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**Twenty-eighth Meeting of Heads of National Drug Law  
Enforcement Agencies, Asia and the Pacific**  
Bangkok, 29 November-3 December 2004

**Report of the Twenty-eighth Meeting of Heads of National  
Drug Law Enforcement Agencies, Asia and the Pacific, held  
in Bangkok from 29 November to 3 December 2004**

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\* The present report is issued in English, the working language of the subsidiary body.



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## **I. Matters calling for action by the Commission on Narcotic Drugs or brought to its attention**

### **Recommendations adopted by the Twenty-eighth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific**

1. The Twenty-eighth Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Asia and the Pacific, made the recommendations set forth below, which were prepared by its working groups. The observations and conclusions of the working groups that led to the recommendations are contained in chapter V of the present report.

#### **Issue 1. Detecting and dismantling clandestine drug laboratories**

2. The following recommendations were made with regard to detecting and dismantling clandestine laboratories:

(a) Consideration should be given to the establishment of an information-sharing mechanism for the region of Asia and the Pacific to collate and disseminate intelligence on, inter alia, suspected persons, convicted offenders, types of equipment used in the manufacture of amphetamine-type stimulants (ATS) and known illicit sources of precursor chemicals;

(b) In response to the need for advanced expertise in methods of effectively dismantling clandestine drug laboratories, Governments should ensure that their law enforcement agencies were able to share such information with countries that currently lacked such capacity. Information exchange could take the form of informal dialogue between counterparts or more formal mechanisms such as country-to-country study trips or regional workshops;

(c) Considering that substances such as ketamine should be brought under international control, Governments should take steps to notify the appropriate United Nations authorities, in particular the World Health Organization;

(d) Governments should encourage their law enforcement agencies to develop strong working relationships with the chemical industry within their jurisdiction, ensuring the effective supply of critical intelligence and engaging the support of that critical industry in chemical control.

#### **Issue 2. Effective measures to counter heroin trafficking**

3. The following recommendations were made with regard to effective measures to counter heroin trafficking:

(a) Where they had not already done so, Governments should ensure that there were mechanisms and procedures in place to support the timely and secure exchange of information between their national drug law enforcement agencies and cross-border counterparts;

(b) Governments of countries in the region should actively support the development of cross-border cooperation initiatives, such as the border liaison

office programme, that promoted a coordinated operational response to combat trafficking in illicit drugs and the diversion of precursor chemicals;

(c) To be effective against trafficking in precursor chemicals used in the manufacture of illicit drugs, Governments must ensure that their administrative procedures and national legislation supported the enforcement of precursor control and the successful prosecution of those engaged in such illicit trafficking.

### **Issue 3. Effective procedures to identify, seize and confiscate goods and assets derived from crime**

4. The following recommendations were made with regard to effective procedures to identify, seize and confiscate goods and assets derived from crime:

(a) Those States in the region which currently lacked an effective domestic legislative framework to deal adequately with money-laundering attempts should review and, when necessary, strengthen domestic legislation;

(b) States that had yet to become parties to or implement the relevant international conventions dealing with money-laundering should be encouraged to do so;

(c) Governments of countries in the region should be encouraged to establish financial intelligence units where they had not already done so.

### **Issue 4. A regional approach to strategic planning to counter cross-border organized crime**

5. The following recommendations were made with regard to a regional approach to strategic planning to counter cross-border organized crime:

(a) The Twenty-ninth Meeting of HONLEA, Asia and the Pacific, should explore further the concept of regional strategic plans, which might be developed in response to the priority drug law enforcement issues within the region;

(b) Governments should identify the key issues of concern in the region that affected their ability to act effectively against illicit drug trafficking and transmit their findings and conclusions to the designated focal point (New Zealand), to be collated and reported to the Twenty-ninth Meeting of HONLEA, Asia and the Pacific.

## **II. Major regional drug trafficking trends and countermeasures**

6. At its 1st and 2nd meetings, on 29 November, the Meeting considered item 3 of its agenda, entitled "Major regional drug trafficking trends and countermeasures". For its consideration of the item, the Meeting had before it a document prepared by the Secretariat entitled "Major regional drug trafficking trends and countermeasures" (UNODC/HONLAP/2004/2) and a conference room

paper entitled "Statistics on drug trafficking trends in East, South-East and South Asia, Oceania and worldwide" (UNODC/HONLAP/2004/CRP.1).

