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Report to the Chairman and Ranking Minority Member, Committee on Foreign Affairs, House of Representatives

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DRUGS

International Efforts to Attack a Global Problem

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The Honorable Lee Hamilton
Chairman
The Honorable Benjamin A. Gilman
Ranking Minority Member
Committee on Foreign Affairs
House of Representatives

As requested by the former Chairman and Co-Chairman, Task Force on International Narcotics Control, House Committee on Foreign Affairs, we reviewed international efforts to counter narcotics. We examined (1) the types of anti-drug programs funded bilaterally by major donors and by multilateral organizations, (2) U.S. efforts to increase international support for U.S. counternarcotic objectives, and (3) the mechanisms used to coordinate international efforts.

If you or your staff have any questions about this report, please call me on (202) 512-4128. Major contributors to this report are listed in appendix I.

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Executive Summary

Purpose

In response to worldwide concern over increased drug abuse, the major industrialized countries have taken a global approach to combating the production, trafficking, and use of illicit drugs. Under this approach, counternarcotic programs in drug-producing and -trafficking countries are funded bilaterally by donor countries and multilaterally through international organizations. This report, requested by the former Chairman and Co-Chairman, Task Force on International Narcotics Control, House Committee on Foreign Affairs, provides a snapshot of the international counternarcotic efforts. GAO's objectives were to describe

- the types of anti-drug programs funded bilaterally by major donors and by multilateral organizations and the extent to which these programs support or complement U.S. counternarcotic strategy objectives;
- U.S. efforts to increase international support for U.S. counternarcotic objectives, including support in countries where the United States has little political influence; and
- the mechanisms used to coordinate international counternarcotic programs.

Background

It is a common objective of donor countries and international organizations to reduce the demand for and/or supply of illicit drugs. Demand reduction programs focus on education about illicit drugs and treatment for drug addiction. Supply reduction programs may include providing alternatives to drug production, such as crop substitution; providing law enforcement training and equipment; and taking direct enforcement action through crop eradication and drug interdiction. Some counternarcotic programs also seek to establish controls on money laundering and on the chemicals used to manufacture illicit substances. All donors fund a mix of supply and demand reduction programs.

In fiscal year 1992, U.S. international counternarcotic efforts cost $690 million, of which 59 percent was directed toward the major coca-producing Andean countries, Bolivia, Colombia, and Peru. U.S. programs there focused on military and law enforcement drug interdiction, improvement to judicial and law enforcement controls, and economic aid for alternative development. The United States spent about 3.1 percent of its fiscal year 1992 overseas counternarcotic budget on demand reduction programs. It also provided $4.5 million to the United Nations International Drug Control Program.

Results in Brief

The major European and Asian donors' bilateral and multilateral counternarcotic programs support a global effort to counter the supply of and demand for illicit narcotics and U.S. objectives to some extent. Although European and Asian donors are concerned with heroin from Asia, they also fund bilateral and multilateral counternarcotic efforts in Latin America. Europeans are also concerned with emerging illicit drug trafficking in Eastern Europe, specifically over unregulated pharmaceutical and financial commerce.

To increase international support for its counternarcotic objectives, the United States relies on high-level political forums, diplomacy, participation in international organizations, and the assignment of U.S. personnel overseas. In countries where the United States has little influence, like Burma, the United States relies on multilateral organizations to counter narcotics. Despite these efforts, it is unlikely that the United States will garner increased support for counternarcotic programs in Latin America as European donors focus increasingly on Eastern Europe and deal with their domestic economic problems.

Although worldwide information exchanges are essential to coordinate global counternarcotics assistance directed toward providing interdiction, providing law enforcement and judicial training, and establishing chemical and money laundering controls, no central coordination mechanism exists. Moreover, data submissions for existing regional or topic-specific data bases are inconsistent and incomplete.

GAO's Analysis

Bilateral and Multilateral Assistance Programs Support International Objectives

Although individual countries' international efforts to counternarcotics trafficking focus on the regions that traffick in drugs used domestically, the major industrialized countries support the global objective to control illicit drug production and trafficking. European and Asian countries are more concerned with heroin trafficking in the Southeast and Southwest Asia and African regions. Recently, European nations have been concerned with the potential for trafficking, especially for chemical diversion and money laundering, in largely unregulated Eastern Europe. The primary U.S. objective is to stop the flow of cocaine from the Andean countries and focuses its efforts there. Several of the European donors' efforts in Latin America and the Caribbean support counternarcotic

programs in their territories or former dependencies as well as in Asia. Germany is increasing its counternarcotic efforts in Eastern Europe. Japan and Australia primarily fund alternative development and demand reduction programs in heroin-producing Southeast Asian countries, such as Thailand and Laos. Both Japan and Australia support multilateral organizations concerned with reducing the demand for drugs in the region.

Unlike the United States, European nations do not support active enforcement-related supply reduction programs outside their borders because they believe that national authorities are responsible for interdiction. They do provide training and equipment to law enforcement organizations in countries where drug trafficking occurs. Like the United States, most European and Asian supply reduction efforts support alternative development. Philosophically, European nations stress treatment of drug abuse and generally fund global demand and supply reduction programs. Asian donors support a combination of alternative development, law enforcement training, and demand reduction programs.

Although the United States is one of 16 major donors to the United Nations International Drug Control Program, European and Asian nations, for the most part, provide the program a larger share of their international counternarcotic budgets than does the United States, which prefers to provide bilaterally funded assistance. One country, Italy, provides most of its assistance through the program.

Donors have begun to challenge the merits of funding alternative development programs in countries where drug production and trafficking are entrenched, like the Andean countries. The United Nations International Drug Control Program, for instance, will reduce its overall supply reduction programs about 25.6 percent over the next 2 years and will slightly reduce funding to Latin America and Asia. In fiscal year 1993, U.S. economic assistance to Latin America was reduced by a dramatic 46 percent.

The United States Has Tried to Increase Support for Its Counternarcotic Objectives

The United States promotes its policy objectives in international and bilateral summits and through State Department discussions with host country counterparts. Such discussions have focused on increased assistance and cooperation to support U.S. objectives, criminalization of trafficking activities, and chemical and money-laundering controls. In addition, personnel from the Departments of Defense and Justice and the U.S. Customs Service are assigned overseas to assist countries with

enforcement activities. Most recently, in 1991, the State Department established a regional narcotics affairs advisor to the European Economic Community to promote increased support for U.S. counternarcotic objectives—such as increased funding for Latin American programs and support for countering heroin trafficking in Asia—and to persuade the Europeans to implement chemical and money laundering controls. The Europeans have regulated chemical and money laundering controls and are developing guidelines on seizure and sharing of illicitly derived assets. It is unlikely that European donors will provide increased assistance to Latin America as they address domestic economic issues and help Eastern European countries develop antidrug controls. As part of their duties, U.S. embassy-based personnel in Europe have made similar efforts to meet these objectives. Therefore, the coordinator position may be unnecessary.

No Central Mechanism Exists to Coordinate Global Counternarcotic Programs

Although efforts have been made to coordinate counternarcotic programs, such efforts have been hampered by differing political policies and regional focuses. Only the United Nations International Drug Control Program, which executes multinational counternarcotics programs, and the Dublin Group, which informally coordinates bilateral counternarcotic assistance, are globally focused. Other coordinating mechanisms, such as the European Economic Community and the Organization of American States, are regionally focused.

