ACKNOWLEDGEMENTS

The UNODC Regional Precursor Control Project for SAARC countries gratefully acknowledges the contribution of its donors, namely European Commission, United States of America, United Kingdom and Sweden, which made it possible to bring out this publication.
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INTRODUCTION

Precursor chemicals used in the illicit manufacture of narcotic drugs and psychotropic substances also have a number of legitimate scientific, chemical, industrial and pharmaceutical uses and hence are in demand. They are widely traded the world over and the SAARC region is no exception. India, with its large chemical industry manufactures, uses, imports and exports a number of these chemicals. Pakistan and Bangladesh also manufacture a few. Other countries in the region import the precursors they need.

The geographical location of the SAARC region between the Golden Triangle and Golden Crescent makes it highly vulnerable to drug trafficking. These areas, known for illicit heroin production, have large illicit demand for precursors necessary to manufacture heroin. The Golden Triangle area has also, of late, become notorious for production of amphetamine-type stimulants (ATS), fuelling a substantial illicit demand for precursors necessary for their production. A parallel illicit market evolved for these chemicals in the region, which can only be expected to grow.

Recent seizures of precursors the world over indicate that the geographical distance from the source does not deter their trafficking. Precursors move with ease from very distant locations to the areas of illicit drug production. No country of this region, be it a supplier, transit or consumer country, is immune any longer to diversion of precursors. It is time precursor control receives the attention it deserves in all the SAARC countries, in order to help the international efforts to stem the flow of these chemicals into illicit channels.

All seven countries in the SAARC region have already acceded to the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substance 1988. This Convention lays down a comprehensive framework for precursor control and monitoring at domestic and international levels to prevent their diversion for illicit manufacture of drugs of abuse. Para 8 of Article 12 of the Convention calls upon the Parties to take appropriate measures to monitor the 'manufacture and distribution of Table I and II substances'. To this end, it urges Parties to:

(i) Control all persons and enterprises engaged in the manufacture and distribution of such substances.
(ii) Control, under license, the establishments and premises in which such manufacture or distribution may take place.
(iii) Require that licensees obtain a permit for conducting the aforesaid operations.
(iv) Prevent the accumulation of such substances in the possession of manufacturers and distributors, in excess of the quantities required for the normal conduct of business and the prevailing market conditions.

Further, para 9 of Article 12 of the Convention requires Parties to, inter alia, take the following measures to monitor international trade in precursor chemicals:

(i) To establish and maintain a system to monitor the international trade in substances in Table I and Table II in order to facilitate identification of
suspicious transactions.

(ii) To provide for seizure of any substance in Table I and Table II if there is sufficient evidence that the substance is meant for use in the illicit manufacture of narcotic drugs or psychotropic substances.

(iii) To provide that before the export of any Table I substance, pre-export notification to the Competent Authority of the importing country is sent by the Competent Authority of the exporting country by intimating names and addresses of the importer and exporter, name of the substance, quantity to be exported, point of entry and expected date of dispatch.

(iv) To provide that imports and exports be properly labelled and documented.

There have been varied responses from countries in the SAARC region to these obligations under the 1988 U.N. Convention.

The Narcotics Control Act, 1990 and the Rules issued there under provide for statutory control over precursors in Bangladesh. Of the substances listed in Tables I and II, Bangladesh manufactures sulphuric acid and imports acetic anhydride, acetone, ephedrine, psuedoephedrine, MEK, potassium permanganate and toluene.

Bhutan has not established any legislative or administrative control over various activities relating to precursors.

Control over precursor chemicals is exercised in India through the Narcotic Drugs and Psychotropic Substances Act, 1985. A comprehensive Narcotic Drugs and Psychotropic Substances (Regulation of Controlled Substance) Order, 1993 issued under the said Act provides for an elaborate control over manufacture, distribution, sale, importation, exportation, transportation, consumption, etc. of precursors. Four precursors namely acetic anhydride, N-acetylanthranilic acid, ephedrine and its salts, and psuedoephedrine and its salts, have already been brought within the ambit of this order. India also regulates exports and imports of a number of other substances under its Export/Import Policy.

Maldives is in the process of establishing a comprehensive precursor control legislation.

Nepal is in the process of establishing a comprehensive precursor control legislation. At present, some regulatory measures are applied to the importation of some Table I Substances under the Drugs Act, 1978 and some Table II Substances under the Explosives (Control) Act.

The Control of Narcotic Substances Act, 1997 empowers the Federal Government of Pakistan to make rules in respect of precursor chemicals permitting and regulating their import, export, transportation, manufacture, etc. Pakistan exercises control over 12 Table I and 4 Table II substances under the aforementioned act, Drugs Act, 1976 and Import Trade and Procedure Order, 2000.

A comprehensive precursor control regime is not yet in place in Sri Lanka although some controls are exercised over imports as a voluntary code of conduct for industry has been finalized.

One reason for the general inadequacy of appropriate legislative and administrative measures of control over precursors is perhaps the lack of awareness
at the policy-making levels. When too many problems jostle for priority in governmental thinking, the issue of precursor control sometimes gets pushed into the background. Enforcement officers, themselves creatures of law, can function only within the confines of enacted laws and can do little in their absence.

Training even in the existing control / regulatory measures over precursors has not received adequate attention. Specialized training courses on precursors do not form part of the curriculum of drug enforcement training institutions. Precursor control is at best mentioned in the passing. Precursor control being a relatively new field, there are not many trainers either.

Laboratories that are called upon to test precursor chemicals have an important though indirect, role in preventing the diversion but many of their personnel are neither trained in the subject nor sensitised to its importance.

While some chemical companies and traders do aid and abet diversion, most are honest and can be active partners in the anti-diversion efforts. The industry, however, needs to be sensitised to the problem. Their staff, too, should be trained to detect suspicious transactions and should be instructed on how to inform the appropriate office of the law enforcement / regulatory authorities. On the other hand, authorities should be sensitised not to unduly interfere with the legitimate flow of trade or interfere with the bone-fide activities of industry.

A well thought-out comprehensive training strategy can remove the existing inadequacies to a great extent and make the desired improvements. The 'Guidelines for Precursor Control Training in SAARC Countries' have been prepared by the UNODC Regional Precursor Control Project for SAARC Countries with the help of two experts for the assistance of drug law enforcement training institutions and trainers in the SAARC region to assist national governments evolve their own training strategies.
GENERAL GUIDELINES

The following guidelines aim to assist training establishments as well as trainers, which such institutions employ to impart training in precursor control.

THE TARGET GROUPS

Identifying the target groups is the first step in training. The following groups of people are suitable targets and programmes should be tailored for each group:

- Law and policy-makers.
- Trainers.
- Drug law enforcement officers.
- Narcotics Laboratory personnel.
- Management and staff of precursor chemical industry and trade.

THE TRAINING NEEDS OF THE GROUPS

Outlining the training needs of each target group comes next. In order to decide the ideal syllabus for a particular segment of trainees, it would be necessary to make a realistic assessment of the training requirements of each of these target groups.

LAW AND POLICY MAKERS

Law and policy-makers need to be made aware about precursors, the possibility of their diversion into illicit trade, the consequences of such diversion and the need for precursor control measures. They also need to be sensitized to the obligations to control precursors under international Conventions and the need to prevent diversion without impeding legitimate trade and industry. The training programme should, therefore, increase awareness and impart conceptual knowledge of the issues involved, in such a manner that it persuades and enables them to devise an effective system of precursor control best suited to their country.

TRAINERS

As precursor control is a relatively new field, there is a need to develop a pool of good trainers in each of the SAARC countries. Effective trainers must, in the first place, possess the basic skills of a trainer. Secondly, they should have an in-depth knowledge of the subjects they are called upon to train others in. Therefore, a training course for precursor trainers should consist of topics like communication skills, training delivery techniques and course designing, etc. It should also impart in-depth knowledge of issues/topics like concept of precursor control, obligations under international conventions, precursor chemicals, laws relating to precursor control and of course, special skills required by the enforcement officers and the laboratory staff.
**Drug Law Enforcement Officers**

The responsibility to regulate precursors lies on drug law enforcement officers. Howsoever well-designed precursor control measures may be it is the ability of officers to enforce them, which ultimately determines their success. The enforcement skills of these officers need to be sharpened with special focus on the detection of attempted diversions of these chemicals. A precursor training scheme for drug law enforcement officers, therefore, should:

- raise their general awareness about the relevance of precursor control.
- impart an in-depth knowledge in the precursor laws and regulations that have already been enacted or may be enacted in the country.
- familiarize them with the appearance, characteristics and properties of these substances and train them to identify them with the help of field test kits.
- enhance their skills in the field of collection of intelligence and investigation with specific reference to precursors.
- update them on the latest trends in the diversion of these substances.

In short, the training module for officers should aim at raising their awareness in the field of precursors, equipping them with knowledge of relevant laws and preparing them to effectively enforce them. The officers should be in a position not only to effectively implement the existing laws more efficiently, but also to meet future challenges such as, shifts in the use of precursor chemicals in the manufacture of drugs and changes in precursor control regulations in future.

**Narcotics Laboratory Personnel**

The importance of laboratory personnel in the overall scheme of precursor control in the SAARC region needs no emphasis. The court trying a precursor case should, in the first place, be convinced about the true identity of a chemical substance on the basis of a test report from a laboratory. Chemists should be trained in testing precursors. Equally important is training in the observance of procedures and tendering of evidence in the court by the chemists. Laboratory personnel should also be informed of emerging trends in the misuse of precursors and the substitute chemicals being used for manufacturing drugs. Laboratory personnel can, if trained, also assist the investigators in identifying the source of origin of a substance under investigation.

**The Chemical Industry - Management and Staff**

The management and staff of the precursor manufacturers should be familiarized with the legal provisions and their obligations there under. They also need to be educated on how they can identify suspicious transactions and alert authorities, and if considered appropriate by the competent authorities, how they can play a meaningful role in controlled delivery operations. Assisting the enforcement authorities hone on to precursor transactions that may end in diversion could be a major contribution part of the trade and industry. Apart from these topics, the
voluntary code of conduct concept has to be a very important component of a training module for industry.

DESIGNING TRAINING PROGRAMMES

Designing training programmes involves deciding the level of participants, the resource persons, selection of the methods and techniques of training, outlining the course content, and choosing the learning principles.

LEVEL OF PARTICIPANTS

Participants should be carefully chosen to ensure that they are of comparable level of knowledge and interest, can form a cohesive group and can understand and absorb the knowledge that is to be imparted.

LAW AND POLICY MAKERS

Depending upon their respective jurisdictions and responsibilities in each country, senior officers at law and policy making levels from ministries/departments such as:

● the ministry of law,
● ministries dealing with subjects like narcotics, drugs and pharmaceuticals, chemicals, industry,
● the competent authority for precursors, and
● senior officers working in the apex narcotics control and coordination organization

in a country would be ideal participants for a training course, workshop or seminar for law and policy makers.

TRAINERS

Officers currently working in the narcotics training institutions or those likely to be posted in such organizations in the near future should be called for training for trainers’ courses. Ideally, they should comprise people with some practical experience in narcotics investigations, and where possible in precursors.

DRUG LAW ENFORCEMENT OFFICERS

Officers at various levels in the departments dealing with drug law enforcement need to be trained. Vertical integration courses could also be organized for groups of officers of different levels. Interactions during such courses would help officers benefit from the experience of others. Imparting training in precursor control to officers with practical experience in narcotics investigations will help them coordinate better with trade and industry.
NARCOTICS LABORATORY PERSONNEL

Chemists engaged in precursor analysis and their supervisors require both basic and specialized training. Participants for specialized training should be selected based on their interest and practical aptitude and their inclination to continue in the field of precursors.

MANAGEMENT AND STAFF OF THE CHEMICAL INDUSTRY

The chemical industry can act as the first line of defence against diversion and therefore, the importance of training their management and staff cannot be overemphasized.

Persons working at managerial level and concerned with manufacture, sale, importation, exportation, etc. of precursors and also those at subordinate levels performing functions relating to these activities could be invited to such training programmes.

Training for industry could be split into two categories, one for the management level who actually handle sales, imports, exports, etc. and one for the staff responsible for compliance with statutory obligations including the maintenance of records, submission of reports and returns etc.

RESOURCE PERSONS

The choice of resource persons forms an important part of organising a training programme. Resource persons, who act as vehicles for the transmission of knowledge and skills to the trainees will, to a great extent, also determine the success of a training endeavour. While the largest component of resource persons should come from the trainers who have successfully undergone the 'training for trainers programme' other sources could also be tapped to supplement. These sources may include, for example, experienced chemists (to deliver lectures on identification of precursor chemicals, to explain their properties, and testing procedures); outside consultants (for topics like communication skills, delivery techniques, course designing, etc.); professionals from the chemical industry and trade as well as experts from legal professions.

METHODS AND TECHNIQUES

Lectures would be the main method used for training. They must be interactive and need to be supplemented by various training aids to enhance their effectiveness. Hence, the use of audio-visuals such as overhead projectors, PowerPoint presentations and video films is highly recommended. Group discussions could be another method of training. Case studies and group exercises clarify the concepts and add a practical dimension to the knowledge. Panel discussions enable participants to benefit from the experience and expertise of the panelists and also make concepts clear to the trainees.
Experience shows that a 'Test Your Ability' test with about 20 questions with multiple choice answers at the end of the training session helps participants review what they had learnt. Trainees are told at the beginning of the training programme about the test. There would be no marking or evaluation of this test paper by the trainers. After the test, a master answer sheet would be supplied to each trainee in order to enable him to assess how much he has benefited from the training. So, it is just fun. Experience shows that the concept of such a test does not evoke any negative psychological responses, which a test that determines merit by others may do. At the same time, this self-assessment technique unconsciously impels the trainees to stay more alert during the training. Hence, this simple exercise is also highly recommended for use in the training programmes.

**COURSE CONTENT**

The training content for each target group must be tailored to the specific duties, roles and responsibilities of the trainees in the group. Taking into account the needs of each group of people, the following course content is recommended:

1. **Law and Policy Makers**
   - Basic knowledge (general awareness).
   - Conceptual knowledge on precursor control.

2. **Trainers**
   - Basic skills of a trainer.
   - Higher knowledge of all precursor control issues/subjects.

3. **Drug Law Enforcement Officers**
   - Awareness about precursor control concept and related issues.
   - Basic knowledge of precursors and basic skills to test them.
   - Basic knowledge of precursor control laws and related matters.
   - Higher skills for detecting diversion attempts, follow up investigations and prosecutions of offenders.

4. **Narcotics Laboratory Personnel**
   - Advanced knowledge of precursors.
   - Knowledge of basic laws and procedures.
   - Higher skills in precursor analysis and identification and impurity profiling.
   - Capability to provide scientific support to drug law enforcement staff.

5. **Management and Staff of Industry/Trade**
   - Basic knowledge and awareness about concept and need for precursor control.
   - Basic knowledge of law and legal obligations.
   - Basic skills to identify and report suspicious transactions.
   - Cooperation and coordination with concerned governmental agencies.
   - Compliance with statutory and procedural requirements.
LEARNING PRINCIPLES
The learning principles differ from group to group.
1. Law and Policy Makers
   The main learning principles in the case of law and policy makers should be motivation, imparting knowledge, raising their awareness about precursor control issues, assisting them assess the national requirements for precursor control mechanisms in terms of international obligations and also to help them establish laws and devise procedures for effective precursor control.
2. Trainers
   Imparting knowledge of precursor control issues, laws and other related matters and enhancing training skills should guide a training programme for trainers.
3. Drug Law Enforcement Officers
   Motivation, knowledge of precursors and related laws and, of course, reinforcement of law enforcement techniques and skills should constitute the learning principles for a course designed for drug law enforcement officers.
4. Narcotics Laboratory Personnel
   Higher knowledge and reinforcement aiming at refining skills should determine the focus of the training programme for laboratory staff.
5. Management and Staff of Chemical Industry/Trade
   Motivation and providing knowledge would be ideal learning principles for training programmes/workshops/seminars organised for management and other staff of the industry and trade.

TYPE OF TRAINING
Having regard to the training that is proposed to be imparted to the various groups of people, it has to be ‘off the job’ in nature.

EVALUATION OF TRAINING PROGRAMMES
Each training programme needs to be evaluated on, inter alia, the following criteria:

- Response and feedback from the trainees on the appropriateness and relevance of course content, quality of the resource persons and effectiveness of presentations made.
- The extent to which knowledge has been imparted/enhanced.
- Whether the programme is likely to bring about some positive behavioral change in the trainees so as to better achieve the goals of the organisation they work for?
- Whether the training is likely to benefit the organisation tasked to perform functions related to precursor control.

The evaluation can be made through a questionnaire at the end of each training programme. This would help in making necessary changes in the programmes, based on responses from the trainees.
TOPICS FOR TRAINING COURSES

In developing the comprehensive precursor control strategy for the SAARC region and these guidelines, the Project benefited from the feedback received during several training programmes/workshops organised by it. One of the points of feedback was the relevance of the topics included in the programmes and the conceptual framework of the structure of these programmes. The suggestions from trainees and the practical experience gained during these training courses helped the Project decide on the relevancy of the topics and the order in which the participants should be exposed to them.

The topics that follow have been so arranged that a trainee starts with the concept of precursor control, gradually learns about the chemicals in question, acquires the required skills and by the time he completes the training knows all that is necessary for him to know. Journey through these topics takes one in a very gradual manner from the theoretical to the practical.

The aim and objective of every topic has been outlined for the trainer and the synopsis of its content, the time required and the training aids required are detailed below. The synopsis of each topic suggests the minimum that a trainer is expected to put across to the trainees during the presentation.
TOPIC NO. 1
PRECURSOR CONTROL – A STRATEGY TO REDUCE PRODUCTION AND SUPPLY OF DRUGS

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWER POINT PRESENTATION

AIM OF THE SESSION:
The session will familiarise the participants with the concept of precursor control, which now constitutes an important part of the international strategy to reduce the availability of the narcotic drugs and psychotropic substances. It also needs to be explained that precursor control should strike a fine balance between the legitimate interests of industry and the need to prevent the precursors from going into illicit channels. The session will also give an overview of how the issue of precursor control has been dealt with in the three UN Conventions of 1961, 1971 and 1988.

OBJECTIVE OF THE SESSION:
At the end of the session, each participant will be able to:

1. Fully understand the concept of precursor control and why some kind of precursor control is necessary;
2. Get to know how the concept of precursor control which merely found a mention in earlier two UN Conventions of 1961 and 1971 developed into a comprehensive system of control in 1988 UN Convention.

POINTS TO BE COVERED:

THE CONCEPT

- The Concept of 'precursor control' increasingly constitutes an important part of the international strategy to reduce the availability of narcotic drugs and psychotropic substances.
- Having regard to the sources from which they originate, the drugs of abuse can be classified into (i) Natural, (ii) Semi-synthetic, and (iii) Synthetic.
- Manufacture of semi-synthetic and synthetic drugs requires certain chemicals, which are generally referred to as 'precursor chemicals' or just 'precursors'.
- However, all chemicals generally referred to, as precursors are not true precursors; they include essential chemicals, reagents, solvents and catalysts.
If these chemicals are not available to criminals for manufacture of drugs of abuse, the latter would not come into existence. The concept of precursor control can be summed up as - no precursors = no drugs.

However, denying these chemicals to criminals is not easy for the following reasons:
- Most of the precursors have dual uses, i.e. in legitimate commercial applications in illicit production of drugs.
- Precursors in themselves are legitimate goods unless used in the manufacture of narcotic drugs and psychotropic substances.
- They are good if used for legitimate purposes and bad if used for manufacture of drugs.

They play an important role in pharmaceutical, textile, leather and other industries but are also misused for producing drugs of abuse, for instance:
- Ephedrine is used in cough syrup. It is also misused for the manufacture of methamphetamine.
- Potassium permanganate purifies water and also cocaine.
- Acetic anhydride useful in pharmaceutical, textile and leather industries is misused for manufacture of heroin.

