

PRIME MINISTER

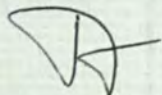
BONN ECONOMIC SUMMIT: DRUGS

You will recall that Heads of Government agreed at the Bonn Summit that experts should meet with a view to submitting proposals on drugs to Foreign Ministers for a meeting in September in the margins of the General Assembly. The experts' report is now attached together with comments by the Home Secretary. Hartley Booth has had a look at the report and has just two comments:

- (i) The proposals fail to include any option for mutual disclosure of banking records ^{has} which would effectively nullify efforts to produce international agreements on forfeiture of assets.
- (ii) The section on extradition includes no reference to the need for new and effective extradition arrangements with producer countries such as Pakistan and South America.

I suspect that since the Germans (who are in the lead because of their chairmanship of the last Summit) have indicated that they would be reluctant to take on board far reaching amendments to the text we would not be able to incorporate these comments. We could however pass them on to the Foreign Office ~~to~~ raise at the meeting itself. *Agreed mt*

Agree to the circulation of the draft report as proposed by the Home Secretary?



(Tim Flesher)

Yes mt

7 August 1985

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10 DOWNING STREET

From the Private Secretary

8 August 1985

Dear Hugh,

Thank you for your letter of 6 August enclosing a copy of the report of the experts on drugs to be submitted to the Foreign Ministers of the Economic Summit countries in September. The Prime Minister is content that the draft report should be circulated in its present form.

The Policy Unit have raised two points on the report and the Prime Minister would be grateful if these could be considered by those attending the meeting. They are:-

- i) The proposals do not include any consideration of the mutual disclosure of banking records, the absence of which might nullify efforts to produce international agreements on substantial financial penalties.
- ii) The section on extradition includes no reference to the need for new and more effective extradition arrangements with producer countries such as Pakistan and those in South America.

I am sending copies of this to Peter Ricketts and Michael McCulloch (Foreign and Commonwealth Office), Michael Norgrove (HM Treasury) and Jane McKessack (Department of Health and Social Security).

Tim

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Tim Flesher

Hugh Taylor Esq
Home Office

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SEP
C.H.B.



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

6 August 1985

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Dear Charles,

FOLLOW UP TO BONN ECONOMIC SUMMIT

You will recall that the Prime Minister initiated discussion of the question of drugs in the course of the Bonn Summit in May. Heads of Government agreed that experts should meet with a view to submitting proposals to Foreign Ministers for a meeting in September in the margins of the UN General Assembly. The responsibility for following up this remit rests with the Federal Republic of Germany, as chairman of the Summit. Last month the FRG convened a meeting of experts in Bonn - the UK was represented by officials from the Home Office, the Foreign and Commonwealth Office and HM Customs and Excise - who examined and agreed the text of the attached draft report. The FRG have now given governments until 15 August to submit any further comments on the draft report, so that the final text can be available to Foreign Ministers in time for their meeting in September.

The report has been prepared on the basis that the Summit initiatives should avoid overlapping with or duplicating activities which are already in hand in other international fora, particularly the United Nations which is developing proposals for a new convention to combat drug trafficking. (The UK's proposals in respect of the elements which might be included in a new convention were published at the end of June, when they attracted some positive press comment.)

In the light of the Prime Minister's initiative in raising the matter, our Summit partners have looked to us to give a lead in developing proposals on some of the matters considered in the draft report. We have therefore suggested that the objective of the current initiative among the Summit countries should be to heighten co-operation within the group (which is already close) and to act as a stimulus for action on the part of others, such as the UN, other international organisations and the drug-producing and transit countries. It is not envisaged that any new machinery should be set up as a basis for regular meetings between

/officials

C D Powell, Esq

officials of the Summit countries, but the Home Secretary has suggested that it might well be sensible if future Summit meetings were to review progress in the fight against drugs and consider whether any fresh initiatives should be developed within this framework.