7. A representative of the United Nations Office on Drugs and Crime introduced the item and made an audio-visual presentation providing an overview of trends in illicit drug production and trafficking in the region and worldwide. The presentation was based on information provided by Governments to the Office. The representatives of Japan, the Islamic Republic of Iran, China, Malaysia, Indonesia and the Philippines made statements, including audio-visual presentations. The observers for the Pacific Islands Forum Secretariat and the Regional Intelligence Liaison Office for Asia and the Pacific of the Customs Cooperation Council (also known as the World Customs Organization) also made statements and audio-visual presentations.

8. The representative of China reported that the Government of China had issued a five-year work plan on drug control (2004-2008) in May 2004. Priority measures included the review of drug control legislation, stricter law enforcement and improved coordination of domestic and international drug law enforcement efforts. High importance was attached to demand reduction, including preventive education, treatment and rehabilitation and harm reduction measures. In 2004, in addition to 14 bilateral drug control agreements or memorandums of understanding, China entered into a multilateral drug control cooperation agreement with the member States of the Shanghai Cooperation Organization (China, Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan and Uzbekistan) and bilateral agreements with the Netherlands, the Russian Federation and Uzbekistan.

9. The representative of the Islamic Republic of Iran stated that the consumption of synthetic drugs was rising in his country, especially among the wealthy. Amphetamines, methamphetamines and methylenedioxymethamphetamine (MDMA, commonly known as Ecstasy) were being brought into the Islamic Republic of Iran from Eastern Asia and Europe. The relevant authorities were undertaking awareness-raising measures, including issuing publications and holding training workshops on the dangers of ATS abuse. The representative of the Islamic Republic of Iran recommended making the law more treatment-oriented for drug addicts, expanding treatment centres and paying close attention to public education. Regional and international law enforcement cooperation should also be expanded.

10. In Japan, methamphetamine accounted for about 85 per cent of all arrests for drug offences. Traditional methamphetamine trafficking routes from China and the Hong Kong Special Administrative Region (SAR) of China, had been disrupted in part by successful seizures, while trafficking from other routes such as from Canada and the Philippines, had increased. Smugglers' modus operandi had also changed: the number of cases of maritime smuggling had remained stable, while smuggling by air and international parcel service had increased since 2003. The representative of Japan also reported that the number of seized MDMA tablets and arrests for MDMA offences had been increasing each year and that demand for the drug remained high. Most offenders were in their twenties or younger and MDMA was abused mainly in places of public entertainment, such as discotheques. The Netherlands remained the largest area from which the drug was shipped, with Canada, China and the Russian Federation emerging as additional sources. In July 2003, Japan had renewed its five-year drug abuse prevention strategy, which placed

equal emphasis on both the supply of and the demand for illicit drugs, and established emergency measures to interdict drug smuggling at the border.

11. The Japanese Coast Guard had held a Maritime Drug Law Enforcement Seminar in 2004, where countries in the region and United Nations Office of Drugs and Crime were represented. The Seminar introduced the practical guide on maritime drug law enforcement of the Office and launched a new exchange network for competent national authorities, e-MADLES. The network would facilitate the exchange of information through encrypted electronic mail (e-mail), including details about suspect ships, crew lists, cargo manifests, intelligence, ports of call, criminal records of suspects and the types of drug suspected. The Japanese Coast Guard and China were currently taking part in the programme and other competent authorities in the region had been invited to participate.

12. The representative of Malaysia reported that the trend was steadily away from opiates to synthetic drugs, especially ATS, and provided information on seizures to the Meeting. His audio-visual presentation included examples of successful joint operations, including an operation carried out by Chinese and Malaysian authorities to dismantle a large clandestine methamphetamine laboratory. The factors leading to the success of such operations included close cooperation between the drug law enforcement agencies and the prompt exchange of information.

13. It was noted that the dismantling of clandestine drug laboratories and the safe disposal of chemicals remained a challenging issue for many countries. The disposal of hazardous wastes could be prohibitively expensive and dangerous. That was an area where the United Nations Office on Drug and Crime had been invited to provide technical assistance in order to minimize health and environmental risks.

14. The Meeting identified abuse of ketamine as a growing problem in the region. It was agreed that States should be encouraged to take the necessary steps to put the substance under international control, in accordance with the applicable provisions of the international drug control treaties.

### **III. Implementation of the recommendations adopted by the Twenty-sixth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific**

15. At its 7th meeting, on 2 December, the Meeting considered item 4 of its agenda, entitled "Implementation of the recommendations adopted by the Twenty-sixth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific". The Meeting had before it a document prepared by the Secretariat (UNODC/HONLAP/2004/3) on the basis of information provided by Governments in response to a questionnaire sent to all States represented at the Meeting of HONLEA, Asia and the Pacific. The document reflected the replies received by the Secretariat by 15 November 2004 from Brunei Darussalam, Cambodia, China, the Hong Kong SAR, Indonesia, the Islamic Republic of Iran, Japan, Malaysia, the Marshall Islands, Myanmar, Nepal, Pakistan, the Republic of Korea, the Russian Federation, Singapore and Thailand. After that date, questionnaires had been received from Bangladesh, India, Kazakhstan, the Lao People's Democratic

Republic, Sri Lanka, Turkey, Uzbekistan and Viet Nam. A representative of the Secretariat introduced the item.

