafficking" within the Council of Ministers Secretariat (COMSEC).

#### **Observations / Challenges / Recommendations**

Official nationwide data from MoH Biostatistics labs, Forensic Institutes, Central public labs (HIV/AIDS) have been retrieved. Data collected can be considered official, but it is difficult to ascertain whether data is accurate to reliable.

Official letters have been requested and retrieved from Ministry of Health Baghdad and Kurdistan, stating that no data is available on target indicators for the assessment.

Because collection of data through the official channels was not effective, IMC intents to focus heavily on Focus Groups of Discussions (FGDs), Key Informants (KIs) with Juvenile Court judges and data collected from private psychiatric clinics to inform the assessment report.

Recommendations on follow up programming will revolve around strengthening monitoring system at Central Governorate levels to ensure proper data collection and dissemination modalities.

Generally, a positive point to signal is that current and newly proposed drug legislation is being reviewed. Newly proposed drug legislation is pending approval by Parliament.

- The U.S. government provided narcotics test kits to Iraqi police, and U.S. government-funded advisors provided training in use of these kits.
- The U.S. government is funding UN efforts to aid in the implementation of the UNCAC

## **5.5. Prioritised identification of needs for external assistance**

**According to the assessment of the MOI officials, the Ministry greatly needs:**

- a. Training of officers (narcotics specialists)
- b. Equipment: Instruments for detecting narcotics and the necessary logistics support.
- c. Support of the Office of Narcotics affiliated to Interpol in order to show how to deal with data, information categorizing the narcotics and provide analyses in order to dispatch them to the relevant departments of MOI and of the Governorates
- d. Courses or seminars on narcotics and participation to international exhibitions dealing with narcotics.
- e. Invitations to Iraqis to participate to International Conferences focused on expertise and specialization of CN.
- f. Shortening of the delay of visa issuance for the Schengen and other western countries.
- g. Providing publications, books, statistics and posters (preferably in English) for awareness-raising purposes.

## **5.6. Conclusions**

The particular circumstances under which both the foreign Missions and the Iraqi administration operate in Baghdad, combined with the General context of realities in the country until now do not allow a full swing operation of the mini Dublin Group.

The establishment of UNODC Office in Baghdad would, in our opinion, facilitate cooperation with Iraqi Authorities and better coordination among the Missions of the Mini Dublin Group.

## **6. UNITED ARAB EMIRATES**

### **6.1. General situation**

By virtue of its position as a cultural and geographical gateway between the East and West, the UAE is not excluded from the extensive drugs black market. Although the United Arab Emirates is not a narcotics producing country, it constitutes a transit point for drugs arriving mainly from Southeastern and Central Asia, with Europe and North America as main destinations. There are several factors that render the UAE a transit point, including its proximity to major drug cultivation regions in Afghanistan and a long (700 kilometers) coastline. High volumes of shipping render UAE ports vulnerable to exploitation by narcotics traffickers and furthermore a number of ports of the UAE have free trade zones where transshipped cargo is not usually subject to the same inspection as goods that enter the country.

It should also be mentioned that Dubai is used as a hub for meetings and consultations by international drug dealers and it is also increasingly used for the laundering of drug related money. The actual market for hard and soft drugs in the UAE is very low by international standards. The drug consignments which reach the UAE are invariably part of re-export operation coordinated by middle men willing to risk severe penalties under UAE Federal Law.

There is no data available as to the percentage of drugs intended for local use, however, as already pointed out, it would seem that most of the quantities entering the country are being re-exported westwards.

Kinds of drugs consumed in the U.A.E. are mainly cannabis herb and resin, heroin, opium, cocaine, amphetamine type stimulants and methamphetamine (ecstasy). While hash and captagon are still common drugs, what is starting to spread is addiction to sedative pills, such as valium and xanax, which have become very popular among women. Drug abusers are mostly between 20 and 35 years old, but according to the General Director of the National Rehabilitation Center, the age at which people start consuming drugs has decreased from 17 or 19 to 12 or 13. Most of the drug addicts are either unemployed, uneducated or with social problems. Opium seems to be mainly consumed by expatriates (mostly Iranians), whereas heroin and hashish seem to be the choice of U.A.E. nationals (mainly male population, as women make very limited use of drugs).

The Government of the U.A.E. as well as the Rulers of each Emirate are aware of the phenomenon's seriousness and demonstrate a sincere will to fight it, both by adopting restrictive measures and by seeking international co-operation and expertise. The lead agency in the U.A.E. for anti-drug trafficking is the Ministry of Interior's Drug Enforcement Administration (DEA), which is tasked with coordinating drug enforcement efforts at a federal level. Also worth mentioning is the existence of a public prosecutor (niyaba) system, which operates under the control of the Ministry of Justice.

It should be noticed that the area of the country mostly affected is that of Dubai, as its strategic location among countries that manufacture these drugs and countries that host them, leads to smugglers and traffickers taking advantage of the emirate to smuggle or deal drugs and this is due, of course, to the latter's fast development during the previous years.

## **6.2. Production/ Demand/ Trafficking**

As already mentioned, the UAE is not a drugs production country. The demand is mostly focused on drugs such as cannabis, opioids, cocaine and amphetamine type stimulants. Poly-drug abuse and drug abuse in prisons are also reported. In 2011, drug-related cases saw an increase of 17 per cent over 2010, although the amount of seized drugs dropped by 77 per cent. During the same period, 144kg of drugs were seized in Dubai, including 135kg of heroin, 6kg of marijuana and 3 kg of crystal methamphetamine.

Police Officials believe that drug smugglers purposely come to the country to create big drugs markets in the UAE and to increase the number of drugs addicts especially among youngsters. In any case, Authorities consider that their strict policy has been a very constructive one as the efficient cooperation between the competent authorities of the country has resulted in many arrests and confiscation of drugs substances but mainly has created a feeling of fear between the potential smugglers. It should also be credited that many public awareness campaigns have been launched by governmental and non-governmental organizations.

Significant seizures at various entry points (mainly Dubai, but also Abu Dhabi, Fujairah and other Emirates) by Customs and Police Authorities provide evidence of drug trafficking flows via the U.A.E. Countries of provenance are mainly but not exclusively Afghanistan, Pakistan, Nepal, Iran, Thailand and India.