International data exchanges, critical not only to controlling trafficking but also to coordinating assistance, are similarly fragmented. The varied but interrelated aspects of illicit drug control—interdiction, enforcement of chemical and money laundering controls, assistance to improve drug-producing and -trafficking countries' economies or judicial and enforcement infrastructures—necessitate establishing data bases and exchanging data to coordinate efforts. However, existing data bases focus on specific aspects of drug control, and planned data bases have a regional focus. For example, the International Police Cooperation Organization, the Customs Cooperation Council, and the United Nations International Narcotics Control Board, which are currently working toward consolidating aspects of their data bases, collect drug seizure data that is often incomplete. Planned data bases, like the European Community's Drugs Intelligence Unit, will include specific information on narcotics control, such as criminal trafficking activities in Europe.

Bilateral assistance data is either nonexistent or incomplete. While the Organization for Economic Cooperation and Development maintains a

data base on bilateral economic assistance, no data base exists for bilateral counternarcotic programs—often because donors do not differentiate between economic and anti-drug assistance or prefer that their efforts not be made public. The United Nations International Drug Control Program, which catalogues its multilateral programs, attempts to be a clearinghouse for bilateral counternarcotic assistance and promotes compatible data collection efforts among international organizations. Existing multinational organizations offer the most potential for coordinating counternarcotic programs and for developing a global data base. A comprehensive international data base will take years to develop given industrialized nations' sovereignty concerns, the lack of collection mechanisms in developing countries, and the inconsistent data collection practices.

Recommendation

This report provides information on international counternarcotic programs. GAO makes one recommendation in chapter 3, calling on the State Department to reevaluate the need for the European narcotics affairs officer in Brussels.

Agency Comments

As requested, we did not obtain written agency comments on this report. However, we discussed a draft of this report with officials from the Department of State and incorporated their comments where appropriate. The officials generally agreed with the information contained in the report but believed that the responsibilities of the European regional narcotics affairs advisor in Brussels were broader than those contained in the position's goals and objectives statement. Specifically mentioned was the responsibility to maintain a continuing dialogue with major European governments and regional organizations on all aspects of counternarcotics issues and facilitate the coordination of counternarcotic efforts. GAO agrees with the need for continuous dialogue on counternarcotic efforts. However, the opportunity to exchange information and coordinate efforts can be found in existing international forums that are attended by U.S.-based International Narcotics Matters officials and embassy-based narcotics affairs coordinators and through diplomatic dialogues between host country and embassy-based personnel. We therefore continue to believe that a thorough reevaluation of the position is needed.

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Abbreviations

AID	Agency for International Development
DEA	Drug Enforcement Administration
DOD	Department of Defense
EC	European Economic Community
GAO	General Accounting Office
INM	Bureau of International Narcotics Matters
INTERPOL	International Criminal Police Organization
UNDCP	United Nations International Drug Control Program

Introduction

As drug abuse and trafficking have increased worldwide, so have international efforts to counter the drug problem. The United States and major European and Asian countries support a global approach to combating the production, manufacture, trafficking, and use of illicit drugs. Under this approach, counternarcotic programs in drug-producing and -trafficking countries are funded bilaterally between donor and recipient countries and multilaterally through international organizations.

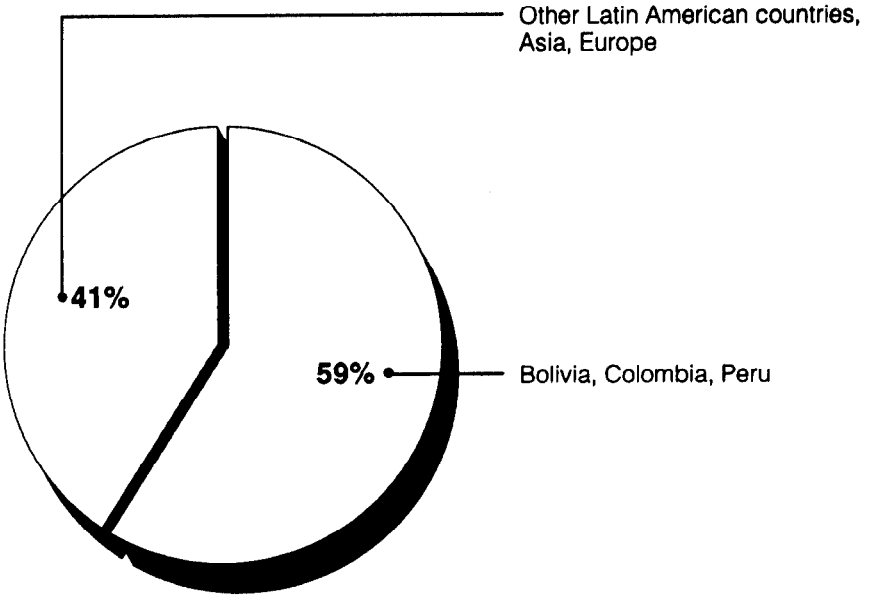
While the donor countries' and international organizations' drug control strategies and regional focuses may vary, the objective of most counternarcotic programs is to reduce the demand for and/or the supply of illicit drugs. Demand reduction programs focus on education about illicit drugs and treatment for drug addiction. Supply reduction programs may include

- providing alternatives to drug production by strengthening or diversifying legitimate economies, for example, through crop substitution;
- strengthening judicial and/or law enforcement mechanisms by providing training and equipment;
- establishing controls on chemicals used to manufacture illicit drugs and money laundering; or
- disrupting production and trafficking through crop eradication and drug interdiction.

U.S. International Counternarcotics Strategy

The U.S. international strategy focuses on cooperative efforts with other countries to drastically reduce the use of drugs in the United States. The international strategy is part of a comprehensive, multifaceted drug control strategy that focuses on reducing both the domestic demand for and supply of drugs to the United States. The U.S. international strategy primarily supports coca supply reduction through enforcement-related activities in the Latin American drug-producing and -trafficking countries, primarily Bolivia, Colombia, and Peru. (See fig. 1.1.) To a much lesser degree, the United States supports heroin control in Europe and Asia.

Figure 1.1: U.S. International Antidrug Programs



Source: Office of National Drug Control Policy.

A key U.S. strategy objective is to increase support from other major industrial countries for Latin American programs, which include increased international support for U.S. supply reduction methods of eradication in foreign countries, interdiction of drugs, and law enforcement activities—such as police, customs, maritime control training—and alternative development.

U.S. Agencies Responsible for Counternarcotic Activities

Within the Executive Office of the President, the U.S. Office of National Drug Control Policy oversees international and domestic drug programs. It develops an annual national drug control strategy and budget and coordinates the programs and policies of about 50 U.S. departments, agencies, and bureaus engaged in drug control activities. In fiscal year 1992, the United States spent about $12 billion on domestic and international counternarcotic-related programs. Of that amount, more than $690 million was provided, largely by the Departments of State and Defense (DOD), the Agency for International Development (AID), and the Drug Enforcement Administration (DEA). Their programs were directed

toward international efforts to reduce the demand for illicit drugs and the supply of illicit drugs through training, interdiction, and alternative development programs.

DOD, DEA, the U.S. Customs Service, and the State Department's Bureau of International Narcotics Matters (INM) primarily carry out international counternarcotic activities. AID programs are directed to the international drug problem through alternative development—strengthening and diversifying the legitimate economies of the Andean nations. Through the U.S. Andean initiative, these agencies support U.S. counternarcotic objectives by providing funds, supplies, training, interdiction, enforcement, and economic assistance. Of the $690 million expended in fiscal year 1992, the United States provided the Andean countries—Bolivia, Colombia, and Peru—a total of $406.7 million, including $51.2 million in military assistance, $72 million for law enforcement, $21.5 million to support DEA activities, and $251.7 million for economic assistance. Part of DOD's effort included providing military goods and services and excess defense articles valued at $10.3 million.[1] The remaining $283.3 million funded other U.S. agencies' counternarcotic efforts and international programs. In fiscal year 1993, the United States reduced its economic assistance to the Andean region by $113.2 million and plans to provide $138.5 million.