#### **IV. Follow-up to the twentieth special session of the General Assembly**

16. At its 7th meeting, on 2 December, the Meeting considered item 6 of its agenda, entitled "Follow-up to the twentieth special session of the General Assembly". A representative of the Secretariat made statements on the action being taken within the United Nations system of relevance to the region as follow-up to the twentieth special session of the Assembly.

#### **V. Consideration of issues by working groups**

17. At its 3rd to 6th meetings, on 30 November and 1 December, the Meeting established working groups to examine four issues. The observations made by the working groups and the conclusions reached after consideration of the issues are presented below. For the recommendations adopted by the Meeting, see chapter I above.

##### **Issue 1. Detecting and dismantling clandestine drug laboratories**

18. The working group on issue 1 met on 30 November. During its consideration of the issue the working group made the following observations:

(a) Persons engaged in the illicit manufacture of synthetic drugs were dependent on access to licit and illicit sources of precursor chemicals to continue that illicit activity. The effective monitoring of precursor chemicals assisted in the detection of clandestine drug laboratories. The criminal groups operating such laboratories needed human resources in the form of technical expertise and investors;

(b) The collection and sharing of operational and strategic intelligence were necessary in order to combat the well-organized criminal groups that were establishing and operating clandestine drug laboratories;

(c) Following police identification, clandestine drug laboratories must be effectively and safely dismantled;

(d) The location of clandestine drug laboratories was often related to the displacement effects of successful law enforcement interventions;

(e) There were essential precursor chemicals used in the manufacture of illicit drugs that were not currently controlled under the international drug control conventions;

(f) Individuals working in the chemical industry were a valuable source of intelligence for law enforcement officials.

19. The working group drew the following conclusions:

(a) Measures to monitor and control precursor chemicals, both domestically and across borders, were important in order to trace the locations of new clandestine laboratories, as well as to identify the criminal groups providing the funding and expertise for the establishment of such laboratories;

(b) Members of groups involved in the manufacture of synthetic drugs had well-defined roles, including logistical support, distributors and financiers. There was also a limited pool of expert chemists who were pivotal to the successful establishment and operation of clandestine laboratories. There were often past associations between one or more members of groups involved in the large-scale manufacture of ATS;

(c) Modern technical tools, including up-to-date information technology systems and training, were essential to the investigation of suspects involved in synthetic drug manufacture;

(d) Many countries lacked appropriate expertise in effectively disposing of precursor chemicals and illicit drugs. The dismantling of clandestine drug laboratories could be a costly process and must be done with due regard to environmental concerns and the physical well-being of law enforcement officials and members of local communities;

(e) Criminal syndicates had the ability to relocate operations to different countries quickly, using easily concealed, portable drug laboratories. States with weak legislative frameworks or weak border controls were especially susceptible to the establishment of such laboratories;

(f) Precursor chemicals essential to the manufacture of illicit synthetic drugs and not currently the subject of international control must be identified and subjected to greater international regulation;

(g) By building strong cooperative relationships with the chemical industry, law enforcement agencies were able to monitor licit trade in precursors more effectively.

## **Issue 2. Effective measures to counter heroin trafficking**

20. The working group on issue 2 met on 30 November. During its consideration of the issue the working group made the following observations:

(a) There had been a sustained decline in the illicit cultivation of opium poppy in the Golden Triangle and, as a result, opium production in the region was also falling. Significant poppy-free zones were developing in regions where opium production had been a long-established tradition;

(b) Illicit stocks of precursor chemicals in the region continued to be supplied predominantly by diversion from their licit manufacture in the large chemical industries of China and India;

(c) Among the preferred strategies currently employed by trafficking syndicates operating throughout the region was the use of busy airports, several transit stops and multiple couriers. The concealment of heroin on the body or the



ingestion of heroin in tightly sealed condoms continued to be common methods used to transport the drug across international borders;

(d) The border liaison office concept had proved very successful in developing the cross-border exchange of information and the strengthening of operational ties;

(e) There was growing evidence that West African drug trafficking syndicates operating in the region were engaged in barter trade, exchanging heroin for cocaine originating in Brazil.