Precursor chemicals are indispensable; they cannot be banned; and so the best option is to control them.

But extent of control is a debatable issue.

Excessive control is undesirable because of the wide-ranging licit use of precursors.

Hence a fine balance has to be struck; control should not hamper legitimate trade and commerce in precursors but should give a fair chance to enforcement officers to prevent them from going into illicit channels.

1988 UN Convention recommends monitoring of production, transport, consumption, import and export of these chemicals.

The Convention provides sufficient flexibility to the Parties to adopt a system of control they deem appropriate.

An ideal monitoring system would involve verification of data and legitimacy of transaction in precursor trade.

Hence, the monitoring mechanism should be supported by a capability of rapid exchange of information on transactions so that consignments are not unduly held up where legal but stopped immediately when they are illegal.

Continuing cooperation of the industry is vital to success of any control mechanism.

1961, 1971 AND 1988 UN CONVENTION AND PRECURSOR CHEMICALS - AN OVERVIEW

1961 and 1971 UN Conventions
- The thinking that mere interdiction of drugs was not enough and that an effective way of ensuring that drugs do not come into existence was to
ensure that criminals do not come by the chemicals necessary for manufacture of drugs found its first definite expression in 1961 and 1971 Conventions.

- Even though precursor chemicals were not covered by the two Conventions, Articles 2 of both these Conventions still enjoined upon the Parties to use such measures of supervision as may be practicable on these chemical substances.
- Though the Conventions were emphatic in mandating supervision they did not specify how and to what extent supervision was to be implemented.

1988 UN Convention

- The 1988 Convention was a more focused document of international intent and addressed the issue of precursor control in a more comprehensive manner.
- It listed the substances that needed to be regulated in its Tables I and II.
- The Convention envisaged a control regime, the important elements of which are:
  1) Establishment of certain acts relating to precursors as criminal offences (Article 3);
  2) Adoption of legislative and administrative regulatory measures to monitor their manufacture, use and domestic as well as international trade (Article 12); and
  3) International cooperation (Article 12)

Establishment of Certain Acts as Criminal Offences

- Article 3 of the Convention urged the parties to establish the following acts in respect of precursors listed in Table I and Table II as criminal offences if the said precursors are being or are to be used in illicit manufacture of narcotic drugs and psychotropic substances:
  1) manufacture
  2) transport
  3) distribution
  4) possession
- In case of offences, 'knowledge', 'intent' or 'purpose' had to be a necessary ingredient which was inferable from objective factual circumstances:
- 1988 Convention requires the domestic laws to provide for punishment that can be in the form of imprisonment, fines, penalties and confiscation.

Monitoring of Precursors at Domestic Level

- To prevent diversion of Tables I and II substances, the Convention calls upon the parties to:
  (a) Control all persons and enterprises engaged in the manufacture and
distribution of Table I and Table II substances;
(b) Require that establishments and premises used for the manufacture or
distribution of Table I and Table II substances obtain licenses;
(c) Mandate a system of permits for the manufacture or distribution of Table I
and II substances;
(d) Prevent the accumulation of such substances in the possession of
manufacturers and distributors in excess of the quantities required for the
normal conduct of business and prevailing market conditions.

MONITORING OF INTERNATIONAL TRADE IN PRECURSORS

- Article 12 lays down a system of monitoring the international trade in the
  precursor chemicals. Article 12 urges the parties to:
  (a) Establish and maintain a system to monitor international trade in Table I and
      Table II substances in order to facilitate identification of suspicious
      transactions;
  (b) Provide for the seizure of any substance, if there is evidence that it is
      intended for use in the illicit manufacture of narcotic drugs and
      psychotropic substances;
  (c) Notify the competent authorities of the concerned Parties if there is
      information that the import, export or transit of a substance is destined for
      the illicit manufacture of narcotic drugs and psychotropic substances;
  (d) Ensure that the imports and exports are properly labeled and documented.
      Commercial documents such as invoices, cargo manifests, customs, transport
      and other shipping documents shall include the names as stated in Table I
      and Table II of the substances being imported or exported, the importer and,
      wherever available, the consignee.
  (e) Ensure that above documents are preserved for a period of not less than two
      years and are available for inspection by the competent authorities;
  (f) Notify the competent authorities of the importing country of any exports of
      Table I substances to its territory if the importing country has made a request
to this effect.

INTERNATIONAL COOPERATION

- Convention laid great stress on international cooperation which is manifest
  from the following:
  - Convention urges that competent authorities of concerned parties
    be notified if there is evidence that precursor is intended for use in
    illicit manufacture of drugs;
  - Provision of PEN in respect of Table I substances;
  - Mutual legal assistance (Article 7) to be requested and afforded for
    any of the following purposes:
    (a) Take evidence or statements from persons;
(b) Effecting service of judicial documents;
(c) Executing searches and seizures;
(d) Examine objects and sites;
(e) Providing information and evidentiary items;
(f) Providing originals or certified copies of the relevant documents and records including bank, financial, corporate and business records;
(g) Identifying or tracing proceeds, property, instrumentalities or other things for evidentiary purposes.
TOPIC NO. 2
ROLE OF INTERNATIONAL NARCOTICS CONTROL BOARD

(Note: This topic can be clubbed with topic No. 2)

DURATION OF SESSION: 15 MINUTES
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:

The session will familiarise the participants with the origin, constitution and functioning of INCB and explain its role in precursor control.

OBJECTIVE OF THE SESSION:

At the end of the session, each participant should be able to understand the relevance and importance of INCB's role in the sphere of precursor control.

POINTS TO BE COVERED:

- INCB, established under the 1961 Single Convention, plays pivotal role at international level with regard to control over precursors.
- Its responsibilities pertain to:
  (a) Inclusion or deletion or transfer from one Table to another of substances in Table I and II,
  (b) Implementation of precursor control obligations by the Parties to 1988 Convention;
  (c) Provision of assistance to governments in implementation of control measures;
  (d) Maintenance of databank based on reports from the governments / other sources.
- INCB also brings out an annual report on the status of implementation of provisions of 1988 Convention in respect of the precursors.
- Board is also presently coordinating two international initiatives, namely 'Operation Purple' and 'Operation Topaz' to monitor international trade in Potassium Permanganate and Acetic Anhydride respectively.
TOPIC NO. 3
COMPETENT NATIONAL AUTHORITIES

DURATION OF SESSION: 15 MINUTES
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session will explain the concept of Competent National Authorities and the role they play domestically and internationally in precursor control.

OBJECTIVE OF THE SESSION:
At the end of the session, each participant should be able to appreciate the significance of the role of National Competent Authorities in the precursor control mechanism in a country.

POINTS TO BE COVERED:

- Competent National Authorities are envisaged as nodal points for receipt and transmission of information and for execution of requests for mutual legal assistance.
- Their role is particularly vital to effective implementation of provisions of the 1988 Convention relating to precursor control with regard to:
  (a) Provision of pre-export notifications (PEN) to importing countries;
  (b) Conducting enquiries in respect to PEN;
  (c) Real-time interface with INCB and competent authorities of other countries;
  (d) Assistance in investigations; and
  (e) Furnishing of reports and return to the INCB.
**TOPIC NO. 4**

**MUTUAL LEGAL ASSISTANCE AND SHARING OF INFORMATION BETWEEN GOVERNMENTS**

**DURATION OF SESSION:** 45 MINUTES TO 1 HOUR

**SUGGESTED METHOD:** LECTURE

**TRAINING AIDS:** OHP, POWERPOINT PRESENTATION

**AIM OF THE SESSION:**

The session will familiarise the participants with the concept of mutual legal assistance as envisaged in Article 7 of the 1988 UN Convention and the methodology laid down for seeking/providing such assistance in precursor control investigations, prosecutions and other proceedings.

**OBJECTIVE OF THE SESSION:**

At the end of this session, each participant will:

1. Know on what issues legal assistance can be sought from other countries;
2. Know whom to approach in the country for seeking such assistance from abroad and what procedure needs to be followed.

**POINTS TO BE COVERED:**

- Mutual legal assistance is a universally recognised form of international cooperation.
- Article 7 of the 1988 UN Convention urges the Parties to the Convention to afford one another the widest possible mutual assistance in investigations, prosecutions and judicial proceedings in relation to criminal offences pertaining to precursor chemicals.
- The Convention lays down a detailed procedure for seeking and providing mutual legal assistance.

- Purposes for which Request can be sought

- The Convention lists various purposes for which one of the Parties to the Convention may request the other party to provide the legal assistance. These purposes are:
  - Taking evidence or statements from persons.
  - Effecting service of judicial documents.
Executive searches and seizures.
- Examining objects and sites.
- Providing information and evidentiary items.
- Providing originals or certified copies of relevant documents and records, including bank, financial, corporate or business records.
- Identifying or tracing proceeds, property, instrumentalities or other assets.

The Convention also leaves it to the discretion of the Parties to provide one another any other forms of mutual assistance.

Facilitating Presence/availability of persons in other country
- Parties are urged to facilitate or encourage, to the extent consistent with their domestic law and practice, the presence or availability of persons, including persons in custody, who consent to assist in investigations or participate in proceedings.

Designation of Authority for attending to requests/communication
- Parties have to designate an authority or where necessary, authorities to attend to requests for mutual assistance.
- The Secretary General should be notified details of such authority or authorities.
- Transmission of requests for mutual legal assistance shall take place between these authorities.
- Parties reserve the right to transmit requests through diplomatic channels.
- In urgent circumstances, if parties so agree, requests for mutual legal assistance can be transmitted through Interpol also.

The requests for legal assistance should be made in writing in a language acceptable to the requested Party.

Information to be contained in a request

While making a request for mutual legal assistance, Parties are required to include following information in the request:
(a) The identity of the authority making the request;
(b) The subject matter and nature of the investigation, prosecution or proceeding to which the request relates, and the name and the functions of the authority conducting such investigation, prosecution or proceeding;
(c) A summary of the relevant facts, except in respect of requests for the purpose of service of judicial documents;
(d) A description of the assistance sought and details of any particular procedure the requesting Party wishes to be followed.
(e) Where possible, the identity, location and nationality of any person concerned; and
(f) The purpose for which the evidence, information or action is sought.

- The requested Party can also ask for additional information.

- Use of Information received under Mutual Legal Assistance
  - The requesting Party can use the information or evidence for investigation, prosecution etc. only with prior approval of the requested Party.

- Confidentiality of Information
  - The requested Party can also require the requesting party to keep the fact and substance of the request confidential.

- Execution/Refusal of Request
  - A request shall be executed in accordance with and to the extent not contrary to the domestic law of the requested Party.
  - The Convention mandates that a Party shall not deny mutual legal assistance on the ground of bank secrecy.
  - Mutual legal assistance can be refused on one of the following grounds:
    - If the request is not made in conformity with the provisions of Article 7 of the Convention.
    - If the requested Party considers that execution of the request is likely to prejudice its sovereignty, security, ordre public or other essential interests;
    - If the authorities of the requested Party would be prohibited by its domestic law from carrying out the action requested with regard to any similar offence, had it been subject to investigation, prosecution or proceedings under their own jurisdiction;
    - If it would be contrary to the legal system of the requested Party relating to mutual legal assistance for the request to be granted.

  - Reasons are required to be given for refusal of request.

- Postponement of Request
  - If the assistance interferes with an ongoing investigation, prosecution or proceedings, mutual legal assistance can be postponed also or the terms and conditions to which request can be granted can be decided after mutual consultations.

- Immunity to Witnesses

- Costs of Mutual Legal Assistance

- Bilateral/Multi-lateral Agreement
  - The Convention also urges the Parties to enter into bilateral and multilateral agreement to give practical effect to or to enhance the effectiveness of mutual legal assistance.
TOPIC NO. 5
EU LEGISLATION ON PRECURSOR CHEMICALS:
'EU GUIDELINES FOR THE CHEMICAL TRADE'

DURATION OF SESSION: 1 hour
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIMS OF THE SESSION:

The session would explain the precursor control mechanisms in place in the European Union and the approach adopted therein with regard to different categories of precursor chemicals.

OBJECTIVE OF THE SESSION:

At the end of the session, in the backdrop of system of control in Europe, each participant should be in a better position to appreciate the precursor control system operating in his country.

POINTS TO BE COVERED:

- Study of EU legislation on precursor control provides a useful perspective to appreciate the systems of control over precursors that are obtaining in the SAARC Region.
- EU Regulation No. 3677/90 calls the precursor chemicals as 'scheduled substances'.
- EU regulation divides the 23 substances into Category 1, Category 2 and Category 3.
- Each category has different focus and emphasis with regard to the control to be exercised.
- Division of 23 substances into these categories is as under:

CATEGORY 1

- Ephedrine
- Ergometrine
- Ergotamine
- Lysergic acid
- 1-phenyl-2-propanone
- Pseudoephedrine
- N-acetyl anthranilic acid
- 3,4 Methylenedioxy-phenylpropane-2-one
- Norephedrine
- Isosafrole (cis+trans)
- Piperonal
- Safrole

The salts of the substances listed in this category whenever the existence of such salts is possible.

**CATEGORY 2**

- Acetic anhydride
- Anthranilic acid
- Phenylacetic acid
- Potassium permanganate
- Piperidine

The salts of the substances listed in this category whenever the existence of such salts is possible.

**CATEGORY 3**

- Acetone
- Ethyl ether
- Methyl ethyl ketone (MEK)
- Toluene
- Sulphuric acid
- Hydrochloric acid

The salts of the substances listed in this category except for sulphuric acid and hydrochloric acid whenever the existence of such salts is possible.

- EU regulations provide for regulation of precursors both within the European Union and also when they are traded with third countries.
- EU legislation regulates the trade in precursors between European Community and third countries through the instrumentality of:
  (a) Maintenance of proper documentation, records and labelling;
  (b) Licensing of operators trading in category 1 substances;
  (c) Notification by operators of suspicious transaction in precursors;
  (d) Issue of export authorisation for Category 1 substances
  (e) Request for PEN from third countries to the Community;
(f) Issue of open authorisation (covering several transactions) for Category 2 substances;
(g) Specific means to control Category 3 substances;
(h) Concept of competent authorities and
(i) Stronger controls over precursors in free trade zones/free ports;

- EC regulations also require that member states of EC should determine penalties to be applied for infringement of provisions of the Regulations.
- There is also provision in the EU regulation for periodic meetings of a committee of experts, which is responsible for monitoring the regulations.
TOPIC NO. 6
INTRODUCTION TO PRECURSOR CHEMICALS - THEIR LICIT AND ILICIT USES; IDENTIFICATION THROUGH FIELD TEST KITS

DURATION OF SESSION: 1 HOUR TO 1½ HOURS
SUGGESTED METHOD: LECTURE AND DEMONSTRATION
TRAINING AIDS: OHP, POWERPOINT PRESENTATION, SAMPLES, PRECURSOR TEST KITS

AIM OF THE SESSION:

The session aims at familiarising the participants with precursors and essential chemicals. The session will explain physical appearance, legitimate uses, illicit uses of 23 precursor chemicals listed in Tables I and II, naming the countries where they are generally produced and the quantity of the drug that may be produced from 1 kg/1 litre of the precursor. The session will also caution the participants about the precautions necessary while handling these precursors. The session will also familiarise the participants how test kits are to be used so as to identify these chemicals.

OBJECTIVE OF THE SESSION:

At the end of this session, each participants will be able to:

1. Gain basic knowledge of the appearance, uses etc. of the 23 Tables I and II substances;
2. Take necessary precautions while handling them;
3. Use the field test kits to identify these substances.

POINTS TO BE COVERED:

- It is important for both drug law enforcement officers and laboratory staff to possess adequate knowledge about precursor chemicals and the skills to test them. Law enforcement officers should be able to conduct field tests with the help of field testing kits and laboratory staff should be able to conduct a confirmatory tests;
- The term 'precursor chemicals' refers to substances frequently used in the illicit manufacturing of narcotic drugs and psychotropic substances.
- Strictly speaking, all these substances are not 'true' precursors. They include essential chemicals, reagents, solvents and catalysts.
- Precursor - A precursor is a material that is specific and critical to the production of a finished chemical. It is incorporated into the drug (end
product) molecule itself and it contributes to a major portion of the final molecular structure of the drug. The term "immediate precursor" is usually applied to precursors, which are only one reaction step away from the end product.

- **Essential Chemical** - An essential chemical is a raw material that takes part in a reaction and contributes to a minor portion of the end product's molecule. It is very widely used as a reagent, solvent or catalyst for chemical reactions. Certain essential chemicals may also be used as precursors.

- **Reagent** - A reagent is a chemical used to produce a reaction, generally with one or more precursors. It contributes to only a very small portion of the end product, if any. To produce a given reaction, numerous reagents may be substituted for one another.

- **Solvent** - A solvent is a liquid used to solubilize reagents and is used as a carrier during a reaction. It does not react and is not incorporated into the drug's molecular structure. It is also used to purify the end product.

- **Catalyst** - A catalyst is a substance that enables a reaction to take place more rapidly. It may increase the yield of the end product without, however, becoming part of the latter's composition. Catalysts are generally used in small quantities.

- At present, Tables I and II to 1988 Convention contain 23 precursor chemicals. Following details of each of these substances should be displayed during presentation with the help of slides:
  1. Physical appearance
  2. Legitimate use
  3. Illicit use
  4. Manufacturing countries
  5. Drug produced from 1 kg/1 litre of precursor

- The figures depicting use of precursor chemicals in the manufacture of illicit drugs may be displayed through slides during the presentation.

- The table showing as to how many street doses of drug can be produced from one kg or litre of the precursor chemical should also be displayed through slide during the course of presentation.

- Drug law enforcement officers should take a number of precautions while testing the subjects, with the help of field testing kits or otherwise handling these chemicals. For instance:
  1. They should not taste the substance;
  2. They should wear safety gloves and goggles;
  3. They should not smoke;
  4. They should keep the substances away from sources of ignition and heat;
  5. They should handle the substances at well ventilated places;
  6. They should wash hands before and after the handling of the substances.

- Different reagents are used for testing different precursors with the help of
field testing kits. UN test kit calls various tests as Test A, Test G, Test O, Test T, Test U, Test V, Test W, Test X and Test Y.

- During the presentation, these tests should be explained and demonstrated.
- In test kits other than UN test kits, these tests may be called by different names.
TOPIC NO. 7
SIGNIFICANCE OF LIMITED INTERNATIONAL SPECIAL SURVEILLANCE LIST

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION, SAMPLES IF AVAILABLE.

AIM OF THE SESSION:
The session aims at familiarizing the participants with 26 non-scheduled precursor chemicals, which are most frequently used substitutes/alternatives to 23 Table I and II substances. The session will also explain the expected role of Competent Authorities, enforcement authorities, chemical industries and the Trade with regard to these 26 substances.

OBJECTIVE OF THE SESSION:
At the end of the session, the participants will be able to:
1. Have a general idea about appearance, licit, illicit uses etc. of these 26 chemicals;
2. Appreciate why these 26 chemicals have to be short-listed for special watch;
3. Develop an attitude of being vigilant about suspicious transactions in these substances.