Traffickers use numerous techniques to conceal the drugs storing them in shipments of fruit, felt-tip pens, airconditioner compressors and inside cars. But the most popular method of smuggling remains inside the human body and Customs officials nickname these smugglers “containers”. In all cases of drugs smuggling cases involving more than one person, there are a dealer, a smuggler, the recipient, someone to store the drugs and someone to oversee importing them. New technology and extensive training of customs inspection officials have led to a significant increase in the detention rate of smuggled heroin in the last years. Those who at one time would have smuggled heroin are turning to alternative means that can be more profitable and carry less of a punishment if caught. It should also be noticed that according to previous World Drug Reports, the U.A.E. is an established transit route for Asian heroin.

Money laundering linked to drug trafficking constitutes a problem that the government strives to resolve mainly by tightening controls. Most money laundering activities are believed to involve the proceeds of foreign criminal organizations, based outside the U.A.E., with the latter serving primarily as a conduit to international financial markets. The U.A.E. finalized and subsequently enacted its anti-money laundering legislation in 2002 (Federal Law no 4, regarding Criminalization of Money Laundering). In this framework, a financial intelligence unit has been established (Anti-Money Laundering and Suspicious Cases Unit – AMLSCU), which operates as an independent body under the authority of the Governor of the Central Bank.

### **6.3. Anti-drugs strategy**

#### *6.3.1. International institutional framework*

The U.A.E. is a party to the Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol, to the UN Convention on Psychotropic Substances of 1971 and to the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. Furthermore, in 2007 the UAE was re-elected as the Asian regional representative to the Commission on Narcotic Drugs (CND).

#### *6.3.2. National legal framework and anti-drugs policy*

On national level, the basic law dates from 1988 but it has been amended by the Federal Law no 14 of 1995 on the Fight against Drugs and Psychotropic Substances. The said Law provides that prison sentences can be applied to anyone whose urine sample tests are positive to drugs use and not only to the persons arrested in possession of drugs.

It provides mandatory death penalty for convicted drug traffickers but the capital penalty has not been applied in recent years. In January 2011 the Abu Dhabi Appeal Court sentenced an Afghan drug dealer to death after he was convicted of smuggling nearly 8 kg of heroin into the Emirate. The Court supported an earlier death sentence against the dealer, who sold 4 kg of heroin to a disguised detective. In practice, this death sentence is very unlikely to be carried out as this penalty is executed only in relation to crimes that have raised great public outcry. It will probably and unofficially be commuted to a life imprisonment or a 20-30 year prison sentence. On 10 March 2012, the Public Prosecutor said that two men (one 26 y.o. Emirati and one 20 y.o. Yemeni) accused of smuggling of narcotics and firing at police officers while resisting arrest, could face the death penalty in case they are convicted.

It should be mentioned that law enforcement on drug use is not always as strict when U.A.E. nationals are involved, as it is when it comes to expatriates/foreigners. Recent examples show that foreigners arrested for trafficking drugs (mainly opium and marijuana) have been sentenced to life imprisonment, while penalties for possessing drugs usually vary from three to four years. Less heavy penalties are likely to be imposed on users who are in possession of small quantities of – “light” - drugs. It is worth mentioning that no relevant data is available for UAE nationals.

Concerning the persons who are arrested in possession of small quantities of drugs substances at the airport of Dubai, as from November of 2008 a Public Prosecutor’s Office has been established at the Airport to handle smuggling, illegal immigration and drug cases and new procedures allowing to deport travelers caught with small quantities of drugs, instead of prosecuting them in Courts, have been put into force. In August 2008, Dubai Customs equipped its agents with a mobile laboratory to help them detect drugs, explosives and radioactive material. This laboratory can identify a sample of suspect material by matching it to a database of more than 60.000 substances in a matter of seconds.

Concerning the procedure followed by the Police in case of drug offenders, judicial officials and a new academic study (January 2011) say that mandatory testing of drug offenders is not authorized by law and it should be legally regulated to prevent improper convictions. An Emirati legal Consultant wrote in a study that the Ministry of Interior’s internal regulations governing the drug tests are a gross violation of the Constitution and the Law.

In 2010, the Chief of the Dubai Police Force Lt General Tamim pointed out that an anti-drug tsar heading a federal agency is needed for Police to succeed in taking on “the big shots”, as at present, efforts to combat drugs are being hampered by poor coordination between departments.



He added that the efforts which each department individually is doing are enormous but the results are not on the same level because of the individual planning and execution and therefore there is need for unified work.

In January 2011 the Minister of Interior and Deputy Prime Minister Sheikh Saif Bin Zayed Al Nahyan has ordered all concerned authorities to evaluate current anti-drug laws and suggest reforms and new methods to punish or treat convicts, especially repeat offenders, such as social and community services. According to the Head of the Abu Dhabi Capital Police, the law should not consider a drug offender a criminal as it currently does. Another major reform would be the creation of a data tracking system that would link clinics across the federation to avoid prescription “shopping”.

It should also be mentioned that in 2010, Dubai Police signed with the Red Crescent Authority an agreement on a drugs awareness program, according to which volunteers will be trained to carry out the awareness program which will target more than 640.000 pupils in 1.200 public schools.

Concerning the awareness programs, the Criminal Investigation Department at Abu Dhabi Police has launched, since 2010, a students’ awareness campaign themed : “the drugs are harmful” to educate them about the types of drugs and risks they pose for the individual, his family and the community in general.

#### **6.4. Drugs for medical purpose**

Certain products used for medical purposes/treatment in other parts of the world (i.e. Europe, America, Oceania) are considered in the U.A.E. as narcotic substances, a fact which could eventually result in the arrest of the user as soon as the latter enters the country. The Ministry of Health on its web site informs that “narcotic items...can be brought into the country in exceptional cases and only upon prior permission from the director of medicine and pharmacy control who will assess the individual case”. The said guideline applies to medicines brought into the country by foreign visitors, while conditions for the administration of narcotic medication to patients residing in the U.A.E. are set by the Administrative Decree # 68 of 1995.