Multilateral and Regional Counternarcotic Organizations

Many international organizations are involved in the fight against illicit narcotics production and trafficking. Their focus varies from drug-related health or treatment issues to alternative development, law enforcement, and chemical and financial controls. Some organizations, such as the United Nations International Drug Control Program (UNDCP), deal with all these issues.

Organizational functions also differ. For example, some organizations fund domestic or international counternarcotic-related programs or training. Other organizations do not fund programs but coordinate regional or international efforts or discuss common issues. A plethora of organizations can be found in Europe alone. Southeast and Southwest Asia and Latin America and the Caribbean also have regional organizations that focus on specific aspects of drug programs that address user or trafficking issues. For instance, the Colombo Plan for Cooperative Economic and Social Development in Asia and the Pacific promotes regional economic

[1]DOD updated this figure to $36.3 million.

development. The Plan's Drug Advisory Program generally funds demand reduction programs.

Objectives, Scope, and Methodology

In response to a request from the former Chairman and Co-Chairman, Task Force on International Narcotics Control, House Committee on Foreign Affairs, this report describes

- the types of anti-drug programs funded bilaterally by major donors and by multilateral organizations and the extent to which these programs support or complement U.S. counternarcotic strategy objectives;
- U.S. efforts to increase international support for U.S. counternarcotic objectives, including support in countries where the United States has little political influence; and
- the mechanisms used to coordinate international counternarcotic programs.

In conducting our work, we selected for review the efforts of several European and Asian countries considered to be major donors to international counternarcotic efforts. We interviewed officials and obtained information from foreign embassies in Washington, D.C. When information was unavailable from individual countries or international organizations, we obtained it from the State Department. In Brussels, Belgium, we interviewed officials of the U.S. Mission to the European Community, the European Community, and the Customs Cooperation Council. In Paris, France, we interviewed officials at the Organization for Economic Cooperation and Development as well as other officials, and in London, England, we discussed bilateral and multilateral counternarcotic efforts with British officials.

In Vienna, Austria, we interviewed officials at and obtained documents from the U.S. Mission to the United Nations, the U.N. International Drug Control Program, and the U.N. International Narcotics Control Board.

To determine U.S. efforts to increase international cooperation in countering illicit narcotics activities in drug-producing and -transiting countries, we interviewed officials at and obtained documentation from the Office of National Drug Control Policy, DOD, the Department of State, AID, and DEA.

We found that some countries that fund programs in drug-producing and -trafficking countries do not distinguish funds for counternarcotic

programs from those for economic assistance. We included economic assistance in this report when the countries considered economic assistance to be counternarcotic related. We did not verify the funding information provided to us.

We conducted our review from January 1992 to January 1993 in accordance with generally accepted government auditing standards.

As requested we did not request written agency comments on a draft of this report. However, we discussed the information and our recommendation with State Department officials. While these officials generally agreed with the information contained in the report, they disagreed with our recommendation in chapter 3. Their views and our rebuttal are contained at the end of chapter 3.

International Counternarcotic Efforts

European and Asian bilateral and multilateral counternarcotic programs support U.S. objectives to some extent. The U.S. objectives are to halt the production, trafficking, and use of illicit drugs predominantly through bilateral efforts that differ somewhat in both focus and regional emphasis from the efforts of European and Asian countries. The United States focuses on reducing the supply of drugs from Latin America through active law enforcement activities, such as interdiction and crop eradication, and through alternative development.

The major industrialized countries of Europe and Asia also focus on supply reduction activities by providing a mix of bilateral and multilateral assistance. However, they do not actively support interdiction and eradication efforts outside their borders, preferring instead to provide law enforcement training and equipment as well as alternative development assistance to drug-producing and -trafficking countries. Moreover, many European donors expressed a strong philosophical preference for demand reduction efforts, such as education and drug treatment initiatives, and include them in their counternarcotic programs. Also, some donor countries prefer to provide funds through international organizations that foster alternative agricultural development, improve economic and political infrastructures, provide training and equipment to police forces, and support education and treatment programs.

Historically, major donors like the United Kingdom, France, Germany, Italy, and Japan use bilateral assistance for programs similar to U.S. AID alternative development programs. Other donors, for example, Australia and Sweden, either do not provide bilateral assistance to drug-producing countries or provide funding only to multilateral organizations. Components of multilateral organizations' program assistance differ as well. UNDCP, for example, supports a mix of counternarcotic efforts, while the European Community largely funds global demand reduction programs.

The United States Focuses on the Andean Drug Supply

The United States has focused counternarcotic assistance on the Andean drug-supplying countries. Of the international drug budget, Colombia, Peru, and Bolivia received 59 percent of $633 million in fiscal year 1991 and about 59 percent of the $690 million fiscal year 1992. Of the $404.7 million provided in 1992, 62 percent was for economic assistance; 36 percent was for military, DEA, and other law enforcement activities; and 2 percent was for DOD-provided equipment. In addition, in 1992, the United

States provided about $2.4 million to UNDCP and earmarked some of these funds for Latin America and the Caribbean.[1]

State Department Assistance

The State Department's Bureau of International Narcotics Matters funds law enforcement assistance and interdiction activities to control the coca crop mostly in the Andean countries and to stop the flow of drugs into the United States. INM supplies aviation equipment, vehicles, boats, communications equipment, troop supplies, and field equipment to support the Andean governments' counternarcotic activities. In fiscal year 1991, INM spent 78 percent of its $150 million budget on these supply reduction activities—62 percent of its budget to control cocaine in Latin America and about 7 percent of its budget to control opium and heroin in Asia, particularly Laos, Thailand, and Pakistan. Fiscal year 1992 funding was similarly allocated.

DOD Assistance

DOD provides funds to procure equipment and spare parts for aircraft, vehicles, boats, and weapons used in activities to impede drug trafficking in Latin American countries. DOD also trains foreign officials in communications and logistics. DOD's counternarcotic assistance is authorized through the defense authorization and the foreign assistance acts. About $36.3 million in excess defense equipment was also provided.

AID's Assistance

AID funds projects to develop alternative crop technologies, to create markets for non-coca products, and to create new enterprises that provide employment opportunities in Latin America. These alternative development projects are intended to strengthen and diversify the legitimate economies of Latin America by (1) improving the quality of life in the Andean regions where coca is not grown to prevent the migration of Latin Americans to coca-growing regions, (2) stimulating work unrelated to coca production and transport, (3) providing income and foreign exchange to Andean countries to reduce their dependence on the illegal coca economy, and (4) providing assistance for judicial reform.

AID provided about half a billion dollars almost totally to the Andean region in fiscal years 1990-92. It provided about $54.5 million in fiscal year 1990, $189.6 million in fiscal year 1991, and $250.6 million in fiscal year 1992 for alternative development programs. Fiscal year 1993 assistance to

[1]The State Department updated this figure to $4.5 million provided in fiscal year 1992.

the region has been reduced by $114.6 million to $136 million. AID does not currently fund this type of program in non-Latin American countries.

Other Agency Programs

In addition to investigating violations of international laws, DEA and the U.S. Customs Service establish diplomatic liaison with countries to provide investigative assistance and training. In fiscal year 1992, DEA spent $21.4 million in the Andean countries alone.

