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Country profile

The United Nations Office on Drugs and Crime

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Foreword

Drug abuse and drug trafficking have become one of the most acute social problems in the Russian Federation. They stimulate the growth of crime, violence, and corruption and damage people, irrespective of their social status, sex, religion or race. The most dreadful thing is that they mutilate lives of the Russian children and women and, as a result, become a heavy burden on the social security system.

Drug addiction leads to the spreading of HIV/AIDS thus threatening not only social but also economic development of the nation.

The authors of the document attempted to make a general overview of the various aspects of the drug situation, their interrelations, the Russian Government drug control policy and institutional system to respond to the problem. They relied primarily on official Russian statistics, data from the Russian State Committee for Statistics, Ministries of Internal Affairs, Health and Education, and the Russian Federal AIDS Centre, although results of studies, survey and scientific research were also used when appropriate. While describing the socio-economic aspects of the situation, the authors also used the analysis and estimations made by some NGOs and international organizations, including the World Bank and United Nations Development Programme.

The Profile was developed mostly for internal use of the UNODC personnel involved in the development of UNODC strategic programmes for Russia. However, it could also be interesting as a source of background information for local and international non-governmental organizations, researchers, journalists and students.

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1. Background and overview of the drug and crime situation

Since the early 1990s, rapidly rising drug abuse and the growing incidence of HIV/AIDS infection among injecting drug users have become enormous problems in the Russian Federation, the world's largest and seventh most populous country (total population 145 million). During the same period, drug trafficking has significantly spread throughout most areas of the country, and Russia has also become a major trafficking route for heroin and other drugs from Afghanistan and Central Asia into Central and Western Europe.

Most of the manifestations of drug abuse and drug trafficking had been all but eliminated in the former Soviet Union during the first few decades of Communist rule. Significant abuse of cannabis and opium survived only in Central Asia and the Russian Far East where there was significant growth of cannabis and opium poppy and where their use had been traditional. The late 1970s saw some growth of illegal drug use among non-conformist youth, largely in the European areas, and the subsequent decade saw a spread of abuse into a wider spectrum of the population. By 1990, there were more than 28,000 registered drug addicts in Russia and some authorities estimated many times that number of drug users.

The changes in the illegal drug scene in the 1990s, since the dissolution of the Soviet Union, have been dramatic. By the end of the decade, the number of registered drug abusers had increased by 400%, with an ever-increasing number of the abusers being considered addicts. Rising abuse has occurred in virtually all areas of the country and some experts, both within and outside the Government, estimate that the number of drug users may be as many as 2.5 to 3 million. This rapid expansion of drug abuse has been characterized by a number of disturbing phenomena:

- A steady increase in the use of heroin and other lethal drugs, though cannabis remains the most abused drug;
- The increasing popularity of intravenous drug use among abusers and an alarming rapid spread of HIV/AIDS infection among injecting drug users in many areas; and
- A sharp decline in the average age of all drug abusers, as well as those injecting drugs and becoming infected with HIV/AIDS, with the drug abuse being a problem largely affecting young people and children who have been among the major casualties of the country's serious economic and social problems.

Since the early 1990s, the rapid development of wide-scale drug trafficking and street pushing throughout most of the country has helped foster this explosion in drug abuse. At the same time, the expanding demand for illicit drugs has encouraged increasing numbers of individuals, adversely affected by the declining economic and growing unemployment, to turn to various illegal activities, including drug trafficking. As Russia moved into the 21st Century, a pattern of wide-scale trafficking of opium, heroin and cannabis from Southwest Asia, primarily from Afghanistan and Central Asia, had been firmly established. These illicit imports are targeted for consumption within the country and for transhipment to countries in the West. While imported drugs, which also include amphetamine-type substances from Western Europe, feed a growing share of the domestic market, harvesting of wild cannabis and the cultivation of opium poppy for the small-scale kitchen manufacture of opiates still provides a source for illicit drugs, some of which are used intravenously.

In the early 1990s, against a background of serious economic problems and social disruption, there was a sharp increase in the overall crime and particularly in the commitment of serious crimes, including murder, armed robbery and rape. In recent years, the incidence of many crimes has tended

to level off, but at very high levels. As Russia undergoes enormous economic changes, fostered in part by many legal and other uncertainties, organized crime has also become a major threat. Large criminal groups resort to extortion, violence, including contract killing, and corruption in many illegal, as well as semi-legal areas of activity.

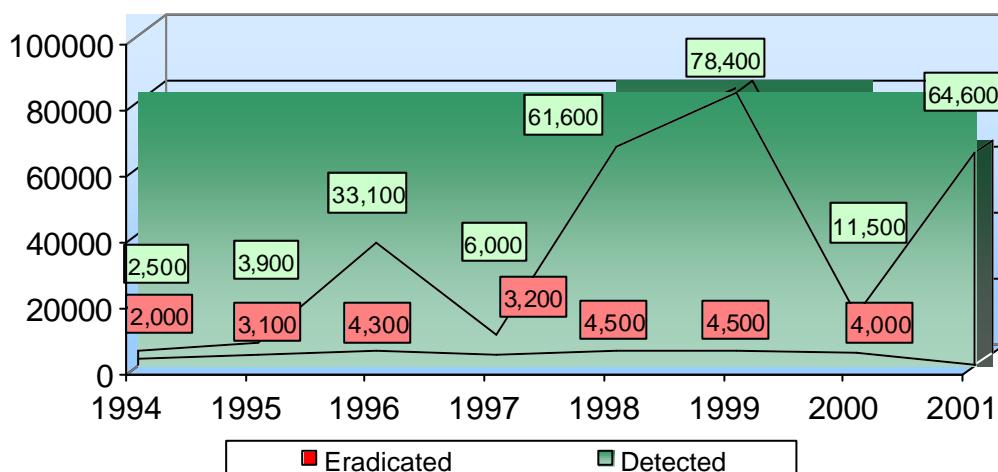
A party to the three international drug control conventions, Russia has developed a solid policy and legal basis, as well as a strong institutional structure for undertaking drug control at the national, regional and international levels. The country has taken a leadership role in developing anti-narcotics, crime prevention and counter-terrorism initiatives within the CIS structures. It has also been a major partner with UNODC in strengthening efforts with the Central Asian States in stemming the flow of narcotics from Afghanistan. Scarce resources limit the capacity of Government organizations and private institutions in carrying out programmes to deal with drug trafficking, as well as drug abuse and the related HIV/AIDS problems. Many outside observers also believe that certain aspects of existing Russian drug control laws, and their application in the administrative practice, severely undermine efforts to address the growing problem of HIV/AIDS infection among injecting drug users.

2. Summary statistics

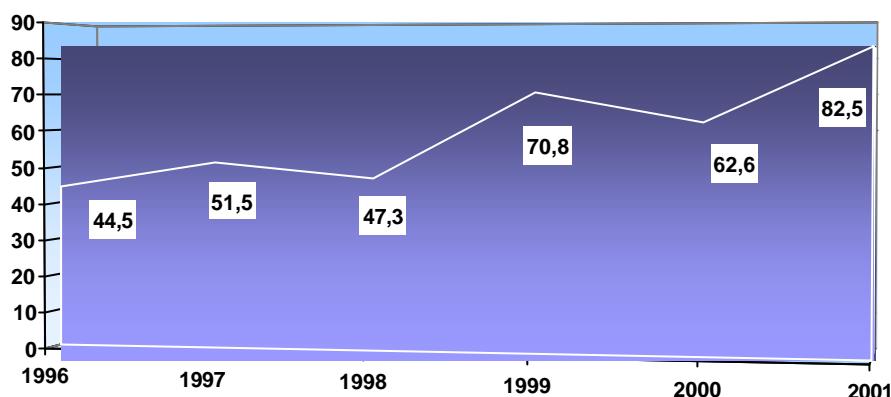
a) Drugs

The Russian authorities estimate that wild growing cannabis is spread out over a million of hectares. The following chart relates to specific areas identified and eradicated by law enforcement agencies.