?? In view of the likelihood that the report will become public knowledge after the meeting of Foreign Ministers, care has been taken to avoid giving the impression that the seven richest countries in the world are leaning on or dictating to the drug-producing and transit countries, some of which are among the poorest in the world. Against this background, the Home Secretary considers that the range of measures discussed in the paper would provide a valuable impetus for continued action at both domestic and international level. So much international co-operation already takes place on drugs that the scope for dramatic new initiatives is inevitably limited. For the most part the measures proposed represent, so far as the UK is concerned, a development of our existing policies. Despite pressure from some Summit countries, the report contains no commitments to provide additional resources for assisting the drug-producing or transit countries, although it was clearly the expectation at the meeting of experts that all seven countries would step up their efforts in this respect. (The Home Office is currently bidding in PES for new funds to provide drug-related assistance overseas.)

The Home Secretary would draw particular attention to the section of the report headed "Political Initiatives" (pages 5-6) which emphasises the importance of encouraging international organisations which are not directly concerned with drug problems to consider what they might do to assist the drug-producing and transit countries. If such organisations as the World Bank, regional development banks or, nearer home, the European Community can be encouraged, within their existing constitutions and mandates, to consider the scope for providing drug-related assistance, this could be potentially a development of major significance. If it is approved, the Home Secretary would very much hope that his colleagues who are responsible for dealing with a wide range of international bodies would be prepared to explore what those bodies might do to assist in the fight against drug trafficking.

The Home Secretary has indicated that he is content with the draft report, subject to the manuscript amendments which have been suggested by officials in interested

/Departments.

Departments. The FRG have indicated that they would be reluctant to take on board far-reaching amendments to the text, particularly on points which were extensively debated in the meeting of experts, as there would be no opportunity to clear these with other countries. We have not therefore felt able to include all the suggestions put forward by officials. With that qualification, however, the Home Secretary hopes that the draft report will commend itself to the Prime Minister and to his other colleagues who have an interest in the topics which it addresses.

In view of the need to submit our proposed amendment to the FRG by 15 August, I should be grateful if you and those to whom I am copying this letter were able to let me have any comments on the draft report by close of play on 8 August.

I am copying this letter to Peter Ricketts and Michael McCulloch (FCO), Michael Norgrove (Treasury) and Jane McKessack (DHSS).

Yours sincerely,
H H Taylor

H H TAYLOR

DRAFT

Options for joint action to intensify the fight against drug abuse

Draft report for the Foreign Ministers of the States participating in the 1985 Economic Summit

- I. The Heads of State or Government participating in the Economic Summit issued a mandate at their meeting in Bonn from 2 to 4 May 1985 for a discussion of the strategy against the manufacture and sale of narcotic drugs and associated crimes and for an examination as to which additional initiatives can be taken in addition to the measures already in force. The first step is to be the preparation of a report for the Foreign Ministers on the ways in which this mandate can be fulfilled. Before this can be done, the existing measures must be reviewed.
- II. In the countries represented at the 1985 Economic Summit, the drug problem seriously threatens the social and physical well-being of many people, particularly young people, as well as the prosperity, security and internal order of the nations as a whole. For this reason each of the seven nations has developed its programme of action against drug abuse and trafficking and is fighting both of these aspects of the drug problem with the aid of all available national and international co-operative resources.
- III. On an international level, our countries co-operate in numerous bilateral and multilateral specialized bodies (e.g. Interpol and the Customs Co-operation Council) and in the UN drug-control organs. All seven nations are currently members of the United Nations Commission on Narcotic Drugs. They also carry out control of the legal and illegal drug trade, partly on a voluntary basis, in accordance with the provisions of the conventions on narcotic drugs. To this end they co-operate closely with the International Narcotics Control Board (INCB) and the United Nations Division of Narcotic Drugs (DND).

In addition, the countries participating in the Economic Summit are among the major donors to the United Nations Fund for Drug Abuse Control (UNFDAC). Through their contributions they provide assistance to and exert considerable influence on the work of UNFDAC, which is charged to initiate and finance programmes to combat the cultivation, trafficking and abuse of illegal drugs in producer and transit countries.