International drug smugglers are increasingly importing other illegal products such as counterfeit prescription medicines through Dubai. Over the last few years there has been a sharp increase in people smuggling in counterfeit goods, prohibited items such as black market medicine.

For this reason, the Ministry of Health met in August 2011 with representatives from Customs Authorities, namely the Dubai Customs Authority and the Marine Ports and Customs Department in Sharjah, to discuss ways of better coordinating their action towards controlling counterfeited drugs and preventing the entrance of violating pharmaceutical items.

#### **6.5. Rehabilitation of drugs addicts**

Federal law no 14/1995 provides also for the establishment of specialized units for the treatment of drug addicts. The said units should be supervised by a committee, comprising representatives from relevant government departments. The law stipulates that abusers who present themselves voluntarily to the police or a rehabilitation center are exempt from the punishment usually imposed in drug offences. An immunity system from prosecution is extended to any drug user willing to turn himself in to police and seek rehabilitation. There are several clinics throughout the country where the addicts can be offered the latest in medical treatment as they strive towards recovery but only two rehabilitation centers. A new drug rehabilitation centre is actually planned for Dubai with the belief that it will provide much needed services for a significant number of addicts. It should also be noted that Dubai Police is operating a follow up program by staying in touch with former drug addicts who have served jail terms to ensure that they do not return to the habit. They also provide former addicts with psychological support as well as aid to reintegrate in society, with a particular focus on securing employment for formed addicts. The program also includes random tests on the former addicts to make sure they remain drug-free.

In January 2011, the Director General of the National Rehabilitation Center announced that the UAE Authorities are studying a project to set up drug rehabilitation centers inside jails to combat drug use among prisoners. These Centers will be the first of their kind in the Gulf region.

#### **6.6. Needs for external assistance**

Recognised regionally as the leading combatant of organized crime, the UAE works closely with the United Nations, Interpol and other federal agencies to thwart the international drug traffickers as well as individual smugglers. As a matter of fact, United Nations Office on Drug and Crime (UNODC) has been offering technical assistance to Dubai Police in the field of drug control and drug law enforcement as well as training of Dubai Police officers in advanced drug law enforcement, surveillance and intelligence-led policing since 2001.

In 2007 Dubai Police and UNODC signed a 1.2 million project, fully funded by the Dubai Police, to combat drug abuse and drug trafficking in the UAE.

The government's sincere will to conduct a comprehensive and effective anti-drugs policy has also been confirmed by the latter's request for the opening of a United Nations Office for Drugs and Crime in Abu Dhabi.

In October 2008, the Minister of Interiors, Lt. General Sheikh Saif Bin Zayed Al Nahyan and Mr. Antonio Maria Costa, the Executive Director of the UNODC signed a cooperation agreement for the establishment of a Subregional UNODC Office for the Gulf Cooperation Countries in Abu Dhabi in the first quarter of 2011. The agreement also envisages greater technological cooperation to prevent and control crimes.

The functioning of such an agency in Abu Dhabi is expected to contribute to the effort of combating drug trafficking and to the launching of major public awareness campaigns.

In November 2010, in the framework of an enhanced cooperation which aims at strengthening the UAE's responses to the interconnected threats of drugs, crime and terrorism in the region, the Executive Director of the UNODC Mr. Yuri Fedotov visited Abu Dhabi and held meeting with Emirati Senior Officials. He stated that the UAE is positioned both geographically and economically to make a tangible difference in fighting crimes such as in the trafficking of drugs and humans.

As result of international cooperation, within which Dubai police played a key role, the Ficino network for drug-trafficking and money-laundering was dismantled on February 2012.

In recent years several critical initiatives have been developed between UNODC, the UAE and its neighbors in the Gulf. These include:

- The signing of an agreement in 2010 between the UAE's National Rehabilitation Council and UNODC on drug demand reduction and treatment based on a human rights based approach. The formation of this Council has been a critical move given the UAE's position as a drug trans-shipment country from Afghanistan.
- The partnership agreement with the Institute of Naturalisation and Ports which aims to build capacity amongst competent authorities dealing with trafficking in all its forms and to become the region's center of excellence and computer-based training to tackle these crimes.

The lack of data collection and research studies that focus on the region represent a challenge to both treatment and prevention, since what is applicable to countries in the West, where most of the studies on addiction are conducted, often do not apply to the culturally different countries of the Middle East.

To address this, the UAE have signed in 2011 a five years agreement with the UNODC to conduct a comprehensive analysis of drug addiction and treatment shortages in the country. Moreover, the UAE plans to create a national database on drug addicts which is expected to help evaluate addiction cases. In this endeavor, the National Rehabilitation Centre (NRC) has teamed up with the UN Office on Drugs and Crime (UNODC).

It should also be mentioned that all the GCC countries elaborate common strategies to fight the drugs plea and they hold annual meetings at directors' level in order to coordinate their efforts. In May 2011, the UAE Minister of Interior and his Bahraini counterpart signed an agreement for the enhancement of security cooperation between the two countries in a series of sectors, including that of drugs.

According to Emirati officials, the UAE is committed to serving as a model of change in the region and an active member of the international community, reaffirming its strong belief that success in the global fight against trafficking in drugs and humans as well as the associated problems of transnational organized crime and money laundering requires interlocking national, regional and international strategies rooted in global cooperation and therefore it continues to welcome direct discussion and collaboration with other Governments and International Organisations.

## **6.7. Recommendations/conclusions**

A survey dated in November 2010 has found rising concern in the UAE about drug abuse among children leading to calls for the Government to do more to identify and solve the problem. Most of the UAE residents surveyed believe that drug use is on the rise and they blame for that the effects of foreign media such as movies, TV series and music as well as the growing trend of private parties and clubs where drugs are commonly consumed. People also believe that neglect and problems at home as well as poor family relationship played a role as they consider that the main reason that young people started taking drugs was to get the attention of neglectful parents. When asked what the Government should do, 40% suggested better education for young people, from the age of kindergarten, and fewer than one in 10 supported helping addicts reintegrate into society. 17% called for the temptation to be removed altogether by tightening borders and customs control, while 15% wanted harshest punishments. Experts analyzing the survey stated that drug use is definitely increasing because of the attitude of the population and most of the Muslim countries, many do not seek help due to society's negative views of them. They added that people needed to start treating the problem as a medical issue.

