

# Fifth Meeting of the ASEAN Inter-Parliamentary Assembly (AIPA) Fact-Finding Committee (AIFOCOM) to Combat the Drug Menace Singapore, 22-25 June 2008

# REPORT OF THE FIFTH MEETING OF THE AIPA FACT-FINDING COMMITTEE (AIFOCOM) TO COMBAT THE DRUG MENACE

#### INTRODUCTION

1 The Fifth Meeting of the AIPA Fact-Finding Committee (AIFOCOM) to Combat the Drug Menace was held from 22-25 June 2008 in Singapore.

### **PARTICIPANTS**

- The Fifth Meeting of AIFOCOM was attended by delegations from AIPA Member Countries and Special Observers. The Philippines and Myanmar had sent apologies for not being able to attend the Meeting.
- A list of the delegates is attached as Annex A.

#### **OPENING CEREMONY**

- The Opening Ceremony of the Fifth Meeting of AIFOCOM to Combat the Drug Menace was held on Monday, 23 June 2008 at 10.15 am at the Auditorium of Parliament House.
- In his Opening Address, Mr Abdullah Tarmugi, President of AIPA and Speaker of the Singapore Parliament, traced back the efforts of ASEAN in combating the drug menace to the 1970s and noted that ASEAN is already at its halfway mark to its vision of a Drug Free ASEAN 2015. He noted the role played by AIFOCOM in contributing towards the region's collective efforts against the drug scourge and stressed the importance for AIFOCOM to continue to seek creative ways to enhance cooperation and exchange of information with the other relevant ASEAN bodies.

- The President of AIPA also drew attention to the recent increases in opium poppy cultivation in the region, as well as the emergence of Amphetamine-Type Stimulants (ATS) as a threat in the region. In this regard, he called on ASEAN Member Countries to continue to stand united and respond resolutely in order to suppress and eradicate the drug problem
- 7 The text of the Opening Address is attached as Annex B.
- After the Opening Address, Assoc Prof Ho Peng Kee, Senior Minister of State for Law and Home Affairs, delivered the Keynote Address. In his speech, Assoc Prof Ho Peng Kee shared with the meeting Singapore's concerted anti-drug strategy, which comprises a multi-pronged approach targeted at reducing both drug supply and demand. While Singapore is not a producer of precursor chemicals, Assoc Prof Ho Peng Kee said that Singapore has put in place measures to closely monitor the movement of listed precursor chemicals. At the international level, Singapore also works closely with other countries to prevent the illegal diversion of precursors by instituting procedures such as Pre-Export No Objection Letter and Import Authorisation. In addition, the recommendations made by the International Narcotics Control Board concerning the limited international special surveillance list of non-scheduled substances have also been implemented by Singapore.
- On the regional front, Assoc Prof Ho Peng Kee noted that while current international regulation on precursors has made an impact in hindering the production of ATS, more needs to be done as diversion methods have evolved. To mitigate the situation, he urged ASEAN Member Countries to develop and strengthen their laws and monitoring mechanisms for precursor chemicals and to enhance communication between the relevant authorities and the industry players so that the private sector could act as additional pair of "eyes" to monitor the movement of precursor chemicals and alert the authorities to any suspicious transactions.
- In intensifying efforts to address the problems caused by ATS, Assoc Prof Ho Peng Kee reminded Member Countries of the continued threat from plant-based drugs such as cannabis and opiates. In particular, the illicit cultivation of cannabis in the

region is noted and he called on Member Countries to continue keeping a tight rein on the issue.

- Assoc Prof Ho Peng Kee also highlighted the importance of sustaining alternative development projects to prevent farmers from going back to illicit crop cultivation. He cited the success achieved by Thailand's *Doi Tung Development Project* as an example, and underscored the importance of moving toward cultivating strategic partnerships with the private sector and civil society in order to support socio-economic development in areas where illicit drugs are produced.
- 12 The text of the Keynote Address is attached as Annex C.

#### FIRST SESSION

Appointment of Chairman of AIFOCOM

13 The First Session was held on Monday, 23 June 2008 at 11.00 am. The President of AIPA and Speaker of the Singapore Parliament, Mr Abdullah Tarmugi, informed the meeting that, in accordance with Article 1 of the Terms of Reference of the AIPA Fact-Finding Committee (AIFOCOM) to Combat the Drug Menace, he has appointed Dr Teo Ho Pin as Chairman of the Committee.