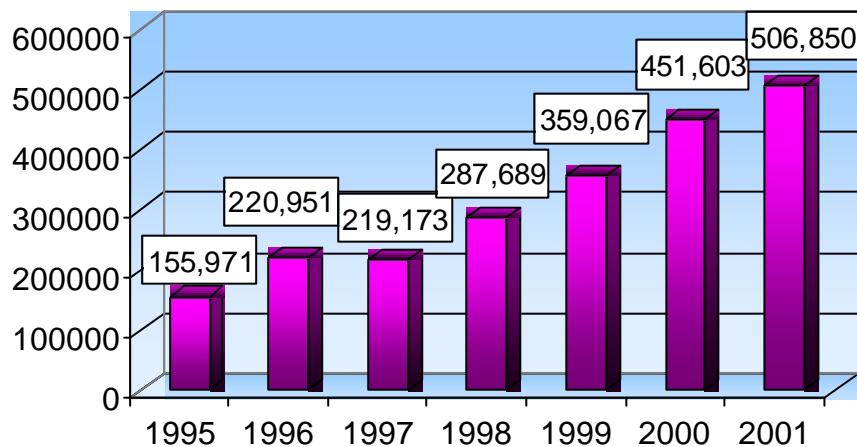
Figure 1: Eradication of drug-containing plants, (thousand Ha)



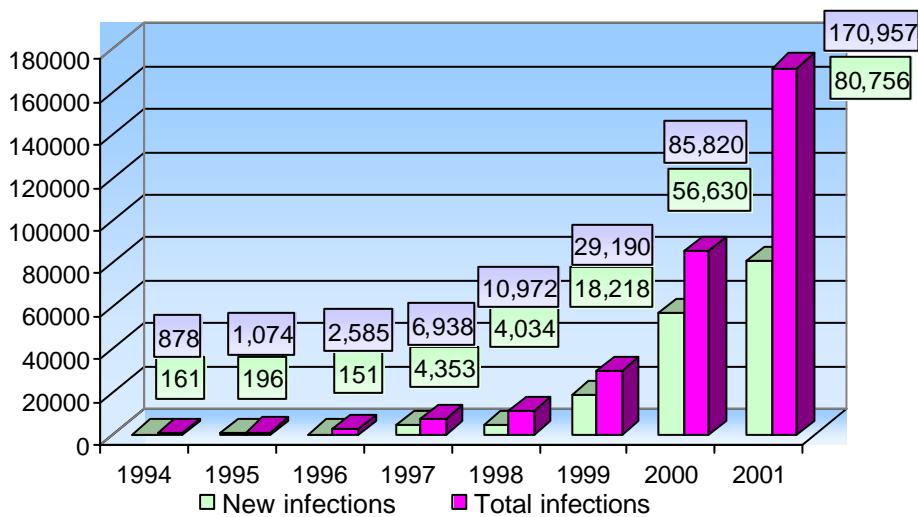
Source: Ministry of Internal Affairs, Russia, 2001

Figure 2: Seizures of illicit drugs in Russia (tons)

Source: combined statistics from MIA, FBS, SCC and FSS, Russia.
Compiled by UNODC Regional Office in Russia and Belarus.

Figure 3: Number of drug users receiving treatment in substance abuse centres

Source: Ministry of Internal Affairs, Russia, 2002

Figure 4: Officially registered HIV/AIDS infections in the Russian Federation

Source: Russian Federal AIDS Centre, Ministry of Health, 2002

Table 1: Increase in number of HIV/AIDS infected intravenous drug users

	1995	1996	1997	1998	1999	2000	2001
Number of newly infected IDUs who confirmed sharing needles	6	1,012	2,523	1,803	10,820	36,660	46,274
Percentage of IDUs who confirmed sharing needles	3%	66%	58%	45%	55%	62%	53%

Source: Russian Federal AIDS Centre, Ministry of Health, 2001.

According to the official statistics, as of 31 December 2001, among 170,957 persons identified to be HIV infected, there were 79,277 intravenous drug users¹.

b) Crime

In 2001, Russia's Ministry of Internal Affairs registered 2,968,255 crimes compared with 2,068,320 in the previous year. The following table provides a breakdown by category of crimes.

Table 2: Number of crimes registered by the Ministry of Internal Affairs, Russia, 1995-2001

	1995	1996	1997	1998	1999	2000	2001
TOTAL CRIMES						2,068,320	2,968,255
Percentage to the previous year							43
Serious crimes (thousands)	1,633.4	1,466.4	1,422.9	1,560.8	1,847.8	1,735.2	1,772.2
Percentage change from previous year	+66	-10	-3	+10	+18	-6	+2
Murder and assault with intent to murder	31,703	29,406	29,285	29,551	31,140	31,829	33,500
Percentage change from previous year	-2	-7		+1	+5	+2	+5
Rape and sexual assault	12,515	10,888	9,307	9,014	8,346	7,901	n/a
Percentage change from previous year	-10	-13	-14	-3	-7	-5	n/a
Theft	1,367,866	1,207,478	1,053,972	1,143,364	1,413,810	1,310,079	n/a
% change from previous year	+4	-12	-13	+9	+24	-7	n/a
Burglary	140,597	121,356	112,051	122,366	138,973	132,393	148,800
% change from previous year	-5	-14	-8	+9	+13	-5	+12
Robbery	37,651	34,584	34,318	38,513	411,378	39,437	44,800
% change from previous year	-1	-8	-1	+12	+7	-4	+13
Drug related crimes	79,948	96,762	184,832	190,127	216,364	243,572	241,598
% change from previous year	+7	+21	+91	+3	+14	+13	2%
Including	Serious			70,652	73,614	79,242	87,616
	% change from previous year				+4	+8	+11
	Committed by organized groups	653	562	1,439	913	1,692	2,899
	% change from previous year	-40	-13	+156	-36	+85	+71
	Money laundering			241	1,003	965	1,784
	Percentage to the previous year				+316	-4	+85

Source: MIA official information.

¹ "HIV-infection survey in Russia in 2001 (Statistics)", Russian Federal AIDS Centre, 2001, Moscow.

3. The year in review: main events

a) Major political and economic events

In March 2001, the President of the Russian Federation signed a decree creating seven new Federal Districts and nominated his Representatives in each of them. This measure significantly strengthened the power of the central Government over the regional authorities.

In 2001, among the major factors influencing political and economic development and the crime situation in the country, in 2001, an important one continued to be the impact of the anti-terrorist operations conducted by the federal authorities in the Autonomous Republic of Chechnya. The desperate economic situation and continuous military activities in Chechnya forced tens of thousands of local residents to search for shelter in other regions, primarily in the bordering Northern Caucasus republics, as well as in the Stavropol and Krasnodar territories. Although, in 2001, many refugees returned gradually to their homes in Chechnya, at the end of 2001, some 310,000 people were still living with host families or in spontaneous settlements and tent camps².

The living conditions in Chechnya remain difficult: the administrative structures are extremely weak and religious extremism, backed by militants, is growing. In addition, some estimates suggest that up to 80% of the population are unemployed and impoverished³. These conditions, and the wide availability of firearms, have led to increasing serious crimes, including hostage-taking for ransom and drug trafficking. In general, the crime and drug situation has seriously deteriorated not only in Chechnya but also in other areas of Southern Russia. Since 1999, Russia has been the site of numerous terrorist events, many connected to the ongoing insurgency and instability in the republic. One rebel faction, which consists of both Chechen and foreign, predominantly Arabic-mujahidin, fighters, is reportedly connected to international Islamic terrorists and has used terrorist methods⁴.

Russia also experienced numerous kidnappings, bombings and assassinations in 2001, which may be attributed to either terrorists or criminals.

After the terrorist attacks in New York and Washington of September 2001, Russia was among the first countries to join the international coalition against terrorism. The Russian Federation had already earlier supported the anti-Taliban operations in Afghanistan by providing weapons and other military and humanitarian assistance to the Afghanistan Northern Alliance. After 11 September, Russia opened its air space to the US for planes delivering search and rescue equipment and humanitarian cargos to Afghanistan, and also encouraged the Central Asian States to support the antiterrorist operation.

In 2001, the first indicators of positive results of the economic reforms became apparent. These were due to a number of steps aimed at reducing state control over economic activity, protecting foreign investments and increasing demand in the internal consumer market. A major move by the Government was the introduction of a 13% flat rate of income tax, which is intended to deter generalized tax evasion. This has been a serious wide spread problem in Russia over the past decade.

b) Drugs and crime

During 2001, Russia made a number of important steps to improve the national anti-drug and anti-crime legislation. In particular, within the framework of the judicial reform, the Russian Parliament approved a new Criminal Procedures Code that restricted prosecutors' powers and made courts

² UN estimates, 2002 UN Consolidated Inter-Agency Appeal for the North Caucasus – Russian Federation.

³ The UN Common Country Assessment for the Russian Federation, 2000, p.45.

⁴ Patterns of Global Terrorism, U.S. Department of State, 2001.

responsible for issuance of arrest and search warrants. At midyear, Russia also ratified the European Convention on Money Laundering and approved a comprehensive anti-money laundering bill. This provides for the establishment of a Financial Intelligence Unit in the Ministry of Finance and the sharing of information on suspected financial transactions with foreign law enforcement agencies.

In October 2001, the Russian Government approved the Federal Target Programme on "Comprehensive Measures against Drug Abuse and Drug Trafficking, 2002-2004". This is the latest in a series of three-year programmes outlining the activities of, and allocating resources to, the federal agencies engaged in drug control. This new programme allocates \$54 million from the federal budget and significantly increases funding for prevention and other demand reduction components.

As a follow-up to the creation of the seven federal regions, seven district police departments have been set up. They have been tasked with carrying out the functions of control and coordination of overall law enforcement activities in the federal regions. The heads of the Federal District Police Departments report directly to the Minister of Internal Affairs and also coordinate activities with the President's representatives and the other law enforcement agencies in the Federal Regions. The major tasks of these new institutions include combating organized crime, corruption, drug trafficking and other serious crimes. Another organizational innovation has been the establishment of a board of regional police chiefs to coordinate interregional law enforcement efforts.

4. General setting

a) Major socio-economic characteristics of the country

In the early 1990s, the Russian economy contracted very sharply, and while there was some evident growth by 1997, the financial crisis of 1998 gave a major blow to the economic prospects. The Gross Domestic Product (GDP) fell by 4% in 1998 and, by the end of that year, the GDP was only 50% of the 1991 level. While there has subsequently been substantial growth in the past three years, since 1998, driven in part by growing domestic consumption, the economy has been extremely weak, particularly as it relates to the volume of investments in comparison with the needs for infrastructure maintenance and modernization of production facilities.