The U.A.E. government is aware of the existing problem and demonstrates a sincere will to fight it by acting on every front of its four- pillar strategy: legislation, enforcement, victim support as well as bilateral agreements and international cooperation. According to high officials statements, the UAE is diligent in its drive to put a complete end to all manifestations of drugs addiction as this menace poses multi-faceted threats to society, economy and security and leads to a series of crimes like robbery, assault, exploitation, road accidents, unemployment and family disintegration. In this framework, it welcomes co-operation with and assistance by third countries and international organizations, an approach which should be further encouraged by enhancing the existing co-operation on the matter, both on bilateral and on multilateral level. Concerning the drug money laundering investigations, there is still space for further improvement of the cooperation between the UAE and the international community.

Concrete action could focus, at a first stage, on encouraging U.A.E. Authorities to provide interested parties with all data at their disposal and to go public with drug related matters. To do so, comprehensive statistics on drug use should be elaborated given that without them the problem is hard to tackle. According to the above said survey, respondents blamed the Government for the lack of data citing its reluctance to engage with negative issues and information. A more open approach would benefit not only the third parties willing to offer assistance but also the state mechanism and the society of the U.A.E. itself. Furthermore, organizing workshops, media campaigns and seminars on the subject would help increase public awareness while strengthened contacts between participating foreign experts and U.A.E. security and health Authorities could improve the latter's capacity in dealing with drug related matters of their competence.

## **7. JORDAN**

### **7.1. General drugs situation**

#### *7.1.1. Production/ Demand*

The consumption of illicit drugs in Jordan is not particularly alarming. According to Public Security Department (PSD) officials, there are no known production operations in Jordan. The Hashemite Kingdom is considered a transit country for drugs according to international criteria. More specifically, 80% of the drugs trafficked through Jordan reach third countries. There is no illicit drug production or cultivation of illicit drugs reported in the Kingdom.

Cocaine and heroine are mostly shipped to Israel and Lebanon, captagon tablets to the Gulf States and hashish to Israel and Egypt. Attention is focused on effectively controlling the Jordanian borders, especially in the desert at the northern borders with Syria and the east borders with Saudi Arabia. Yet, since the crisis in Syria, illegal drug trafficking through the Syrian borders has dropped significantly. Notwithstanding the above, drug use continues to grow and there has been an increase in reported drug-related cases. Arrests for drug possession mainly involve cannabis and heroin, while those arrested for drug-related crimes are predominantly between 18 and 40 years old. Moreover, according to government officials, there is no organized crime in terms of drug trafficking and it must be noted that penalties for possession, use, or trafficking of illegal drugs in Jordan are strict: At a minimum, convicted offenders should expect long jail sentences and heavy fines. However, according to Jordanian Law no. 11 of 1988 on Drugs and Psychotropic substances, addicts who admit addiction and seek treatment are exempted from these penalties. According to a recently drafted law on Drugs that has not been ratified yet by the Parliament (April 2012), first time drug users will be sent to a rehabilitation centre instead of prison.

#### *7.1.2. Trafficking*

Jordan's geographical location between drug producing countries to the north and drug consuming countries to the south and west makes it a transit country for illicit drugs. As mentioned above, approximately 80% of the seized quantities of drugs are transit quantities. More specifically, the final destination of the drugs that enter Jordan is: in the case of captagon: Saudi Arabia and the Gulf countries, in the case of cannabis and heroin: Israel, Saudi Arabia and Egypt, in the case of cocaine: Israel and Lebanon.

The majority of Jordan's drug seizures take place at the Jaber border crossing point with Syria but following the recent crisis in that country, the use of Jaber crossing for the smuggling of drugs has dropped significantly due to stricter patrolling. Furthermore, according to PSD officials, Jordan is facing new smuggling trends, since the region as a whole is targeted with new types of drugs that were not known to abusers before, such as methamphetamine. Regarding cocaine, in the last two months of 2011 and the first three months of 2012, the total amount of cocaine seized was about eleven kilos. Cocaine comes to Jordan from South America via European airports targeting Israel and other countries in the region and sometimes back to Europe.

Jordanian local authorities have continuous cooperation with the competent authorities of the countries in the region, which have resulted in some significant drug seizures, mostly involving controlled delivery cases. During the last two months of 2011 and the first three months of 2012, there have been four cases of controlled delivery from Syria to Saudi Arabia and one case from Germany to Jordan.

## **7.2. Anti-drug strategy/ Actions against drugs**

### *7.2.1. Participation in international instruments/ International cooperation*

Jordan is party to the Single Convention on Narcotic Drugs of 1961, as amended by the 1972 Protocol, to the UN Convention on Psychotropic Substances of 1971 and to the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.

Jordan has ratified all international drug control conventions. It is also a party to the Unified Arab Law and a member of the Interpol, the League of Arab States, and the Organization for Social Defence against Crime and the Pan Arab Bureau for Narcotic Affairs. The Kingdom has been a regular participant in the annual meetings of the Bureau and has been attending the UN's Commission on Narcotic Drugs meetings regularly and responding positively to International Narcotic Control Board requests for reporting.

Jordan continues to remain committed to existing bilateral agreements providing for counter-narcotics cooperation with Syria, Lebanon, Iraq, Saudi Arabia, Turkey, Egypt, Pakistan, Israel, Iran and Hungary. There are also excellent relations between Jordan and the US Drug Enforcement Administration (DEA), Nicosia Country Office based in Cyprus. Finally an agreement is underway between Jordan and Saudi Arabia within the framework of the Arab League operations office for cooperation in preventing and fighting drug smuggling.

Nevertheless there are no bilateral MOUs between Jordan and the MS of the Dublin Group on exchange of information which could potentially facilitate the interception of drug traffickers.

### *7.2.2. Internal legal framework*

The basic legislation is Law no. 11 of 1988 on Drugs and Psychotropic substances, as updated from time to time. According to Major Mohammad Al Rawashdeh, Head of the International Affairs Section of the Anti Narcotics Department, a new draft law that distinguishes between first time users and long term addicts has been submitted to Parliament awaiting ratification.