# Appointment of Secretary

Pursuant to Article 1 of the Terms of Reference of the AIPA Fact-Finding Committee (AIFOCOM) to Combat the Drug Menace, the Chairman of the Committee informed the meeting that Ms Ellen Lee has been appointed as the Secretary.

# Agenda and Programme of Activities

- 15 The meeting considered and adopted the following:
  - (a) Agenda items for the meeting (Annex D);
  - (b) Programme of Activities (Annex E).

Appointment of Vice-Chairmen

16 The following delegates were nominated and appointed as Vice-Chairmen of the Fifth AIFOCOM Meeting:

Mr Try Chheang Huot (Cambodia);

Mr Simon Patrice Morin (Indonesia);

Prof Dr Phonethep Pholsena (Lao People's Democratic Republic);

Mr Raime Unggi (Malaysia);

Mr Alvin Yeo (Singapore);

Mrs Titima Chaisang (Thailand);

Dr Ngo Duc Manh (Vietnam); and

Mr Haji Sulaiman bin Haji Ahai (Brunei Darussalam).

Presentation by Representative from ASEAN Senior Officials on Drug Matters (ASOD)

- A presentation was made by Mr Vu Quang Vinh, Deputy Director of the Standing Office on Drugs Control of Vietnam and Representative from the ASEAN Senior Officials on Drug Matters (ASOD), on the 'Strategies and Key Milestones in the Drug Free ASEAN 2015 Roadmap'.
- In his presentation, Mr Vu Quang Vinh reported a heightened sense of need among the ASEAN Member States at the operational and programmatic levels to work together and meet the goals and targets that the region has set for both Supply and Demand Reduction. For example, the establishment of the Border Liaison Offices (BLO) mechanism is evidence of the region's cohesive response to address the problem posed by international crime syndicates.
- The ASOD report pointed out that while opium cultivation has been reduced significantly, there remains the threat that the problem could re-emerge if anti-drug efforts are not sustained. However, the ASEAN Secretariat noted that ASEAN is far better prepared to respond to the challenges now than before. Specifically, there is now a clear understanding of the need to address the issue of drugs in a comprehensive manner with equal emphasis on supply reduction and demand reduction.

- The ASOD report provided an update on the issues discussed at the Meeting of the ASEAN Senior Officials on Drug Matters (ASOD). Specifically, ASOD has been tasked to develop an ASOD Work Plan that will incorporate the Work Plans to be developed by the respective Working Groups in ASOD based on the ASEAN-China Cooperative Operations in Response to Dangerous Drugs (ACCORD) Plan of Action and the Work Programme of the ASEAN Senior Officials Meeting on Transnational Crime (SOMTC). The ASEAN Secretariat would be compiling the draft ASOD Work Plan for consideration and endorsement at the forthcoming 29<sup>th</sup> Meeting of ASOD scheduled in Brunei Darussalam from 24 to 28 August 2008.
- In addition, ASOD also highlighted the important role played by ACCORD in contributing to regional efforts against illicit drugs and provided an update of the discussion on sustaining the ACCORD Mechanism. Specifically at the 4<sup>th</sup> ACCORD Joint Task Force Meeting held on 23 August 2007 in Hanoi, Vietnam, it was agreed that ACCORD projects would continue to be funded by contribution from Member States and coordinated by ASEAN Secretariat should the United Nations Office on Drugs and Crime (UNODC) terminate its monitoring project.
- The ASOD report provided an update of ASEAN cooperative activities with the Plus Three Countries [China, Japan and Republic of Korea (ROK)] under the ambit of the SOMTC Working Groups. In particular, the first stage of the ASEAN-ROK Knowledge Transfer on Narcotics Crime, which is a 3-year cooperative activity with ASEAN proposed by the ROK, had been implemented in Lao PDR in 2007.
- In addition, Mr Keo Chhea, Coordinator of the Specialised Programmes Unit, ASEAN Secretariat, made the following proposals:
  - (a) call for the standardization of the level of punishment for drug offences;
- (b) urge ASEAN Member States to ratify the Treaty of Mutual Legal Assistance in Criminal Matters (MLAT):
  - (c) encourage enhancement of the legal system on drug field; and
- (d) encourage Members of Parliament to assist in raising civic awareness on the danger of drug abuse in their individual constituency.