Table 3: Key indicators of the Russian economy (year-on-year % growth, unless otherwise noted)

	1996	1997	1998	1999	2000	2001
GDP	-3.4	0.9	-4.9	5.4	8.3	4.9
Industrial production	-4.0	2.0	-5.2	11.0	11.9	4.7
Fixed investments	-18.0	-5.0	-12.0	5.3	17.4	11.1
Inflation	21.8	11.0	84.4	36.6	20.2	18.6
Federal budget balance (% of GDP)	-7.9	-6.7	-4.9	2.5	2.5	3.3
Current account balance (% of GDP)	3.0	0.5	0.3	18.5	18.5	15.2

Source: Goscomstat (State Committee on Statistics), Ministry of Finance.

The strength of the economy is highly dependent on exports and, during 2001, the decrease of economic growth in Europe and America has negatively impacted on the Russian Federation. Furthermore, in 2001, Russia's extended debt obligations totaled 60% of the GDP and the Government has been obliged to undertake some strict austerity measures. This has had a severe impact on many of the country's already ailing social programs.

During the 1990s, the decline in the economy had a drastic impact on the Russian population. It has been estimated that, by 1999, one third of the country's inhabitants lived below the poverty level and the economic recovery since then has not led to any significant decrease in the scale of poverty.

Contributing to the problem of poverty has been the consistently high level of unemployment. While there were only 1.5 million persons registered as unemployed in 1999, estimates of the actual number of unemployed was 7.4 million or 10.2% of the economically active population.

Table 4: Unemployment in the Russian Federation (end of year)

	1996	1997	1998	1999	2000	2001
Registered unemployed	3.4	2.8	2.6	1.7	1.5	
Estimated number of unemployed (mln)	7.3	8.1	9.7	8.9	7.4	6.1
Estimated unemployment as percentage of economically active population	10.0%	11.2%	13.3%	12.2%	10.2%	8.6%

Source: Human Development Report, Russian Federation, UNDP, 2000.

Unemployment is particularly serious among young people from economically backward regions, as well as those with low education levels and/or from socially deprived families. At the end of 2000, 31.5% of the registered unemployed were young people⁵.

Another cause of poverty is the existence of many low-paid and low-income jobs, and currently, getting a job increasingly ceases to be security against poverty, given the extremely tight employment market. Young people are frequently obliged to take low paid jobs. Some observers believe that the lack of economic opportunity for many of Russia's youth has led to the general loss of motivation, as well as alienation from the society. This, in turn, is believed to be contributing to an increase in drug abuse and violent crime.

Because of the country's serious economic problems, the Government, at both the federal and the local levels, has been obliged to drastically cut back on many of the services provided to the public. These include the medical services and education, with rural areas and small urban communities being the most adversely affected. Reduced medical services has been one of the factors in the sharp decline in male life expectancy, which is now 61 compared to 65 in 1986 (female life expectancy is 70). Other causal factors include rising alcohol, tobacco and drug consumption.

⁵ Human Development Report, Russian Federation, UNDP, 2000, p. 55.

b) Summary table of general statistics

	Indicator	SUMMARY	STATISTICS			
		Country	Comparative aggregate average:			
		Value	High Human Development	Developing Countries		
Human Development Index Rank (2001)		55 out of 162				
Land						
Size of country, (sq.km)(1999)		170,754,000				
Arable land, (sq.km)(1999)		12,497,500				
Population						
Population (million)(2000)		145,6				
Population growth, %(2000)		-0,1	0,30	1,40		
Life-expectancy at birth (2000)		65,3	77,30	64,50		
Population age 15 and above, %(2000)		82,0	80,50	66,60		
Population age 15 to 24, (%)		15,6	13,60	18,60		
Share of urban population, %(1999)		73,1	78.1(1998)	39.0(1998)		
Economic Development						
GDP Growth, %(2000)		8,3	1,00	2,50		
GDP per Capita, current US \$ (1998)		2,138	21,770(1998)	3,260(1998)		
GDP per Capita, PPP \$ (1999)		7,473	23,410	3,530		
Trade: Imports as share of GDP, %(2000)		24,8	21.7(1998)	30.2(1998)		
Trade: Exports as share of GDP, %(2000)		45,9	22.7(1998)	31.7(1998)		
Share of agriculture in GDP, %(2000)		7,1	2.5(1998)	13.5(1998)		
Total external debt, % of GNP (1998)		69,4		42,80		
Poverty and Unemployment						
Population living below \$ 1 a day (2000)		7,1				
Income distribution ratio, (20% richest/20% poorest)		12,2				
Unemployment rate (1997)			7.0(OECD)(98)			
Youth unemployment rate			12.8(OECD)(98)			
Health						
Public expenditure on health, %(of GDP)(1998)		(..)	6,2	2,2		
Population with access to essential drugs %(1999)		66,0				
Doctors per 100,000 people (1992-1995)		421,0	246,0	78,0		
AIDS cases per 100,000 people (1997)			99,1	28,9		
Education						
Adult literacy rate (2000)		99,6	98,5	72,9		
Combined enrolment ratio (primary, secondary, tertiary)(1999)		78,0	91,0	61,0		
Radio per 1,000 people (2000)		417,0	1,005,0	185,0		
Television per 1,000 people (2000)		421,0	621,0	162,0		
Telephone lines per 1,000 people (2000)		218,0	524,0	58,0		
Internet users per 1,000 people (2000)		21,30	4,97	0,26		

Sources: World Bank, UNDP, DESA, FAO.

5. Drug situation

a) Production and cultivation

The easiest and largest source of illicit drugs in the country is the enormous expanse of wild growing cannabis, which Government experts estimate to cover more than a million hectares. The largest areas of cannabis growth are in Southern Siberia, the Far East and the Northern Caucasian Region, with the wild cannabis in the latter region being notable for its high narcotic content. Not incidentally, some of the largest seizures of cannabis occur in the Amur and Primorsky Regions of the Far East and in the Krasnodar Region in the Caucasus⁶.

The tetrahydrocannabinol (THC) content in the cannabis varies from region to region, but basically all cannabis can be utilized for the production of marijuana, hashish and hashish oil. In some areas, the drug users themselves harvest the cannabis in the fields, but there are large numbers of small groups of traffickers who move the cannabis and its by-products to the major cities and industrial centres of the country. It is also reported that small quantities of Russian cannabis are sometimes traded into several of the neighboring countries along the western border.

In some major producing areas, law enforcement agencies take steps to identify and destroy the cannabis growth. Such eradication efforts have been underway for several years and, in 2001, about 5,250 hectares of cannabis were detected and 2,111 hectares were eradicated⁷. Given the wide expanse and the strong natural resilience of wild cannabis growth in Russia, such eradication efforts cannot be expected to have much impact on the trafficking of marihuana and hashish.

The cultivation of opium poppy within the Russian Federation is also another source of illicit drugs, despite the legislative prohibition against such activity. Most of such illicit cultivation takes place in the Northern Caucasus and southern regions of the country, where the cultivation of poppy and the use of poppy seeds for bakery products have been traditional. The law enforcement authorities estimate that there are only about 100 hectares of opium cultivation in the country with most of the plots being extremely small. Every year, law enforcement units carry out eradication operations and, in 2000, they reported that 7.39 hectares of opium poppy cultivation had been destroyed.

b) Illicit manufacture

Although no official statistics exist on the illegal manufacture of narcotic drugs, the Ministry of Internal Affairs estimates that such manufacture has significantly increased since the late 1980s.

Based on the statistics on clandestine laboratories, as well as other data, the manufacture of various opiates from opium and poppy straw constitutes the largest number of illicit narcotics laboratories. Such laboratories are usually used to produce *chernushka* (black), a strong solution of acetylated alkaloids containing codeine, morphine and heroine in varying portions, which is usually injected by users. Many of the illicit laboratories producing *chernushka* are operated by individual or groups of users and are often located in private houses and apartments, as well as garages and sheds. The number of such laboratories appears to be on a decline as users turn to imported heroin. In recent years, there seems to be an increasing number of non-drug-using professionals who produce *chernushka* inclusively for profit, but they are apparently still fairly rare.

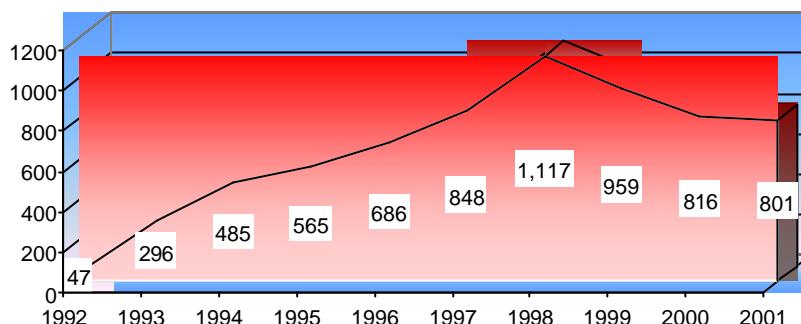
The second largest number of illicit laboratories involves the production of hashish and hashish oil from cannabis. Also manufactured in illicit laboratories, most of which are relatively small

⁶ Drug Situation in Russia, MIA Report, 1999, p. 7.