IV. In 1981, at the instigation of the Commission on Narcotic Drugs, the General Assembly of the United Nations adopted a comprehensive programme entitled Strategy and Policies for Drug Control as a guideline for international co-operation. This programme consists of a long-term strategy and a United Nations Basic Five-Year Programme of Action, 1982-1986. The following objectives of the long-term strategy are pursued within the programme of action:

1. Improvement of the system of drug control and of the international conventions on narcotic drugs.
2. Elimination of the imbalance between the demand for and supply of narcotic drugs for legal purposes, e.g. by the pharmaceutical industry.
3. Action against the cultivation and manufacture of illegal drugs.
4. Action against drug trafficking and smuggling.
5. Action against the abuse of illegal drugs and reduction of the misuse and abuse of addictive medicines.
6. Treatment, rehabilitation and social reintegration of drug addicts.

7. Education, prevention and research in the field of drug abuse.

V. The aforementioned national and international programmes form the basis of the present worldwide strategy of action against drug abuse. This strategy is based on the principle that all three aspects of the drug problem, namely production (supply), trafficking and smuggling (distribution) and use can be regarded as equally important manifestations of the overall problem, all of which must be fought simultaneously and with equal intensity.

However, all the efforts undertaken so far have failed to reduce significantly the illicit production, trafficking, smuggling and abuse of drugs. On the contrary, in most regions of the world there is an observable increase in the drug problem with all its repercussions. The drug problem has been linked to corruption, destabilization of local economies and social institutions in both developed and developing nations and in some cases to support of terrorist organizations and international lawlessness. The trend with regard to cocaine is particularly dangerous. Large increases in South American production, coupled with ^{a stabilised} ~~relative saturation~~ of the North American market, have ^{led to} ~~caused~~ a dramatic increase in confiscations in Western Europe, which rose in the Federal Republic of Germany, for instance, by 420 per cent between 1982 and 1984.

[U.S. amendment agreed in Bonn]

It is clear therefore that current efforts to reduce production, trafficking and use of illicit narcotics and psychotropic substances must be intensified and supplemented with selected, promising measures.

VI. While the mandate issued by the Heads of State or Government emphasized supply reduction, national and international strategies must recognize that the different aspects of the problem are interrelated, and thus balanced emphasis should be placed on demand and supply reduction initiatives. The participating Summit nations recognize that reducing internal demand is essential to the long-term effectiveness of the prevention strategies in the industrialized nations. Recent

initiatives to raise national and international awareness should be continued and expanded. Continued efforts should be made in gathering data on the extent of the drug abuse problem and on the effectiveness of strategies for the treatment and prevention of drug abuse.

- VII. In addition to the demand in the industrialized nations, it is recognized that many of the narcotics source countries now have severe domestic drug abuse problems. This situation has created an important basis on which to develop more comprehensive control programmes while assisting them with their consumption problems. Thus, increasing international awareness of the dangers of drug abuse is properly a part of an enhanced control initiative.

VIII. Proposals

The experts of the Governments represented at the Economic Summit propose the package of measures outlined below. In line with the mandate given by the Heads of State or Government, it concentrates on proposals which in the view of the experts can be translated into viable actions. These actions seem to be particularly suitable ways of stimulating international co-operation among the community of nations. The measures are as follows:

1. Measures against the Production of Narcotic Drugs

The illicit production of narcotics can be reduced only by means of close co-operation by producer, transit and consumer countries.

(a) Political Initiatives

The Economic Summit nations should consider according priority to the issue of narcotics control in their bilateral dialogue with producing and transit countries in order to achieve, in full consultation with these countries, a higher degree of mutually agreed political commitment to this subject. The starting points for this policy towards the drug-producing and transit countries are as follows:

- These legitimate interests should be outlined in exchanges of views with countries in which narcotic plants are cultivated and/or through which drugs pass. ^{Examination of} Ways to promote assistance to those countries from multilateral, regional or international organizations, such as the World Bank, regional banks, the European Community, ASEAN, UNDP, IFAD, etc., should be encouraged by the government represented at the Economic Summit.

- At the multilateral or bilateral level, countries which conclude agreements on rural development projects in drug-producing countries should ^{take measures to ensure} ~~make sure~~ that the implementation of these projects does not lead to the expansion or perpetuation of illicit crop growing in the relevant zones. Some countries have used anti-drug production clauses in their agreements with recipient countries to achieve this.