- The text of the ASOD presentation is attached as Annex F.
- 25 After the ASOD presentation, the delegations presented their respective Country Reports on "Control of Synthetic Drug and Illicit Drug Crop Production".

#### Cambodia

- Cambodia shared that Phnom Penh has the most number of drug addicts in the country, followed by the border provinces. ATS is the drug of choice among the drug addicts in Cambodia, followed by heroin and small amounts of marijuana.
- In general, drug related arrests and seizures declined in 2007 as compared to the figures for the year 2006. Specifically, the decrease in the number of trafficking offences in 2007 is attributed to the on-going campaign to raise awareness about drug abuse among Cambodians, as well as efforts to further develop treatment facilities for drug addicts. Nevertheless, Cambodia stated that foreign organised criminal groups have been using the country as a base for large-scale production of synthetic drugs, as well as transit point to traffic drugs from the Golden Triangle area to the international drug market.
- The National Assembly of Cambodia ratified the 1972 United Nations Protocol amending the 1961 United Nations Single Convention on Narcotic Drugs in 2007.
- 29 Cambodia continues to implement its national plan on narcotics control in 2008 with a focus on demand reduction, supply reduction, strengthening capacity building in drug law enforcement and expansion of international cooperation.
- The full text of Cambodia's Country Report is at Annex G.

#### Indonesia

In enhancing its efforts to eradicate illicit drug trafficking, Indonesia has launched its national strategy on prevention and eradication of the abuse and illicit production and distribution of narcotic drugs and psychotropic substances, which consists of the following:

- o Demand reduction;
- o Supply reduction;
- Research and development including human resources;
- Institutional and structural development;
- o Strengthening national legislation;
- o Networking with civil society; and
- o Strengthening international cooperation.
- The number of drug related cases in Indonesia in 2007 showed a sharp increase in comparison with the years before. There were 3,617 in 2001 and 22,630 in 2007. Similarly, the number of criminal suspects of drug abuse in 2007 also increased. There were 4,924 suspects in 2001 and 36,169 in 2007.
- Cannabis is the most abused drug in Indonesia. To discourage the cultivation of cannabis, alternative development programmes in Indonesia were initiated in 2005 during a national seminar on "The Prospect of Developing and Implementing Alternative Development Policy to Combat the Illegal Cannabis Planting". Partnerships with international organisations such as the United Nations Office on Drugs and Crime play an important role in providing assistance to develop alternative development programmes in Indonesia.
- Indonesia has turned from a transit and destination country for Ecstasy and methamphetamine into one of the largest producers of the drugs. In this regard, Indonesia has begun the implementation of a number of policies as recommended by the National Action Plan, such as establishing Provincial and District National Boards equipped with the capacity to carry out drug control programmes and raising awareness among the people at the local level.
- In addition, Indonesia also took steps to enhance its legislative framework on precursor control. In 2007 during a joint inter-departmental meeting between the Ministry of Health and the Department of Law and Human Rights, a draft government regulation on precursor control was proposed. The draft regulation has been submitted to the Secretariat Office of the President and is currently pending final approval from

the President. The Regulation will have the effect of further strengthening Indonesia's national framework and mechanism for precursor control.

The full text of Indonesia's Country Report is at Annex H.

#### Laos

- Since mid-1990s, ATS abuse has emerged as the most serious and fastest-growing drug threat to the country, in particular among the youth. Although ATS seizure fell from 1,755,989 tablets in 2006 to 1,272,815 tablets in 2007, the large number of ATS addicts in the country remains a huge concern.
- To address the problem of narcotic drugs production, trade and abuse, the Lao Government, through the National Commission for Drug Control and Supervision (LCDC), has implemented the following measures:
  - o Eradication of opium poppy cultivation;
  - o Actions against ATS abuse;
  - o Treatment and Rehabilitation of drug addicts;
  - o Building legal basis and law enforcement; and
  - o International cooperation.
- 39 Alternative development in Laos is based on a strong community-centered approach that builds on existing community skills and assets while promoting and ensuring community ownership and self help. This includes the following:
  - o Infrastructure improvement;
  - Providing access to health, education and safe water supply;
  - Micro credit; and
  - o Replacement of opium cultivation with other cash crops such as rice, maize and livestock production.