⁷ Data provided by MIA as of 1 July 2001.

operations, are (a) ephedrine and other methamphetamines, which are made from ephedrine illicitly, imported primarily from China and Romania or from cough syrups containing ephedrine; and (b) catinon, produced from drugs containing phenilpropenolamine. Some of these illicit laboratories are operated by the users themselves.

Figure 5: Total number of clandestine laboratories detected in 1992-2001



Source: Ministry of Internal Affairs, official reports to UNODC.

There appears to be very little heroin manufactured within the Russian Federation and the amount of illicit production has declined in recent years as imports from Central and South West Asia have grown dramatically. According to Ministry of Internal Affairs reports, it is believed that the decrease in the number of clandestine laboratories is largely accounted for by a fall in the number of laboratories producing opium solutions. At the same time, the number of kitchen laboratories producing synthetic drugs has grown.

Table 5: Detected clandestine laboratories by type of drugs

	1995	1996	1997	1998	1999	2000	2001
Opium					341	243	232
Morphine					8	0	0
Heroin					41	8	9
Other opiates					75	59	51
Cannabis					145	145	137
Hashish					101	123	105
Barbiturates					2	0	2
Amphetamines					56	59	71
Other drugs					190	179	194
TOTAL	585	686	848	1,117	959	816	801

Source: MIA, Russia, 2002, *UNDCP Global Illicit Drug Trends 2002*, Vienna.

In most of the detected laboratories, drugs are produced in rather primitive conditions and many of them are the laboratories located in residential premises, private houses, garages, sheds, etc. In 2000, 700 out of 816 dismantled laboratories produced various opium solutions, and over 200 produced hashish and hashish oil out of cannabis⁸.

c) Trafficking

Rapidly growing drug abuse and the country's geographical location have significantly contributed to a sharp growth in trafficking of narcotic drugs and psychotropic substances. Half of the illicit drugs seized in the country have a foreign origin. Russia has become a huge market for foreign produced illicit drugs, as well as a major transit link in the transport of opiates, primarily heroin, from Southern and Central Asia into Central and Western Europe.

⁸ Drug situation in the Russian Federation, MIA report 2000.

The Russian Federation faces its most serious drug trafficking from the South, as reflected in the 2001 drug seizures figures of the State Customs Committee (SCC)⁹. 96.5% of the heroin, 84% of the hashish, 60% of the opium, and 53% of the marijuana had come from and through the Central Asian States. The 1990s saw Afghanistan develop into the world's largest producer of opium and heroin, and traffickers have been using the Central Asian States for the shipment of these illicit drugs into Russia and other countries in the West. The dimensions of the problem are illustrated by the seizures made by the Russian Federal Border Service (FBS) Group operating on the Tajik/Afghan border under the 1993 agreement between Russia and Tajikistan. In 2001, the FBS seized almost 5.5 tons of drugs, including 2.5 tons of heroin and 3 tons of opium, which are almost 10 times higher compared to the seizures made in 1999.

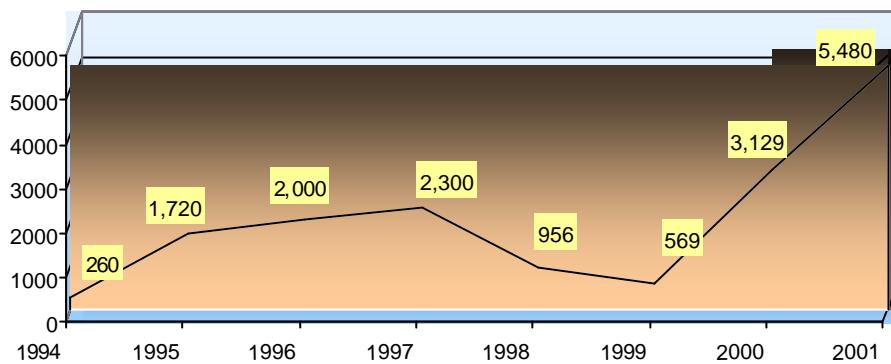
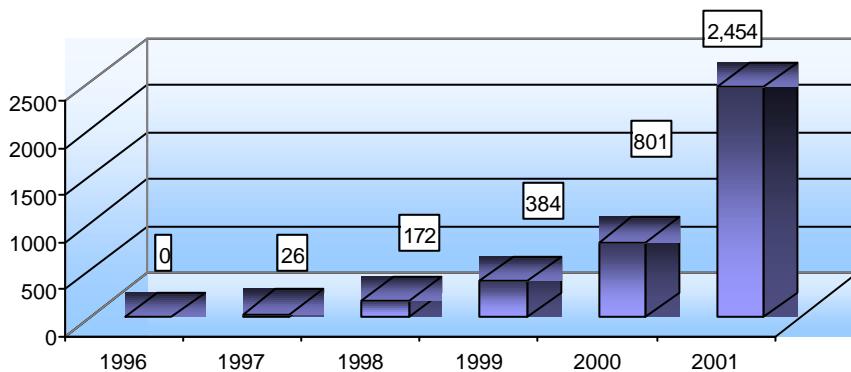


Figure 6: Drugs seizures made by FBS at Tajik/Afghan border (kg)

Source: Federal Border Service, official report to ODC, 2002.

In 2000, the law enforcement agencies of the Central Asian States also seized over almost 30 tons of illicit drugs, of which there were 3.3 tons of heroin and 10.7 tons of opium. 85% of these drugs is believed to have been destined for Russia and Central and Western Europe.

Figure 7: Seizures of heroin made by the Russian Federal Border Service along the Tajik/Afghan border



Source: Federal Border Service, official statistics, Moscow, 2002.

Large amounts of Afghan heroin, opium and other drugs make their way from Central Asia into Russia via rail cargo, with truck transport being another trafficking channel. In recent years, there has been an increasing use of couriers for the transport of drugs, with the rising use of body cavities for concealment. Russian ports on the Black and Caspian Seas are also being used increasingly for transhipment of illicit drugs. Table 6 outlines the major means of transport used by drug traffickers for their activities in Russia, as identified by law enforcement agencies.

⁹ State Customs Committee's annual overview on smuggling of drugs, Moscow, 2000, p.5.

Table 6: Means of transportation used for trafficking (%)

	1999	2000	2001
Cars	64.00	66.80	N/a
Rail	29.00	26.80	N/a
Air	6.00	6.10	N/a
Other	1.00	0.30	N/a

Source: MIA, Russia, 2000.

Recent years have also seen a rapid spread of heroin trafficking through much of the country, based on the increasing imports from abroad. This is clearly demonstrated by the Ministry of Internal Affairs (MIA) seizure figures. In 1996, the MIA seized heroin in 14 Russian regions, in 1997, in 43, in 1998, in 67, in 1999, in 70, and in 2001, heroin seizures were made in 79 out of 89 regions of the Russian Federation.

Table 7: Drugs seized by law enforcement agencies in Russia

Type of drugs	Agency	1997		1998		1999		2000		2001	
		Number of cases	Weigh	Number of cases	Weight						
Poppy straw	MIA			16,549	15,815	14,727	18,366	16,423	18,564	18,631	21,364
	SCC					37		25	114	43	170
	FBS				381		0		293		
Total poppy		65,679	1,940	16,196	14,764	18,366	16,448	18,971	18,674	21,534	
Raw opium	MIA	179	223	61,855	1,804	57,651	1,507	56,768	2,186	48,352	851
	SCC		2297	284	129	260	462	188	144	125	11
	FBS				728		137		2,305		1,262
Total raw opium		65,858	4,460	62,139	2,661	57,911	2,106	56,956	4,635	48,477	2,124
Morphine	MIA			157	15	122	2	101	2	120	11
	SCC					17	1	12	158	10	0.4
	FBS										
Total Morphine				157	15	139	2	113	160	130	11.4
Heroin	MIA	3,376	40	18,979	193	54,508	695	83,194	984	77,279	979
	SCC	26	24	131	47	386	317	366	206	221	308
	FBS		26		203		618		902	55	2,281
Total heroin		3,402	90	19,110	443	54,894	163	83,560	2,092	77,555	3,565
Other opiates	MIA			10,705	168	43	55	2,931	18	4,122	105
	SCC			131	50		14				
Total other opiates				10,836	218	4,300	1,699	2,931	211	4,122	105
Cocaine	MIA	353	58	184	10	117	13	101	65	73	2
	SCC	27	71	21	50	15	14	6	3	9	16.4
	FBS				40		0		0		
Total cocaine		380	129	205	100	132	27	107	68	82	18.4
Marihuana	MIA			52,717	22,9	46,711	33,802	42,172	23,313	41,791	40,717
	SCC	389	603	361	612	294	7,231	277	2,991	286	3,161
	FBS				0		676		720	21	490
Total marihuana		389	603	53,078	23,512	47,005	41,709	42,449	27,024	42,098	44,368

Country profile											Russian Federation
Hashish and hashish oil	MIA			16,698	1,199	16,922	852	17,930	1,136	18,941	1,624
	SCC			361	0	63	0	62	61	95	77
	FBS			450		68		24			4
Total hashish and hashish oil				17,059	1,649	16,985	920	17,992	1,221	19,036	1,701
Amphetamine and hallucinogen	MIA	1,204	28	872	34	1,094	41	755	9	831	12
	SCC	228	63	241	64					5	1
Total amphetamine		1,432	91	872	34	1,094	41	755	9	836	13
Other drugs and substances	MIA			4,227	2,355	5,841	3,998	4,983	1,313	5,157	3,848
	SCC			241	64	267	295	313	4,949	189	5,198
	FBS			126					45		
Total other drugs and substances				4,468	2,481	6,108	4,293	5,296	6,307	5,346	9,046
Total drugs		179,967	51,520	184,662	47,309	204,876	70,793	226,679	62,597	216,356	82,486
Precursors (tons)				1,750	107.2	2,411	157.4	2,019	50.010	2,175	168.4

Source: Official statistics provided to UNODC by MIA, SCC and FBS, Russia, 2002.