POINTS TO BE COVERED:
• Limited International Special Surveillance List (SSL) consists of 26 substances (originally 27 substances) which are different from those listed in Table I and II of 1988 Convention and about which there is growing evidence that they are being used in the manufacture of narcotic drugs and psychotropic substances.
• These have been shortlisted by INCB in 1998 and are alternative substances being used by criminals in the manufacture of Amphetamine, Cocaine, Heroin, LSD, Methamphetamine, Methaqualone, Methcathinone, MDMA etc.
• SSL is, the international response to criminals' strategy to use alternative chemicals in manufacture of drugs in view of tougher control over Tables I and II substances.
• The General Assembly in its resolutions - 20/4B adopted in June 10, 1998 had requested the States that they should apply monitoring measures whether voluntary, administrative or legislative in cooperation with chemical industry so as to prevent diversion of these non-scheduled substances into illicit traffic.
Significance of SSL lies in the voluntary action that is expected of the States and the chemical industry with regard to these substances. States are also expected to criminalize the diversion of these non-scheduled substances when intended for uses in illicit manufacture of drugs of abuse. Guiding principles behind establishment of SSL are:

(a) Raising of understanding and awareness of regulatory and law enforcement authorities and chemical industry about possible misuse of these substances;
(b) Consulting and taking support of chemical industry in preventing their diversion;
(c) Persuading industry to act as a proactive partner in implementation of related actions;
(d) Establishment of systems - voluntary, administrative or legislative in cooperation with industry so as to prevent diversion of these substances;
(e) Assisting industry in identifying suspicious orders or transactions;
(f) Cooperation with industry on informal and voluntary basis for identification/investigation of diversion attempts;
(g) Devising of systems for timely sharing of information on tracking activities at national, regional and international level;
(h) Informing INCB, ICPO and WCO about diversion of chemicals under SSL from licit channel to illicit traffic and;
(i) Developing of a complementary and more comprehensive surveillance list.

Enforcement officers, laboratory staff and staff and management of chemical industry should be apprised of the licit and illicit uses of the substances under SSL as well as their properties for easy identification, testing etc.

The 26 substances under the SSL are as under:

Precursors and reagents used in the illicit manufacture of amphetamine, amphetamine-type stimulants, and other psychotropic substances:

- Acetonitrile
- Allylbenzene
- Ammonia (including aqueous solutions)
- Ammonium formate
- Benzaldehyde
- Benzyl chloride
- Benzyl cyanide
- Ethylamine (monoethylamine)
- Formamide
- Formic acid
- Hydriodic acid
- Lithium aluminium hydride
Methylamine (monomethylamine)
N-Methylformamide
Nitroethane
o-Toluidine

2 Chemicals used for the illicit processing of cocaine and heroin

Acetic acid (glacial)
Calcium oxide
Potassium carbonate
Sodium carbonate
Sodium hydroxide
Sodium hypochlorite

3. Solvents used for the illicit processing of cocaine and heroin

Benzene
Ethyl acetate
Methyl isobutyl ketone

- Include also the salts, optical isomers and salts of optical isomers of the substances listed, whenever the existence of such salts and isomers is possible.
- Appearance, licit uses, illicit uses etc. of these 26 substances and countries manufacturing them should be explained during presentation, with the help of slides.
TOPIC NO. 8
METHODS OF DIVERSION OF PRECURSOR CHEMICALS
FOR THE ILLICIT PRODUCTIONS OF NARCOTIC DRUGS AND
PSYCHOTROPIC SUBSTANCES

DURATION OF SESSION: 1 HOUR TO 1½ HOURS
SUGGESTED METHOD: LECTURE/CASE STUDIES
TRAINING AIDS: OHP, POWERPOINT PRESENTATION, VIDEO FILM

AIM OF THE SESSION:
The session aims to enlighten the participants on all aspects of diversion of precursor chemicals into illicit channels such as, what makes the diversion easy and possible, the points at which diversions can be made and what are the common methods of diversion.

OBJECTIVE OF THE SESSION:
At the end of the session, the participant will be in a better position to detect attempts to divert precursor chemicals.

POINTS TO BE COVERED:

- The precursor chemicals are vulnerable to diversion into illicit channels for being used in manufacture of narcotic drugs and psychotropic substances.
- Possible points of diversion can be as under:
  (a) From the place of manufacture.
  (b) At the point of sale.
  (c) During transportation.
  (d) During importation.
  (e) During exportation.
  (f) During use/consumption.
  (g) During recycling.
  (h) During destruction.
- Following factors make diversion of chemicals possible and, at times, quite easy:
  - Substances are not per se illicit;
  - Their use in licit industry is widespread; some isolated attempts at their diversion may go unnoticed.
  - Volume of illicit trade, diversity of trade routes and large number of countries involved in their trade provide good and easy opportunity to make diversion.
  - Mere manipulation of records/documents during the course of
normal trade can make diversion possible.
- Use of Internet in shopping for precursors provides anonymity to the criminals and this facilitates diversion.

- Common modus operandi of diversion can be:
  a) Suppression of production and clandestine removal.
  b) Pilferage from lorries during transportation.
  c) False reporting of leakage.
  d) Mis-declaration of description during importation/exportation.
  e) Use of forged NOCs.
  f) Use of NOC issued by authority other than the Competent Authority.
  g) Manipulation of quantity in the NOC.
  h) Orders against non-existent firms.
  i) Forging of documents.
  j) Diversion by indicating over-consumption.
  k) Use of the name of a bonafide company but specifying false contact address.
  l) Use of front companies and 'hiding' of small orders of precursors amongst long list of innocuous chemicals.

- Use of internet in facilitating diversion.
- There may be many more methods of diversion.
- Exposure of one deception leads to use of another kind of ruse.
- Vigilance is the key to detection of diversion attempts.
TOPIC NO. 9
OPERATION PURPLE

DURATION OF SESSION: 30 MINUTES
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:

The session will familiarise the participants with this international voluntary tracking programme in respect of Potassium Permanganate, its goals, achievements and results.

OBJECTIVE OF THE SESSION:

At the end of the session, participants will be in a better position to appreciate the significance of international cooperation in preventing the precursor chemicals from falling into the hands of criminals.

POINTS TO BE COVERED:

- Operation Purple is a voluntary international law enforcement initiative aimed at preventing diversion of Potassium Permanganate, a chemical widely used and preferred by drug traffickers as an oxidising agent in the illicit production of cocaine.
- It is a voluntary international 'tracking' programme launched with the objective of identifying suspicious consignments of Potassium Permanganate so as to prevent diversion of the chemical from the international market, effect seizures, or suspend shipment as appropriate.
- Potassium permanganate was chosen as a suitable target chemical given the limited number of manufacturers worldwide and the fact that it is used almost entirely in one specific region - that being Latin America.
- At present 21 countries and three international organisations (INCB, WCO and Interpol) are participating in the operation. India is the only participating country from the SAARC region.
- In order to accomplish the goals of this initiative, a Steering Committee was formed to initiate and oversee detailed steps to be taken by all the participating countries. The Steering Committee was elected by the participating countries, and consists of representatives of the following countries and three international organisations:

- 1. China
- 2. Honking SAR of China
- 3. Colombia
- 4. Germany
- 5. India
- 6. Spain
- 7. Ukraine
- 8. United States of America
International organisations
1. INCB Secretariat
2. Interpol
3. World Customs Organisation
The Steering Committee is co-chaired by Germany and USA. It meets twice a year.

- **Main goals of Operation Purple are to:**
  - Identify and intercept diversion attempts.
  - Identify rogue companies and individuals.
  - Gather intelligence on diversion methods.
  - Gather intelligence on trafficking trends and shipping routes.
  - Take administrative, civil and/or criminal action as appropriate.
  - Evaluate the effectiveness of the plan.
  - Gather intelligence on the licit and illicit use of Potassium Permanganate, particularly in South America.
  - Disseminate information to the competent authorities for assessment of applications for import/export permits.

- **For success of this operation, the Competent National Authorities should:**
  - Exchange intelligence on movement of Potassium Permanganate with promptitude.
  - Refuse permission for import/export of Potassium Permanganate if the other Competent Authority expresses doubt.
  - Respond to intelligence or other requests with alacrity.
  - Stop or seize suspicious consignments.
  - Initiate criminal and administrative action.

- INCB is also acting as a focal point for flow of information.

- Operation Purple commenced on 15th April 1999 and was originally to terminate on 31.12.1999 but was extended till 30th June 2000. It has now been extended indefinitely, subject to review in the next Steering Committee meeting.

- The results of the operation have far exceeded the initial expectations. The achievements displayed with the help of slides during presentation.

- The operation has also detected a number of attempts of drug traffickers to acquire and divert bulk quantities of Potassium Permanganate from new sources, which exposes vulnerability of the traffickers to such operations.

- It also appears Potassium Permanganate is less available for diversion from the licit sources.

- A study carried out in USA on seized samples of cocaine collected from various parts of the world also shows that the use of potassium permanganate, the oxidising agent in the particular process is lower than at any time before.

- Stricter watch over Potassium Permanganate transactions has caused the traffickers to:
  - Look for new shipping routes.
  - Adopt long circuitous routes to mislead enforcement agencies.
  - Request exporters to avoid the participating countries monitoring Potassium Permanganate shipments.
TOPIC NO. 10
OPERATION TOPAZ

DURATION OF SESSION: 30 MINUTES
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session will familiarise the participants with international community's effort to stem the flow of Acetic Anhydride to traffickers through this international tracking system called Operation Topaz, its goals, achievements and results.

OBJECTIVE OF THE SESSION:
At the end of this session, participants will appreciate the significance of international cooperation in preventing the precursor chemicals from reaching the illicit laboratories manufacturing heroin.

POINTS TO BE COVERED:
- Global illicit production of heroin currently stands at a very high level.
- In order to produce heroin in the first place, traffickers require quantities of a common 'industrial' chemical - acetic anhydride.
- This chemical is produced by legitimate industry in vast quantities and is used extensively to produce cellulose acetate, dyes, pharmaceuticals and many other 'commercial' products.
- Unlike potassium permanganate, acetic anhydride is commercially produced in many regions of the world, including several parts of Asia.
- Diversion of acetic anhydride by traffickers is well established and is virtually global in nature.
- Diversion attempts and seizures have occurred over many years in and through China, India, Pakistan, Turkey and many countries in Europe, Central Asia and the Middle East.
- 'Operation Topaz' is the international community's effort to stem the flow of this key chemical to traffickers through an organized and coordinated system of cooperation, similar to Operation Purple, but with a specific emphasis not just on 'tracking' consignments, but on the investigation of diversion attempts and seizures.

GENESIS
- Enthused by the success of Operation Purple, the INCB, in October 2000, convened an international meeting in Antalya, Turkey with a focus on acetic
The government of Turkey hosted the meeting; 27 states and a number of international bodies attended the meeting.

- The objective of the meeting was to evolve, plan and launch an operation to tackle the problem of diversion of acetic anhydride for illicit manufacture of heroin. It is from the deliberations in this meeting that there emerged the operation called 'Operation Topaz'.

**STEERING COMMITTEE**

- A Steering Committee was also established during the meeting in Antalya. Currently 12 States, European Commission and three international organisations are members of this Committee. Committee was mandated to take decision on the following:
  1. Technical details of the operation.
  2. Consolidation of the investigations.
  3. Sharing of intelligence and findings among the participants.
  4. Determination of the duration of the operation;
  5. Designing of forms to be used for reporting individual transactions/interceptions/seizures during the operation.

- The Steering Committee was earlier co-chaired by U.K and India. In February 2002, India has been replaced by Turkey.
- Currently, 36 countries and three international organisations (INCB, WCO and Interpol) are participating in this operation.
- The operation commenced on 1 March 2001 and began monitoring all consignments of acetic anhydride over 100 kilos - as agreed by the Steering Committee.
- Operation Topaz was launched with four basic objectives, which are as under:
  1. Focusing on international tracking of shipments of acetic anhydride;
  2. Detection and seizure of smuggled substances;
  3. Investigation of seizures with a view to identifying the traffickers involved therein;
  4. Identification of points where the diversion of acetic anhydride took place.

- Operation Topaz has taken off well, and will continue for some time to come. A number of detections have been made. Achievements during 2001 may be displayed on a slide during presentation.
- Under Operation Topaz, countries intercepting or seizing acetic anhydride are being advised that on a real-time basis, they should share relevant information with the countries from where a consignment originated, or to where a consignment is to be transported.
- This rapid exchange of information is essential in order to track back intercepted/seized consignments, to identify the traffickers involved and to determine the point from where the diversion took place.
- Cooperation is the key to success.
TOPIC NO. 11
PROJECT PRISM

DURATION OF SESSION: 20 MINUTES
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session will familiarise the participants with international community’s effort to stem the flow of ATS precursors to traffickers through this international project called the Project Prism, its goals and how an investigating officer can benefit from the project’s achievements and results.

OBJECTIVE OF THE SESSION:
At the end of this session, participants will appreciate the significance of international cooperation in preventing diversion of ATS precursors for illicit manufacture of ATS.

POINTS TO BE COVERED:
- Addiction to ATS is growing rapidly across the globe.
- The number of people abusing ATS is more than those abusing cocaine, heroin and other opiates put together.
- Between 1990 and 1998, seizures of heroin and cocaine rose by 50% while seizures of ATS during the same period rose by 400%.
- Manufacture of ATS is relatively easy and recipes for their manufacture are available on the internet.
- Considering the growing magnitude of the problem, the INCB convened a meeting to discuss means of containing diversion of ATS precursors.
- In a subsequent meeting in Washington, it was proposed to start an operation called ‘Project Prism’.
- A task force was set up under the project supported by two working groups—one each on chemicals and equipment and a Scientific Support Group.

HOW CAN AN INVESTIGATING OFFICER BENEFIT FROM PROJECT PRISM
- Investigating officers can report their seizures of ATS and its precursors to the Project. In turn, they can get information on patterns of similar patterns of diversion or illicit manufacture noticed elsewhere.
- The Project also conducts intensive backtracking operations. These operations can help identify the source of ATS precursors and the routes followed for their diversion and smuggling.
- The Project is also supported by a Scientific Support Group which can provide technical help on the precursors used to manufacture ATS, the source of precursors, etc.
TOPIC NO. 12
INTELLIGENCE GATHERING AGAINST DIVERSION OF PRECURSOR CHEMICALS

DURATION OF SESSION: 45 MINUTES TO 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session will explain to the participants the significance of intelligence collection for preventing diversion of precursor chemicals, what are possible sources for such intelligence, and how such intelligence can be collected and further developed.

OBJECTIVE OF THE SESSION:
At the end of this session, each participant will be able to:

(i) Look for the sources from which intelligence can be gathered, and
(ii) Collect intelligence with a view to detecting/preventing diversion of precursor chemicals.

POINTS TO BE COVERED:

- To put it simply, 'intelligence' is foreknowledge. From a drug law enforcement officers' point of view, intelligence deals with all things, which should be known in advance of initiating a course of action.
- Significance of intelligence is much more enhanced in case of diversion of precursor chemicals because they are licit items unless diverted and unless we have 'intelligence' or prior knowledge about such possible or intended diversion, it would be extremely difficult to stop or detect such diversion.
- Further, attempts at diversion are generally planned in such a surreptitious manner that in the absence of foreknowledge, exposure of diversion would be extremely difficult.
- In order to make collection of intelligence focused, we should know the possible stages of diversion of precursor chemicals, which can be:
  - from the place of manufacture;
  - at the stage of sale;
  - during transportation
    (a) from place of manufacture to distributor;
    (b) from place of manufacture to consumer;
    (c) from place of manufacture/distributor to port;
  - during importation/exportation of these chemicals;
  - during processing;
- during recycling
- during destruction.

● Collection of intelligence can be done broadly in two ways:
  - Covertly
  - Overtly

● For collection of intelligence in a covert manner, the most time-tested methods are:
  - Informer
  - Surveillance - physical/electronic

● Though 'overt' method is often not accorded much importance and is termed as a secondary method, it is also very useful.

● The 'overt' method relates to collection of information from secondary sources such as newspapers, books, technical publications, government departments or other bodies, etc.

● Data gathered from secondary sources needs to be put through the 'intelligence mill', i.e. it is to be intelligently analysed. Analysis may provide extremely useful pointers. It needs to be crosschecked. In any case, it can definitely indicate some trends.

● The overt method of intelligence gathering can very well help in detecting attempts to divert precursor chemicals particularly when supplemented by confidential enquiries. For instance, a very simple exercise can be undertaken in the following manner:
  - Identify the producers of precursor chemicals in the country. Enforcement departments are expected to have a list of all these manufacturers;
  - Target a manufacturer. Background, past conduct or reputation of the management or those controlling the unit may help in zeroing down to a suspicious manufacturer.
  - Obtain the list of buyers of the Unit.
  - Study of the buyers' list may give some indication as to who could be the suspect buyers. Location of the buyers in a bordering area or in an area where there would be hardly any requirement of the particular chemical can be one of the factors that may arouse suspicion.
  - Address check may reveal if the buyer is fictitious.
  - If the buyer exists, a particular consignment can be traced if it actually reached and, if so, what was its disposal.
  - Similarly, checking of suspicious consumers can reveal if they are buying more than their requirements. It may be seen if they have artificially boosted their raw material requirements.
  - Similarly, manufacturers may be checked if they are reporting unreasonably high transportation losses.
  - Similarly, the fact that manufacturers indicate losses or calibration defects could be an overt factor for arousing suspicion.
Overt method of intelligence collection may involve a study of requirements of the importing countries. Imports more than the genuine requirements can also be an adverse factor justifying launching of an investigation.

Covert method of procuring operation intelligence for detecting deflection of precursors would require having a source at the right place. For this purpose, the enforcement has to use people - be they called 'sources', 'informers' or 'agents'. For example, the enforcement officer has to have:

- Source in the factories manufacturing precursor chemicals.
- Sources in brokers' associations.
- Sources in the transport agency used by such companies.
- Source among the truck drivers engaged in transportation of precursors.
- Sources in way-wide hotels. Instances have come when acetic anhydride was stolen with the connivance of truck drivers at some such hotels.
- Sources in Custom House Agents (CHAs), forwarding agents.
- Sources in inspection agencies/safety offices.
- Sources in chambers of commerce.
- Sources in shipping lines, airlines.

Another covert method for collection of intelligence in respect of diversion of precursors is electronic surveillance. In many of the SAARC countries, law permits such surveillance provided the laid down procedure is followed.

- Electronic surveillance again needs critical analysis, understanding and decoding the codes used by the traffickers.
- Electronic monitoring needs to be supplemented by physical surveillance and verification of the inputs.

In the case of movement or export of precursors, there can be certain factors which can give some kind of fore-knowledge or at least contemporary knowledge that an attempt is being made to put the precursors into illicit channels. Some of these factors, which have relevance for customs officers posted in Internal Container Depots/Ports and also while developing intelligence in transport agencies, are briefly mentioned below:

- Destination of the goods;
- Place of factory stuffing vis-à-vis the Central Excise Range (in India);
- Distance between the Internal Container Depot (ICD) and the place of factory stuffing;
- Nature of goods exported and Final Destination;
- Change in Custom House Agent (C.H.A.).
- Whether it is first time order.
- Price of the chemical.
- Packaging requirements.
- Modes of traveling.
- Incorrect labeling.
- Intelligence officers have to use selective filters to identify suspicious transactions. Document examination and discreet survey of goods under import/export can provide good intelligence inputs to act upon -
  - Document examination may enable comparison of price of goods against shipping costs.
  - Document examinations can reveal vagueness in descriptions or different descriptions on different documents.
  - Document examination may help comparison between information available on goods and information given in documents -
    a. Labels - Do they match with documents?
    b. Destination on packages - Do they match with documents? Is the language same?
    c. Are the goods non-manifested cargo?
    d. Any manipulation in cargo abstraction?
- There could be many other 'giveaways' that can act as intelligence inputs to launch further probe.
- Ultimately detecting the unusual in the seemingly legal transaction is the key to detection of precursor diversion attempt.
TOPIC NO. 13
INVESTIGATION OF PRECURSOR DIVERSION CASES

DURATION OF SESSION: 45 MINUTES TO 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session aims at familiarizing the participants with how an investigation into a precursor diversion case may start, how the investigation is to be carried out, what precautions should be taken and ultimately how the investigation report should be prepared.

OBJECTIVE OF THE SESSION:
At the end of the session, each participant will be able to:
1) Initiate an investigation into a precursor diversion case;
2) Make effective investigation in such a case; and
3) Prepare an investigation report.