- Where information indicates that developing countries benefit from the establishment of narcotics control projects, Economic Summit members should consider consulting with ^{these} ~~such~~ countries as to the feasibility and acceptability of such projects, which could be sponsored either bilaterally or multilaterally.

(b) Prevention of Drug Cultivation

The aim of such action must be to prevent the cultivation of narcotic plants. In some cases it may be appropriate to enable the rural population to cultivate substitute crops or develop alternative sources of income.

Hand in hand with this action must go appropriate efforts to control illicit crops through bans on production and through eradication. Where appropriate, development assistance should include provision of necessary infrastructure including assistance in the development of markets for alternative crops. In general, producer countries may not be able to achieve this aim by their own efforts and may need the help of the developed countries. The members of the Economic Summit are urged to increase their efforts in this area, whether bilaterally as part of their development assistance or through efforts to improve agricultural pro-

duction or multilaterally through the United Nations Fund for Drug Abuse Control (UNFDAC).

(c) Assistance in Training and Equipping

Drug-law enforcement agencies abroad often have neither the staff nor the resources to take action against drug production in their own countries. The South American countries, for instance, asked in the Quito and New York Declarations for the assistance of the international community. The participants in the Economic Summit are prepared to provide assistance in terms of training and equipment for countries with an interest in co-operation. It remains to be worked out how competition and duplication of effort can be avoided, for instance by the participants in the Economic Summit "sponsoring" particular countries and also by further improving the co-ordination of their efforts.

2. Action against the Trafficking and Smuggling of Narcotic Drugs

International co-operation in the fight against the trafficking and smuggling of narcotics remains in need of improvement.

(a) Co-operation between Drug-law Enforcement Authorities

International co-operation in this sphere is essential and the need for a quick, efficient exchange of narcotic-related information between drug-law enforcement agencies is paramount.

A network of narcotics liaison officers in countries of production or transit is deemed to be essential to the Economic Summit countries and a co-ordinated policy should urgently be agreed. All such liaison officers, in addition to servicing the needs of their own country, should work

to the benefit of the Economic Summit countries. Efforts should also be made to ensure that ^{there is close cooperation between} liaison officers ~~also~~ ^{cf} operate between the Summit nations.

Close co-operation between the customs authorities of the Summit participants and the customs authorities of other countries on the basis of bilateral and multilateral agreements has considerably assisted the fight against drug abuse. Co-operation and the exchange of information pursuant to such international agreements should be further increased. The Summit participants will particularly seek to ensure that the instruments at the disposal of the Customs Co-operation Council, which currently numbers 97 members, are reviewed and if necessary improved so as to provide the members with guidelines for effective action against drug-related crime. Inter alia, it may be necessary to review in the Customs Co-operation Council the existing international and ^{regional} ~~supranational~~ transit procedures and their legal foundations. The Council should step up its efforts to promote co-operation among its members and encourage them to adopt its existing legal instruments for combating drug trafficking and to develop new initiatives.

(b) Combating Organized Crime

Links between drug-related crime and other forms of crime must be detected and systematically combated, the action going beyond the individual offence. The gathering and exchange of information and the means of suppression must be geared to these forms of organized crime. International co-operation and ^{the improvement of international legal provisions can also make} ~~improved legal instruments must serve to~~ ^{an important contribution to the destruction} ~~help destroy the structures~~ of organized crime.

3. Improvement of the Available Legislation

International co-operation is bounded by national laws and regulations. Experience has shown that the common fight against drug trafficking can only be made more effective by means of an improvement in available legislation in such a way that national enforcement and legal proceedings can be facilitated through international assistance. At the same time, care should be taken to ensure that additional arrangements are in line with the existing system of international narcotics conventions and supplement this system. In the interests of judicial security and legal clarity duplicate arrangements, overlapping and variations should be avoided. For these reasons, the participants in the Economic Summit will press for the following improvements in the international conventions on narcotic drugs:

(a) Deprivation of Assets Derived from Drug Trafficking

Member States should, where~~ver~~ necessary within the framework of their fundamental legal system, undertake appropriate measures designed