The steady growth of the volume of the opiates, trafficked throughout the Russian Federation, brought about significant changes in the structure of the Russian drug market. The number of heroin seizures, made by the Ministry of Internal Affairs alone, increased 4.5 times from 18,979 cases in 1998 to 83,194 cases in 2000. The volume of heroin seized by all the law enforcement agencies increased almost 140 times from 26 kg in 1996 to 3,565 kg in 2001. The total weight of all drugs seized in 2001 by the Russian law enforcement agencies exceeded 82 tons, including 68.5 tons by the MIA, 8.9 tons by the SCC, and 5.4 tons by the FBS.

Table 8: Some identified drug trafficking routes through Russia

	SOURCE	DESTINATION
Poppy straw	Ukraine, Lithuania, Moldova, Belarus	Estonia, Poland
Opium	Afghanistan, Pakistan, Tajikistan, Uzbekistan, Turkmenistan, Azerbaijan, Kyrgyzstan	Europe, Japan, Canada, USA, Israel
Heroin	Afghanistan, Pakistan, Tajikistan, Uzbekistan, Turkmenistan, Azerbaijan, Kyrgyzstan	Europe, Japan, Canada, USA, Australia, Israel
Cannabis	Afghanistan, Kazakhstan, Uzbekistan, Turkmenistan, Azerbaijan, Kyrgyzstan	Europe, Japan, Canada, USA, Korea, China
Cocaine	Colombia, Venezuela, Bolivia, Brazil, USA, Europe	Europe, Oman, Benin, Ghana, Guinea, Zambia, South Africa
Medical drugs	Azerbaijan, India, Korea, China, Turkey	Finland, Denmark, Sweden, Latvia, Lithuania

Source: MIA, Russia, 2000.

The past decade has also seen Russia become the target of drug traffickers of various other drugs, in addition to opiates and cannabis. Poppy straw, which is used for illicit manufacture of *chernushka*, as well as *chernushka* itself, comes from Ukraine, Lithuania, and Belarus. Synthetic drugs - amphetamine, methamphetamine, ecstasy, and LSD - are brought to Russia from Germany the

Netherlands and Poland, through the western and northwestern regions of Russia. On the borders with the Baltic States, the situation was also characterised by an increasing trend in drug smuggling. While in the past, the major drugs for smuggling in this region were poppy straw and marijuana, in recent years, there have been cases of smuggled opium, hashish, cocaine, and amphetamines, including ecstasy. Cocaine is brought to Russia both directly from Latin America (Argentina, Peru, and Venezuela) and transited through other states.

Occasionally, there are seizures of cocaine in Russia, but it is generally believed that the high prices for the drug from Latin America significantly limits the size of domestic market for this drug. As demonstrated in Table 8, Russia is sometimes used for the transhipment of cocaine, as well as many other drugs.

In Eastern Russia, the difficulty of controlling the border with China and Mongolia facilitates the illicit importation of the precursor ephedrine for the domestic production of methamphetamines.

It is not surprising that, with the rapid expansion of drug trafficking, there has been a very significant increase in the number of registered drug-related criminal activities. According to the statistics of the law enforcement agencies, in 1985, there were only five regions where the number of registered drug crimes exceeded 1,000. In 2000, there were 43 such regions out of the total number of 89. Overall, within the last decade, the number of drug-related crimes increased 14 fold.

In 2000, the police registered 243,572 drug-related crimes. In accordance with the Criminal Code of Russia, 73,600 (38.7%) of them were defined as serious crimes. Over 12,000 drug-related crimes were committed by criminal groups, including some 3,000 crimes committed by organised criminal groups.

Table 9: Drug related crimes registered in Russia, including those committed by groups

	1995	1996	1997	1998	1999	2000	2001
Drug offences (total)	79,819	96,645	184,832	190,127	216,364	243,572	241,598
Drug trafficking	11,448	19,982	28,979	33,562	42,883	57,720	45,000
- committed by a group	5,205	6,489	7,549	6,499	10,199	12,132	13,907
- committed by an organized crime group	-	562	1,439	913	1,763	3,092	4,234

Source: MIA, 2002.

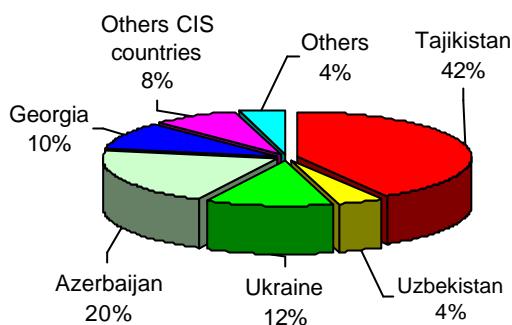
In 2000, almost 135,000 people were prosecuted for drug-related crimes, which is an increase of 4.2% as compared to 1999. In addition, administrative proceedings were initiated against 150,000 individuals¹⁰. 70% of criminals arrested for drug-related crimes were young people aged below 30 and 72% were unemployed. The number of women, involved in drug crimes, grew from 14% in 1999 to 17% in 2000.

It is perhaps not surprising to see youth and unemployed so heavily represented among those arrested for drug-related crimes, since these two groups represent the majority of drug users in the country (a large number of drug users are forced to turn to illegal activities, including drug trafficking, to feed their habits).

¹⁰ Narcotic drugs, drug addiction and drug trafficking in the Russian Federation, Ministry of Interior report, Russia, 2001, p.7.

According to the data provided by the State Customs Committee, in 2000, 53% of drug smugglers detained at the country's borders were Russian citizens¹¹. However, most of the heroin, opium and other highly concentrated drugs are smuggled into Russia by foreign traffickers, the largest portion of which is represented by Central Asian States nationals. During 2000, over 3,000 foreign nationals from 34 countries were detained by the police and charged with drug-related crimes.

Figure 8: Breakdown of foreign drug traffickers arrested in Russia by nationality, 2000



Source: MIA, Russia.

d) Diversion of drugs and precursors

The law enforcement agencies in Russia also face illicit theft and trafficking of legally produced pharmaceuticals containing controlled narcotics and psychotropic substances. The Ministry of Internal Affairs has, however, indicated that it believes this problem does not have a major impact on the illicit drug situation, and it is in fact a declining problem. In 2000, there were 39% less cases of theft or extortion involving controlled pharmaceuticals than in 1999, and thefts from warehouses and medical institutions were down as much as 50%.

The decline in the seriousness of this problem is in part due to the increasing controls exerted by the police and medical authorities. These controls include an annual comprehensive operation called "Doping", which involves checking all the sites of manufacturing, processing, storage and distribution of narcotic drugs, psychotropic substances, and precursors.

However, the State Customs Committee indicated that the increased economic cooperation between Russia and foreign states made a negative impact on the diversion of licit drugs from international trade. Although the number of cases of seizing controlled pharmaceuticals decreased from 325 in 2000 to 199 in 2001, the overall weight of the seized substances increased from 5,106 kg in 2000 to 5,199 in 2001, with almost 70% of the seized drugs coming from abroad¹².

The problem of ephedrine smuggling is particularly acute for Russia, since ephedrine is a precursor material for the synthesis of amphetamine drugs. Large quantities of ephedrine-containing ampoules, bottles, and tablets have been seized. A considerable amount of them have come to Russia with humanitarian aid from abroad. However, although there have been cases of ephedrine smuggling and transit from the USA, Finland, Estonia, and Uzbekistan, the major part of ephedrine, as noted above, comes from China. In 2001 the State Customs Committee alone reported about 32 cases of seizing ephedrine imported from China, which totalled to 4,991 kg¹³.

¹¹ State Customs Committee's annual overview on smuggling of drugs, Moscow, 2000, p.15.

¹² State Customs Committee's annual overview on smuggling of drugs, Moscow, 2001, p.29

¹³ State Customs Committee's annual overview on smuggling of drugs, Moscow, 2001, p.29

Despite increasing efforts to control the illicit flow of precursors in accordance with the international conventions, it is believed that some acetic anhydride and other chemicals have been smuggled from Russia through Central Asia into Afghanistan for heroin production there. The Russian Federation is also being used by traffickers for transshipment of precursors from Great Britain, France, Germany, Canada to Kazakhstan, Tajikistan, Uzbekistan and Kyrgyzstan, sometimes through Poland, Lithuania and Estonia. In 2001 the Russian Ministry of Internal Affairs and the State Customs Committee together seized over 168,400 kg of precursors, of which there were almost 60 tons of acetone 56 tons of red phosphorus (40 and 36 per cents of all seizures of precursors respectfully), and 6.5 tons of toluene¹⁴.

e) Drug prices

According to the Ministry of Internal Affairs, prices for poppy straw and the cannabis group of drugs have remained relatively stable. At the same time, the value of opiates smuggled from the Central Asian countries has been going down. The wholesale price for raw opium decreased 75% from US\$ 6,000 per kilogram in 1996 to US\$ 1,500 in 2001. The street price of heroin went down from US\$ 160 per gram in 1997 to US\$ 25-30 per gram in 2001.