U.S. Assistance to Organizations

Through international organizations, the United States promotes global recognition of and support for counternarcotic issues. By funding these organizations, the United States reaches countries that, for political reasons, it cannot influence to stop the use, production, and trafficking of illicit drugs—primarily opium and heroin. The United States, for example, is a major donor to the UNDCP.[2] In fiscal year 1992, the United States provided $2.5 million[3] to UNDCP, whose 1992 budget totaled about $88 million. The United States does not fund multilateral demand reduction programs but encourages donor funding of judicial and law enforcement training and eradication programs.

Also, in 1992, the United States provided funds to the Colombo Plan for Cooperative Economic and Social Development in Asia and the Pacific ($100,000), a Southeast/Southwest Asian organization that mostly funds demand reduction programs; the Organization of American States ($300,000); the Financial Action Task Force ($45,000), which promotes international money-laundering controls; and the Customs Cooperation Council. These organizations are discussed later in this chapter.

European and Asian Donors Aim to Reduce the Global Drug Supply and Demand

Like the United States, major European and Asian industrialized countries fund counternarcotic programs both bilaterally and through multilateral organizations. Most European donors fund a mix of demand and supply reduction efforts, excluding active interdiction activities. Philosophically, Europeans prefer education and treatment of users over active interdiction and fund demand reduction programs, which include drug education, treatment, and use studies. Demand reduction programs are

[2]In December 1990, the U.N. General Assembly merged the Division of Narcotic Drugs, the Secretariat of the International Narcotic Control Board, and the United Nations Fund for Drug Abuse Control to form the UNDCP.

[3]Based on updated information provided by the State Department, the total 1992 contribution was $4.5 million.

less costly than supply reduction programs. Detailed funding information is difficult to obtain because bilateral funds may be provided through several government organizations and are not consolidated, as they are in the United States. Moreover, some countries do not distinguish funds for counternarcotics from those provided for economic assistance, and for political reasons other countries do not want to release such data. Multilateral funding largely supports UNDCP, where donors frequently earmark funds for specific countries and programs.

Germany

According to the State Department, in 1992 Germany provided about $52 million for counternarcotic efforts in Latin America and $13 million in equipment and training to Turkey. Germany provided about $8 million to UNDCP in 1991. In addition, Germany pledged about $24 million that is to be distributed over the next 3 years in Eastern Europe. Detailed information on the types of programs being funded or assistance provided to other regions was not available. State Department officials said Germany anticipated that it would not increase funds for the Latin American region but would probably increase its counternarcotic efforts in Eastern Europe. Germany also provided the European Economic Community (EC) about $3.4 million in 1992 for the EC's counternarcotic program.

United Kingdom

In fiscal years 1992-93,[4] the United Kingdom will provide about $12.1 million worldwide for drug-related assistance programs, about $8.8 million for counternarcotic assistance, and the remaining $3.2 million for alternative development assistance. Bilateral and multilateral counternarcotic efforts primarily focused on reducing the supply of illicit drugs by providing training and equipment to countries where drug trafficking occurs. The United Kingdom does not support active interdiction efforts.

Latin America will receive about $4 million in bilateral and multilateral assistance in fiscal years 1992-93, and the Caribbean will receive about $3.3 million—all of which is targeted for commonwealth member or former member countries. Most of this funding supports law enforcement training or equipment. These figures represent a decrease of 29 percent and 19.9 percent, respectively, from 1991-92 funding levels. Southeast/Southwest Asian countries will receive $857,800 in bilateral assistance in fiscal years 1992-93, an increase of 53.8 percent over the preceding year. Bilateral assistance to African countries will be reduced

[4]The United Kingdom's fiscal year runs from April 1 to March 31.

about 41 percent in fiscal years 1992-93, going from $1.3 million in fiscal year 1991-92 to $.7 million in fiscal year 1992-93. In these regions, the United Kingdom will provide training for enforcement officers, computer equipment for border police, and patrol boats for customs officials.

According to U.K. officials, the United Kingdom increased its 1992-93 bilateral counternarcotic aid to certain Eastern European countries as a result of emerging drug trafficking and abuse problems. Funding in this region will increase from $31,789 in 1991-92 to $115,884 in 1992-93 and is expected to continue to increase. The United Kingdom also funds UNDCP and the European Community, providing $3.2 million to UNDCP in 1991. Seven of 12 U.K.-sponsored UNDCP ongoing projects in Latin America and the Caribbean support demand reduction efforts. U.K. officials anticipated that they would maintain these funding levels.

France

France provides about $10 million annually in bilateral assistance. French officials did not provide us a breakout of countries funded and amounts; however, they said that they had provided limited bilateral counternarcotic-related assistance to Latin America, much of which was for alternative development programs. According to the State Department, France provided $1.7 million to Latin America in 1992. In addition, the French are providing about half a million dollars for a regional center for law enforcement training in Martinique.

Italy

Italy is the largest multilateral donor, providing about $32 million to UNDCP in 1991. Currently, 16 of 32 ongoing Italian-sponsored UNDCP projects in Latin America support demand reduction. Although Italy did not provide funding amounts for specific programs, it provided about $13 million in law enforcement equipment, including helicopters and radars, and training directed at countering narcotics in Latin America. Italy also provides assistance to Eastern European countries but did not tell us specific funding amounts. In Asia, three of six ongoing Italian-sponsored UNDCP programs support demand reduction.

Sweden

Sweden's counternarcotic efforts largely support alternative development and demand reduction programs funded through multilateral channels. Swedish officials said that in fiscal years 1992-93 they will provide $11.3 million to international organizations, $7.8 million to UNDCP, and about $3.5 million to other international organizations. Four of eight

Swedish-sponsored UNDCP projects in Latin America support demand reduction efforts. Sweden recently pledged $1 million in counternarcotic assistance to the Baltic States.

Japan

Japan provided $10.9 million in counternarcotic assistance in fiscal year (April 1 to March 31) 1992. Its bilateral efforts focus on the heroin-producing Southeast Asian countries of Laos and Thailand, where it spent about $7 million, primarily for crop substitution and equipment. Multilaterally, Japan provided about $3.7 million to UNDCP and $55,000 to the Colombo Plan, which focuses on demand reduction programs in Southeast Asia. Between 1991 and 1992, Japan provided the Organization of American States about $400,000 and will provide another $200,000 in 1993 to develop a data bank on regional drug use and prevention efforts.

Australia

According to Australian embassy officials, Australia does not normally provide direct counternarcotic assistance in drug-producing areas. Australia does fund training and communication equipment for law enforcement and customs officials and alternative development and demand reduction programs in the Pacific region. In 1991, Australia provided about $6.7 million to Malaysia, the Philippines, Laos, and Papua New Guinea for equipment and training to customs and law enforcement officials, Australian police and customs have liaison officers in Pacific countries. Australia also provides multilateral funding. Australia provided UNDCP $1 million in 1991 and also funded the Colombo Plan for Cooperative Economic and Social Development.

Multilateral and Regional Organizations Focus on Supply and Demand Reduction

Multilateral international organizations focus on global narcotics supply through alternative development, law enforcement training, and demand reduction, while regional organizations generally target demand reduction in specific regions. Some of these organizations fund counternarcotic programs, and others promote the coordination of information exchanges.