This new law allows first time users to be placed in a rehabilitation centre instead of prison.

### *7.2.3. Institutional framework*

The control structure in Jordan involves four entities: a) the Anti Narcotics Department (AND), established in 1973 (second in the Arab world after the one in Egypt); which is responsible for coordinating all of Jordan's enforcement efforts against drug trafficking and misuse. Beyond mainstream counter-narcotics work, it participates in the process of treatment of addicts, who are kept in custody in a special quasi judicial, quasi medical rehabilitation facility. Addicts are treated on the basis of a comprehensive programme conducted in cooperation with the Ministry of Health, b) the Desert and Border Police, responsible for patrolling the vast border and desert areas (the length of the Jordanian borders is 1,734 km, distributed as follows: 360 km with Syria, 714km with Saudi Arabia, 180km with Iraq and 480km with Israel and Palestine), c) the General Customs Department, responsible for general customs duties and anti-smuggling patrol work, d) the Jordanian Armed Forces (JAF), which control part of the country's borders.

### *7.2.4. Law enforcement efforts*

For the past six years the PSD has began utilizing x-ray equipment on larger vehicles at its major border crossings with Syria, Saudi Arabia and Iraq. It has also intensified police and customs training on how to identify and locate concealed drugs. Sniffer dogs are also used in inspections and searches.

### *7.2.5. Corruption*

As a matter of government policy, Jordan neither encourages nor facilitates the illicit production or distribution of drugs or substances, or the laundering of proceeds from illegal drug transactions. Jordan is a party to the UN Convention against Corruption, and has signed, but not yet ratified, the UN Convention against Transnational Organized Crime.

In 2006 an Anti-Corruption Commission in Jordan (JACC) was established by royal decree, which is run by a board of seven members (including the president appointed by His Majesty the King upon recommendation of the Prime Minister). JACC has investigative and prosecutorial powers and is concerned with sensitizing and raising the awareness of the public at large of the dangerous effects and harmful consequences of corruption on economic, social and political development.



As far as its mandate is concerned, JACC is entitled by law to investigate financial and administrative corruption, uncover violations and breaches, gather evidence and information related thereto, initiate investigations and proceed with administrative and legal procedures necessary thereof as well as prosecute all those who are responsible for committing such breaches.

In addition, in 2007 Jordan enacted a comprehensive anti-money laundering law (46/2007), by which the National Committee on Anti-Money Laundering was established. This Committee is chaired by the Governor of the Central Bank of Jordan and has nine members. One of the aforementioned nine members is the head of the Anti-Money Laundering Unit (AMLU), which was created under the same law and is the Government's financial intelligent unit.

The enactment of this law is undoubtedly a very positive development; nevertheless, the competent Jordanian authorities should consider conducting a comprehensive evaluation of Jordan's capabilities in preventing money laundering and enforcing the law, in accordance with international standards and best practices.

### **7.3. Enumeration of major bilateral and multilateral CN programmes**

#### *7.3.1. Major programmes*

Jordan has a very close cooperation with the United Nations Office on Drugs and Crime (UNODC) and the European Union (EU), through the following projects:

- CEPOL EUROMED II Programme: This programme is funded and implemented by the European Union in order to enhance the international cooperation in the field of combating drugs through the organization of several seminars in different countries.
- JORJ22- UNODC Project: "Strengthening the community resources in providing drug abuse treatment and rehabilitation for vulnerable groups in Jordan", funded by the Governments of the Netherlands, was implemented by the UNODC Office in Amman in cooperation with the PSD and the Ministry of Health.
- XAM/J07 Project: This Regional UNODC project, entitled "Increasing Access to Prevention and Care Services for Drug Use and HIV/AIDS in the Prison Setting" is implemented by UNODC, in cooperation with the PSD and the Ministry of Health.

- LExPRO: “Programme of Capacity Building in the Western Balkans and the Mediterranean Region through Targeted Drug Law Enforcement Exchange”.
- UNODC is launching a new project this year in cooperation with PSD/AND and the Ministry of Health in order to raise drug and HIV/AIDS awareness in prisons across Jordan.
- Cooperation with Pompidou group/MIDNET which is supported by the European Union. Jordan has been one of the member countries of Pompidou group/MIDNET since 2009.
- Jordan participates in all MIDNET events (seminars, workshops and training courses) aims to promote cooperation between Mediterranean countries.
- Presently, the MIDNET network is processing a project of data collection in Jordan, in cooperation with the ministry of Health and the Anti-Narcotics Department.
- TAIEX Cooperation: In March 2012 a Spanish mission visited Amman.

### 7.3.2. *Actions against drugs (Demand reduction and rehabilitation)*

Jordan continues to take measures to increase public awareness of the dangers of drugs through an active awareness plan. The PSD/AND conduct seminars and lectures at universities and schools, while they also distribute published material aimed at raising awareness. In addition, the AND’s awareness plan also involves cooperation with government institutions, NGO’s, correction & rehabilitation centres, youth clubs and of course the media.

More specifically, among the various activities it undertook during the last two months of 2011 and the three first months of 2012, the AND organized 9 Anti-narcotic courses, 1206 awareness lectures in different institutions, 26 visits to the AND, 18 media programmes, organized 12 fairs, and 19 press briefings.

Two public treatment facilities function in Jordan; the National Centre for the Rehabilitation of Addicts (NCRA), affiliated with the Ministry of Health and the Police Treatment Centre (PTC), operated by the PSD/ Anti-Narcotics Department. There is also a private treatment centre at the Al Rashid Hospital in Amman. In anticipation of the ratification of the new law on drugs, two additional floors have being added to the NCRA centre to cater for first time users who will be sent there for rehabilitation.

In 2001 the UNODC Regional Office for the Middle East and North Africa launched a project with the view to support the upgrading of treatment and rehabilitation services in Jordan, at which time there was a growing drug problem and a lack of drug demand reduction (DDR) services.

The project was the only one of its kind and provided an immediate response to the increasing prevalence of the problem of drug use in the country.