21. The working group drew the following conclusions:

(a) Well-informed front-line law enforcement officers, aware of the importance of precursor chemicals in the manufacture of heroin and trained in the testing and identification of such chemicals, were essential to combating the diversion of such chemicals;

(b) The impact of targeted, strengthened and systematic responses by drug law enforcement agencies against syndicates engaged in smuggling heroin across the region could be seen in the changes made by smugglers in their modus operandi and travel patterns;

(c) In an effort to disguise the true nature and reason for the travel of individuals in their employ, West African heroin-trafficking syndicates were increasingly seeking out people of a more diverse range of nationalities to use as couriers to transport their illegal consignments.

### **Issue 3. Effective procedures to identify, seize and confiscate goods and assets derived from crime**

22. The working group on issue 3 met on 1 December. During its consideration of the issue the working group made the following observations:

(a) Effective legislation against money-laundering was imperative for the investigation and prosecution of money-laundering offences;

(b) Money-laundering was typically a transnational offence, frequently involving the transfer or smuggling of money across borders, to be invested or transferred further;

(c) States of the region had differing policies on what to do with goods and assets seized because of criminal offences, in particular in the case of the conclusion of successful cross-border investigations;

(d) Being a member of international organizations and party to international conventions that addressed money-laundering provided valuable assistance to member States in investigating money-laundering;

(e) Those countries most effective at combating money-laundering had effective financial intelligence units.

23. The working group drew the following conclusions:

(a) Without effective legislation against money-laundering, States were more vulnerable to transnational organized criminal groups. Such groups capitalized on the inability of law enforcement agencies to successfully monitor their activities;

(b) Individual States frequently lacked the capacity to deal with money-laundering alone. Extraterritorial provisions in domestic legislation assisted in the prosecution of national offenders where part of the offence occurred outside a State's jurisdiction;

(c) The sharing of goods and assets seized as a result of criminal cases was an incentive for law enforcement agencies to increase their efficiency in combating money-laundering;

(d) International organizations such as the Asia Pacific Group on Money Laundering, the Egmont Group and conventions such as the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annex I) and the protocols thereto provided mechanisms for mutual legal assistance, extradition and other forms of assistance. Many States of the region had entered into bilateral and multilateral agreements that provided a mechanism by which their law enforcement officials were able to assist their counterparts in other countries;

(e) Good results could be achieved when financial intelligence units cooperated closely with police and other law enforcement bodies from the beginning of an investigation. Financial intelligence units were able to provide specialized advice and support to investigators, investigating individuals and syndicates engaged in illicit drug trafficking and cross-border crime.

#### **Issue 4. A regional approach to strategic planning to counter cross-border organized crime**

24. The working group on issue 4 met on 1 December. During its consideration of the issue the working group made the following observations:

(a) Transnational organized criminal groups operating in multiple jurisdictions presented major challenges to the national drug law enforcement agencies in the region seeking to prosecute such offenders;

(b) Current priority concerns of law enforcement agencies in the region included establishing complementary standard operating procedures for undertaking controlled deliveries; establishing and maintaining good operational communications between law enforcement counterparts; and taking measures to facilitate the repatriation of offenders fleeing to foreign jurisdictions in order to evade prosecution.

25. The working group drew the following conclusion: meetings of HONLEA, Asia and the Pacific, provided a valuable forum where member States could identify and discuss areas of mutual concern, identify goals and objectives and formulate agreed plans of action to achieve those goals.

## **VI. Organization of the Twenty-ninth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific**

26. At its 7th meeting, on 2 December, the Meeting considered item 7 of its agenda, entitled "Organization of the Twenty-ninth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific". For its consideration of the item, the Meeting had before it a document prepared by the Secretariat (UNODC/HONLAP/2004/4). During the discussion of the item, statements were made by the representatives of Thailand, Japan and China.

27. Concerning suggested topics for consideration by working groups at the Twenty-ninth Meeting of HONLEA, Asia and the Pacific, the representative of Thailand proposed discussion of the challenge to drug law enforcement posed by the use of the Internet to determine the source of controlled pharmaceuticals and their later distribution via the international postal system. The proposal was supported by the representative of Japan, who reiterated the importance that the Meeting of HONLEA, Asia and the Pacific, had placed upon maintaining an ongoing and open dialogue in monitoring and responding to the serious problem of illicit production of and trafficking in ATS in the region.