POINTS TO BE COVERED:

- The starting point for any precursor diversion case may be an information regarding likely diversion of precursors in a case.
- Where such diversion has already taken place, information about completion of such attempt would mark the beginning of the investigation.
- Investigation may spring from the monitoring exercise itself. It may arise from a PEN received.
- A proper analysis of the information, from whatever source it has been received, is necessary.
- Attempt should be made to gather as much intelligence as possible as it would be of great help during the subsequent investigations.
- Normally, receipt of information would follow its verification, identification of the suspects, vehicles, routes and premises.
- In many countries, export authorizations are scrutinised by law enforcement officials before actual authority to ship is granted. This is carried out to help governments determine those consignments that might be liable to diversion. Some countries have specific 'risk-assessment' strategies in place to enable them to carry out this process accurately.
- It is imperative that law enforcement keeps abreast of emerging trends in criminal methods and diversion routes and anticipates new tactics.
- Investigations may spring up from the questioning attitude of an investigator. There are some normal questions that should arise in the mind of a precursor investigator. For instance, in the case of export of precursors, the
following check list may help an investigator:
- Does the exporting company actually exist?
- Is it registered for the purpose?
- Is the chemical ordered and its quantity consistent with the use for which it is specified?
- Is there a requirement for this particular chemical in the recipient country?
- Is it a first time order? Is it part of an irregular ordering pattern?
- Could the chemical have been obtained at a better price more locally?
- Has the customer specified any unusual packaging requirements, i.e. small containers when industrial use is claimed?
- Is the consignment to travel by airfreight? Is this cost effective for the particular chemical?
- Is the delivery address bona-fide? Do the delivery requirements specify a Post Office box number?
- Is the consignment destined for a named individual within a company?

• Of course these are just a few examples - many questions can be asked by the investigating/enquiring officer. Some of these questions might equally be applied to consignments ordered domestically, or indeed at import or in transit.

• For the 'transit' countries, it is important to question whether there is a need for the consignment to be shipped through their territory in the first place - what is the precise reason or benefit for so doing?

• Whatever be the triggering point for an investigator in a precursor case, search of persons, premises, vehicle may be normal initiatives to follow.

• Usual precautions/formalities that are required to be taken/observed in a search operation for any other contraband/offence would be applicable in case of precursors as well.

• During search operation, special attention needs to be paid to the recovery of the following documents:
  - Past shipping bills/Bills of entry;
  - Transport documents;
  - Private documents relating to transactions;
  - Diaries having telephone numbers;
  - Documents relating to bank accounts;
  - Documents relating to properties.

• The afore-mentioned documents may provide both valuable clues and evidence about the links existing between members of the trafficking syndicates, links abroad, and flow of money earned out of the illegal venture.

• Recovered documents call for immediate scrutiny. Telephone numbers noted in the recovered telephone diaries need to be analysed for any patterns that may emerge from such scrutiny.
• Print outs of the suspect numbers should be immediately obtained if so permitted by law. They would reveal meaningful linkages.
• Photocopies of bank account opening forms should be immediately obtained. Often, bank accounts relating to illicit imports/exports of precursors in the garb of licit commodities are opened in fictitious names. Photograph on the bank account opening form can help in locating and identifying the person who was operating the account.
• Bank officials may be questioned as to who was visiting the bank for withdrawing money from the bank account.
• If precursors are seized, samples should be drawn as per the prescribed procedure.
• Immediate follow up action is of the essence in an investigation of precursor diversion.
• In case of seizure of documents/goods, proper documentation is to be created to show passage of these documents etc. through various hands/custody, i.e., ‘chain of custody’ should be clearly established so that no allegation of substitution of documents may arise.
• Statements recorded by Customs officer are admissible as evidence in courts in some countries, for instance in India and Sri Lanka. Statement should inter alia contain the following information:
  - Place, date and time;
  - Name and address of person giving testimony;
  - Name and title of person asking questions;
  - Names and addresses of persons who are witnesses;
  - Information given to the party concerning his rights relating to self-incrimination;
  - The fact that the legal provisions empowering the investigator to question (for instance in India Section 67 of the NDPS Act) have been explained;
  - Signature of the person preparing the statement.
• The following suggestions will help the investigating officer to follow through and to obtain answers that are complete and accurate:
  - Use short questions confined to one topic that can be clearly and easily understood. Ask questions that require narrative answers. Avoid "yes" and "no" answers, whenever possible.
  - Whenever possible avoid questions that suggest part of the answer, i.e., "leading questions". Occasionally a leading question may be used to obtain information from a hostile witness or to refresh the recollection of a witness.
  - Question the subject about how he learned what he states to be fact. He should also be required to give the factual basis for any conclusions he states.
  - Be alert so as to prevent the subject from aimlessly wandering. Where possible require a direct response.
- Prevent the subject from leading the officer far afield. He should not be allowed to confuse the issue and leave basic questions unanswered.
- Concentrate more on the answers of the witness than on the next question.
- To avoid an unrelated and incomplete chronology, the officer should clearly understand each answer and ensure that any lack of clarity is eliminated before continuing.
- When all important points have been resolved, terminate interview; if possible, leave the door open for further contacts with the subject.

- The investigating officer should get the answers from the person under questioning to the following basis questions:

  (a) Who?
  (b) What?
  (c) Where?
  (d) When?
  (e) How?
  (f) Why?

- After completion of investigation, an investigation report should be prepared. The investigation report should contain:
  a) Table of contents;
  b) Body of report;
  c) List of exhibits;
  d) List of witnesses;
  e) Appendices;
  f) Exhibits.

- The body of the report should contain:
  a) Introduction;
  b) Summary of Findings;
  c) Explanation of the accused;
  d) Evidence;
  e) Comments of the prosecution on the explanation of the accused;
  f) Conclusion and recommendation.

- The essentials of a good investigation report are fairness, accuracy, completeness, uniformity, consciousness and logical presentation. Reporting the facts with fairness is as important as procuring them with impartiality.
TOPIC NO. 14
CONTROLLED DELIVERY

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session aims to explain the concept of controlled delivery to the participants and apprise them how this concept has been incorporated in the precursor laws in SAARAC region and requirements for a successful controlled delivery operation.

OBJECTIVE OF THE SESSION:
At the end of this session, participants will be able to suggest to the Competent Authorities cases fit for controlled delivery operations and participate in such operations.

POINTS TO BE COVERED:

- In order to effectively deal with precursor diversion attempts and expose the organised gangs behind them, it is not enough to merely intercept the consignments. What is required is a concerted and co-ordinated enforcement effort that must identify all the people involved in the diversion. It is in this context that the technique of controlled delivery comes to the aid of the enforcement authorities.
- 'Controlled delivery' is an investigative tool.
- The 1988 UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988 Convention) has recommended use of controlled delivery technique if permitted by basic principles of domestic laws of a country.

DEFINITION OF CONTROLLED DELIVERY IN 1988 UN CONVENTION

- The 1988 UN Convention defines 'Controlled delivery' as under:
  - 'Controlled delivery' means the technique of allowing illicit or suspect consignments of narcotic drugs, psychotropic substances, substances in Table I and Table II annexed to this Convention, or substances substituted for them, to pass out of, through or into the territory of one or more countries, with the knowledge and under the supervision of their competent authorities, with a view to identifying persons involved in the commission of offences established in accordance with article 3, paragraph 1 of the Convention".
An analysis of the concept of 'controlled delivery' adopted in the 1988 Convention reveals that it contains the following ingredients:
- It is a technique of allowing passage of illicit or suspect consignments.
- Consignments have to be of contraband such as narcotic drugs, psychotropic substances or precursors.
- The contraband may be substituted.
- Passage may be allowed out of, through or into the territory of one or more countries.
- Passage is allowed with the knowledge and under the supervision of competent authorities.
- Controlled delivery is resorted to in order to identify persons involved in the trafficking.

The concept of controlled delivery has found acceptance in the SAARC region. India, Pakistan, Nepal and Bangladesh (definitions may be shown on slides) have already incorporated this 'concept' in their laws.

Reasons for greater acceptance of Controlled delivery are:
- Trafficking in drugs and precursors has become a truly transnational crime. Controlled delivery is an effective method to deal with such crimes.
- Controlled delivery alone can best unravel the chain beyond the 'cut-outs' in a smuggling diversion operation.
- A carrier prematurely intercepted, even if he knows them, may not disclose further links during interrogation or may even mislead. Controlled delivery may lead to further links in the chain.
- In case of post parcels or packets sent by courier service, addresses might be fake. Controlled delivery can help reveal the identity of the people behind these fake addresses.

The following objectives can be achieved by use of controlled delivery:
- To identify, arrest and convict violators of law.
- To dismantle smuggling/trafficking organisations.
- To broaden the scope of investigations and to identify additional and higher level violators.
- To find out and establish knowledge on transporters, receivers and managers, e.g. that they were knowingly in possession of the contraband.
- To identify assets for seizure/forfeiture.

Types of Controlled Deliveries

1. The 'Cold Convoy'.
2. Cooperating courier.
3. Under cover operations.
4. Postal consignments.
PRE-REQUISITES FOR SUCCESSFUL CONTROLLED DELIVERY OPERATIONS

1) Existence of legal provisions.
2) Bilateral Agreements/MOUs.
3) Competent Authorities.
4) Case-by-case Operation and effective decision-making.
5) Accurate information. - The following information would help in successful culmination of a controlled delivery operation:
   - Person acting as carrier - full particulars.
   - Details of post parcel/packet sent through courier service.
   - Shipping bill numbers/Bill of lading and other details of the movement of the goods in question.
   - Travelling details of the carriers.
   - Nature of goods.
   - Possibility in the change of routes.
   - Possibility of transhipments.
   - Possibility of handing over goods to another person during transit.
6) Knowledge of customs, port and postal procedures.
7) Effective surveillance - use of modern tracking devices.
8) Complete trust and understanding between the authorities of the participating countries.
9) Constant communication.

Instances of controlled delivery.
TOPIC NO. 15
DETECTION AND DISMANTLING OF CLANDESTINE LABORATORIES PRODUCING ILLICIT DRUGS; INVESTIGATIONS TO IDENTIFY SOURCES OF SUPPLY OF PRECURSOR CHEMICALS TO SUCH LABORATORIES

DURATION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:

The session aims at preparing the participants for raids on illicit laboratories by instructing them on the sources from which they can obtain intelligence about existence of a laboratory, how they should plan and carry out raids without endangering their physical safety, and how they should dismantle the laboratory, collect evidence and take follow up action.

OBJECTIVE OF THE SESSION:

At the end of the session, the participants would be in a position to plan and carry out successful raids over illicit laboratories.

POINTS TO BE COVERED:

GENERAL INTRODUCTION

1. Illicit laboratories are the final destinations for diverted precursors. It is here that precursors diverted from licit trade are used in the manufacture of the drugs of abuse.

2. The ultimate objective of all anti-diversion strategies and efforts undertaken world over by the governments and their enforcement authorities is to ensure that the chemicals necessary for manufacture of drugs do not reach illicit laboratories.

3. Therefore, detection and dismantling of these laboratories is the last attempt on the part of enforcement officers to stop drugs from coming into existence and is essential to tackle supply side of drug problem.

4. During last two decades, existence of illicit laboratories in SAARC region has been frequently noticed.

5. Drug law enforcement officers of the SAARC countries, therefore, need to equip themselves with expertise to detect and dismantle these laboratories.

6. Locating illicit laboratories and then busting them is a challenging task for the drug law enforcement officers.
7. Before we discuss detection/dismantling of laboratories, it would be appropriate that enforcement officers are sensitised on various kinds of risks, which they may face and, therefore, should guard against while raiding illicit laboratories.

**Risk Factors Involved in Raids on Laboratories**

The risk factors involved in laboratory raids are listed below -

1. Experience shows that laboratories are very often guarded by armed criminals, who also maintain counter-surveillance. Raiding parties run risk of being attacked by these criminals.

2. In Western countries, laboratories have been found protected by booby traps, dogs, high voltage locked doors, remote control video cameras. Possibility of such protective measures being taken by criminals in the SAARC region cannot be ruled out and, therefore, should be kept in view while planning raids on laboratories.

3. While handling the chemicals or taking out samples, the enforcement officers may encounter a number of dangerous situations because of the very nature of the chemicals. For instance -
   - Officers, if not protected by masks, may inhale high dosages of toxic gases.
   - If their skin comes in contact with some of these chemicals, it can cause burns.
   - Inhalation of fumes of some of the chemicals or the penetration of chemicals into skin can cause cancers.
   - Spilling of different chemicals during sampling may lead to release of toxic or explosive gases.
   - Absence of separate stacking of incompatible chemicals in illicit laboratories may even cause explosions if such chemicals get mixed up during the raid.
   - Opening of barrels of chemicals may release concentrated gases which may damage skin, eyes etc.
   - Because of very nature of operations, illicit laboratories generally do not let containers of chemicals carry labels. As the officers may not know the properties of the un-identified chemicals, mishaps may occur while handling them.
   - Chemicals may lead to fires/explosives during raids. Raiding party should have at least one member who is qualified to handle these chemicals.
   - Very often the illicit laboratories have slippery floors.
   - Illicit laboratories use old and unreliable regulators or cylinders.
   - Criminals are wont to throw chemicals at the raiding party.
- Officers may receive electric shocks because of the use of faulty electric equipment.

SOURCES OF INFORMATION/INTELLIGENCE

Some of the sources of information, which may lead to detection of laboratories may be as under:
1. Informants.
2. Previous investigations or investigations against other gangs can also provide clue about the illicit laboratories.
3. Information may also be received from other agencies.
4. Controlled delivery of precursors under diversion can also lead to unearthing of clandestine laboratories.
5. Undercover operations if permissible under the law could be a very good way of identifying illicit laboratories.
6. Enforcement authorities' contacts with the people supplying glass ware for laboratories, chemicals and tabletting machines may result in a tip off leading to location of laboratories.
7. Surveillance over suspects can also help in locating a clandestine laboratory.
8. Interception of communication/wire taping can be a very useful tool for identification of illicit laboratories.
9. Watch over suspect premises could also help notice certain unusual behaviour on the part of occupants or such activities which may be sure indicators for existence of a laboratory.
10. Garbage consisting of empty bottles carrying labels of the precursors in villages could be a give away for the existence of laboratory somewhere nearby.
11. Authorities may also get the samples of sewage water of the suspect premises tested to confirm suspicion about a laboratory working inside.

PLANNING A RAID ON ILICIT LABORATORY

Planning of raids would require following actions:
1. Assessment of risk factors
   - What is the best way of approaching the premises where laboratory is functioning?
   - What would be the appropriate time for starting the raid?
   - Is resistance or violence expected from the operators of the laboratory and if so what precautions should be taken in advance to meet the same?
   - What chemicals are likely to be found and what kind of handling they require?
2. Assessment of logistics
   - A control centre needs to be established which may co-ordinate
various activities and can rush reinforcements if so required.

- Place of assembling for vehicles/staff should be decided.
- Who would be the leader of the raiding party should be decided.
  Different functions to different members of the raiding party should be assigned in advance to avoid confusion on the spot.
- Requirements of skilled scientists/chemists be assessed and provided for.
- Requirements of the equipments should be pre-determined.
- Precautions required to be taken to safeguard against the hazardous effects of chemicals should be taken. A first aid kit and prior briefing on safety procedures are a must for any such raid.
- Provision for containers for samples should be made in advance.
- Requirements of transportation of seized chemicals, drugs and laboratory apparatus should be assessed and necessary provision made therefor.
- Appropriate action is required to be taken to manage the risk within the laboratory during the raid. Provision for protective clothing/equipment should be made. Participating officers need to be briefed that -
  - Chemicals would be handled by those who are competent to do so.
  - No smoking, drinking or eating should be permitted inside laboratory.
  - Officers while inside laboratory should not touch their eyes, mouth, nose.
  - Chemicals should not be touched.
  - If any adverse effect of chemical is noticed on a member of the raiding party, he should be removed from the spot, first aid given and proper medical attendance should be provided to him promptly.
  - Hands must be washed properly after leaving the laboratory.
  - All windows and doors of the laboratory should be kept open during the raid.
  - Equipment that may cause fire/explosion due to the flammable gases should not be allowed inside the laboratory.
  - Appropriate fire extinguishers should be kept handy.

**ENTRY OF OFFICERS INTO THE LABORATORY**

1. Assessment about number of people inside the laboratory, likely obstacles.
2. Removal of obstacles/taking control over the people inside the laboratory.
3. The officers who possess reliable knowledge on the properties of the chemicals should, first of all, take stock of the situation inside.
4. Precautionary measures such as removing possible causes of fire/explosions, ensuring proper ventilation, deciding if electricity source is to be switched off and finding whether escape route is available if some emergency arises to be taken.
5. Production process, if on, should be stopped.

**COLLECTION OF EVIDENCE DURING RAID ON ILICIT LABORATORY**

Following actions should be taken in this regard -

- Preparation of the recovery memo (record of seizure), which should clearly describe the premises, location and details of the apparatus therein, chemicals found inside and process of manufacture being carried out.
- Photographs/video graph may also be taken.
- Laboratory equipment, tabletting machines, chemicals along with containers and other items of evidence should be named, numbered and inventorised. The list should relate it to the description given in recovery memo and be annexed to it.
- The original make and numbers of equipment and apparatus be clearly indicated in the list so that they can be co-related to the supplier during follow up investigations.
- Samples should be taken from all drugs, chemicals and products whether intermediate or final found in the laboratory as per the prescribed procedure.
- Attempt should be made to collect all kinds of evidence.
- Fingerprints may also be lifted from equipments, barrels etc.
- Belongings such as shoes, clothes, gloves and safety masks of the persons working in the laboratory may also be seized for chemical analysis.
- Stamps used in the tabletting machines should be taken over.

**DISMANTLING OF THE LABORATORY**

1. The equipment should be carefully unfastened/unhooked.
2. Chemicals, intermediates and final products should be properly packed preferably under supervision of a chemist.
3. All the above should be carefully transported to the warehouse/godown of the enforcement agency.

**FOLLOW UP ACTION**

1. A successful raid on a laboratory may provide a wealth of information on
   (i) persons actively involved in running the laboratories,
   (ii) other persons connected with the laboratory,
   (iii) source of the precursor chemicals,
   (iv) source of the drug that is refined, and
   (v) buyers and final destinations of the final product of the laboratory.
2. The officers should, therefore, without loss of time subject the persons found in laboratory to intensive interrogation.
3. Information gathered during the raid and obtained through interrogation
should be verified.

4. Supplier of the equipment, chemicals etc should be questioned and, if the law so requires, appropriate action initiated against them.

5. Immediate follow up searches of the residential/office of these persons can also provide telephone numbers in the telephone diaries, an intelligent analysis of which coupled with well-focussed questioning of these persons can lead to the sources of the chemicals.

6. Very often, traffickers maintain some private accounts, often in a coded manner. Intelligent questioning of the persons involved may help decipher these codes, thereby enabling the enforcement officers to reach the supply sources of the chemicals.
TOPIC NO. 16
PROCEDURE FOR DRAWING SAMPLES OF PRECURSOR CHEMICALS FOR LABORATORY TESTING

DURATION OF SESSION: 45 MINUTES TO 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session aims at explaining to the participants the appropriate procedure of drawing samples from the precursors at the time of their seizure. The session will also advise the participants on what precautions they should take while drawing the samples.

OBJECTIVE OF THE SESSION:
At the end of the session, each participant will be in a position to draw samples as per the prescribed procedure and avoid mistakes that may negate the very purpose of drawing samples.

POINTS TO BE COVERED:
- Whereas each country decides its own procedure of drawing samples of precursor chemicals for laboratory testing, the following are some of the general ideas that can be kept in view while drawing samples provided they are not in conflict with the existing legal procedure of the country.