United Nations

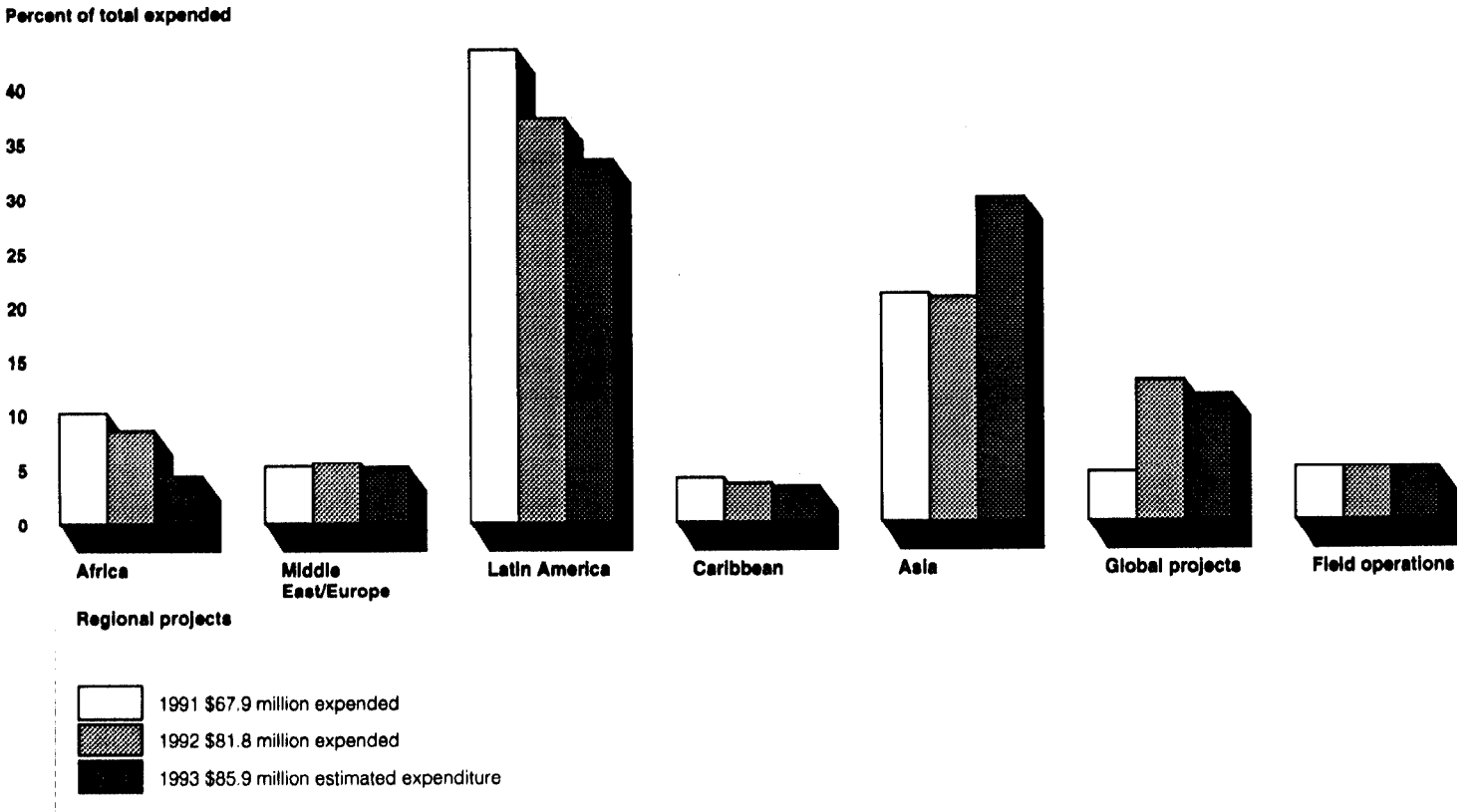
The United Nations funds both economic assistance and counternarcotic programs worldwide. To combat the illicit use, production, and trafficking of illicit drugs, UNDCP provides financial and technical assistance to countries and carries out counternarcotic programs through its worldwide representatives. In 1991, UNDCP received about $69 million from 16

countries, including about $31.6 million from Italy; $22 million from Germany, Japan, Sweden, and the United Kingdom; $2.4 million from the United States[5] and $12.3 million from France, the Netherlands, Canada, Finland, Norway, Denmark, Australia, Switzerland, Spain, Belgium, and other donors.

By region, UNDCP provided 50 percent of its funds to Latin America and the Caribbean and 21 percent to Asian countries in 1991. In 1991, about 53.5 percent of UNDCP funds were spent on reducing the supply of illicit drugs, 16.6 percent on reducing the demand for illicit drugs, and 14.8 percent on control measures such as law enforcement or judicial training. Supply reduction programs focused primarily on alternative development. UNDCP officials anticipate a slight decrease from 1991 to 1993 in assistance for Latin America, a slight decrease in assistance for Asia, and a 7-percent increase in global projects. UNDCP will decrease supply reduction programs and increase demand reduction programs. (See fig. 2.1.) Over the next 2 years, demand reduction programs will increase from $15.6 million to $22.5 million in 1993. This increase is significant given that demand reduction programs are not very costly and, according to a UNDCP official, the increase indicates a UNDCP program trend. By 1993, supply reduction programs will decrease about 25.6 percent. Funding for control measures will increase to about 32 percent during the period. UNDCP also plans to provide more funds to Asian and Eastern European countries. UNDCP is also working with World Bank officials to augment international counternarcotic efforts when granting loans to countries where drug-producing and -trafficking occur.

[5]Actual U.S. contribution totaled $4.5 million based on updated information from the State Department.

Figure 2.1: Regional Distribution of Funds Provided Under the U.N. Drug Control Program



In addition to funding counternarcotic programs, UNDCP activities include the long-standing drug-related efforts of the Division of Narcotic Drugs, which disseminates drug-related information, and the International Narcotics Control Board, which monitors international trade in licit drugs and chemicals and analyzes and provides data on the drug control situation worldwide.

European Economic Community

Unlike UNDCP, the 12 member states of the European Economic Community[6] maintain a smaller counternarcotic program. EC recently required its members to regulate financial and chemical controls to help counter drug trafficking. Member states retain authority for their

[6]The 12 members are Belgium, France, Denmark, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, and the United Kingdom.

respective domestic law enforcement, demand reduction, and health-related issues.

EC funds worldwide counternarcotic programs focused largely on demand reduction. In 1991, for example, the EC spent 65 percent of its funds on demand reduction programs, including prevention, treatment, and rehabilitation programs. In addition, EC provided assistance to strengthen judicial and regulatory structures, train and equip law enforcement officials, and promote crop substitution. In 1991, EC provided about $11.4 million for counternarcotic projects: about $4.6 million, or 41 percent, to Asia; about $4.2 million, or 37 percent, to Latin America and the Caribbean; and about $2 million, or 18 percent, to Africa and other developing countries. In 1992, EC counternarcotic assistance totaled $14.7 million. Of this amount, EC provided $3.3 million to Latin America, which maintained its 1991 funding level, and $2.4 million to Central and Eastern Europe. According to an EC official, 1993 will bring increased program funding in Eastern Europe but no anticipated decrease in funding for other regions.

Organization of Economic and Community Development

The Organization of Economic Cooperation and Development,[7] headquartered in Paris, France, promotes worldwide economic development. The Organization of Economic Cooperation and Development donors provide economic assistance, some of which funds narcotics reduction and related development programs. Drug-related assistance levels are unknown; however, the Organization's Development Assistance Committee, which publishes statistics on the development assistance provided, is considering modifying its automated assistance reporting system to identify counternarcotic-related assistance.

Dublin Group

The Dublin Group, established in 1990, promotes coordination of bilateral counternarcotic-related assistance between major developed (and principal consuming) countries and drug-producing and -trafficking countries. Members are Australia, Canada, EC, Japan, Sweden, the United States, and the European Commission, and UNDCP is invited to attend meetings. The Group comprises a ministerial level, regional levels, and subregional groups. The regions covered are Latin America, the Caribbean, Southeast Asia and the Pacific, Southwest Asia, Africa, Eastern Europe, the Balkans route (trafficking from Syria and Turkey to Bulgaria and

[7]Members are Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom, and the United States.