The price for cocaine delivered to Russia from Latin America has remained at a relatively stable high level, which probably can be explained by the long transit distance and the small number of users who can afford this particular type of drug in Russia.

Table 10: Average prices in Russia: Street (g) and Wholesale (kg), 1998-2001

Drug prices (US \$)	1997		1998		1999		2000		2001	
	Street	W/S	Street	W/S	Street	W/S	Street	W/S	Street	W/S
Opium		5,833	45	3,860	40	2,700	20	2,000		2,700
Heroin	160		92	60,000	10	30,000	27		30	3,000
Cannabis		333	2	790	1	500		600		500
Hashish		5,000	14	3,500	15	3,000	15	2,500		2,700
Cocaine	190		95	50,000	150	75,000	120		122	

Source: MIA, Russia; UNDCP, *Global Illicit Drug Trends 2002*.

f) Demand

According to the Ministry of Health, over the last ten years, the number of drug-addicted patients in the medical institutions has grown ten fold¹⁵. By the end of 2001, almost 270,000 drug addicts were registered by substance abuse s. In 2001, the total number of people receiving drug treatment exceeded 506,850¹⁶.

The number of drug users is believed to be many times more than those being treated in the medical institutions. Studies conducted by the Ministry of Health indicate that the number of drug users in the Russian Federation may range from 2 to 3 million. Ministry of Internal Affairs experts estimate the number of drug users to be 8-10 times higher than official figures¹⁷, i.e. 4 to 5 million.

The steep growth of drug abuse in Russia can be demonstrated by the fact that the number of drug addicts being referred to substance abuse s for the first time has increased by 11.6 times since 1992.

¹⁴ State Customs Committee's annual overview on smuggling of drugs, Moscow, 2001, p. 33

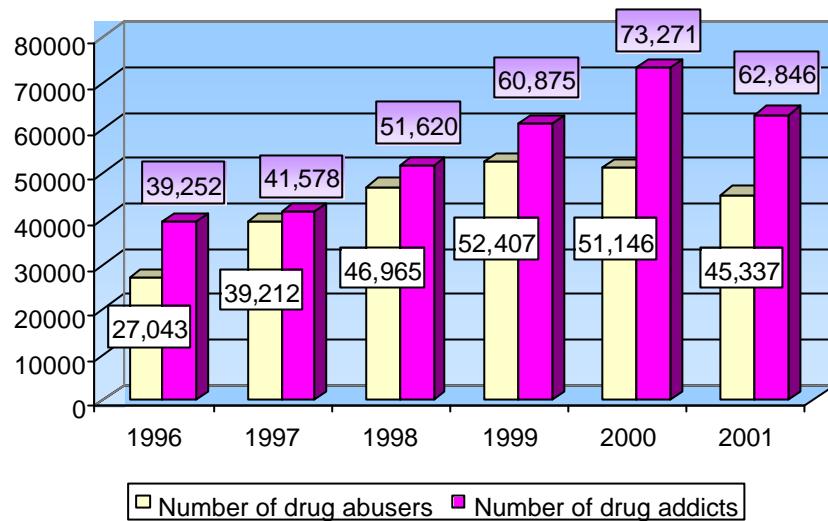
¹⁵ Ministry of Health official report on drug addiction, 2001, <http://www.minzdrav-rf.ru/in.htm?rubr=128&doc=976>.

¹⁶ MIA report "Organized Crime and Drug Trafficking in the Russian Federation", 2002.

¹⁷ MIA report "Organized Crime and Drug Trafficking in the Russian Federation", 2002.

In 1999 alone, more than 60,000 people entered drug treatment for the first time¹⁸. Equally disturbing is the fact that more and more individuals are being treated for serious abuse problems and are considered addicts.

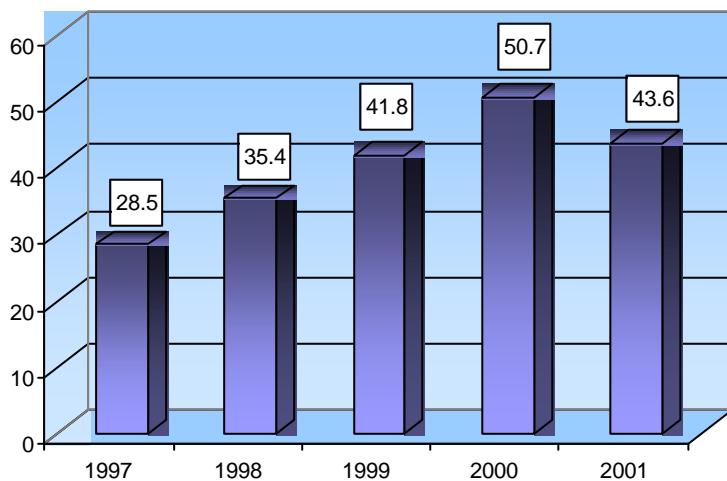
Figure 9: Number of drug abusers and addicts registered for the first time by substance abuse centres



Source: Ministry of Health, Russia.

The number of people registered for the first time by medical institutions as drug addicts per 100,000 inhabitants also increased dramatically, and by the end of 2000, this figure had risen to 50.7 drug addicts per thousand.

Figure 10: Number of drug addicts registered for the first time per 100,000 inhabitants



Source: Ministry of Health, Russia, 2002.

In 2000, the overall number of registered drug addicts constituted 185.8 people per 100,000 inhabitants¹⁹.

Table 11: Number of drug addicts per 100,000 inhabitants, 1995-2001

1995	1996	1997	1998	1999	2000	2001
44.0	60.2	82.6	109.9	143.7	185.8	219.9

Source: Ministry of Health, Russia.

¹⁸ Ministry of Health, Research Institute on Drug Addiction, www.niinop.ru.

¹⁹ Ministry of Health, Research Institute on Drug Addiction, www.niinop.ru.

If law enforcement agencies have reasonable grounds to believe that a precursor is intended to be used for the illicit production of narcotic drugs or psychotropic substances, they are empowered to suspend activities of legal entities for a term of up to three months and take relevant checks. In case of the violation of law, criminal case is to be initiated, the shipment is terminated, and the precursors are seized.

The Russian authorities are particularly concerned by increased use of narcotics and other psychoactive substances among children and juveniles. In fact, in Russia, the drug abuse problem is largely one affecting the youth. This is reflected in the increasing number of young people becoming drug addicts. According to the Ministry of Health, since 1991, the number of teenage drug addicts has grown 18 times²⁰. The overwhelming majority of drug addicts (67.3%) are people under 30 years of age. In 2000 alone, 6,122 teenagers were registered for the first time by the substance abuse s as drug addicts. Since 1995, the number of drug addicts per 100,000 teenagers has increased by 2.7 times from 46.2 to 125.1 in 2000. Although in 2001 indicators of drug addiction among teenagers improved a little bit (the number of teenage drug addicts registered by medical institutions decrease (from 9,062 in 2000 to 7,368 in 2001²¹), experts feel like explaining this trend by the fact that with more new medications to remove withdrawal syndrome appearing in the market drug users and drug addicts simply avoid referring to the government drug treatment centres.

Table 12: Drug addiction among the youth

	1995	1996	1997	1998	1999	2000	2001
Number of registered teenage drug addicts per 100,000 teenagers	46.2	75.0	88.5	99.4	113.2	123.9	100.7

Source: Ministry of Health, Russia.

The increase in drug addiction is typical, both for urban and rural areas of the country, but in the cities the problem is definitely more visible. Nevertheless, according to specialists, conditions are ripe for expansion of hard drug use in all regions of the country, including rural areas. This is due to the rising supply of drugs and economic, as well as, social problems conducive to drug use and social alienation among the youth.

Table 13: Increase in number of drug users in Russia

	1996	1997	1998	1999	2000	2001
Estimate number of drug users (in thousands)	1,272	1,537	2,243	2,222	2,269	2,365
Number of drug users registered by medical institutions	243,670	219,173	287,689	359,067	451,603	506,850
Diagnosed as drug addicts	90,409	113,349	156,231	198,345	297,598	364,010
Aged from 18 to 30	148,194	130,896	160,535	220,487	254,123	N/a
Children and teenagers	38,843	39,230	47,170	52,598	50,079	N/a

Source: MIA, Russia, 2000.