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In February 2006, Laos officially declared that it was free from opium cultivation. However, there are many obstacles present that affect the successful implementation of alternative development in Laos. These obstacles include difficulties in reaching some of the villages due to their remoteness, difficulties in

employing legal measures due to the lack of funds and resources, as well as the lack of public support for implementation of these programmes. Without a sustainable alternative livelihood, there is a concern that 50% of ex-opium farmers could return to opium poppy cultivation.

- 41 The Lao Government recognises the importance of sustaining alternative development and encouraging the public to participate in these programmes. Laos will continue in its efforts to provide an alternative livelihood for opium farmers in order to discourage them from returning to opium cultivation.
- The full text of Laos' Country Report is at Annex I.

#### Malaysia

- The "Dadah" (illicit drugs) problem remains as one of the most serious problems in Malaysia. To a certain extent, Malaysia continues to be a transit country for drugs, particularly heroin No. 4, coming from the Golden Triangle en route to destinations abroad.
- The total number of addicts detected in 2007 was 14,489, out of which 6,679 or 46.10% were new cases and 7,810 or 53.9% were relapse cases. There was an overall decline of 36.48% compared to 2006. On average, 557 new cases are detected monthly. Heroin/morphine continues to be the drug of choice among addicts in Malaysia, followed by cannabis and syabu (methamphetamine hydrochloride).
- Seizures of most drugs in 2007 increased as compared to the year 2006. In particular, the most significant increase came from seizures of psychotropic pills. 455,407 tablets were seized in 2007 compared to 65,840 tablets seized in 2006.
- To give fresh impetus to combat the drug problem, the National Drug Council was replaced by the Cabinet Committee on the Eradication of Drugs chaired by the Prime Minister. Under the Cabinet Committee is a separate Action Committee and three sub-Committees focusing on three core areas, namely, Preventive Education and Publicity, Laws and Treatment and Rehabilitation. The overall aim of these

committees is to oversee and review the implementation of the National Drug Control Strategy and to ensure effective implementation.

- In 2007, greater focus was given to relapse prevention in the community. Towards this end, apart from strengthening community-based programmes through the service centres, a comprehensive range of activities and programmes were carried out. These include 382 seminars and motivational courses for ex-addicts, 189 programmes involving families and 401 outreach programmes.
- The Malaysian Government will continue to improve its machinery to combat the drug problem. It believes that the only way to solve the drug problem is through a multi-disciplinary approach and in partnership with all sectors of society in the country and by strengthening cooperation with neighbouring countries.
- The full text of Malaysia's Country Report is at Annex J.

# Singapore

- Singapore has maintained its status as a relatively drug-free society and continues to adopt a firm stand against drug trafficking. The number of drug abuse arrests has fallen by about 64% from 6,165 in 1994 to 2,211 in 2007. The drug abuse problem is largely confined to repeat abusers, who made up 76% of total abusers arrested in 2007. The majority (or 38%) of drug abusers arrested in 2007 were buprenorphine abusers, followed by heroin abusers at 31%. Synthetic drugs, which refer to 'Ecstasy', methamphetamine, ketamine and nimetazepam, accounted for 26% of drug abusers arrested.
- Singapore adopts a multi-pronged approach targeted at reducing both drug supply and demand. The approach comprises tough legislation, vigorous enforcement, intensive preventive drug education, coordinated rehabilitation and aftercare.

- Alternative development is not relevant in Singapore's context as there is no cultivation or production of narcotic crops in the country. In this regard, Singapore shared its legislative and operational strategies on precursor control.
- Singapore's key success factors in containing the spread of drug abuse are the Singapore Government's strong political will to fight drug abuse, the multi-pronged approach in combating drugs, a supportive community and good cooperation with its regional and international partners in fighting drugs.
- The full text of Singapore's Country Report is at Annex K.