Yugoslavia, and from Greece to Europe), and the Middle East. The Group does not fund programs but provides a forum to discuss subregional and regional counternarcotic issues and helps define country and regional narcotics control objectives. Drug-producing and -trafficking countries ask donors for help in specific areas, such as law enforcement and interdiction improvement.

Law Enforcement Organizations

Three international organizations promote mutual assistance among law enforcement agencies:

- The International Police Cooperation Organization (INTERPOL), created in 1923, shares information on drug seizures and traffickers and provides training and technical assistance to law enforcement agencies.
- The Customs Cooperation Council, created in 1950 and headquartered in Brussels, Belgium, is a worldwide organization comprising 109 customs administrations. The Council focuses on controls over the import and export of goods and the detection of contraband. Anti-drug efforts include reporting to Customs officials on drug seizures and providing worldwide training programs and information exchange mechanisms to repress drug production and trafficking.
- The Heads of National Law Enforcement Agencies is an international organization that provides an informal forum to discuss law enforcement matters and is geared toward improving intergovernmental cooperation. This organization makes recommendations to the U.N. Commission on Narcotic Drugs and to member governments. It meets annually at the regional level (covering Africa, Latin America and the Caribbean, Asia and the Pacific, and Europe) and triannually in an interregional meeting to discuss issues transcending regional law enforcement efforts.

G-7 Financial and Chemical Task Forces

Following the 1989 and 1990 economic summits of major industrialized nations, referred to as the G-7,[8] two task forces were established to address specific financial and chemical components of drug trafficking and production. Both of these task forces have made recommendations to members. The Financial Action Task Force identified the need for nations to criminalize money-laundering and to report on suspicious transactions identified by financial institutions. The Chemical Action Task Force includes 27 major chemical manufacturing countries, drug-manufacturing countries, and concerned international organizations. This task force

[8]G-7 members are Canada, France, Germany, Italy, Japan, the United Kingdom, and the United States.

recommended procedures for controlling chemicals used to manufacture illicit substances.

Regional Organizations

Within Europe, various organizations coordinate and/or fund counternarcotic-related programs. For example, the Council of Europe funds European counternarcotic programs. The Council's Pompidou Group provides an information exchange geared toward cooperation among its members and makes recommendations for Council-sponsored studies on topics such as seizure and sharing of traffickers' assets. The Group works closely with the European Economic Community.

The EC's Committee to Combat Drugs, established in 1989, has developed a European plan to combat drugs. The EC's first priority is to reduce drug demand. The plan calls for establishing a European monitoring center for drugs and drug addiction to collect and exchange information. The EC's Trevi Group, created in 1976, focuses on European law enforcement programs to counter terrorism and drug-related crime. The Group recently addressed issues resulting from the elimination of European border controls. Finally, the Nordic Committee on Narcotic Drugs, whose members are Denmark, Finland, Iceland, Norway, and Sweden, coordinates efforts to deal with regional drug trafficking and abuse.

Two organizations in Southeast/Southwest Asia focus on counternarcotic activities. Like their European counterparts, some organizations serve as focal points to discuss common issues; others fund programs. One of the first regional bodies to establish an anti-drug program was the Colombo Plan for Economic and Social Development in Asia and the Pacific.[9] Founded in 1950, this 26-member organization promotes support of Asian and Pacific development through member contributions. The Colombo Plan's Drug Advisory Program, which largely funds demand reduction programs, plans to spend $479,700 in 1992-93. Additionally, the Association of South-East Asian Nations,[10] established in 1967, exchanges information on regional issues. The Association has established regional training centers covering law enforcement, prevention and education, and treatment and rehabilitation.

[9]Plan members are Afghanistan, Australia, Bangladesh, Bhutan, Burma, Canada, Fiji, India, Indonesia, Iran, Japan, Kampuchea, the Republic of Korea, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, the Philippines, Singapore, Sri Lanka, Thailand, the United Kingdom, and the United States.

[10]Association members include Brunei, Indonesia, Malaysia, the Philippines, Singapore, and Thailand.

In the Western Hemisphere, the Inter-American Drug Abuse Commission of the Organization of American States promotes harmonization of regional narcotic control laws, chemical control and financial control legislation, and education and training programs. To meet its primary objective of eliminating drug abuse and trafficking in the inter-American region, the Commission has emphasized education and training since 1986. The Commission, which is funded by Latin American and Caribbean countries and the United States, received $3 million between 1987 and December 31, 1991.

Conclusion

International counternarcotic assistance varies among major donors. The United States prefers to provide bilateral assistance primarily to the Andean region of Latin America. U.S. efforts are directed toward disrupting cocaine production and trafficking through active interdiction as well as helping countries improve controls. European nations generally provide a mix of bilateral and multilateral assistance. While the major European donors are primarily concerned with heroin trafficking and the potential for increased trafficking in Eastern Europe, they generally fund global counternarcotic efforts. The major Asian donors, Japan and Australia, are concerned with heroin trafficking in their region and generally direct their assistance to Southeast/Southwest Asia. Both European and Asian efforts are directed toward helping countries to establish controls to disrupt production and trafficking.

Gaining Support for U.S. Objectives and Improving International Coordination

As shown in chapter 2, other countries' counternarcotic assistance programs support U.S. strategy objectives—halting the flow of illicit drugs from Latin America—to some extent. While some European donors provide global counternarcotic support, more often European and Asian nations, like the United States, provide counternarcotic assistance to regions where their drug problems emanate. Unlike the United States, however, European donors do not support active interdiction and eradication enforcement activities in drug-producing and -transiting countries. Rather, they do assist drug-producing nations' enforcement authorities by providing training and equipment, thereby enabling these countries to better police themselves. Unlike the United States, European and Asian international programs generally reflect a mix of supply and demand reduction efforts.

To increase support for U.S. objectives in Latin America, as well as for other U.S. objectives and anti-drug methods, the United States relies on high-level political forums, diplomacy, bilateral mutual assistance treaties, and participation in international forums. The United States also funds international organizations' counternarcotic efforts and seeks their support in countries where the United States has little political influence, like Burma. Moreover, the United States seeks support for international and regional forums, like the Dublin Group and the Chemical and Financial Action Task Forces, to address and coordinate anti-drug issues and international responses. U.S. diplomatic efforts have helped to improve international cooperation as countries increasingly view illicit drug trafficking as a collective problem.

The international community provides various types of assistance to counter narcotics globally. However, no organization currently coordinates collective global counternarcotic efforts. Also, there have been no comprehensive data exchanges to facilitate coordination. Current information collection systems focus only on certain aspects of trafficking (like drug seizure data) and are fragmented or incomplete. Available information, like that on worldwide chemical manufacture and diversion, for example, is often inconsistently reported by countries lacking the resources to gather and report on trafficking. There is no comprehensive data on donor assistance because some countries do not want to provide specifics on their counternarcotic efforts. Ineffective coordination, coupled with the lack of comprehensive information systems, could dissipate the effectiveness of limited resources being applied internationally to counter the production and transport of illicit narcotics.