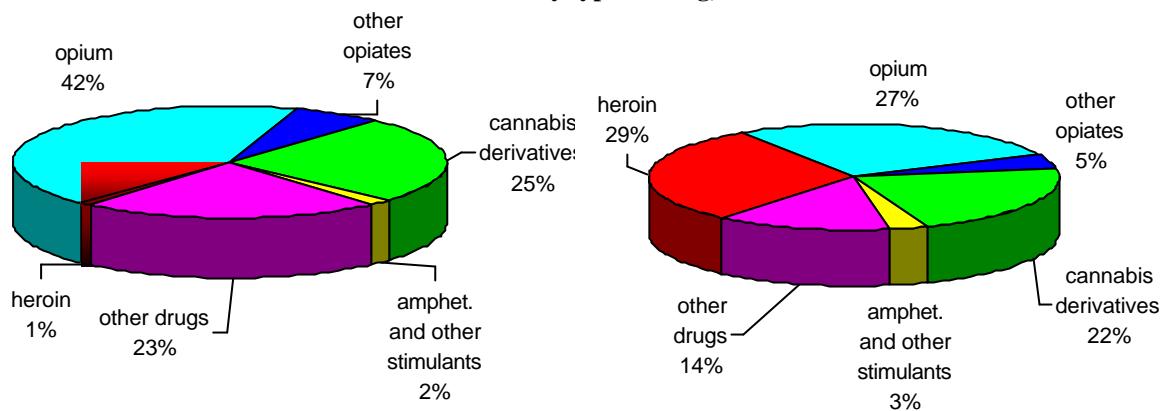
Earlier, for the most part, individuals receiving drug treatment had mainly used opiates produced in simple laboratories, such as *chernushka* or cannabis-based materials, marijuana and hashish. During the last several years, the use of heroin has increased dramatically. Alone in 2000, the number of heroin consumers had increased 2.6 times. The analysis of statistics indicates that, though the total

²⁰ Ministry of Health official report on drug addiction, 2001, <http://www.minzdrav-rf.ru/in.htm?rubr=128&doc=976>.

²¹ "Drug Abuse and Drug Treatment in the Russian Federation" (in Russian), Research Institute on Substance Abuse, Ministry of Health, 2001.

number of people recorded as drug abusers increased in 2000 by 25%, the number of recorded heroin users for the same period increased by 260% from 44,721 in 1999 to 117,435 in 2000. 28.5% of the total number of registered drug users had used heroin in 2000. At the same time, with every passing year, a small but steady decrease is being observed in the number of persons who are registered as users of cannabis derivatives.

Figure 11: Breakdown of narcotic substances used by type of drug, 1996-2001



Source: MIA, Russia, 2002.

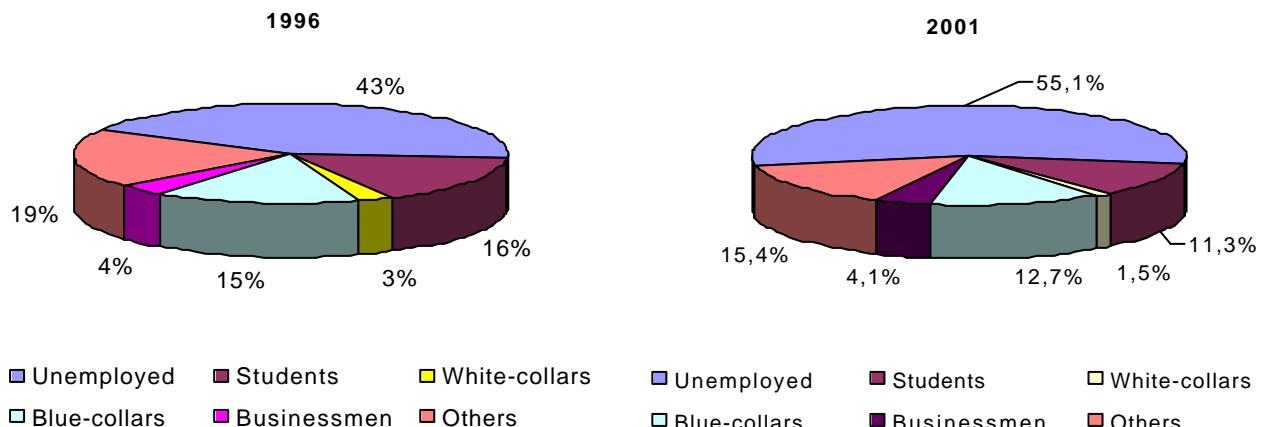
Table 14: Drug users by type of drugs, 1995-2001 (% of total users)

Type of drug	1995	1996	1999	2000	2001
Opiates	34.4	49	42.3	33.5	30.2
Cannabis	26.2	25	17.4	13.5	21
Heroin	0.004	1	12.5	28.0	28.5
Cocaine	10.4	3	0.6	0.12	0.21
Amphetamines, barbiturates, hallucinogens	0.009	2	2.37	3.45	2.91
Multiple drug users	3.1		6.8	8.34	7.46
Other drugs	26.0	21	12.0	15.1	12.3

Source: MIA, Russia, 2001.

The social make up of drug users is also undergoing significant changes. Drug addiction is becoming more widespread among the unemployed who now constitute over half of the total number of those registered in substance abuse centres, having grown 10% in the last five years. On the other hand, the percentage of students and people who are employed among the total number of drug users has been steadily declining.

Figure 12: Social breakdown of drug users in Russia, 1996-2001



Source: MIA, Russia, 2002.

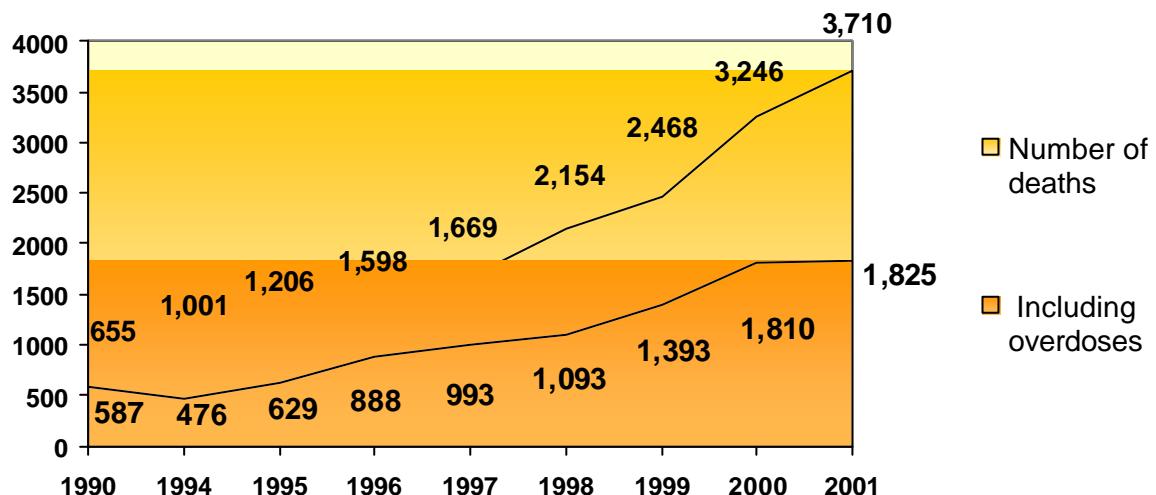
Table 15: Perceived drug abuse trends in Russia, 1996-2001

Drug category	Drugs	Strong decline	Some decline	Stable	Some increase	Strong increase
Opiates	Opium		X			
	Heroin					X
	All opiates					X
Cannabis	Cannabis herb					
	Cannabis resin					
	All cannabis		X			
Amphetamine-type stimulants	Amphetamine			X		
	Methamphetamine			X		
	Ecstasy			X		
	All ATS			X		
Cocaine-type	The use of cocaine is very limited, and it is impossible to estimate abuse trend					

Reported trends based on: (a) epidemiological studies and (b) proxy indicators (treatment, arrests, and seizures)

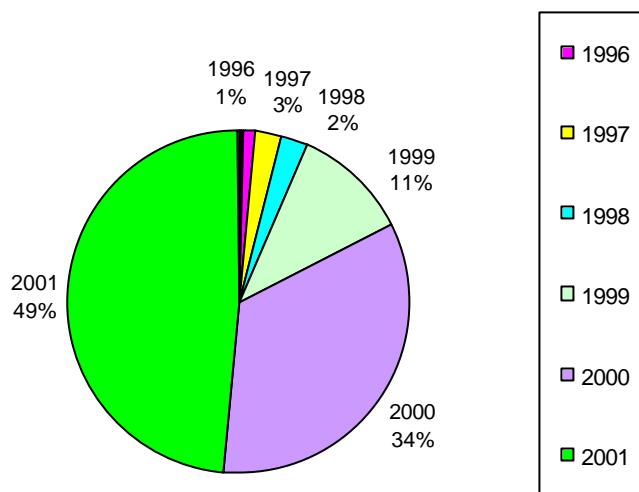
g) Cost and consequences

Following the wide-scale spread of intravenous drug use in Russia over the past decade, the number of drug related deaths and, in particular, those caused by overdoses, has rapidly increased. From 1990 to 2000, drug-related deaths grew almost five times, increasing from 655 to 3,246 cases. Overdose deaths rose from 587 in 1990 to 1,810 in 2000.

Figure 13: Drug-related deaths, including overdoses in the Russian Federation, 1990-2001

Source: MIA, Russia, 2002.

Much more disturbing than the upward trend in drug-related deaths, however, has been the extremely rapid spread of HIV/AIDS infection among injecting drug users. In the late 1990s, because of the frequent exchange of used syringes and other injecting materials among drug abusers, intravenous drug use has become the major factor in the rapidly growing HIV/AIDS epidemic in Russia. The results of wide-scale testing, undertaken by the Russian authorities, provided a graphic picture of the rapid growth in the incidence of HIV/AIDS, with ever increasing numbers of HIV/AIDS cases being identified each year. As outlined in figure 14, 83% of all known HIV/AIDS infections were identified during 2000 and 2001.

Figure 14: Share of annual increase in number of new HIV infections cases, percentage, 1996-2001

Source: Russian Federal AIDS Centre, 2001, Moscow.