#### **Thailand**

- The drug control strategy of Thailand stems from the idea of disconnecting drug demand from drug supply. Adhering to the principle of "addicts are patients who are in need of treatment while traffickers are those who must be punished under the judicial process", the Thai Government introduced the strategy titled "3 Minuses, 3 Pluses and 3 Focuses" as the national guideline to address the re-emerging drug problem.
- In 2008, the Thai Government also launched the Operational Plan on People Alliance against Drug with the aim to reduce illegal drug use and eliminate the drug threat. The general objective is for each province to reduce the number of drug dealers, drug users and risk groups/factors as much as possible. The Operational Plan would run from 1 April to 30 September 2008.
- In 2007, the total area under opium poppy cultivation in Thailand was at an estimated 231 hectares, a slight increase from the estimated 157 hectares in 2006. Although the average opium yield stayed at 15.6 kg/hectares, the potential production of opium in 2007 rose to about 3.6 tons compared to 2.46 tons in 2006. This led to greater efforts from the authorities concerned to introduce alternative development programmes in remote areas in Northern Thailand, where opium poppy is cultivated.

- Thailand continues to be one of the main transit countries for the trafficking of heroin from the Golden Triangle to global markets. However in 2007, heroin supply from the Golden Crescent exceeded that from the Golden Triangle. In particular, Southeast Asian women were often exploited by West African drug trafficking syndicates to smuggle heroin from the Golden Crescent to Asian markets via Thailand, India and Malaysia.
- Efforts to eradicate and suppress the cultivation of marijuana in Thailand over the last 20 years have dramatically reduced the cultivation in Thailand. Most of the marijuana is now brought into Thailand from neighbouring countries. While some are for domestic consumption, most are transported to Malaysia via the Thailand-Malaysia border before they are transported to the European market. There are recent increases in the amount of marijuana smuggled into Thailand. An average of 10 metric tons of marijuana is seized in Thailand every year.
- In 2007, there were 106,617 drug offenders and 97,573 drug cases compared to 90,845 drug offenders and 82,624 drug cases in 2006. Seizures of methamphetamine or Yaba, methamphetamine hydrochloride or ICE, Ecstasy and heroin saw an increase in 2007 compared to 2006. Seizures of other drugs like cocaine, ketamine and marijuana fell in 2007 compared to the year before.
- Thailand is not a chemical producing country. Most chemicals and precursors are imported into Thailand for medical and industrial purposes. To control the diversion of precursors and essential chemicals, the Precursor Chemical Control Committee was set up in 1993 to formulate a national strategy on precursor control, supervise precursor control and implement and integrate the efforts made by precursor control agencies. In addition to the 23 chemicals listed in Table I and Table II of the 1988 UN Convention, Thailand also monitors 8 additional precursors.
- There are currently two non-governmental agencies playing lead roles in alternative development work in Thailand, including the Royal Project Foundation and the Mae Fah Luang Foundation. In 2008, Thailand and Myanmar agreed to

cooperate in a new project on alternative development to be carried out in Ban Yin, a southern Shan State of Myanmar.

The full text of Thailand's Country Report is at Annex L.

#### Vietnam

- As a result of implementing the National Drug Control Master Plan 2006-2010, the drug abuse situation in Vietnam continues to remain under control. The number of drug cases and drug offenders continues to fall in 2007. However, the drug abuse situation and scale of the drug activities in Vietnam remains a huge concern.
- More than 10,000 drug cases were detected and about 15,000 drug offenders were arrested in Vietnam in 2007. Opium, heroin and ATS continue to be smuggled into Vietnam from the Golden Triangle. ATS is also smuggled across the border into Vietnam. While the cases of cross-border smuggling of ATS and the amount of ATS smuggled in each case have increased, the number and amount of psychotropic substances trafficked into Vietnam in 2007 fell compared to that for 2006. There has also been an increase in the trafficking of precursors from border provinces into Vietnam. Opium and heroin trafficking cases from neighbouring countries into Vietnam have also increased.
- There were about 178,305 registered drug abusers in Vietnam as at the end of 2007, compared to 160,226 registered drug abusers the year before. However, the number of drug users in Vietnam in 2007 increased by 11.28% compared to 2006. Majority (53.82%) of the registered drug abusers in Vietnam are unemployed. Males account for 95.67% of the total number of registered drug abusers in Vietnam. Heroin remains the top drug of choice, followed by opium, cannabis and ATS.
- Cannabis production and trafficking has emerged as an unusual phenomenon in Vietnam in 2007. Specifically, large-scale cultivation of cannabis was detected in some of the Northern and Southern provinces. Cannabis is cultivated in Vietnam for cannabis seeds, which are then exported to other countries.