The United States Seeks Support for Its Anti-Drug Strategy

At very high levels in the political arena, counternarcotics issues have been made part of international summit agendas and bilateral discussions. During a San Antonio, Texas, drug summit in February 1992, for example, the United States and six Latin American countries (Bolivia, Colombia, Ecuador, Mexico, Peru, and Venezuela) agreed on issues governing enforcement, chemical and money-laundering controls, and alternative development. More recently, government ministers discussed the need to legislate means of seizing, forfeiting, and sharing seized drug-related assets in the G-7 economic summit. Frequently, these high-level meetings serve to show countries' political will, which becomes the impetus for bilateral agreements and cooperation in illicit narcotics control efforts.

Bilateral interchanges are often more focused. For instance, in November 1992, the United States and the Netherlands signed an agreement to share confiscated drug assets, such as money in bank accounts or real estate. In addition, in May 1992, U.S. officials met with Spanish officials, under the auspices of the U.S.-Spanish Demand Reduction Commission, to encourage Spain's support for counternarcotic programs in the Andean countries. Moreover, in bilateral discussions with non-drug-producing countries, the United States encourages countries to tie counter narcotics efforts to economic aid initiatives.

State Department Efforts

At the State Department, the Bureau of International Narcotics Matters formulates and coordinates international drug policy, programs, and diplomatic initiatives that are executed by its Offices of Program Management and Transnational Issues. There are INM-funded narcotics affairs sections, headed by narcotics affairs directors, in 14 important drug-producing and -trafficking countries. These directors report through their Ambassadors to INM. In addition to overseas INM directors, other U.S. embassy officials overseas are also charged with promoting U.S. drug strategies and encouraging support for U.S. counternarcotic positions in national and international forums. These narcotics coordinators discuss and report on counternarcotic issues with their host country counterparts and discuss U.S. political, military, and economic objectives with foreign government officials. According to a State Department official these narcotics coordinators have many other responsibilities. They may report through their Ambassadors to State's regional bureaus or to INM. State Department plans for these embassy officials include counternarcotics as a priority, and State Department cables frequently delineate U.S. counternarcotic positions to be espoused by narcotics coordinators as part of their overall duties.

Recently, the United States sought increased international support for law enforcement training in the Caribbean and judicial training in Colombia. Moreover, the United States continually urges countries to ratify international conventions governing illicit narcotic controls, like the 1988 U.N. Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. As part of a Dublin Group meeting in Colombia, State Department officials, for example, recently helped persuade Colombian officials to resubmit the convention for approval in the Colombian Congress. In addition, the United States seeks ratifying countries' support for ratification of the 1988 Convention, especially from those countries that have some influence over nonratifying countries.

In drug-producing and -trafficking countries, the State Department seeks, and encourages other countries to seek, bilateral treaties governing mutual law enforcement assistance and exchanges of evidence and financial information on drug profits. U.S. military and enforcement personnel assigned overseas not only exchange drug-related intelligence data but also work closely with their country counterparts to coordinate drug and illicit profit seizures. In 1992, Argentina and the United States ratified such a treaty, which was effected in February 1993. In addition, the United States and Panama entered into a mutual legal assistance treaty governing exchange of evidence, which awaits the U.S. Senate's ratification.

Other Agency Efforts

In addition to INM and other State Department embassy officials, DOD, DEA, and U.S. Customs Service personnel based overseas promote U.S. objectives. Military personnel assist drug-producing and -trafficking countries by providing military equipment and law enforcement training in certain countries. Counternarcotic priorities given to DEA and Customs personnel are more focused than are those of embassy narcotic affairs officers. For example, DEA and Customs officials work with foreign officials to eliminate illicit narcotics destined for the United States and help host country governments and industries develop effective drug, chemical, and financial control programs. Also, DEA and Customs officials share information on trafficking and seizures with host countries and with international organizations such as the U.N. International Narcotics Control Board.

State Department's Narcotics Affairs Officer in Brussels, Belgium

To promote U.S. international strategy objectives in Europe, INM established a position for a narcotics affairs advisor to the European Community, to be headquartered in Brussels, Belgium, in 1991. According

to INM officials, the officer is the only U.S. foreign service officer working fulltime on drug issues in the region. This officer, who reports through the Ambassador to INM, is the liaison for the EC and advises U.S. embassy narcotics affairs coordinators on regional counternarcotic issues. The advisor also focuses on political and economic drug-related issues, excluding enforcement, in discussions with other European organizations. These organizations include the Council of Europe's Pompidou Group, the EC's Trevi Group, the Organization for Economic Cooperation and Development, INTERPOL, the World Health Organization, and the Dublin Group. The officer's objectives are to increase European financial and political support for our Latin American and heroin strategies, encourage European implementation of chemical and financial controls, and encourage European donors to provide assistance to counter emerging illicit drug problems in Eastern Europe.

The INM officer indicated to us that he performs a variety of liaison functions and interacts with the above mentioned organizations. However, recent efforts of the European countries and the availability of narcotics affairs coordinators in the various U.S. embassies in these countries indicate that this position may be unnecessary. In comparing the INM officer's objectives to current actions in the European countries' counternarcotic programs, it is unlikely that the United States will garner increased support for its Latin America objectives as the international community seeks to counter its own illicit narcotic sources and deal with domestic economic issues.

According to European officials, the Europeans have been concerned with controlling heroin supply and abuse for some time. In addition, EC and the Council of Europe already regulate chemical and financial controls and are working on procedures governing asset seizures and the sharing of illicit profits. Both European and U.S.-based State Department representatives on the Chemical and Financial Action Task Forces continually work with countries to improve existing controls and to establish controls in Eastern European countries, as do DEA and U.S. Customs officials. Because of recent European initiatives to control chemical diversion and money laundering, the State Department has revised the INM European narcotics affairs advisor's goals and objectives statement. The latest goals and objectives statement focuses the officer on seeking European support for establishing controls only in Eastern Europe, which the Europeans have already begun. State Department officials said that the European narcotics affairs officer contributed to European implementation of chemical and money laundering controls.

As far as promoting U.S. counternarcotic objectives in Europe, existing State Department narcotics affairs coordinators assigned to European embassies could continue to discuss and report on counternarcotic issues with their European counterparts and send reports to INM. Moreover, INM officials based in the United States and the narcotics affairs advisor in Brussels appear to be performing duplicate missions regarding the promotion of U.S. counternarcotic objectives in Europe. Officials in both INM's Program Management and Transnational Issues office frequently attend meetings of the Dublin Group and UNDCP and its Major Donors Group, as well as meetings of the Chemical and Financial Action Task Forces. DEA officials consistently attend the Chemical Action Task Force meetings and frequently meet with European officials to discuss chemical control. INM officials who oversee the European narcotics affairs advisor's activities in Brussels have attended Dublin Group regional meetings held in Brussels since the officer was installed. Moreover, in October 1992, both INM officials and the European narcotics affairs advisor attended the European regional meeting held in Bonn, Germany; the UNDCP Major Donors meeting in Vienna, Austria; and the Dublin Group meeting in Colombia.

Coordination of Worldwide Counternarcotic Assistance Is Lacking

No single organization coordinates all of the international counternarcotic efforts, even though the issues being addressed and the proposed solutions may be similar and complementary. For instance, all donor countries provide alternative development, enhanced law enforcement assistance, and chemical control training. In Third World and industrialized countries, criminalization of illicit trafficking and controls over chemical diversion and money laundering are also being pursued. While efforts have been made to coordinate these programs, such efforts have sometimes been hampered by countries' differing political policies and priorities and regional focuses. Specifically, some countries prefer to fund either supply or demand programs in specific regions. Some countries encourage anti-drug law enforcement efforts by providing training or equipment, while other countries participate in law enforcement exercises. Moreover, international information exchanges, critical not only to coordinating assistance but also to controlling trafficking, are fragmented and data bases are often incomplete. For example, a significant number of the countries that submitted information for the International Narcotics Control Board's 1992 annual report provided incomplete data. Where information exists, it is often inconsistent. As a result, donor countries do not have sufficient data to ensure that their funds target recipients' most critical needs.