28. The Meeting approved the following draft provisional agenda for the Twenty-ninth Meeting of HONLEA, Asia and the Pacific:

1. Election of officers.
2. Adoption of the agenda.
3. Major regional drug trafficking trends and countermeasures.
4. Implementation of the recommendations adopted by the Twenty-seventh Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.
5. Consideration of topics by working groups.
6. Organization of the Thirtieth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.
7. Other business.
8. Adoption of the report of the Twenty-ninth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.

## **VII. Other business**

29. At its 5th meeting, on 12 December, the Meeting considered an item under item 8 of its agenda, entitled "Other business". On the occasion of World AIDS Day, a member of the Secretariat made a statement on trends in connection with HIV/AIDS in the region and the work of the United Nations Office on Drugs and Crime in that regard.

## VIII. Adoption of the report

30. At its 7th meeting, on 2 December 2004, the Meeting adopted, as orally amended, the report of the Twenty-eighth Meeting of HONLEA, Asia and the Pacific (UNODC/HONLAP/2004/L.1 and Add.1-5), including the reports of the working groups and the recommendations contained therein, as orally amended.

## IX. Organization of the Meeting

### A. Opening and duration of the Meeting

31. The Twenty-eighth Meeting of HONLEA, Asia and the Pacific, was held in Bangkok from 29 November to 3 December 2004. The Deputy Prime Minister of Thailand and the representative of the Executive Director of the United Nations Office on Drugs and Crime addressed the participants at the opening meeting.

### B. Attendance

32. The following States members of the Economic and Social Commission for Asia and the Pacific were represented: Australia, Brunei Darussalam, Cambodia, China, Indonesia, Iran (Islamic Republic of), Japan, Lao People's Democratic Republic, Malaysia, Maldives, Myanmar, New Zealand, Pakistan, Philippines, Republic of Korea, Russian Federation, Singapore, Sri Lanka, Thailand, Turkey, United States of America and Viet Nam. The Hong Kong Special Administrative Region and the Macao Special Administrative Region of China were also represented.

33. Belgium, Germany, Italy and Sweden were represented by observers.

34. The International Criminal Police Organization (Interpol) Liaison Office for South-East Asia, the Pacific Islands Forum Secretariat and the Regional Intelligence Liaison Office for Asia and the Pacific of the World Customs Organization were represented by observers.

35. The United Nations Office on Drugs and Crime served as the secretariat of the Meeting.

### C. Election of officers

36. At its 1st meeting, on 29 November 2004, the Meeting elected the following officers by acclamation:

<i>Chairman:</i>	Krisna Polananta (Thailand)
<i>First Vice-Chairman:</i>	S. Ramachandran (Sri Lanka)
<i>Second Vice-Chairman:</i>	Haji Hamzah bin Abdullah (Malaysia)
<i>Rapporteur:</i>	Win van der Velde (New Zealand)

## **D. Agenda**

37. At the same meeting, the Twenty-eighth Meeting of HONLEA, Asia and the Pacific, adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda.
3. Major regional drug trafficking trends and countermeasures.
4. Implementation of the recommendations adopted by the Twenty-sixth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.
5. Consideration of topics by working groups:
  - (a) Detecting and dismantling clandestine drug laboratories;
  - (b) Effective measures to counter heroin trafficking;
  - (c) Effective procedures to identify, seize and confiscate goods and assets derived from crime;
  - (d) A regional approach to strategic planning to counter cross-border organized crime.
6. Follow-up to the twentieth special session of the General Assembly.
7. Organization of the Twenty-ninth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.
8. Other business.
9. Adoption of the report of the Twenty-eighth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.

## **E. Documentation**

38. The documents before the Twenty-eighth Meeting of HONLEA, Asia and the Pacific, are listed in the annex to the present report.

## **F. Closure of the Meeting**

39. Closing statements were made by the Chairman of the Twenty-eighth Meeting of HONLEA, Asia and the Pacific, and the representative of the Executive Director of the United Nations Office on Drugs and Crime.

## Annex

### List of documents before the Twenty-eighth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific

<i>Document number</i>	<i>Agenda item</i>	<i>Title or description</i>
UNODC/HONLAP/2004/1	2	Provisional agenda, including annotations and provisional timetable
UNODC/HONLAP/2004/2	3	Major regional drug trafficking trends and countermeasures
UNODC/HONLAP/2004/3	4	Implementation of the recommendations adopted by the Twenty-sixth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific
UNODC/HONLAP/2004/4	7	Organization of the Twenty-ninth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific
UNODC/HONLAP/2004/L.1 and Add.1-5	9	Draft report
UNODC/HONLAP/2004/CRP.1	3	Statistics on drug trafficking trends in East, South-East and South Asia, Oceania and worldwide
UNODC/HONLAP/2004/CRP.2-27	3	Country reports