Through this project, UNODC provided funding and technical assistance to the NCRA and the PTC. The staff of these two institutions participated in the activities organized by the UNODC, such as treatment and rehabilitation training courses, management training workshops and study tours to other countries. With the intention to maintain and strengthen the results achieved under the aforementioned project, the UNODC ROMENA have taken new initiatives, aimed at encouraging the active involvement of community-based services, in order to ensure a network of programmes for treatment and rehabilitation of drug users and prevention of HIV.

In this context, during 2008, UNODC implemented and successfully completed the project “Strengthening the community resources in providing drug abuse treatment and rehabilitation for vulnerable groups” which- as mentioned above- was funded by the Governments of the Netherlands and Sweden. This project has led to positive results in enhancing and improving DDR services in Jordan. These services have been expanded to include a national NGO and primary health centres (PHCs), in which accessible and target group-oriented prevention, community-based and treatment and rehabilitation services are being offered towards vulnerable groups in the community, such as prisoners and marginal groups of the population.

Notwithstanding the above, UNODC aims at taking further initiatives to improve Jordan’s responses to HIV prevention among high-risk groups, given that community outreach work and peer education targeting injecting drug users (IDUs) for risk reduction interventions and services, are at present unavailable.

#### **7.4. Place and date of meetings of mini-Dublin group**

Since the last report of the Group in December 2011, the Greek Embassy in Amman organized the following event:

- On 14<sup>th</sup> March 2012, the Greek Embassy in Amman, as Chair of the Mini Dublin Group, held a bilateral meeting with Major Mohammad Al Rawashdeh, Head of the International Affairs Section of the AND, in order to receive information on the drug situation in Jordan, in preparation of the end-year meeting of the Group.

- On 22<sup>nd</sup> March 2011, the Mini Dublin Group in Jordan held its regular meeting, at the first half of which the Head of the International Affairs Section of the AND, Major Mohammad Al Rawashdeh, briefed the Group on the latest developments on the drug situation in Jordan, while in the second half of the meeting the members of the Group exchanged views on the drug problem in Jordan (elements from this meeting are included in the present report).

## **7.5. Prioritised identification of needs for external assistance**

The AND has pointed out to this Group that in terms of capacity building assistance, it would welcome the help of the member states of the Group for the establishment and equipment of a technical unit, the organizing of training courses for Jordanian anti narcotics officers locally and in countries that have a good experience in dealing with drug trafficking, visits to MS for officers of the Jordanian anti-narcotics department, as well as training in the use of K9 dogs for drug detection and providing the furnishing for the new treatment centre.

## **7.6. Mini-Dublin group assessment of needs**

### *7.6.1. Emerging threats/trends*

Despite the fact that Jordan is not an illicit drugs producer, it has become a main transit country for the organized smuggling of drugs, while recently it has started to also be targeted for cocaine routes to Europe.

With regard to consumption, there is a clear increasing trend. As the Group has also pointed out in previous reports, official data understates the number of drug abusers. There is no official information regarding female users as well as the use of drugs, in particular cocaine, among upper classes, since data collection focuses on the lower social strata. The official position is that most drug consumption in the country is concentrated in poor and high populated areas. However, there is little understanding of drug use in more wealthy areas. There is an associated risk that problems such as alcoholism or use of certain drugs in these areas will not be appropriately addressed unless data collection is improved.

Moreover there were no statistics provided regarding dopping since this matter falls under the jurisdiction of the Minister of Health and the relevant figures are unknown.

Given Jordan's position as a significant transit country, the upward trend in consumption figures seems likely to continue.

In any case, the Group is grateful to the Jordanian authorities, in general, and the AND, in particular, for being so cooperative with the Group.

#### *7.6.2. Political initiatives*

In 2008, a Higher Council for Drug Awareness was established, which is chaired by the Ministry of Interior and has 24 members. This body's mandate was to set up a general strategy for fighting drugs, which was officially launched in May 2009 under the title "National Strategy to Fight Drugs".

#### *7.6.3. Recommendations*

At the local level, following the most recent meeting of the Group, it was concluded that it would be helpful to convey to the Jordanian authorities that more thorough and detailed statistics would be conducive to a better understanding of the drug consumption situation in Jordan.

As far as the needs of the Jordanian authorities are concerned, member states could examine the possibility to increase exchange of visits with the Jordanian authorities, share knowledge and inform them on methods used pertaining to Anti-narcotic policies in their countries. In addition, priority areas for assistance should also be prison reform (health services), as well as community based services. Jordan could also be assisted in improving its data collection, at all levels of society particularly in more wealthy neighborhoods.

Finally, Jordan could be assisted in raising awareness regarding the link between drugs and HIV/AIDS.

**Drug related offences and seizures by the Jordanian authorities:****STATISTICS ACTIVITIES OF THE ANTI-NARCOTICS DEPARTMENT FROM  
1/11/2011 TO 20/03/2012**

<b>Narcotic</b>	<b>Quantity</b>
Heroin	44.099 kgs
Hashish	511 kgs
Marijuana	2 kgs
Captagon tablets	9.959.824
Cocaine	11.045 kgs
Opium	10 kgs

**CONTROLLED DELIVERY CASES**

(5) cases in total as follows:

1. (4) cases from Syria to Saudi Arabia
2. (1) case from Germany to Jordan

**AWARENESS**

<b>Activity</b>	
Anti narcotics supporters course	9
Lectures	1206
Visits	26
Fairs	12
Media programs	18
Press briefing	19

**TREATMENT**

- (143) Addicts

## 8. ISRAEL

### 8.1. General evaluation for the period January-March 2012

No major changes in the overall drug situation have been noted within the first three months of 2012. The legal and institutional framework provides a solid basis on which the national counter-narcotics strategy and programs can operate effectively, though Israel remains vulnerable to drug smuggling along its border.

#### 8.1.1. *Production / Demand*

Although Israel is not a narcotics producing country, it constitutes a transit point for large proportions of drugs reaching Israeli territory via neighboring countries. Still less than 10% of drugs seized in Israel are produced inside the country. Israeli authorities are convinced that drug trafficking is overlapping with other criminal activities (e.g. arms trafficking).

During the last two years the use of “hydro” method of home-growing marijuana has been widely established.