- The implementation of the Drug Control Policy continues to achieve significant results in 2007, in terms of garnering support from the society and mobilizing the political system to participate in drug control activities. However, challenges still remain as the *modus operandi* for drug trafficking becomes more complicated. Vietnam is also faced with the challenge of providing drug treatment and rehabilitation for the drug users.
- The full text of Vietnam's Country Report is at Annex M.

#### Brunei Darussalam

- Brunei Darussalam reported that a total of 732 drug-related arrests were made in 2007, of which, 394 (53.83%) were new cases, and the remainder, 338 (46.17%) were repeat cases. The most common offence committed is the consumption of illicit drugs followed by possession of utensils for drug abuse and possession of controlled drugs. Methamphetamine and cannabis remain the top drugs of choice in Brunei Darussalam. In 2007, 245.36 grams of methamphetamine and 48.883 grams of cannabis were seized.
- Drugs continue to be trafficked into Brunei Darussalam either by land, air or by sea. In order to reduce the flow of drugs into the country, law enforcement efforts in Brunei Darussalam continues to be aimed at strengthening drug trafficking interdiction along the border areas.
- 72 In the area of demand reduction, Brunei Darussalam continues to promote and disseminate its anti-drug message to the public through advocacy and information programmes via the mass-media.
- School talks continue to be the main thrust of the preventive drug education programme carried out by Narcotics Control Bureau (NCB). In 2007, staff of NCB visited a total of 78 schools and delivered talks to some 11,500 students.
- Recognising the importance of cooperating with other countries to fight the drug menace, Brunei Darussalam has strengthened its anti-drug effort and

collaboration with its counterparts through various means, including the exchange of information on drug crime, joint cooperation in training and seminars, sharing of anti-drug experiences and good practices.

- Brunei Darussalam will continue to foster high levels of cooperation with its regional and international drug enforcement counterparts to continuously produce effective results and maintain a tough stance in the intervention and eradication of illicit drug activities.
- 76 The full text of Brunei Darussalam's Country Report is at Annex N.

#### SECOND SESSION

- 77 The Second Session was held at 10.00 am on 24 June 2008 and the meeting discussed and adopted the following:
  - (a) Draft Resolution on Control of Synthetic Drug and Illicit Drug Crop Production (Annex O); and
  - (b) Draft Report of the Fifth Meeting of AIFOCOM.

#### **CLOSING CEREMONY**

- In his Closing Remarks, the Chairman of the Fifth AIFOCOM Meeting said that the Meeting has agreed that, to move closer to the vision of a Drug-Free ASEAN, more needs to be done in the following areas:
  - (i) precursor control;
  - (ii) alternative development;
  - (iii) enhancing partnerships among the public sector, private sector and community groups;
  - (iv) reviewing legislation to facilitate Mutual Legal Assistance; and
  - (v) strengthening cross-sectoral linkages to improve coordination among existing regional and extra-regional mechanisms.
- 79 The Chairman expressed his sincere appreciation to all delegates for their enthusiasm and generous participation in making the Meeting a success.

- The text of the Closing Remarks is attached as Annex P.
- After delivering the Closing Remarks, Leaders of the Delegations signed the Report of the Fifth Meeting of the AIFOCOM to Combat the Drug Menace. The Report was presented by the Chairman of the Committee to the President of AIPA.
- As the Philippines and the Union of Myanmar were unable to participate in the meeting, this Report will be forwarded to them for their information.

Done in Singapore, the Twenty-Fourth Day of June, in the year Two Thousand and Eight (2008).

for CAMBODIA TRY CHHEANG HUOT for INDONESIA SIMON PATRICE MORIN for LAO PEOPLE'S DEMOCRATIC PROF DR PHONETHEP PHOLSENA **REPUBLIC** for MALAYSIA RAIME UNGGI for SINGAPORE ALVIN XEO MRS TITIMA CHAISANG for THAILAND DR NGO DUC MANH for VIETNAM for BRUNEI DARUSSALAM

DR TEO HO PIN
Chairman
AIPA Fact-Finding Committee (AIFOCOM)
to Combat the Drug Menace

HAJI SULAIMAN BIN HAJI AHAI