Existing Coordination Efforts

Most of the existing coordination efforts are regional in nature and/or have a specific focus. For example, EC and the Council of Europe focus largely on Europe, the Organization of American States coordinates regional efforts in the Southern Hemisphere, and the Colombo Plan and the Association of Southeast Asian Countries focus on Asia. Two other organizations—UNDCP and the Dublin Group—are globally focused on countering narcotics. Both have potential for serving as international narcotics control coordinating mechanisms.

The newly reorganized UNDCP executes a global counternarcotic assistance program. UNDCP officials in Vienna plan and manage programs by coordinating and cooperating with recipient and donor countries, and UNDCP's Major Donors Group focuses on coordinating multilateral counternarcotic issues and assistance. With the exception of enforcement activities, UNDCP addresses all facets of counternarcotics—alternative development, crop substitution, judicial and law enforcement training, money laundering, and chemical control training.

In its coordinated approach to program management, UNDCP requires that each recipient country develop a master plan that includes the type of drug assistance it has received, the projects that have been funded, and its drug control needs. According to U.N. officials, donors are more likely to support individual projects if they are part of a larger planning framework to address the drug abuse problem in its totality and also in relation to other countrywide issues. Despite the planned approach, UNDCP has limited control over its funds and the projects it establishes. For example, donors earmarked 65 percent of the funds provided in 1992. To ensure a balanced approach, some UNDCP members want donor countries to provide funds untied to specific projects.

It appears that many countries are looking to UNDCP to coordinate not just multilateral assistance, but donor bilateral assistance as well. For example, in late 1989, Colombia asked UNDCP to coordinate international assistance activities. More recently, Western European countries, under the auspices of the European region Dublin Group, were concerned about emerging drug issues in Eastern Europe and asked UNDCP to coordinate bilateral law enforcement assistance to that region. UNDCP has prepared a coordinated plan for the Dublin Group's approval. Moreover, UNDCP has proposed preparing needs assessments and plans to coordinate other assistance as well.

The Dublin Group, like the U.N. Major Donors Group, provides a forum to discuss and coordinate a broad perspective of issues and efforts. The Group has no formal administrative structure and uses the services of the EC Secretariat to coordinate meetings. According to the European narcotics affairs advisor in Brussels, Belgium, the Group does not keep minutes. The Group's informal nature allows donors latitude in tailoring assistance to countries' strategies, but the Group lacks the formal structure and staff to coordinate and execute global assistance (develop counternarcotic plans and collect or act as a clearinghouse for donors' assistance to recipients). Moreover, according to U.S. officials, Group members resist a more formalized mechanism. Moreover, members express concern over their ability to coordinate their own activities.

International Data Exchange

There is no comprehensive data exchange to coordinate counternarcotic efforts, and no data base covers all bilateral counternarcotic assistance. Existing data bases focus on specific regions or aspects of countering narcotics, like drug usage or chemical diversion and trade. Data bases being developed follow the same pattern. In addition, concerns over protecting proprietary information, especially regarding law enforcement, chemical trade, or financial data, inhibit data base development and use. The State Department is encouraging the development of assistance data bases by multilateral organizations.

Data exchanges mirror existing coordinating mechanisms in that they focus either on a particular region or on a type of assistance. UNDCP, for example, maintains a data base on multilateral counternarcotic assistance. The U.N. International Narcotics Control Board, the Customs Cooperation Council, and INTERPOL maintain statistics on drug seizures. INTERPOL maintains information on drug traffickers as well. The Organization for Economic Cooperation and Development has a data base on development assistance and on multilateral financial institutions' loans to developing countries but cannot yet distinguish counternarcotic programs from the other programs. The U.S. El Paso Intelligence Center maintains and shares information on illicit trafficking with regional Joint Information Coordination Centers located in some drug-producing and -trafficking countries. The Organization of American States maintains information on drug usage. Finally, both the United States and France maintain data bases on financial transactions possibly related to money laundering.

Efforts to improve data collection continue to be fragmented, largely because, as described above, regions or countries focus on a particular

aspect of counternarcotics, such as illicit usage or law enforcement efforts, or consider such data confidential or proprietary, especially data involving chemical commerce. Regional organizations like the EC are focusing on their regional concerns. For instance, the EC is developing a European Monitoring Center for Drugs and Drug Addiction, expected to begin operations in late 1994, that will focus data collection efforts largely on European demand reduction. In addition to maintaining data on multilateral assistance, UNDCP is developing data on bilateral training being provided to Eastern European countries.

In the law enforcement area, the EC plans to establish a European Drugs Intelligence Unit that will maintain information on criminal drug trafficking. Because Europeans have not agreed on the unit's location, it is not known when the system will be operational. Also, the International Narcotics Control Board, Customs Cooperation Council, and INTERPOL are developing a central data repository, accessible by telephone, on chemical manufacturers and recipients. But Board and Customs officials acknowledge that the data base is weakened by inconsistent reporting and noncompliance with reporting requirements required by U.N. international counternarcotic conventions. Moreover, due to privacy concerns, the International Narcotics Control Board will restrict dissemination of confidential data. Criminal data would have to be obtained from law enforcement organizations.

The State Department is continuing to promote data base development; however, such a compendium would be a difficult and long-term project. Even if European governments separate economic assistance from counternarcotic assistance, as might be expected, they do not report on it consistently, and some countries do not want to publicly share this information. In addition, with so many countries and regional and multilateral organizations addressing drug issues, it is difficult to identify recipients' and donors' needs and coordinate assistance.

Multilateral organizations, like the Organization for Economic Cooperation and Development or the United Nations International Drug Control Program, which interact with many countries, may offer the most potential for centralizing non-enforcement-related assistance data. (Currently, reporting on criminal information is considered the responsibility of national and international law enforcement organizations.) Officials from the Organization for Economic Cooperation and Development are now trying to identify counternarcotic-related assistance in their data bases. In addition, UNDCP is working on being a

clearinghouse for the European Dublin Group for law enforcement training assistance planned for Eastern Europe. If this effort is successful, UNDCP officials will propose coordinating other types of assistance as well, which could result in a data base of both bilateral and multilateral assistance that could be shared among UNDCP major donors and Dublin Group members, including the United States.

Recommendation

In 1991, the State Department created the position of regional narcotics affairs advisor in Brussels, Belgium, to promote U.S. efforts to gain increased European support for U.S. counternarcotic objectives in Latin America and to encourage the Europeans to implement chemical and money laundering controls. An increase in Europeans' support for Latin America is unlikely given the recent European focus on emerging drug trafficking in Eastern Europe. Moreover, the Europeans have since adopted regulations and are in the process of implementing chemical and money laundering controls. Therefore, we recommend that the State Department reevaluate the need to base a full-time regional narcotics affairs advisor in Brussels.

Views of State Department Officials

State Department officials believe that the responsibilities of the European regional narcotics affairs advisor in Brussels are broader than those contained in the position's goals and objectives statement. Specifically, State Department officials said that the position facilitated a continuing dialogue with major European governments and regional organizations and promoted coordination of counternarcotic efforts. We agree with the need for continuous dialogue on counternarcotic efforts. However, existing international forums that are attended by U.S.-based INM officials and embassy-based narcotics affairs coordinators and diplomatic dialogues between host country and embassy-based personnel provide the opportunity to exchange information and coordinate counternarcotic efforts.

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