Although there are no major changes in the demand for the well known substances, Israeli authorities observe that the use of “grass” and ecstasy among the young population, as well as the demand for cocaine, in general, has been growing.

#### 8.1.2. *Trafficking*

Given that Israel is not a producing and manufacturing country, most efforts have been targeted to counter illicit drug trafficking and supply.

Trafficking occurs mainly through land and sea borders. Over the last years, Jordan has been established as a transit country. The “Shalom” border with Jordan, from the south part of the Dead Sea to Eilat, is main gateway for heroin, cocaine and amphetamine. Heroin and hashish are smuggled from Lebanon, while hashish and marijuana are being smuggled through the border with Egypt.

Also, Thailand is a major source for methamphetamine “YABA”, while South America is the main source for cocaine, by carriers and luggage.

Since 2005, Israel has become a “transit” country for heroin and cocaine smuggling, transferred from Lebanon and Jordan to Egypt, in exchange for hashish which is supplied to the local Israeli market.

The Israeli authorities consider that there are “good relations” between traffickers from the north and the south of Israel. Drug trafficking is flourishing as significant traffickers from neighboring countries have local connections in Israel, despite the strong security measures along the latter’s borders.

Israeli nationals have become quite prominent internationally in trafficking networks, especially for cocaine and ecstasy. National organized crime is involved in the distribution of drugs and more recently in a gang war.

### *8.1.3. Drug consumption patterns*

According to the Drug Unit of the Israeli National Police:

- Cocaine is an established drug in the Israeli market with a relatively high supply from the “source” countries in South America.
- Heroin reaches Israel from “source” countries in Asia.
- Cannabis remains the most popular drug, mainly in the forms of hashish and marijuana. During 2009, there was a significant increase in the number of “hydro” marijuana labs seized by the Police. Consumers in Israel show a preference for Moroccan and Indian hashish.
- The MDMA amphetamines (ecstasy) are the most popular by-product in Israel, most of which is smuggled from “source” countries in Europe. For the first time in 2009, “YABA” spread in the Israeli market, destined for the use of Thai workers.

More detailed data can be found at the 2009 national epidemiological survey (the latest version of a survey carried out every four years), whose findings were included in the report of June 2010.



## 8.2. Israel's anti-narcotic strategy

### 8.2.1. *Participation in international instruments / International cooperation*

Israel has ratified all three UN Conventions on Narcotic Drugs and Psychotropic Substances and was reelected as a member of the Commission on Narcotic Drugs (CND-ECOSOC) for a second consecutive term.

In 2010, the annual Permanent Forum on International Pharmaceutical Crime Conference (PFIPC) was hosted by Israel, with the participation of the U.S.A., Canada, Australia, Italy, Belgium, the United Kingdom, Germany, Ireland, Netherlands, New Zealand, Singapore, South Africa, Spain and Switzerland.

The international course “Enhancing Cooperation as Part of an effective Demand Reduction Strategy-based on IADA’s Model” on drug prevention treatment and law enforcement, which took place in Jerusalem, in 2009, has paved the way for bilateral cooperation, e.g. exchange of study visits with Kenya.

Also, Israel has participated in several of the Pompidou Group’s activities and has submitted a letter expressing its intent to accede the Group.

Furthermore, Israel continues its efforts to establish a national monitoring system, in accordance with the European standards. To this end, Israel has pursued enhanced activities and cooperation with the European Monitoring Center for Drugs and Drug Addiction (EMCDDA).

Finally, a senior staff and local coordinator delegation paid a study visit to Scotland, this year, focused on alcohol prevention programs and policy.

### 8.2.2. *National policy*

Israel took a significant step twenty years ago, by establishing the Israel Anti-Drug Authority (IADA), the central coordinative body in the country. In 2005, the Israeli Government extended IADA’s mandate to include the struggle against alcohol abuse.

As part of its efforts to establish a comprehensive national alcohol policy, IADA conducted thorough research on the alcohol policy and regulation around the world. In particular, study visits were undertaken to Sweden, Australia and at the WHO.

In February and May 2011, Israel participated in the WHO's European Region meetings, in Geneva and Zurich respectively, with the view to outlining a European Alcohol Action Plan. Encouraging results from the latest HBSC (WHO) survey show a decrease in the prevalence of alcohol consumption among 11-13 year old youth.

Prominent on the national agenda is the use of cannabis for medical purposes. In order to deal with this issue and in the legal framework provided by the relevant international conventions, the Government recently granted the Ministry of Health the authority to regulate all aspects related to the licensing for import, cultivation and distribution of cannabis for medical purposes. An inter-ministerial sub-committee will be following this process.

It should be noted that youth who are exempt from the army and choose to volunteer for the national civil service can do their service in the field of alcohol and drug prevention, working with high-risk youngsters. Volunteers undergo training and receive ongoing guidance during their work. Finally, as part of activities to enhance parental involvement, there are 100 parent patrols around the country, trained by IADA.

### *8.2.3. Internal legal framework*

Efforts are being made to update the Dangerous Drugs Ordinance (introduced under the British Mandate) into a comprehensive Anti-Drug Law. To cope with fast growing synthetic drug market, the Government amended the Dangerous Drugs Ordinance to include analogs of four main substances (amphetamines, methamphetamines, cathinone, methacathinone) and a list of Synthetic Cannabinoids. A Pharmaceutical Crime Unit has been established to closely monitor the sales of psychoactive substances, in order to identify any potential misuse of chemical substances.

Proceedings for the institutionalization of the "Derivatives Law" are currently in their advanced stages.

The anti-alcohol abuse law has recently come into effect. Some of the issues the law deals with are: reducing availability, marketing of alcoholic beverages and pricing policies.

The Knesset adopted a new bill imposing restrictions on alcohol advertisement and requiring warning labels to be placed on alcoholic beverages.