SAMPLING
- All precursors should be properly classified, carefully weighed and sampled on the spot of seizure.
- All the packages/containers should be serially numbered and kept in lots for sampling.
- Samples should be drawn in duplicate (or triplicate) in the presence of search witnesses and the persons from whose possession the precursor is recovered, and a mention to this effect should invariably be made in the record of seizure or recovery memo drawn on the spot.
- The quantity to be drawn in each sample (both original and duplicate) should be sufficient for chemical test.
- The seized precursors in the packages/containers should be well mixed to make it homogeneous and representative before the sample is drawn.
- One set of samples can be drawn from each lot of 10 packages/containers provided they are of identical size, weight, bearing identical markings and the contents of each package give identical results on test.
While drawing the sample from a particular lot, it must be ensured that a representative sample in equal quantity is taken from each package/container of that lot and mixed together to make a composite whole from which the samples are drawn for that lot.

- Sample should be kept in a container, which may be appropriate for a particular precursor chemical.
- The sample containers, which should have air tight caps, should be kept in heat sealed plastic bags, as plastic is convenient and safe. Heat sealing of plastic bag may be avoided if it may ignite the chemical. The plastic bag containing the sample container should be kept in a paper envelope, which may be sealed properly. Such sealed envelope may be marked as original and duplicate. Both the envelopes should also bear the Sl. No. of the package(s)/container(s) from which the sample has been drawn. The duplicate envelope containing the sample should also have a reference to the test memo. The seals should be legible. This envelope along with test memos should be kept in another envelope, which should also be sealed and marked 'secret-drug sample/Test memo' to be sent to the chemical laboratory concerned.
- After sampling, detailed inventory of such packages/containers should be prepared for being enclosed to the recovery memo. Original wrappers should also be preserved for evidentiary purposes.
The aim of the session is to explain to the participants on the precautions to be taken while storing and disposing of the seized precursor chemicals. The session also provides required information to the participants on ideally safe storage and disposal procedure.

**Objective of the Session:**

At the end of the session, the participants would be in a better position to safely and effectively deal with the storage and disposal of seized/confiscated precursors, including handling accidental emergences that may sometimes unfortunately arise out of handling and storage of these substances.

**Points to Be Covered:**

Any procedure for storage and disposal of precursors or controlled substances should take care of at least three aspects:

- **Security Aspect**
  - The procedure should provide for proper security of the chemicals during their storage. The system should guard against vulnerability of these substances to theft, substitution or natural evaporation.

- **Legal Aspect**
  - The procedure for storage and disposal of chemical precursors should meet the legal requirements. It should not allow the defendant to take advantage of any circumstances associated with the storage procedure.

- **Health, Safety and Environmental Aspect**
  - Chemicals can be hazardous. For instance:
    a) Acetic anhydride is corrosive, burns any area of contact. It is flammable liquid and vapour. It is water reactive. It is harmful if swallowed or inhaled. Its vapour causes respiratory tract irritation and severe eye irritation, may even cause permanent eye damage.
    b) Potassium permanganate may cause acute eye irritation. It may also cause skin irritation.
    c) Acetone is an extremely flammable liquid and vapour. Its vapour may cause a flash fire. It is harmful if swallowed or inhaled. It causes
irritation to skin, eyes and respiratory tract. It affects the central nervous system.

d) Concentrated sulphuric acid is extremely corrosive. Its mist, vapour or liquid can cause severe damage to eyes, nose, throat, mouth, and lungs. Skin contact may cause burns. Contact with eyes can lead to blindness.

e) Methyl Ethyl Ketone is an extremely flammable liquid. It may cause respiratory tract irritation. It may cause severe eye and skin irritation with possible burns.

- Dangerous properties of all the 23 Table I and Table II substances may be explained during presentations with the help of slides.
- The storage system should, therefore, take sufficient precaution against any harm to the health and physical well being of the officers handling these chemicals.
- Even during disposal of these substances, the method of disposal should be so devised that it meets requirements of environmental regulations, if any, and does not have any adverse impact on ecology.

**STORAGE**

- **Security Aspect**
  - Storage place should be secure and guard against pilferage and theft.
  - Each godown (storage place) should be placed in the charge of a responsible officer.
  - Instructions should provide for periodical inspection and stock verification of the godowns by senior officers.
  - Storage should be substance-wise for easy accountability and quick retrieval. Seized container or packet should clearly bear the name of the substance.
  - Appropriate containers should be used as some of the chemicals are corrosive or may evaporate.
  - Instructions on proper storage and handling during storage and precautions to be taken may be explained with the help of slides in respect of all the 23 Tables I and II substances.

- **Legal Aspect**
  - The procedure should clearly provide as to how samples are to be drawn and how the seized material is to be deposited in the storage place or godown.
  - Procedure should provide that as early as possible (preferably within 48 hours) the seizing officer should deposit the seized substances in the godown.
  - The above procedure should guard against possible substitution or tampering. It should be possible to prove that no substitution or
tampering has taken place.
- There should be a foolproof system of giving acknowledgement to the seizing officer of the receipt of the substance, which should certify that the packets or containers were found properly sealed when received by the godown in-charge.
- The godown in-charge should maintain a register where entries of receipt, subsequent issue and movement of substance, for instance for production in the court and final disposal of the chemical precursors, should be made.
- The procedure should provide for periodical reports and returns as these act as good monitoring devices for safe deposit, storage, accounting and disposal of seized precursors and controlled substances.

Health, Safety and Environmental Aspect
- A written policy statement on storage of precursors from the viewpoint of health, safety and environment should be prepared.
- Safety rules with regard to each substance need to be prepared and also displayed in the storage place so that safe practices are used.
- Storage should be substance-wise. Some of these substances may be incompatible.
- Godowns should be properly ventilated.
- The godown in-charge and the concerned staff need to be trained about the chemical properties of these substances and their likely consequences.
- The godown should have standard quality electric wiring and fittings to guard against short-circuits that often cause fires.
- Smoking should not be allowed inside the godowns.
- A standard drill to guard against accidental fire should be followed, and staff duly trained in fire fighting. Fire fighting equipment should be installed in the godown and the staff trained in its use, and apprised of the fire fighting media to be use in case of each precursor.
- The godown in-charge and the concerned staff should be trained in taking normal precautions while dealing with these chemicals.
- Staff should be trained in first aid measures.
- During presentations, first aid measures required to be taken in respect of accidents that may arise out of storage and handling of these substances may be explained in respect of all the 23 Table I and Table II substances with the help of slides.
- Plans and drills should be drawn to deal with emergencies.

DISPOSAL
- The disposal system should provide for legal, safe and ecologically acceptable procedure for these substances.
- Disposal can be by way of sale, but procedure should ensure that disposed
of precursors do not get reverted back to illicit channels.

- Precursors should be disposed of as early as possible.
- If permitted by domestic law, pre-trial disposal should be resorted to.
- Where these chemicals cannot be put to legitimate use and have to be destroyed, the method of disposal has to be safe and environmentally non-injurious and non-hazardous.
- Hence a disposal system for these chemicals has to be devised in consultation with chemical experts and environmental scientists.
TOPIC No. 18
MAINTENANCE OF A RELIABLE DATABASE ON VOLUME OF TRADE IN PRECURSOR CHEMICALS: NATIONAL DATABASE SYSTEM (NDS) DEVELOPED BY THE UNODC – AN INTRODUCTION

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:

The session aims to familiarise the participants about the uses of a database on precursor chemicals and also on to what would be the requirements for establishing such a database. The session also intends to apprise the participants about the characteristics of a good precursor database and its software and also what field should be included in the database. Finally, the aim of the session is also to introduce the participants with the National Database System developed by the UNODC.

OBJECTIVE OF THE SESSION:

At the end of the session, each participant would be in a much better position not only to appreciate the need and uses of a reliable database on precursors in effective enforcement of precursor control mechanism in the country but also use the existing database in his day-to-day functioning. Participants from policy making group would also be better placed to decide if the NDS developed by the UNODC can be adopted in their country.

POINTS TO BE COVERED:

1. Absence of database is a handicap for enforcement authorities in their endeavours in preventing the diversion of precursors.
2. Uses of a database on precursors
   - To identify annual legitimate requirements of precursor chemicals in the country.
   - To determine the inputs-output ratio for final product made out of precursor chemicals.
   - To estimate the annual requirements of individual manufacturers using precursors.
   - To identify and track suspect transactions.
   - To identify suspect companies and individuals.
   - To study trends of both licit and illicit trade i.e. facilitate intelligence gathering.
   - To facilitate investigations.
   - To monitor domestic trade in precursors.
- To monitor imports and exports of precursor chemicals.
- To exchange relevant data with other countries.
- To develop best practices for responding to requests for NOCs for exports/PEN.
- To send periodical returns to INCB as per the Convention

3. Characteristics of a good database
   - It should be comprehensive.
   - It should be futuristic, i.e., it should take any future requirements into account.
   - It should be easy to maintain.
   - It should be flexible - even if some data is not received, the system should work with the other data.
   - It should be expandable - we should be able to get any additional reports in future as and when required.
   - It should be able to generate all required reports easily.
   - It should be secure.
   - Whenever a large volume of data is involved, it should be computerized using an appropriate RDBMS software.
   - It should be possible to exchange the data with other authorities and international agencies electronically.

4. Methods of maintaining a database
   - Manually.
     Manually, database is maintained in files, registers, ledgers, etc. This is the traditional method of maintaining a database. It has, however, the following disadvantages:
       i) It is drudgery and persons managing the data often tend to be slack and avoid the work resulting in a poor data collection.
       ii) It is expensive inasmuch as too much manpower is required to maintain the data.
       iii) Involves entry of the same data again and again in different registers.
       iv) Preparing, collating and comparing the data in various registers is often difficult.
       v) The manual system may simply not work when too much data is involved.
   - With the help of computers.
     Computerized database: The advantage in maintaining a computerized database is that it avoids all the problems associated with the manual database.

5. Requirements for a computerised database
   - Suitable hardware - it could a stand-alone PC or a server, depending upon the manner in which the data is to be maintained.
   - Appropriate Relational Database Management System (RDBMS)
package-like Oracle, dbase III, dbase IV, FoxPro, MS Access, etc.
- Software developed in the RDBMS to maintain the database.

6. Characteristics of a good software
- Easy to enter data. The format on the screen should match exactly the physical form in which the data is collected for entry.
- It should prompt when unusual figures are entered.
- Should have easy query/reporting facilities including filtering of data.
- It should be compatible with the other software, which is being used, so that it is easy to transfer the data.
- It should support a multi-user environment.
- It should be easily upgradeable.
- It should support electronic data interchange.

7. How to go about developing a database?
- A country can develop its own software at its own cost.
- Countries also have an option to use a software called NDS (which stands for National Database System), which has been developed by UNODC. The advantages of using NDS are as follows:
  (i) The software is developed and supplied free of cost by UNODC.
  (ii) The necessary computers are also being supplied by UNODC in countries in South Asia.
  (iii) It has been developed in Oracle 8, the most advanced RDBMS package in the world, known for its stability and reliability.
  (iv) Since most of the nations of the world are using the NDS, it is easy to exchange data.
  (v) It is possible to send all reports required to be sent to INCB using this software.
  (vi) It is possible to customize the NDS to meet the requirements of individual nations.

8. Recommended fields of a precursor database
- Competent Authorities may decide if they want to maintain a database on precursors only or they may have a combined database for precursors and the narcotic drugs.
- Should have security provisions, 'need to know basis' should be adopted.
- Sensitivity about intelligence content of database should be taken into account.
- Recommended fields to be held in a precursors database may include:
  - A comprehensive list of 'Competent Authorities'
  - Control measures
  - Nomenclature/technical data (to help facilitate identification)
  - Licit manufacture, trade and use of precursors
  - Company (ies) engaged in the licit manufacture and supply, etc. of precursors
- Illicit movement and use of precursors
- Company (ies) and individuals known or suspected to have been involved in the diversion of precursors
- Operational intelligence.

**National Database System (NDS) Developed by the UNODC - An Introduction**

9. Introduction

9.1 NDS is a software tool to assist the National Administration in their day-to-day information requirements and statutory reporting to the International Drug Control Board (INCB).

9.2 Objective of the NDS
The main objective of the NDS is to assist National Administration in:
- collecting,
- aggregating,
- printing and transmitting data (via electronic or similar media) of Narcotic Drugs, Psychotropic Substances and Precursors.

9.3 Module of NDS
1. International Drug Control
   - Import/export
   - Seizures
   - Statistical forms (A, B, C, A/P, B/P, P, D)
   - Annual Reports Questionnaire (new)
2. National Drug Control
   - Establishment Management Module (new)

9.4 Common features of NDS 4.0
i. EDI
ii. Reports and Excel:
   - All reports in either Word or Word Perfect (new)
   - Easy customisation to national standards (new)
   - Excel for ad-hoc reporting and statistical data analysis
iii. Online inquiry (new):
   - Text: for instance, show me companies that have the city of Zurich in their address.
   - Numeric - Date: for instance, show me all the authorizations for the last three weeks containing quantities greater than 10 kg.
   - Combined conditions: for instance, show me all the authorizations that contain morphine or any of its salts, esters, or ethers with a quantity greater than 10 kg.
9.5 Data Infrastructure

The Data Infrastructure (MASTERS) of NDS 4.0 module has information on the following:

1. Substances:
   - Unit of measurement
   - Pure substance
   - Variations
   - Substances
   - Preparation types
   - Preparations
   - Groups (new)
   - Estimates/assessments

2. Competent Authorities
   - Address
   - Competency area
   - Departments
   - Administrative information

3. Establishments
   - Addresses
   - Contact information
   - Authorized persons
   - Licensed substances

9.6 Features of NDS 4.0

The main features of NDS 4.0 are:

- It is an information bank for all major parameters needed for monitoring the licit trade of controlled substances.
- It has a built-in capacity for keeping this information up-to-date.
- It provides multi-language support.
- It is built upon common commercial software packages with unrestricted availability worldwide.
- It has a modular structure.
- It has a built-in telecommunication facility.
- It uses international standards for electronic data exchange (EDI).
- It supports countries' reporting requirements to UN as stipulated in international treaties. Its different modules cater to different reporting requirements as under:

1. Narcotics Module (1961 Convention)
   i. Form A - Quarterly Statistics of Imports and Exports of Narcotic Drugs.
   ii. Form B - Annual Estimates.
   iii. Form B Supplement - Supplementary Estimates of Drug Requirements.
iv. Form C - Annual Statistics of Production, Manufacture, Consumption, Stocks and Seizures of Narcotic Drugs.

2. Psychotropic Substance Module
   i. Form A/P - Quarterly Statistics of Imports and Exports of Psychotropic Substances listed in Schedule II of the 1971 Convention.
   iii. Form B/P Modifications - Modifications to Assessment.

3. Precursors Module
   i. Form D - Annual Information On Substances Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances.

● It is inexpensive.
● Use of Word Perfect to generate reports (exactly like the ones defined by INCB).
● Dynamic language interfaces in English, French and Spanish.
● Facility to allow users to add their local language support in terms of Error Messages, Field Labels and data (subject to NL Support from Oracle).
● Communication to UNODC-HQ system for all National Administrations using EDI messages.
● Facility to export data to MS-Excel for easy manipulation by users (at the click of a button).
● On-line help.
● Creation of user-defined codes for substances for better customisation.
● Daily or consolidated entry
● Facility to maintain data at domestic and international levels.
● User-friendly screens and tool bars.
● Dynamic tab folder approach to view a logical group of data together.
● Modular approach used in development.
● Facility to use as a single user or multi-user system.
● Facility to define country level preparations (containing scheduled drugs) and monitoring their trade.
● Facility to group countries under relations like geographical, economical, political, etc.
● Facility to maintain a list of competent authorities with their contact address and numbers.
Topic No. 19
Role of Various National Law Enforcement Agencies in Precursor Control

Duration of Session: 1 hour
Suggested Method: Lecture
Training Aids: OHP, PowerPoint Presentation

Aim of the Session:
This session aims at providing the participants an understanding of the role that can be played by the various national law enforcement agencies in implementing the precursor control mechanism in each country.

Objective of the Session:
At the end of the session, the participants would be in a much better position to detect/prevent diversion attempts of precursors and discharge their overall responsibilities under the chemicals and precursor control mechanism in the country.

Points to Be Covered:
- In SAARC countries, generally, more than one enactment provides for and more than one enforcement agency is tasked to exercise regulation or control over precursors.
- Imports and exports of precursors are regulated by customs officers under the customs laws in accordance with specific provision of other laws such as Export/Import Policy of the Country, Explosives Act, Drugs Act, depending upon which precursor chemical falls within the ambit of what particular law.
- There is already some movement towards having a single law to deal with all the precursors used in manufacture of narcotic drugs and psychotropic substances.
- Even if control over precursors is to be exercised under a single enactment, enforcement of the control system may still be handled by officers of several departments as per powers bestowed on them under the law.
- Whereas each country would decide as to which enforcement agencies would administer precursor control, generally speaking, the officers of the following agencies are likely to be concerned with precursor control in various countries of the SAARC region:
  - Customs and Excise Department;
  - Officers of the Narcotics Department, for instance Narcotics Control Bureau and the Narcotics Commissioner in India, Anti-Narcotic Force in Pakistan, Narcotics Bureau in Sri Lanka or Narcotics Drugs
Control Law Enforcement Unit in Nepal;
- Police Departments;
- Border Guard Departments

**ROLE OF CUSTOM AND EXCISE OFFICERS**

If diversion of precursor chemical is attempted during import/export/transit, role of customs becomes very important during -
- Examining the documents relating to import/export, transit of a precursor consignment; and
- Physically examining or test checking the chemicals that are proposed to be imported or exported.

If diversion is made by staying outside the system i.e. through outright smuggling, the role of customs is that of anti-smuggling.

**PRECURSOR CONTROL THROUGH DOCUMENT EXAMINATION**

- Since, in some of the SAARC countries, export/import policy is being used to act as a tool for exercising control over import/export of precursors, this particular role of the customs assumes great significance.
- Where so provided, custom officers have to ensure that the precursors do not come into or go out of the country without the NOC from the competent authority.
- Responsibility of ensuring that the requirement has been fulfilled, where export of a particular substance to the importing country is subject to PEN, also falls on the customs.
- The examination of documents affords the customs officers a chance to identify suspicious transactions constituting an attempted diversion.
- Answers to a number of questions such as given below can enable customs officers to identify suspicious transactions.

**EXPORT CONSIGNMENTS**

- Was the form of payment in conformity with normal commercial practice?
- Was there any unusual request for shipping or delivery?
- Are specific requests, if any, for packaging/labelling in conformity with normal commercial practice and/or means of transport?
- Does the transaction involve a combination of controlled chemicals, which can be used illicitly to manufacture a controlled drug?
- Does the order involve an unusual mixture containing a high
content of a precursor chemical?
- Is the means of transport (for instance by air) consistent with the value of the precursors?

**Import Consignments**

Answers to the following questions can help customs officers to narrow down to suspicious import consignments of precursors, which can be followed up and seized, if they are diverted and used in illicit manufacture of drugs:

- Was the form of payment in conformity with normal commercial practice?
- Was the exportation authorised by the exporting country?
- Was there any unusual request for shipping or delivery?
- Are specific requests, if any, for packaging/labelling in conformity with normal commercial practice and/or means of transport?
- Does the transaction involve a combination of controlled chemicals, which can be used illicitly to manufacture a controlled drug?
- Does the order involve an unusual mixture containing a high content of a precursor chemical?
- Is this the first time that the importer or operator has been associated with a transaction involving this particular chemical or group of chemicals?
- Was the order placed by a broker? Are other trade intermediaries involved (especially in third countries)?
- Has the ultimate consignee complied with all legal and administrative requirements of the importing country?