- (i) to deprive drug traffickers of assets obtained from drug trafficking,
- (ii) to treat as a punishable offence the acquisition, possession, use or so-called laundering of assets which are known to be directly or indirectly the proceeds of drug trafficking irrespective of where such trafficking occurred, and to enable such assets to be confiscated,

(b) Controlled Transit

It should be made possible for illegal drug deliveries to be made under close official control through other countries if

- (iii) to enable their legal systems to give effect to deprivation orders made in other States in accordance with (i) and (ii) above.

such a step is liable to lead to important findings and the country of destination undertakes to conduct the criminal prosecution. Controlled transit does not itself prejudice the right of the transit state to prosecute.

(c) Extradition and Mutual Legal Assistance

The participants in the Economic Summit will examine whether and to what extent their national legal codes require improvement with regard to extradition and international legal assistance.

(d) Precursors, Chemicals and Solvents Used in the Illicit Production of Narcotics and Psychotropic Substances

The misuse of specific non-controlled substances should be prevented. International reporting and monitoring arrangements should be established comprising, as appropriate, mandatory and/or voluntary measures to be applied to specific substances identified by the Commission of Narcotic Drugs, but not actually listed in a schedule under existing international conventions.

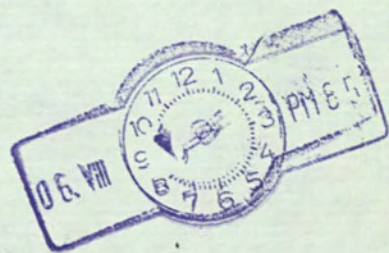
(e) Co-operation in the Fight against Illicit Drug Trafficking Conducted in International Waters

The participants recognize the importance of the amount of illicit drugs transported by sea and the extent to which drug traffickers seek refuge from enforcement by staying within international waters. Approaches should be evaluated as to what national legislation and international agreements could be established to allow enforcement in international waters of actions against vessels involved in illicit drug trafficking.

4. Improvement of Co-ordination and Co-operation among the United Nations Narcotics Control Organs

According to the evaluation report of the Committee for Programme and Co-ordination (see document ECOSOC E/AC.51/1985/8) of 12 April 1985), co-ordination of work and co-operation among the three United Nations organs for drug control, i.e. the Division of Narcotic Drugs (DND), the International Narcotics Control Board (INCB) and the United Nations Fund for Drug Abuse Control (UNFDAC), are not as sufficiently comprehensive and effective as they should be (see paragraph 62, 106, 108). The participating Summit nations should support the expedition of the respective recommendations for improvement.

and the report by the joint inspection unit entitled "Drug abuse activities in the United Nations system" (see document JIU/REP/84/16)





Treasury Chambers, Parliament Street, SW1P 3AG

H M Taylor Esq
Home Office
Queen Anne's Gate
LONDON SW1H 9AT

29 August 1985

Dear Hugh,

MBM

FOLLOW UP TO BONN ECONOMIC SUMMIT

Thank you for copying to me your letter of 6 August to Charles Powell and I have since seen his reply, recording the Prime Minister's comments.

The text of the draft is acceptable to us but I should mention that some of the options contained in the report have implications for Customs and Excise resources - in particular, Paragraph VIII, 1(c) - assistance to drug-producing or - transit countries in training and equipping enforcement agencies, VIII, 3(d) - monitoring and possible control over precursors, chemicals and solvents used in illicit production of narcotics and psychotropic substances and also - to the extent that additional UK liaison officers were involved - VII, 2(a). The Chief Secretary has already commented in the context of the proposed legislation on confiscation of the proceeds of drug trafficking on the resource requirements of this work (VIII, 3(a)). All these could amount to a substantial resource commitment which will need to be borne in mind if and when these options are considered in more detail.

I am copying this to Charles Powell (No 10), Peter Ricketts and Michael McCulloch (FCO) and Jane McKessack (DHSS).

Yours sincerely,
Mike Norgrove

M W NORGROVE
Private Secretary



Home Affairs : Drug Abuse A2.