#### 8.2.4. Law enforcement efforts

##### A. Drug seizures

Type of Drug	2007	2008	2009	2010
Marijuana (Kgs)	1920	852	648	4648
Hashish (Kgs)	1009	1325	2377	1036
Heroin (Kgs)	136	303	392	281
Cocaine (Kgs)	36	135	63	60
Ecstasy (tablets)	939741	112905 Tablets + 2 KG Powder	6832	204
Amphetamine (tablets)	6114	88937	4654	762

##### B. Type of offences

Type of Offences	2008	2009	2010
Use	23364	25372	22430
Trafficking	4487	5103	5388
Cultivating	204	261	582
Possession	5771	6214	6345
<b>SUM</b>	<b>30688</b>	<b>33117</b>	<b>30694</b>

### 8.2.5. *Actions against drugs (Demand reduction and rehabilitation)*

During the second half of 2011, the following steps were taken:

- Enhanced cooperation with youth organizations (“Youth Movements Council”, “National Student Council-Universities”, “Student Council”) is being promoted.
- There has been an increase in programs concerning the Arab community and the religious and orthodox Jews.
- A new web-based treatment platform for clean addicts has been launched.

### 8.2.6. *Money laundering*

No changes to 2005 Report. No relevant information regarding money laundering operations of drug traffickers is available.

### 8.2.7. *Identification of needs for external assistance*

Israel cooperates with the US regarding extradition of drug traffickers. Such cooperation could be extended to other countries. Otherwise, Israeli authorities have not requested any external assistance.

Israel is very interested in strengthening the cooperation with the European countries, especially with the EU and its member states. Israeli National Police and Customs Department participate actively to the technical exchanges developed in the framework of the “CEPOL/Euromed police II” Project. Israeli National Police is also negotiating an “operational agreement” with Europol.

Following a study visit to the EMCDDA in Lisbon, IADA has invited an expert from the Organization to visit Israel and to contribute to the establishment of a monitoring system.

IADA officials have expressed an interest in the requirements for Israel to join the Dublin Group.

## **8.3. Recommendations**

The overall legal and institutional framework provides a solid basis on which the national counter-narcotics strategy and programs can operate effectively. Nevertheless, Israel (too) remains vulnerable to drug smuggling along its borders, despite the strong security measures existing there. Israeli border guards and customs drug control capacities should be further strengthened, given the fact that Israel is mainly a drug importing and not a drug producing country.

Israeli authorities should be encouraged to carry on with the national action against organized crime, through the strengthening of the international cooperation.

There is still room for further intensifying the international cooperation, especially at regional level. Timely and accurate exchange of information with other countries regarding import and export of precursors is also essential.

There is also room for the authorities in Israel to improve their cooperation with the industrial sector, as well as to launch new more strict legislative measures regarding the permits required for import and export of precursors, so as to prevent and control the diversion of precursors.

Given the increase in the consumption of drugs observed in the Palestinian territories, an enhanced cooperation between Israeli and Palestinian judicial and police authorities is also called for.

## **9. KUWAIT**

Previous reports remain relevant.

There are no indications that Kuwait is transforming into a drug producing country. The areas of illicit entry of drugs continue to be mainly the northern border with Iraq and the 180 mile coastline shared with Iran, but lately there are also cases of smuggling through the southern borders with Saudi Arabia. According to statistics from the Ministry of Interior, since last December, 27 cases of overdoses have been recorded, 60% of the persons involved were aged between 20-34 years old, 90% of these cases were Kuwaitis. Another statistic indicates 537 cases of arrest, 60% of them were Kuwaitis. Various quantities of heroin, hashish, opium and cocaine were seized. It is noteworthy that in less than three months more than 1.700.000 pills were seized confirming the trend mentioned in our previous report namely that the consumption of psychotropic substances outweighs the consumption of “classic” drugs like heroin, cocaine etc.

Some cases reported by the local press are worth mentioning:

On December 10, an Arab truck driver attempted to smuggle 350.000 pills of narcotics via Abdali, the northern border with Iraq, hidden inside the spare tire of his truck. On January 3, an individual of Asian origin was arrested for carrying 5 kgs of heroin worth of 170.000 KD hidden inside his car. On January 12, a Pakistani was arrested with 4 kgs of heroin hidden in his room. He confessed that his partner was an Asian truck driver who brought the drugs from a neighboring country. On January 22 6.5 kgs of heroin were seized during an operation headed by the DCGD (Drug Control General Department) at Al-Nuwaisib, the southern border with Saudi Arabia, when a Pakistani truck driver attempted to smuggle into the country raw heroin in the form of 702 capsules valued at 200.000KD hidden inside the canned food container. On February 5, officers of the Customs arrested again at Al-Nuwaisib borders a citizen from a GCC country while he tried to smuggle 50 kgs of hashish hidden in his spare tire.

Cooperation, regional and international, and exchange of information continue to be the pillars of the Kuwaiti strategy to combat drugs. At a regional level it is widely accepted among GCC members that none of them can successfully fight drugs individually. Therefore closer cooperation in internal security and in combating crime is always an issue high on the agenda of the GCC. On December 7 last year the Ministers of Interior of GCC met in Abu Dhabi. They tentatively endorsed the establishment of the Gulf police setting up a permanent joint security commission tasked with industrial security and the protection of key installations. It is expected that boosting police cooperation in these key sectors will lead to better cooperation also in the fields of combating crime and drugs.

The GCC bodies rapidly develop as focal points of international cooperation. The latter is considered essential for the effectiveness of the investigation of drug cases. One of the priorities of the GCC-CICCD (Criminal Information Centre for Combating Drugs) based in Doha is the setting up of an infrastructure project for centralized database to facilitate information collection, storage, analysis and exchange with member countries. In this respect the CICCD signed an agreement with UNODC (United Nations Office of Drugs and Crime) in December last year with a view to improving the level of assessment and analysis of forensic work. Following this agreement, in middle January a delegation of CICCD attended a special training course at the headquarters of UNODC in Vienna regarding techniques of gathering and analyzing information, correlate this information to combat crime and disseminate it to the concerned security authorities.

The National Assembly of Kuwait, eager to make its own contribution to the fight against drugs, proposed that security officers of the Ministry of Interior as well as officers of the Kuwait General Administration of Customs be rewarded with a special reward immediately after every seizure they make. In addition, the Public Authority for Youth and Sport (PAYS) organized on March 19 a two days forum on preventing addiction under the theme “your destiny... your choice” as part of its anti-drug awareness campaign launched two years ago by highlighting the danger of drugs and its negative effects .

---