**Transit Consignments**

Answers to the following questions in respect of such transit consignments may assist customs identify any suspicious circumstances associated with a transaction in the precursors.

- Are there sound grounds for routing the consignments through this particular transit country?
- Is this the first time that the operator has been associated with a transaction involving this particular chemical or combination of chemicals?
- Have all legal and administrative requirements of the transit country been met?
- Was the exportation authorised by the exporting country?
- Was there any unusual request for shipping or delivery?
- Does the transaction involve a combination of controlled chemicals, which can be used illicitly to manufacture a controlled
drug?  
- Does the order involve an unusual mixture containing a high content of a precursor chemical?

Intelligent examination of documents by customs can provide clues if the description of the chemical in the document has been kept vague to cover a diversion attempt.

**Precursor Control through Examination of Goods**

- At times, percentage checks are prescribed. In some countries, selective examination is conducted by customs on the basis of risk profiling.
- Consignments can be subjected to thorough examination to see if precursors are not sought to be exported or imported by mentioning a general description over the containers of precursors.

**Anti-smuggling role of customs**

- Customs authorities posted on land borders and engaged in general preventive duties can also contribute immensely in precursor control.
- Customs officers are required to enforce special restrictions over notified precursors in bordering area if so decided by a country.

**Role of Excise Officers**

- Where excisable, temptation to evade excise duty acts as another motivating factor to divert the chemicals. It is the job of excise officers to unravel such cases of suppression of production or surreptitious removal. In the process, diversions of these substances can also get detected.
- Officers of custom and excise departments carry out road checks to prevent smuggling or evasion of excise duty. If they have powers to seize precursors that contravene precursor control law, they can proceed against the contraband precursors if diverted precursors are noticed.

**Role of Police Department**

- Police have a much greater presence in all the SAARC countries than officers of any other agency. Where in a country the law regulating transportation etc. of precursors authorises the police officials to enforce such regulations, the presence of police on roads may help in checking suspicious movements of precursor chemicals.

**Role of Narcotics Department**

- Where the domestic law requires that import or export of precursors
cannot take place without an NOC from the Narcotics authorities, officers from the Department have to make necessary enquiry or verification about the genuineness of the proposed transaction.

- One of the officers in the Narcotics Department is generally designated to act as competent authority for PEN. Sending of PEN is an effective instrument to prevent diversion of precursors in the course of international trade.

- Competent Authorities have other roles also, such as:
  - Real-time interface with INCB and competent authorities of other countries;
  - Providing assistance in precursor diversion investigation to their counterpart points;
  - Furnishing reports and returns to the INCB, which function too has an important bearing on precursor control;
  - Scrutiny of the periodical reports submitted by manufacturers etc. of precursors to Narcotics Department may throw up clues about surreptitious removals or diversion of precursors.

- The Narcotics Department is responsible for the following:
  - Educating the chemical industry and trade and soliciting their Cooperation;
  - Taking the lead in organising precursor training programmes;
  - Maintaining national database on precursors, which also helps them to exercise better control over precursors both within the country and during international trading.

**Role of Border Guard Departments**

- The role of these border forces in precursor control is akin to customs' anti-smuggling work.
TOPIC NO. 20
COOPERATION BETWEEN COMPETENT AUTHORITIES AND CHEMICAL INDUSTRY IN PRECURSOR CONTROL;
CODES OF CONDUCT WORKED OUT BY THE INDUSTRY – THEIR EFFECTIVENESS

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session aims at explaining in what areas and how cooperation should be fostered between the enforcement authorities and the chemical industry/trade for better enforcement and compliance of precursor control measures.

OBJECTIVE OF THE SESSION:
At the end of the session, the participants will be better placed to appreciate the need of cooperation between the enforcement agencies and chemical industry/trade and contribute to strengthening of such cooperation for better enforcement of the precursor laws.

POINTS TO BE COVERED:

1. Unlike narcotic drugs and psychotropic substances in the manufacture of which they are used, the precursors are not illegal.
2. The people who manufacture or deal in precursors are engaged in legally valid enterprises.
3. Yet, the fact remains that criminals get their supply of precursors through diversion of these substances from the licit chemical industry/trade.
4. The quantity of chemicals so diverted and people from industry/trade participating/helping in diversion represent a very miniscule proportion of total quantity of manufactured/traded chemicals and manufacturers/traders respectively.
5. Majority of manufacturers/traders are honest but are unwittingly exploited or taken advantage of by the criminals.
6. Manufacturers/traders lack in awareness of the problem of illicit diversion of chemicals and the need to control precursors to prevent such diversions.
7. Hence, need for cooperation between Competent Authorities and Chemical Industry and Trade.
8. In SAARC region particularly, enforcement departments and the Chemical Industry/Trade need to eschew the attitude of distrust for each other and foster a spirit of mutual cooperation.

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9. Cooperation can succeed between the two if each group willingly and readily fulfils its obligations towards the other.

10. Obligations of Competent Authorities towards Chemical Industry/Trade are -
- Creating awareness in Industry about the concept of precursor control and the need for such control.
- Enhancing knowledge of trade and industry about the regulatory procedures and how they are to be complied with.
- Educating the management/staff of industry and trade on how to identify suspicious transactions and notify the Competent Authorities.

11. Obligations of the Industry towards enforcement authorities, government and society as a whole are -
- Complying with the requirements of the precursor control mechanism in the country.
- Siding with the enforcement authorities in their fight against drug trafficking.

12. Areas of mutual cooperation between Competent Authorities and Chemical Industry/Trade are as under -
- Educating the industry/trade on SSL.
- Persuading the chemical industry/trade to evolve a Voluntary Code of Conduct.
- Entering into of MOU's between the industry/trade and the Competent Authorities.

13. Ways to foster and strengthen cooperation are -
- Frequent meeting between Competent Authorities and representatives of the chemical industry/trade.
- Holding of training programmes/workshops/seminars for industry/trade.

14. Voluntary Code of Conduct
- It is not yet popular in SAARC region but a beginning has been made.
- Codes of conduct have been evolved in India and Sri Lanka

15. INDIA.
- Manufacturers of Acetic Anhydride have evolved a code in India.
- Salient features of this Code of Conduct are -
- Code applies to manufacturers transporters, agents/distributors/dealers, captive consumers and exporters.
- In case of manufacturers, the code suggests observance of detailed procedures with regard to production, storage/handling, despatch, transportation, marketing and periodic updation.
- Similar procedures have been laid down for transporters, agents/distributors/dealers, captive consumers and exporters.
- Code also lists factors that may help identify suspicious transactions and whom to inform about them.
- Code is quite elaborate and lays emphasis on taking precautions, maintenance of prescribed records and voluntary compliance of the precursor control regulations in India

16. **SRI LANKA**

- The name of code of conduct evolved in Sri Lanka is "Guiding Principles for the chemical industry of Sri Lanka in the context of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988".

- Those who wish to subscribe to the code can do so by writing a letter to the Executive Director, National Dangerous Drugs Control Board.

- Objectives of the code are
  
  a. Expression of commitment to 1988 UN Convention and cooperation with regulatory authorities to achieve the objectives of the convention.

  b. Promotion of adoption of uniform practices aimed at improved procedure to prevent diversions.

- The guiding principles laid down in the code are -

  a. Compliance with laws, regulations and codes of conduct in international and domestic trade in Table I and Table II precursors.

  b. Taking reasonable measure such as 'end user declaration' to ensure that precursors are not intended for illicit manufacture of drugs.

  c. Seeking assistance of competent authority or National Dangerous Drugs Control Board in case of suspicious orders or transactions and to cooperate with them.

  d. Periodically reviewing and improving where necessary in-house procedures, practices and documentation with regard to transactions and maintaining records for period prescribed by law/1988 UN convention.

  e. Providing adequate training and guidance to relevant staff to ensure compliance with applicable laws.

17. Effectiveness of voluntary Code of Conduct results in -

- Voluntary compliance of control procedures.

- Moral pressure on those elements in Industry who are likely to deviate from legal practices.

- Voluntarily coming forward to report suspicious transactions.

- Ultimately creating an atmosphere of cooperation rather than conflict with the authorities.
TOPIC NO. 21
INTERNATIONAL, REGIONAL AND BILATERAL COOPERATION IN PRECURSOR CONTROL

DURATION OF SESSION: 1 HOUR
SUGGESTED METHOD: LECTURE
TRAINING AIDS: OHP, POWERPOINT PRESENTATION

AIM OF THE SESSION:
The session aims to provide the participants an insight into the need of cooperation at international, regional and bilateral levels between the governments and also their enforcement authorities in precursor control matters and familiarise them with the instruments of cooperation already in place.

OBJECTIVE OF THE SESSION:
At the end of the session, each participant should be able to appreciate the importance of cooperation at different levels for better enforcement of precursor control mechanism in his country and also use the already provided for instrumentalities of cooperation in precursor control matters.

POINTS TO BE COVERED:

A. NEED FOR COOPERATION AT INTERNATIONAL, REGIONAL AND BILATERAL LEVELS
1. Precursor control mechanism as envisaged in 1988 UN Convention consists of basically two components namely (i) domestic control over precursors and (ii) monitoring of international trade in precursors.
2. Monitoring of international trade in precursor calls for international, regional and bilateral cooperation.
3. Trafficking in precursors is very often a trans-national organised crime, which can be dealt with effectively only through international, regional and bilateral cooperation.

B. INTERNATIONAL COOPERATION

Framework for international cooperation under 1988 UN Convention
1. 1988 UN Convention lays down a framework for international cooperation in various facets of precursor control mechanism such as (i) cooperation in monitoring the international trade in precursors (Article 12), (ii) cooperation during investigations (Article 7 and Article 9), (iii) cooperation in judicial
proceedings (Article 7 and 8), (iv) cooperation in training the enforcement personnel.

2. 1988 UN Convention also suggests certain instrumentalities through which international cooperation can be made more effective.

**COOPERATION IN MONITORING OF INTERNATIONAL TRADE IN PRECURSORS**

1. Article 12 of the 1988 UN Convention urges that competent authorities of the Parties concerned be notified if there is reason to believe that the import, export or transit of a substance in Table I or Table II is destined for illicit manufacture of narcotic drugs or psychotropic substances, including, in particular, information about the means of payment and any other essential elements which led to the belief.
2. Provision of PEN i.e. notifying the competent authority of the importing country of any exports of Table I substances to its territory if the importing country has made a request to this effect.

**COOPERATION DURING INVESTIGATIONS**

1. Article 12 of the convention urges Parties to cooperate with each other with a view to enhancing effectiveness of law enforcement actions to prevent diversion of precursors.
2. The article calls upon the Parties to enter into bilateral or multilateral agreements or arrangements in order to cooperate with one another in conducting enquiries with respect to offences relating to precursors having an international character.
3. Article 7 of the 1988 UN Convention provides for mutual legal assistance which is expected to be provided during investigations, prosecutions, and judicial proceedings concerning offences among others those relating to precursor chemicals. Mutual legal assistance is to be requested and afforded for any of the following purposes -
   - taking evidence or statements from persons;
   - effecting service of judicial documents;
   - executing searches and seizures;
   - examining objects and sites;
   - providing information and evidentiary items;
   - providing originals or certified copies of the relevant documents and records including bank, financial, corporate, and business records;
   - identifying or tracing proceeds, property, instrumentalities or other things for evidentiary purposes.
4. Article 8 of the UN Convention calls upon Parties to give consideration to the possibility of transferring to one another proceedings for criminal prosecution of offences among others those relating to precursor chemicals in cases where such transfer is considered to be in the interest of proper administration of justice.
CONTROLLED DELIVERY - AN INVESTIGATIVE TOOL REQUIRING INTERNATIONAL COOPERATION

1. Article 11 of the 1988 UN Convention recommends that the parties should allow appropriate use of controlled delivery at international level on the basis of agreements or arrangements mutually consented to with a view to identifying persons involved in offences, among others, relating to precursor chemicals.

2. In SAARC region, India, Pakistan, Nepal and Bangladesh have already incorporated concept of controlled delivery in their irrelevant laws.

VOLUNTARY INITIATIVES OF INTERNATIONAL COOPERATION IN THE FIELD OF PRECURSOR CONTROL

1. A purely voluntary international law enforcement initiative named as 'Operation Purple' which aims at preventing diversion of potassium permanganate has already been taken in which 22 countries and 3 international organisations are participating. This operation is a fine example of international cooperation and has produced excellent results. The operation is still continuing.

2. Another similar international initiative called 'Operation Topaz' has commenced on 1 March, 2001 in which 36 countries and 3 international organisations are participating. This operation is focussing on international tracking of shipment of acetic anhydride. The operation has already produced very satisfactory results in preventing diversion of potassium permanganate in a number of cases where attempts were made to channel the same out of the normal trade, for manufacture of drugs.

COOPERATION IN TRAINING

1. Article 9 of 1988 UN Convention calls upon the Parties to cooperate with one another in the field of training.

2. The Convention expects that the Parties shall initiate, develop or improve specific training programmes for their law enforcement and other personnel, including customs, charged with the suppression of offences including those relating to precursor chemicals.

3. Such training programmes, it is expected, should deal, in particular with the following:
   a. Methods used in detection and suppression of offences relating to precursor chemicals.
   b. Routes and techniques used by persons suspected of being involved in offences relating to precursor chemicals, particularly in transit states, and appropriate counter measures.
   c. Monitoring of import and export of substances in Table I and II.
   d. Detection and monitoring of movement of proceeds and property derived from illegal activities relating to substances in Table I and II.
   e. Methods used for transfer, concealment or disguise of such
proceeds property etc.
g. Control techniques in free and trade zones and free ports.
h. Modern law enforcement techniques.

3. The Convention expects that the Parties shall assist one another to plan and implement research and training programmes designed to share expertise in the areas mentioned in proceeding paragraph and to this end, shall also, when appropriate, use regional and international conferences and seminars to promote cooperation and stimulate discussion on problems of mutual concern, including the special problems and needs of transit States.

C. REGIONAL COOPERATION

A number of initiatives have been taken at regional level also in the field of precursor control in different areas of the world.

EUROPEAN UNION REGULATIONS

As an example of regional cooperation can be quoted the cooperative regulatory mechanism adopted in Europe. The EU regulations regulate 23 substances (divided into category 1, 2 and 3) through the instrumentality of -

a. maintenance of proper documentation, records and labelling;
b. licensing of operators trading in category 1 substances;
c. notification by operators of suspicious transaction in precursors;
d. issue of export authorisation for Category 1 substances
e. request for PEN from third countries to the community;
f. issue of open authorisation (covering several transactions) for Category 2 substances;
g. specific means to control Category 3 substances;
h. concept of competent authorities and
i. stronger controls over precursors in free trade zones/free ports.

REGIONAL INTELLIGENCE LIAISON OFFICE

1. The concept of Regional Intelligence Liaison Offices (RILO), which have been established under the aegis of World Customs Organisation are another example of regional cooperation. The RILO Office for the SAARC region is called RILO Asia and Pacific and is located in Tokyo.

2. The principal objective of the RILO is to enhance communication and the exchange of information and intelligence between RILO members of the region, with regard to illegal activities, among others, relating to precursor chemicals.
REGIONAL COOPERATION IN SAARC REGION

1. In SAARC Region, there already exists the SAARC Convention on Narcotic Drugs and Psychotropic Substances, which came into force on 16 September, 1993. It emphasises the importance of strengthening and enhancing effective legal means for regional cooperation for suppressing among other criminal activities, the activities pertaining to precursor chemicals.

2. The SAARC convention provides for mutual legal assistance between the member states in the matters of investigation, prosecution and judicial proceeding in respect of offences relating to precursor control also.

3. The SAARC Convention adopts almost same approach to cooperation at the regional level as advocated by 1988 UN Convention at the international level.

D. BILATERAL COOPERATION

1. As mentioned earlier, 1988 UN Convention has laid equal stress on bilateral cooperation between countries.

2. Bilateral cooperation can be formalised through bilateral agreements between the countries.

3. Even without bilateral agreement, bilateral cooperation can be practised through other instrumentalities such as bilateral talks between the enforcement authorities of two countries. Such arrangements, in fact, already exist between some of the SAARC countries.

4. Bilateral cooperation can succeed if channels of communication are kept open between competent authorities of two countries and information is furnished to each other promptly.

CONCLUSION

1. Diversion of precursor chemicals is an activity which can be performed with much greater ease when compared to other forms of trafficking. In absence of international, regional and bilateral cooperation, it would be extremely difficult to detect such attempts.

2. There is indeed need for bilateral agreements of cooperation between SAARC Countries (where they do not exist) in the field of precursor control.

3. But agreements remain only pious intentions unless they are put into practice. Law Enforcement Authorities can play a very important role in enhancing cooperation at various levels.
The Project has conducted a number of training programmes in various countries of the SAARC region. Based on the feedback received and drawing upon the experience gained during these training courses, a number of model agendas have been developed to assist the course designers in training institutions. The Project has also assessed the training needs of various target groups that need to be imparted training in various facets of precursor control. Training needs of each target group have to be different. Therefore, depending upon the specific requirements of each target group, separate agendas have been prepared for them as under:

1. National Precursor Control Training Workshop for Law & Policy Makers (2 day course)
2. National Precursor Control Training Programme for Trainers (5 day course)
3. National Precursor Control Training Programme for Drug Law Enforcement Officers (3 day course)
4. National Precursor Control Training program for Drug Law Enforcement Officers (5 day course)
5. National Precursor Control Training programme for Narcotics Laboratory Personnel (5 day course)
6. National Precursor Control training Programme for Chemical industry and trade. (2 day course)

These agendas are in the nature of guidelines. The training institutions can make necessary adjustments/changes in the topics, their sequencing and also in the time to be devoted to a topic. Similarly, depending upon the time zones adopted by them, the countries may decide the most convenient time to begin and end a day's programme.
# Model Agenda - I

**National Precursor Control Training Workshop for Law & Policy Makers**  
*(2 Day Programme)*

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<th>DATE/ TIME</th>
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<td><strong>1st Day (Date)</strong></td>
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<tr>
<td>1 0930 - 1030</td>
<td>Registration/Inauguration</td>
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<tr>
<td>2 1030 - 1130</td>
<td>The concept of precursor control - an introduction; The need for regulating precursor chemicals; U.N. Conventions of 1961, 1971 and 1988 and their relevance to precursor chemicals.</td>
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<tr>
<td>3 1130 - 1230</td>
<td>Framework of precursor control under article 12 of the 1988 UN Convention</td>
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<tr>
<td>4 1230 - 1330</td>
<td>Introduction to substances under Tables I and II and those listed in the limited international special surveillance list - their licit and illicit uses.</td>
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<tr>
<td>1330 - 1430</td>
<td>Lunch Break</td>
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<tr>
<td>5 1430 - 1545</td>
<td>Existing scheme of legislative and executive control over precursor chemicals in the country - strengths and weaknesses. Need for improvement.</td>
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<tr>
<td>1545 - 1600</td>
<td>Break</td>
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<tr>
<td>6 1600 - 1700</td>
<td>International, regional and national trends of diversion of precursors.</td>
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| **2nd Day (Date)**                               |       |         |
| 7 1000 - 1300 | Model legislations on precursor control - drafting of national precursor control legislation. Lunch |         |
| 1300 - 1400 | |         |
| 8 1400 - 1500 | Panel discussion on 'status and strengthening of precursor control in the country' |         |
| 9 1500 - 1600 | Recommendations |         |
| 10 1600 - 1630 | Valediction |         |
# MODEL AGENDA - II
## NATIONAL PRECURSOR CONTROL TRAINING PROGRAMME FOR TRAINERS
### (5 DAY PROGRAMME)

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<td>2 1100 - 1200</td>
<td>The concept of precursor control - an introduction; The need for regulating precursor chemicals; U.N. Conventions of 1961, 1971 and 1988 and their relevance to precursor chemicals.</td>
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<tr>
<td>3 1200 - 1300</td>
<td>Framework of precursor control under article 12 of the 1988 UN Convention</td>
<td>Lunch Break</td>
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<td>1330 - 1430</td>
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<tr>
<td>4 1400 - 1500</td>
<td>Role of International Narcotics Control Board; Role of Competent National Authorities: Concept of mutual legal assistance and sharing of information between governments under the aegis of 1988 UN Convention.</td>
<td>Break</td>
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<tr>
<td>1500 - 1515</td>
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<tr>
<td>5 1515 - 1630</td>
<td>Scheme of legislative/executive control over precursor chemicals in the country.</td>
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<tr>
<td>6 1630 - 1730</td>
<td>EU Legislation on precursor chemicals; EU Guidelines for the chemical trade.</td>
<td><strong>2nd Day (Date)</strong></td>
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<tr>
<td>7 1000 - 1130</td>
<td>Introduction to precursor chemicals - their licit and illicit use: Identification through field test kits.</td>
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<tr>
<td>1130 - 1145</td>
<td>Break</td>
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<tr>
<td>8 1145 - 1230</td>
<td>Significance of limited international special surveillance list; Introduction to substances listed in the special surveillance list.</td>
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<tr>
<td>9 1230 - 1330</td>
<td>Methods of diversion of precursor chemicals for illicit production of narcotic drugs and psychotropic substances.</td>
<td>Lunch</td>
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<tr>
<td>1330 - 1430</td>
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<tr>
<td>10 1430 - 1530</td>
<td>International tracking/monitoring operations - Operation Purple and Operation Topaz.</td>
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</tbody>
</table>
11 1545 to 1645  Intelligence gathering against diversions of precursor chemicals.
12 1645 to 1730  Investigation of cases of diversions.

3rd Day (Date)

13. 1000 to 1100  Controlled delivery
1100 to 1115  Break
14. 1115 to 1230  Detection and dismantling of laboratories producing illicit drugs; Investigation to identify sources of supply of precursor chemicals to such laboratories.
15. 1230 to 1330  Procedure for drawing samples of precursor chemicals for laboratory testing; Storage, handling and disposal of seized / confiscated precursor chemicals - general principles.
1330 to 1430  Lunch
16 1430 to 1530  Maintenance of a reliable database on volume of trade in precursor chemicals.
1530 to 1545  Break
17 1545 to 1630  Cooperation between competent authorities and chemical industry in precursor control: Codes of conduct worked out by the industry - their effectiveness.
18. 1630 - 1730  International, regional and bilateral cooperation in precursor control.

4th Day (Date)

19. 1000 to 1100  Warm up exercises/involving participants in their learning.
1100 to 1115  Break
20. 1115 to 1330  Communication skills
1330 to 1430  Lunch
21. 1430 to 1600  Training delivery techniques
1600 to 1615  Break
22. 1615 to 1730  Course designing

5th Day (Date)

23. 1000 to 1100  Preparing a lesson plan
1100 to 1115  Break
24. 1115 to 1330  Assignment on course designing
1330 to 1430  Lunch
25. 1430 to 1530  Assignment on course designing
26. 1530 to 1615  Panel discussion
27. 1615 to 1645  Evaluation / Test Your Ability
28. 1645 to 1730  Valediction
**MODEL AGENDA - III**  
**NATIONAL PRECURSOR CONTROL TRAINING PROGRAMME FOR DRUG LAW ENFORCEMENT OFFICERS**  
**(3 DAY COURSE)**

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<tr>
<td>2 1030 - 1045</td>
<td>Warm up exercise</td>
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<tr>
<td>3 1045 - 1130</td>
<td>The concept of precursor control - an introduction; The need for regulating precursor chemicals; U.N. Conventions of 1961, 1971 and 1988 and their relevance to precursor chemicals.</td>
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<tr>
<td>4 1130 - 1230</td>
<td>Scheme of legislative/executive control over precursor chemicals in the country.</td>
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<tr>
<td>5 1230 - 1330</td>
<td>Introduction to precursor chemicals - their licit and illicit use: Identification through field test kits.</td>
<td>Lunch</td>
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<td>6 1330 - 1430</td>
<td>Lunch</td>
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<tr>
<td>7 1430 - 1515</td>
<td>Significance of Limited International Special Surveillance List: Introduction to substances listed in the special surveillance list.</td>
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<tr>
<td>8 1515 - 1615</td>
<td>Methods of diversion of precursor chemicals for illicit production of narcotic drugs and psychotropic substances.</td>
<td>Break</td>
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<tr>
<td>1615 - 1630</td>
<td>Break</td>
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<tr>
<td>9 1630 - 1730</td>
<td>International tracking / monitoring operations - 'Operation Purple' and 'Operation Topaz.'</td>
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<tr>
<td>10 1000 - 1100</td>
<td>Intelligence gathering against diversions of precursor chemicals and investigation of precursor diversion cases.</td>
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<tr>
<td>11 1100 - 1115</td>
<td>Break</td>
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<tr>
<td>12 1115 - 1200</td>
<td>Controlled delivery</td>
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<tr>
<td>13 1200 - 1330</td>
<td>Detection and dismantling of laboratories producing illicit drugs: Investigations to identify sources of supply of precursor chemicals to such laboratories.</td>
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<tr>
<td>14 1330 - 1430</td>
<td>Lunch</td>
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<tr>
<td>15 1430 - 1530</td>
<td>Procedure for drawing samples of precursor chemicals</td>
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</tbody>
</table>
chemicals for laboratory testing; Storage, handling and disposal of seized / confiscated precursor chemicals - general principles

1530 - 1545 Break

13  1545 - 1630 Maintenance of a reliable database on volume of trade in precursor chemicals.

14  1630 - 1730 Role of various national law enforcement agencies in precursor control.

3rd Day (Date)

15  1000 - 1100 Cooperation between competent authorities and chemical industry in precursor control: Codes of conduct worked out by the industry - their effectiveness.

1100 - 1115 Break

16  1115 - 1330 Assignment/exercise

1330 - 1430 Lunch

17  1430 - 1530 Panel discussion

18  1530 - 1545 Evaluation/Test Your Ability

19  1545 - 1640 Valediction
# Model Agenda - IV

**National Precursor Control Training Program for Drug Law Enforcement Officers**

*(5 Day Course)*

<table>
<thead>
<tr>
<th>Date/ Time</th>
<th>Topic</th>
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<tbody>
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<td>Warm up exercise</td>
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<td>Framework of precursor control under article 12 of the 1988 UN Convention</td>
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<tr>
<td>5 1230 - 1330</td>
<td>Role of International Narcotics Control Board; Role of Competent National Authorities: Concept of mutual legal assistance and sharing of information between governments under the aegis of 1988 UN Convention.</td>
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<tr>
<td>1330 - 1430</td>
<td>Lunch Break</td>
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<tr>
<td>6 1430 - 1530</td>
<td>Scheme of legislative/executive control over precursor chemicals in the country.</td>
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<tr>
<td>1530 - 1615</td>
<td>Break</td>
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<tr>
<td>7 1615 - 1700</td>
<td>EU Legislation on precursor chemicals; EU Guidelines for the chemical trade.</td>
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<tr>
<td>8 1000 - 1100</td>
<td>Introduction to precursor chemicals - their licit and illicit use: Identification through field test kits.</td>
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<tr>
<td>1100 - 1115</td>
<td>Break</td>
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<tr>
<td>9 1115 - 1215</td>
<td>Significance of Limited International Special Surveillance List; Introduction to substances listed in the special surveillance list.</td>
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<td>Methods of diversion of precursor chemicals for illicit production of narcotic drugs and psychotropic substances.</td>
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<td>1330 - 1430</td>
<td>Lunch</td>
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<td>Time</td>
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<tr>
<td>11 1430 - 1530</td>
<td>International tracking/monitoring operations - 'Operation Purple' and 'Operation Topaz'.</td>
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<tr>
<td>1530 - 1545</td>
<td>Break</td>
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<tr>
<td>12 1545 - 1645</td>
<td>Intelligence gathering against diversions of precursor chemicals.</td>
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<tr>
<td>13 1645 to 1730</td>
<td>Discussion</td>
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**3rd Day (Date)**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>14 1000 - 1100</td>
<td>Investigation of precursor diversion cases</td>
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<tr>
<td>1100 - 1115</td>
<td>Break</td>
</tr>
<tr>
<td>15 1115 - 1200</td>
<td>Controlled delivery</td>
</tr>
<tr>
<td>16 1200 - 1330</td>
<td>Detection and dismantling of laboratories producing illicit drugs; Investigation to identify sources of supply of precursor chemicals to such laboratories.</td>
</tr>
<tr>
<td>1330 - 1430</td>
<td>Lunch</td>
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<tr>
<td>17 1430 - 1530</td>
<td>Procedure for drawing samples of precursor chemicals for laboratory testing; Storage, handling and disposal of seized / confiscated precursor chemicals - general principles.</td>
</tr>
<tr>
<td>1530 to 1545</td>
<td>Break</td>
</tr>
<tr>
<td>18 1545 - 1645</td>
<td>Maintenance of a reliable database on volume of trade in precursor chemicals.</td>
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<td>19 1645 - 1730</td>
<td>Discussion</td>
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**4th Day (Date)**

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<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>20 1000 - 1100</td>
<td>Role of various national law enforcement agencies in precursor control</td>
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<tr>
<td>1100 - 1115</td>
<td>Break</td>
</tr>
<tr>
<td>21 1115 - 1215</td>
<td>Cooperation between competent authorities and chemical industry in precursor control: Codes of conduct worked out by the industry - their effectiveness.</td>
</tr>
<tr>
<td>1315 - 1415</td>
<td>Lunch</td>
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<tr>
<td>22 1215 - 1315</td>
<td>International, regional and bilateral cooperation in precursor control</td>
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<tr>
<td>1415 - 1730</td>
<td>Visit to laboratory</td>
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**5th Day (Date)**

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<tr>
<th>Time</th>
<th>Activity</th>
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<tbody>
<tr>
<td>24 1000 - 1330</td>
<td>Assignment/group discussion</td>
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<tr>
<td>1330 - 1430</td>
<td>Lunch</td>
</tr>
<tr>
<td>25 1430 - 1500</td>
<td>Evaluation/test your ability</td>
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<tr>
<td>26 1500 - 1600</td>
<td>Valediction</td>
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# Model Agenda - V

**National Precursor Control Training Programme for Narcotics Laboratory Personnel**  
*(5 Day Course)*

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<td>4 1130 - 1215</td>
<td>Introduction to Precursor Chemicals - their licit and illicit use.</td>
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<tr>
<td>5 1215 - 1245</td>
<td>Framework of precursor control under article 12 of the 1988 UN Convention</td>
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<tr>
<td>6 1245 - 1330</td>
<td>Scheme of legislative/executive control over precursor chemicals in the country.</td>
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<tr>
<td>1330 - 1430</td>
<td>Lunch Break</td>
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<tr>
<td>7 1430 - 1515</td>
<td>National regional and international trends of diversion of precursors and their implications for laboratories.</td>
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<td>1515 - 1530</td>
<td>Tea Break</td>
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<tr>
<td>8 1530 - 1630</td>
<td>Role of Laboratory Scientists in assisting law enforcement authorities and the courts.</td>
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<tr>
<td>9 1630 - 1730</td>
<td>Importance of Cooperation / liaison between laboratories, law enforcement and other government agencies.</td>
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<tr>
<td>11 1045 - 1115</td>
<td>Tea Break</td>
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<tr>
<td>1115-1200</td>
<td>Analysis of precursor chemicals - their importance and problems.</td>
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<tr>
<td>12 1200-1300</td>
<td>Need for uniform methodologies of analysis and their importance.</td>
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<tr>
<td>1300-1400</td>
<td>Lunch Break</td>
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</table>
13 1400-1445  Application of Gas Chromatograph in the qualitative and quantitative analysis of precursors.
14 1500-1600  Application of High Performance Liquid Chromatograph in the qualitative and quantitative analysis of precursors.

3rd Day (Date)

16 1000-1100  Importance of precursor characterization and impurity profiling.
17 1100-1115  Tea Break
18 1115-1200  Laboratory facilities, equipment & other resources. Preparation and maintenance of chemical index/ work sheet/ report etc.
19 1200 - 1330  Laboratory session on analysis of N-acetylanthranilic acid, anthranilic acid and potassium permanganate.
1330 - 1430  Lunch
20 1430 - 1600  Laboratory session on analysis of ephedrine, pseudoephedrine, norephedrine, phenylacetic acid and 1-phenyl-2-propanone.
21 1600-1700  Laboratory session on analysis of ergometrine, ergotamine, lysergic acid.

4th Day (Date)

22 1000 - 1200  Laboratory session on analysis of isosafrole, 3,4-methylenedioxyphenyl-2-propanone, pipronal, safrole and piperidine.
23 1200-1330  Laboratory session on analysis of acetic anhydride, acetone, ethyl ether, methyl ethyl ketone, toluene, hydrochloric acid and sulphuric acid.
1330 - 1430  Lunch
24 1430 - 1730  Problem areas - discussion

5th Day (Date)

25 1430 - 1600  Question answer session
26 1600 - 1630  Evaluation/test your ability
27 1630 - 1700  Valediction
## Model Agenda - VI

**National Precursor Control Training Program for Chemical Industry and Trade**

(2 Day Course)

<table>
<thead>
<tr>
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<tr>
<td>4 1200 - 1245</td>
<td>Existing scheme of legislative/executive control over precursor chemicals in the country - obligations of the industry/trade under relevant Acts, Rules, Regulations and Orders</td>
<td></td>
</tr>
<tr>
<td>5 1245 - 1330</td>
<td>Maintenance of statutory records and filing of returns in respect of substances being regulated / controlled under the domestic precursor control laws.</td>
<td>1330 - 1430 Lunch Break</td>
</tr>
<tr>
<td>6 1430 - 1530</td>
<td>Cooperation between the competent authorities and the industry/trade in precursor control.</td>
<td>1530 - 1545 Break</td>
</tr>
<tr>
<td>7 1545 - 1730</td>
<td>How to identify suspicious orders for precursor chemicals and inform the enforcement authorities.</td>
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</tr>
</tbody>
</table>

### 1st Day (Date)

**2nd Day (Date)**

<table>
<thead>
<tr>
<th>DATE/ TIME</th>
<th>TOPIC</th>
<th>SPEAKER</th>
</tr>
</thead>
<tbody>
<tr>
<td>8 1000 - 1300</td>
<td>Assignment on identifying a suspicious order.</td>
<td>1300 - 1400 Lunch</td>
</tr>
<tr>
<td>9 1400 - 1500</td>
<td>Codes of conduct worked out by the industry - their effectiveness.</td>
<td>1500 - 1515 Break</td>
</tr>
<tr>
<td>10 1515 - 1630</td>
<td>Panel discussion</td>
<td>1630 - 1700 Valediction</td>
</tr>
</tbody>
</table>
In the sample agendas outlined in the preceding pages, the first item after the 'registration and inauguration' is 'warm up exercise'. Unless the participants who come from different places and, at times, from different departments are drawn out of their individual shells right in the beginning, they take time to get fully involved in the training. Experience shows that they generally start opening up from the second day onwards.

A warm up exercise serves several useful purposes. It breaks the preoccupation of the participants from their routine work that they have been performing just before joining the training course. It helps the trainees mix around and know each other. It also gets the participants and the trainers know one another and develop a rapport between them. Warm up exercise also immediately develops learner's involvement in the training and triggers his interest in what follows.

The trainers can employ a variety of warm up exercises. Participants could be simply asked to introduce themselves. A better alternative is to ask each participant to introduce himself to at least three or four other trainees, learn basic information about them and when called upon to do so, tell the entire group the names of the other participants he met and also what information he gathered about each of them. Warm up exercise should really warm up the atmosphere. It should introduce the trainees to the subject in such a manner that their interest is immediately ignited. For instance, some trainers use the 'blow the balloon' warm up exercise. Balloons are distributed to the participants. They are requested to blow the balloons and then write on the inflated balloon with a sketch pen at least two expectations that they have from the programme. Each participant is, thereafter, expected to meet as many participants as possible within a span of five minutes, introduce himself to them, read out his expectations inscribed on the balloon and get their signatures on the balloon. The person who is able to muster highest number of initials on his balloon gets a prize. The trainer can then compile all the expectations on the flip chart and briefly discuss them. Interest of the participants in the training programme stands ignited. The trainer can devise or innovate many other such warm up exercises.
GROUP EXERCISES/ASSIGNMENTS

Group exercise or assignment is a very effective method of training. It serves more than one purpose. It reinforces what has already been taught through lectures. It helps assess if the trainees assimilated the concepts explained or the knowledge imparted. It breaks the monotony of classroom lectures. It helps participants apply the knowledge gained during the training to near practical situations. In fact, the ultimate test of effectiveness of any training endeavour is its practical utility to the participants.

Group exercises/assignments have been used with great success in the training programmes organised by the Project. They have been highly welcomed by the participants. These exercises have very often sprung up novel ideas on different facets of precursor control.

A number of sample group exercises/assignments have been prepared keeping in view the precursor control situation in the SAARC region. These can be used in the training courses that may be organised in the training institutions in the SAARC countries. Training institutions can also develop other similar exercises and use them.

Succeeding pages contain these exercises/assignments.

SAMPLE ASSIGNMENT 1

Golden land is a democratic state and has recently become party to the 1988 UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The country is a developing economy and, as on date, does not manufacture any of the chemicals included in Tables I and II of the 1988 U.N. Convention except Sulphuric acid. It imports acetic anhydride, ephedrine, pseudo-ephedrine, potassium permanganate, hydrochloric acid, acetone, sulphuric acid and toluene for pharmaceutical and other industrial purposes. The country operates a free trade zone and an export promotion zone. Sizeable transit cargo passes through its ports and air cargo complex to other destinations.

Being a new state, Golden land is in the process of developing its legal framework. There is evidence of growing drug abuse in the country. Drugs of abuse are smuggled in from some of the countries in the region. Though it is claimed that there is no illicit drug production within the country, possibility of illicit laboratories operating cannot be altogether ruled out. The neighbouring country on the east has large-scale illicit drug production (heroin and ATS) on its territory. Its neighbours in the west also have illicit drug production. While Golden land has enacted drug control legislation to tackle the problem of drug trafficking and abuse, there are no precursor control laws in place in the country as yet.

Recognising the need to establish precursor control measures in the country with a view to fulfil its international commitments under the 1988 UN Convention as also to take care of its domestic needs, the Prime Minister of Golden land has invited you to advise him as to what kind of precursor control legislation needs to be established in the country, having regard to all the factors mentioned above.
Please prepare a draft outline of precursor control legislation for Golden land, citing relevant articles of 1988 UN Convention, wherever relevant. You will be requested to make a presentation of the draft legislation before a committee appointed by the Prime Minister for the purpose and provide answers to their queries.

Your advice may be prepared along the following lines:
1. Present situation.
2. Likely consequences of not having a precursor control mechanism.
3. Nature of requirements for precursor control.
4. Outline of legislation to meet these requirements.

***********

SAMPLE ASSIGNMENT 2

Working as Deputy Narcotics Commissioner in the office of Narcotics Commissioner you are responsible for scrutinizing the applications for NOC for export of precursor chemicals and assisting the Narcotics Commissioner to take a decision whether NOC is to be accorded or refused.

M/s Ephechemicals, who are manufacturer of ephedrine submit an application for NOC to export 5000 kg of ephedrine to M/s Glee Pharmaceuticals Ltd, located in an island called Oakland with a population of about 5000 people. Half of the population is tribal and rarely takes medicines.

What factors would you take into account while scrutinizing the application and ultimately what course of action you would suggest to the Narcotics Commissioner?

***********

SAMPLE ASSIGNMENT 3

'A' is posted as Assistant Commissioner of Customs at a town located in an area where licensed cultivation of opium takes place. 'B,' who has a house at A-21, Krishna Nagar locality, approaches him. 'B' informs 'A' that three houses away from his house is situated a sprawling premises which has an old building in the centre. The premises have a high boundary wall and the main gate is generally locked and guarded. At nights, sometimes, fumes with strong odour come out of the building. Some people come out of the building to smoke cigarettes and then go back inside. The occupants of the building generally avoid mixing with the people of neighbourhood. 'B' suspects that some illegal activity is going on in the premises and requests 'A' to take appropriate action.

Suppose you are 'A'. Please consider the above information and the circumstances mentioned above. Please answer the following questions -

(i) What is your immediate reaction?
(ii) What next step you would like to take?
(iii) In case the information has substance and calls for a raid how would you go about it?

***********

**SAMPLE ASSIGNMENT 4**

You are working as an Appraiser in the Customs House. Your country allows licensed cultivation of opium poppy. The country also produces a number of precursor chemicals including acetic anhydride. It sometimes imports acetic anhydride from other countries.

While handling bills of entry in the chemical group in the Custom House, you come across a bill of entry filed by M/s Lofty Textiles, Jantar Mantar Street, Ajubabad for import of a consignment of 2000 litres of acetic anhydride from France. The order was placed by fax and indicated that the chemical was required urgently. The C.I.F. works out to Rs. 75/- per litre whereas the local market price of acetic anhydride is Rs. 45/- per litre. The exporter in France had received instructions from M/s Lofty Textiles to pack the stuff in 5 kg containers.

Please describe the line of action that you would like to adopt in this matter, giving reasons therefore.

***********

**SAMPLE ASSIGNMENT 5**

M/s Dhanvantri Exim Ltd is engaged in the import and export of pharmaceutical products for several years. During last one year, two of its senior executives left the job. As per rumours, the reason for their quitting the company was latter's involvement in some irregular export transactions. About a week ago, Ms. Kavita Kulkarni, a diploma holder in foreign trade joined the company as a senior executive.

Ms. Kavita Kulkarni approaches X an officer in the narcotics department for advice with regard to an export order which her company has received. This order has been placed with Ms. Kulkarni's company for export of 2000 kg of ephedrine to M/s Cough Comforts located in the neighbouring country called Uttamdesh which shares its border with another country names Ryatar. Ryatar has been recently in news for detection of a number of illicit laboratories engaged in manufacture of methamphetamine. M/s. Cough Comforts had telephonically requested Ms. Kavita Kulkarni to pack the ephedrine in 20 kg wooden boxes and indicate that boxes contained cough medicine.

Suppose you are X. What would you like to advise Ms. Kavita Kulkarni?

***********

**SAMPLE ASSIGNMENT 6**

You are working as a drug analyst in a recognized Government Laboratory and holding the charge of the department in which drugs/precursors are analysed. A
sample in a box is sent to your department with relevant papers. You are to get the sample analysed and send the report to the authority concerned. Please prepare a protocol involving the following:

a). Chain of custody of the sample received.
b). Seal on the packet and also on the sample
c). Entering the sample in the register maintained in your department.
d). Preparation of protocol for assigning the responsibility of testing to your colleague in the department.
e). Preparation of protocol of testing and report.
f). Disposal of remnants of the sample.

***********

SAMPLE ASSIGNMENT 7

You are working in a recognized Government Laboratory. You have received a sample and on observations, you found that the sample is a liquid. The forwarding authority suspected that the liquid might be a precursor chemical. Please prepare a complete protocol indicating the chain of custody of the sample, chemical index and report. Also please indicate the action you will take for the remnants of the sample.

***********
QUESTION BANK

It has been suggested in the general guidelines that ‘Test Your Ability’ is a good technique to sustain the interest of the participants during a training programme. As the name suggests, in this test, evaluation is to be made by the trainee himself.

To facilitate the task of trainers or organizers of the training programme, a 'question bank' has been prepared. Questions may be picked up from this question bank for setting the 'Test Your Ability' question paper. Care, however, needs to be taken to ensure that only those questions are included in the test, which have been covered in the particular training programme. It may be added here that the questions included in the 'question bank' are only illustrative. Trainers may evolve many more questions for the purpose.

Answers to the questions included in the 'question bank' are also given subsequently in this section.

QUESTIONS

1. Name the Table I and Table II precursor chemicals used in the manufacture of -
   (a) Heroin
   (b) Cocaine
   (c) Amphetamine and methamphetamine
   (d) Methaqualone (Mandrax)

2. Precursor chemicals for producing heroin is/are -
   (a) Potassium permanganate
   (b) Ephedrine
   (c) Acetone
   (d) Acetic anhydride

3. Precursor chemicals for producing cocaine is/are -
   (i) Acetic anhydride
   (ii) Acetone
   (iii) Ephedrine
   (iv) Safrole
   (v) Potassium permanganate

4. Precursor chemicals for producing amphetamine/methamphetamine is/are -
   (a) Ephedrine
   (b) Nor ephedrine
   (c) Isosafrole
   (d) Methyl ethyl ketone

5. Precursor Chemical for producing Methaqualone (mandrax) is/are -
   (a) Anthranilic acid
   (b) P2P
   (c) N-Acetylanthranilic acid
   (d) Pseudosphedrine
6. Acetic anhydride is -
   (i) Liquid
   (ii) Powder
   (iii) Semi-liquid

7. Potassium permanganate is -
   (i) Yellow
   (ii) Blue
   (iii) White
   (iv) Purple

8. N-Acetylanthralic acid is -
   (a) Liquid material
   (b) Orange powder
   (c) Fine white or off-white crystalline powder
   (e) Waxy solid material

9. Physical appearance of Ephedrine is -
   (a) Purple liquid
   (b) Crystal/waxy solid crystal or granules with soapy feel
   (c) Colourless liquid
   (d) Bluish liquid

10. Which Article of 1988 UN Convention provides the basic framework for Precursor Control?
    (i) Article 3
    (ii) Article 11
    (iii) Article 12

11. Which of the following articles of 1988 UN Convention urges the Parties to the Convention to criminalise the diversion of precursor chemicals?
    (a) Article 2
    (b) Article 3
    (c) Article 5
    (d) Article 12

12. 1988 UN Convention urges the Parties to the Convention to provide for sanction in respect of offences committed with regard to precursor chemicals, in the nature of-
    (a) imprisonment only
    (b) fine/penalties only
    (c) confiscation only
    (d) all the above (i.e. imprisonment, fine/penalties and confiscation).

13. Which article of 1988 UN Convention requires the Parties to the Convention to take measures as deemed appropriate to prevent the diversion of precursor chemicals listed in Tables I and II of the Convention?
    (a) Article 11
    (b) Article 12
    (c) Article 14
    (d) Article 17
14. Which article of 1988 UN Convention provides for inclusion or deletion of a substance in/from Tables I and II of the Convention?
   (a) Article 3  
   (b) Article 5  
   (c) Article 12  
   (d) Article 17

15. In which of the articles of 1988 UN Convention, provision of PEN (Pre-export notification) has been made?
   (a) Article 5  
   (b) Article 12  
   (c) Article 17  
   (d) Article 19

16. Which article of 1988 UN Convention requires the Parties to the Convention to provide for seizures of any substance in Tables I and II if there is sufficient evidence that it is for use in the illicit manufacture of a narcotic drug or psychotropic substance?
   (a) Article 12  
   (b) Article 14  
   (c) Article 16  
   (d) Article 18

17. Which of the following articles of 1988 UN Convention provides for mutual legal assistance?
   (a) Article 2  
   (b) Article 5  
   (c) Article 7  
   (d) Article 9

18. As of date, how many chemicals are listed in Table I and II of the 1988 UN Convention?

19. Which new chemical is the latest addition (without being shifted from another table) to one of the Tables of the 1988 UN Convention?

20. Which precursor chemicals have been recently shifted from Table II to Table I?

21. What is the basic difference between Table I and Table II substances in the context of 1988 UN Convention?

22. As of now, how many chemicals are included in the Limited International Special Surveillance List?

23. In case of 'precursor chemicals' as generally understood in the context of their use in the manufacture of illicit drugs, which of the following statements is not correct?
   a. The term 'precursor chemicals' generally refers to substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances.
   b. All the substances generally referred to as 'precursor chemicals' are not true precursors.
   c. A precursor is a material that is incorporated into the final product.
d. The substances generally referred to as 'precursor chemicals' in the context of manufacture of narcotic drugs and psychotropic substances do not include reagents, solvents and catalysts.

24. Name a few precautions that should be taken while handling the precursor chemicals.

25. European Union Regulations on precursor control divide the precursor chemicals into -
   (i) Two categories
   (ii) Three categories
   (iii) Four categories
   (iv) Five categories

26. Name four of the common methods of diversion of precursor chemicals.

27. Which chemical is 'Operation Purple' associated with?

28. Which chemical is 'Operation Topaz' associated with?

29. Mention two sources of 'covert intelligence'?

30. Mention any two documents for which an investigator should look for during a search operation in a precursor case?

31. Which of the articles of 1988 UN Convention requires the Parties to the Convention to allow for use of 'controlled delivery' in case of offences relating to precursor chemicals?
   (a) Article 8
   (b) Article 9
   (c) Article 11
   (d) Article 12

32. Mention two types of 'Controlled Delivery'.

33. Mention at least four risk factors involved in raids over illicit laboratories that should be taken into account while planning a raid?

34. Mention three sources from which intelligence may be obtained on functioning of a clandestine laboratory?

35. Mention 5 logistic requirements, which should be catered to before raiding a clandestine laboratory?

36. Which of the following would not be an appropriate practice while drawing a sample?
   (a) packages/containers from which samples are to be drawn should not be serially numbered.
   (b) Samples should be normally drawn in duplicate.
   (c) When drawing one sample from a lot of packages/containers, which are identical in size, weight, markings and content, there is no need to take sample in equal quantity from each package/container and mix it before taking a sample from it.

37. Mention the three broad aspects, which should be taken into account while deciding a procedure on storage and disposal of seized/confiscated precursor chemicals.

38. Which would not be a good practice in the context of storage and disposal
procedure of precursor chemicals -
(a) Storing different chemicals together in one room.
(b) Smoking in the godown (storage place) of precursor chemicals.
(c) Training the staff tasked to store and handle seized precursor chemicals in first aid measures.
(d) Making the staff tasked to store and handle seized precursor chemicals aware of the properties of these chemicals.

39. In case of contact with skin and or eyes during handling/storage of a precursor chemical, which of the following would be the correct reaction?
(a) Rinse immediately with plenty of water.
(b) Rub your eyes.
(c) Immediately take off contaminated clothing.
(d) Seek medical advice.

40. In case of spillage of larger amounts of precursor chemicals during handling/storage, which would be the correct thing for an officer to do -
(a) Evacuate the area.
(b) deal with it himself and not inform the fire brigade.

41. For storing acetic anhydride, which one of the following would be an appropriate container?
(a) Container lined with stainless steel or polyethelene.
(b) Container made of iron.

42. For storing hydrochloric acid, the ideal container would be -
(a) Paper bag.
(b) Wooden box.
(c) Container of glass.

43. Name four advantages that can be derived from National Database System (NDS).

44. Who has developed the NDS 4.0?

45. Which of the following is not correct in the context of the role of customs in precursor control -
(a) Customs can detect diversion attempts through document examination at the time of import/export of precursor chemicals.
(b) Customs cannot play any role in detecting diversion attempts when the precursor chemicals are passing through their country as transit goods.
(c) Examination of goods can sometimes provide indicators that the consignment of the precursors is being diverted from licit trade to illicit channel.

46. Which of the following questions can help a customs officer to narrow down to suspicious consignments of precursor chemicals -
(a) Was the form of payment in conformity with normal commercial practice?
(b) Was the export authorized by the exporting country?
(c) Was there any unusual request for shipping or delivery?
(d) Does the order involve an unusual mixture containing a high
content of a precursor chemical?

(e) None of the above.

47. In SAARC Countries, generally speaking, which of the following factors make the role of police department significant in precursors control mechanism?

(a) Police are generally one of the enforcement agencies authorized to detect violations of the precursor control laws.

(b) Police, generally, have a much larger presence than any other enforcement agency in the country.

(c) For many reasons, police carry out checks on the roads.

(d) Police control the factories where precursors are manufactured.

48. In the SAARC countries, the role of Border Guard/Coast Guard is generally important for which of the following reasons -

(a) Some of the precursors are smuggled through land borders/sea coasts.

(b) Since officers of border guard departments are chemical experts, they can prevent diversion of precursors.

(c) It is one of the roles of the Border/Coast Guard to prevent smuggling of the contraband.

(d) Border/coast guard have much greater presence on the borders/coastline than any other enforcement agency.

49. Mention at least three areas in which competent authorities and the chemical industry/trade may co-operate with each other.

50. Which of the following is not correct in the context of voluntary code of conduct?

(a) Code of conduct exerts moral pressure on the industry/trade to self-regulate.

(b) It can promote better cooperation between competent authorities and the trade.

(c) Once voluntary code of conduct is in place, nobody from trade would ever indulge in diversion of precursor chemicals.

ANSWERS

Q.1  (a) Acetic anhydride, acetone, ethyl ether, Hydrochloric acid.
      (b) Acetone, ethyl ether, hydrochloric acid, potassium permanganate.
      (c) Acetic anhydride, ephedrine, ethyl ether, hydrochloric acid, norephedrine, pseudoephedrine, sulphuric acid.
      (d) Acetic anhydride, anthranilic acid, N-acetylanthranilic acid, hydrochloric acid, toluene.

Q.2  (c) and (d).

Q.3  (ii) and (v).

Q.4  (a) and (b).

Q.5  (a) and (c).

Q.6  (i)
Q.7 (iv)  
Q.8 (c)  
Q.9 (b)  
Q.10 (iii)  
Q.11 (b)  
Q.12 (d)  
Q.13 (b)  
Q.14 (c)  
Q.15 (b)  
Q.16 (a)  
Q.17 (c).  
Q.18 Table I - 14. Table II - 9. Total 23. (Position as on 1.4.2002).  
Q.19 Norephedrine added to Table I w.e.f. November 20, 2000.  
Q.20 Acetic anhydride and potassium permanganate w.e.f. December 8, 2001.  
Q.21 In terms of para 10(a) of article 12 of the 1988 UN Convention, PEN is applicable in respect of Table I substances.  
Q.22 26 (earlier, the number was 27 but norephedrine has been included in Table I w.e.f. November 20, 2000).  
Q.23 (d).  
Q.24 1. Do not taste the substances.  
   2. Preferably wear safety gloves.  
   3. Wear goggles.  
   4. Do not smoke.  
   5. Keep the substances away from the sources of ignition and heat.  
   6. Handle the substances at a well-ventilated place.  
   7. Wash hands properly after handling.  
Q.25 (b).  
   2. Pilferage from lorries / tankers during transportation.  
   3. False reporting of leakage during transit.  
   4. Mis-declaration of description during importation / exportation.  
   5. Use of forged NOC’s.  
   6. Manipulation of quantity in the NOC.  
   7. Orders against non-existent firms.  
   8. Use of name of bonafide company but specifying false contact address.  
   9. Use of front companies or "hiding" orders for precursors amongst list of innocuous chemicals.  
   10. Diversion by indicating over consumption.  
Q.27 Potassium permanganate.  
Q.28 Acetic anhydride.  
Q.29 (i) Informer (ii) Surveillance.  
Q.30 (i) Shipping Bills/Bills of entry. (ii) Transport documents (iii) Private documents relating to transactions.
Q.31 (c)
Q.32 (i) Cold convoy (ii) Co-operative courier. (iii) Undercover operations
(iv) Postal consignments.
Q.33 (i) Laboratory may be guarded by criminals. (ii) Laboratory may be guarded by booby traps, dogs, high voltage locked doors, remote control video cameras. (iii) Handling of chemicals may cause physical harm to officers through inhalation, contact with skin/eyes and ingestion. (iv) Criminals can throw chemicals on officers (v) Officers may receive electric shocks due to use of faulty wires by the criminals in the laboratory.
Q.34 (i) Informants. (ii) Previous investigations. (iii) Information from other agencies. (iv) Success of a controlled delivery operation (v) Undercover operations (vi) Surveillance over suspects. (vii) Interception of communications. (viii) Unusual behaviour on the part of occupants of the laboratory or activities going on in the premises.
Q.36 (a) and (c).
Q.38 (a) and (b).
Q.39 (a), (c) and (d).
Q.40 (a).
Q.41 (a).
Q.42 (c).
Q.43 (i) Determination of legitimate requirements of precursor chemicals in the Country.
(ii) Determination of input-output ratio.
(iii) Determination of annual requirements of individual manufacturer.
(iv) Identification/tracking of suspect transactions.
(v) Identification of suspect companies/individuals.
(vi) Study of trends of licit/illicit trade in precursors.
(vii) Facilitation of investigations.
(viii) Monitoring of domestic trade in precursors.
(ix) Monitoring of imports/exports of precursors.
(x) Exchange of relevant data with other countries.
(xi) Developing of best practices for NOC’s/PEN.
(xii) Sending of periodical returns to INCB.
Q.44 UNODC.
Q.45 (b).
Q.46 (a), (b), (c) and (d).
Q.47 (a), (b), and (c).
Q.48 (a), (c) and (d).
Q.49 (i) Enhancing knowledge of trade and industry on regulatory procedures for better compliance of precursor control mechanism.
   (ii) Identification of suspicious transactions.
   (iii) Educating industry / trade on special surveillance list.
   (iv) Evolving voluntary code of conduct.
   (v) Entering of MOU's between competent authorities and trade.
Q.50 (c).
Each training programme that is conducted should be evaluated by obtaining feedback from the participants. Feedback not only enables the organizers of the training course to assess the effectiveness of the training conducted but it may also throw up some good suggestions that can be incorporated in the courses to be organised in future. The system of feedback should be such that it does not inhibit the trainees from speaking out what they honestly feel about the training. It may therefore be left to the participants whether they would like to disclose their name on the feedback form or make their assessment anonymous.

The proforma of a feedback form is enclosed which can be utilised by the training institutions, if necessary with such amendments as deemed fit.

**PROGRAMME FEEDBACK/EVALUATION FORM**

(Note: Please tick the relevant evaluation option under all the heads)

I. How well has the programme achieved its objectives?

<table>
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<tr>
<th>Very well</th>
<th>Reasonably well</th>
<th>Average</th>
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II. (a) How would you rate the overall design of the programme?

<table>
<thead>
<tr>
<th>Excellent</th>
<th>Very good</th>
<th>Good</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Subject coverage</td>
<td>Conceptual framework</td>
<td>Orientation to practical implementation of precursor laws</td>
<td>Distribution of time among various components of the course</td>
</tr>
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</table>

II. (b) Would you like to recommend any additional topics for such training programmes or deletion of any of the existing topics?

________________________________________________________________________

________________________________________________________________________
III. Evaluation of training programme

<table>
<thead>
<tr>
<th>Contents</th>
<th>Excellent</th>
<th>Very good</th>
<th>Good</th>
<th>Average</th>
</tr>
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<tbody>
<tr>
<td>Presentation</td>
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<td>Relevance</td>
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<tr>
<td>Resource persons</td>
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IV. Do you think this training programme would enable you to exercise better control over precursor chemicals within the scope of domestic laws of your country and in accordance with the provisions of 1988 UN Convention?

___________________________________ (YES/NO)

V. (a) Having attended this training programme, would you be able to organise similar precursors training programme in your organisation?
(b) Would you be in a position to deliver a lecture/make a presentation on any of the precursors training subjects? If so, specify.

________________________________________________________________________

________________________________________________________________________

VI. Other observations/suggestions, if any.

Name and designation: (optional) ____________________________________________
Country: ____________________________
Date: ______________________________
Signature: _________________________