Table 16: Number of HIV infection cases registered in the Russian Federation, 1995-2001

	1995	1996	1997	1998	1999	2000	2001
New infections	196	1,511	4,353	4,034	18,218	56,630	80,756
Number of newly infected IDUs who confirmed sharing needles	6	1,012	2,523	1,803	10,820	36,660	46,274
Percentage of IDUs who confirmed sharing needles	3%	66%	58%	45%	55%	62%	53%
Total IDUs							79,277
Total infections	1,074	2,585	6,938	10,972	29,190	85,820	170,957
Prevalence /100,000	0.7	1.7	4.7	7.4	19.9	58.8	114.2

Source: Ministry of Health and Federal AIDS Centre of the Russian Federation, 2001.

Other statistics suggest that this rising trend has been due to the growing number of injecting drug users who have become infected. While it is difficult to confirm how individuals contract HIV/AIDS, Table 19 provides data indicating that, during the past five years, very large numbers of the injecting drug users (IDUs), who have tested positively for HIV/AIDS, confirm that they have shared needles. Every year, this group of IDUs has constituted a very large portion of the total number of persons newly identified with HIV/AIDS - 45% in 1998, 55% in 1999, and 62% in 2000. Estimates of some experts of the Russian Federal AIDS Centre in the Ministry of Health, which are based on some anonymous questioning of HIV/AIDS infected persons, suggest that the share of intravenous drug users among the total number of the identified HIV/AIDS cases may be much greater, possibly as high as 90%.

Despite these very disturbing trends, the Russian Government has in place a number of programmes, specifically aimed at preventing HIV/AIDS infection among intravenous drug users. Furthermore, some observers believe that some of the existing Government regulations and policies for dealing with drug crimes and abuse actually make it more difficult to address the problem of HIV/AIDS infection among drug users, many of whom are young and members of various socially disadvantaged groups.

j) Money laundering

Money laundering was defined as a crime for the first time in article 174 of the Penal Code of 1997. Since then, almost 4,000 cases of this type have been pursued by the law enforcement agencies in the Russian Federation.

Table 17: Criminal cases on money laundering in Russia, 1997-2001

	1997	1998	1999	2000	2001
Number of crimes registered by MIA (art. 174 of PC)	241	1,003	965	1,784	1,439

Source: MIA, Russia, 2002.

The vast majority of the money laundering cases involved tax evasion. According to estimates of the officers of the Ministry of Internal Affairs, who participated in the investigations of the money laundering cases, most frequently, the so-called “dirty money” was laundered in Russia at casinos and discotheques, commercial banks, as well as bars and restaurants. The MIA officers reported that they believed the laundered money was, in general, being spent for the preparation of further crimes, for the purchase of real estate or for the purchase of firearms and ammunition²².

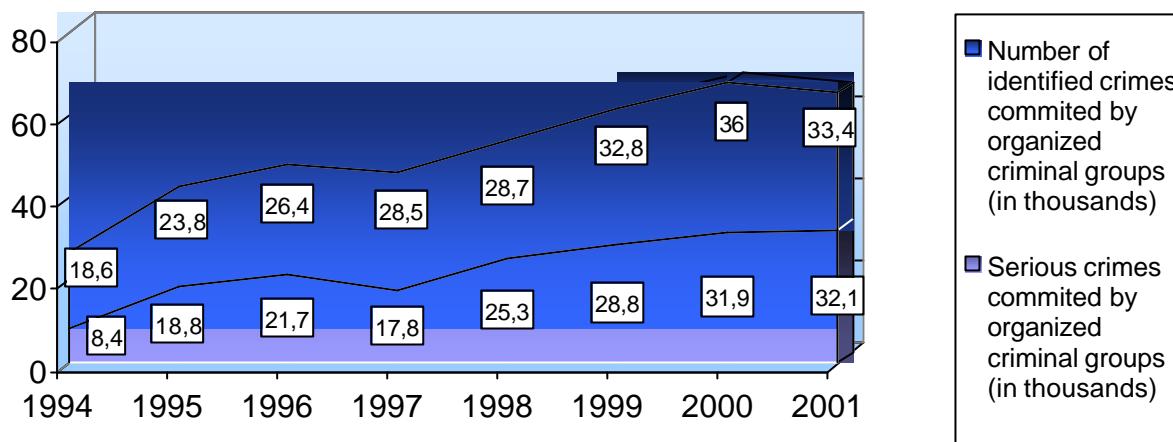
6. Crime situation

a) Main characteristics

As noted in Table 2 (Chapter 2 b), the number of registered crimes, and in particular serious crimes, has increased significantly in the Russian Federation since the dissolution of the Soviet Union. The sharp decline in economic and social conditions, coupled with the frequent political uncertainties, has contributed to the development of an environment conducive to criminal activities. The sharp rise in unemployment and the decline in real income affecting a substantial portion of the population induced an increasing number of people to become involved in drug trafficking and other illegal activities to survive.

One particularly disturbing aspect of the criminal scene has been the development and strengthening of organized criminal groups. A number of factors have contributed to this: the degradation of the industrial potential of the country and the sell-off of natural resources; the high level of corruption within the local and national governments; and the many legal uncertainties in the economy resulting from the increasing shift towards a market society. Large criminal organizations have become involved in a large number of different activities, not only in the truly illegal areas such as extortion, kidnapping, contract killing and corruption, but also in various activities in the so-called “gray zones”, where current legislation may leave legal uncertainties. Another feature of Russian organized crime has been the open penetration into the legislative branches of Government, at various levels, by criminal groups and their associated representatives. Some of the criminal groups have been highly centralized with the strict subordination of component groups and with the development of intelligence and counter-intelligence groups, well-armed guard units and sophisticated technical support activities.

²² Final report of the study implemented by the Ministry of Interior Research Institute by contract with the UNGPML, 2000, p.12.

Figure 15: Number of crimes committed by organized criminal groups, 1994-2001

Source: MIA, Russia, 2000.

Concerning large criminal organizations, a debatable issue is the extent to which they are involved and dominate drug trafficking in Russia. The declared position of the Government, as enunciated by the MIA, is that large criminal groups are highly involved in drug trafficking and that, in fact, these groups play a major role in the import and distribution of illicit drugs²³. On the other hand, a detailed survey, undertaken as part of a UNODC project, suggests that this is not the case. The survey indicates that available empirical evidence, including the published statistics and analysis of court cases involving the prosecution of drug trafficking, tends to demonstrate that, in fact, drug trafficking into and within Russia is dominated by a large number of small groups of individuals operating largely independently. This survey also pointed out that certain ethnic groups, including Tajiks, Azeris and Roma (gypsies), are heavily represented among the groups involved in drug trafficking²⁴.

At the federal and regional levels, there are several programmes aimed at dealing with organized crime and corruption. An important tool, the Federal Law on Operational and Investigation Activities, was introduced in 1995. This contains police measures recommended by the international community for fighting organized crime. As a result of the measures adopted, in 1999 alone, more than 16,000 people were charged with involvement in crimes committed by criminal groups.

Other measures for dealing with organized crime by Russian law enforcement agencies include the implementation of a plan drawn up by the General Secretariat of Interpol, aimed at creating mechanisms for monitoring incomes generated by criminal means. Another Interpol activity, the Millennium Project, which involves procedures for speeding up the international exchange of information on international crime and terrorist activities, is already being used by Russia in the fight against transnational organized criminal groups. Russia is also taking the lead in the development of a multilateral CIS treaty for countering the legalization of incomes from criminal activity.

7. Policy

a) Drugs

Convention adherence

The Russian Federation is party to all three core UN Conventions on Narcotic Drugs:

²³ "Organized Crime and Illegal Drug Trade in the Russian Federation", MIA report, 2000.

²⁴ "Illegal Drug Trade in the Russian Federation", final report of the study conducted by Leticia Paoli, the Max Plank Institute of International Criminal Studies, Germany, 2000.

- 1961 Single Convention on Narcotic Drugs, as amended by the 1972 Protocol;
- 1971 Convention on Psychotropic Substances; and
- 1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

Legislation

In 1999, the Russian Government approved the Governing Principles and Guidelines for Action to Counter Illegal Trafficking in Narcotic Drugs and Psychotropic Substances and Drug Abuse for the Period of up to 2008. This is a strategic document that develops provisions of the Concept of the State Policy against Drug Abuse and Drug Trafficking. It confirms the commitment of Russia to adhere to its obligations in the field of crime control under universal international instruments, and decisions of the 20th Special Session of the UN General Assembly (June 1998), that addressed problems of combating illegal drug trafficking and drug abuse.

Table 18: Major Russian drug control laws

Title of law	Date of adoption
State Policy against Drug Abuse and Drug Trafficking	1993
Criminal Code of the Russian Federation	01.1997
Federal Law "On Narcotic Drugs and Psychotropic Substances"	01.1998
Presidential Decree on Measures to Strengthen Action against Drug Abuse and Illicit Trafficking in Narcotic Drugs and Psychotropic Substances	09.1998
Governing Principles and Guidelines for Action to Counter Illegal Trafficking in Narcotic Drugs and Psychotropic Substances and Drug Abuse for the Period of up to 2008	06.1999
Federal Programme of Comprehensive Measures against Drug Abuse and Illicit Drug Trafficking, 2002-2004	01.2002
Presidential Decree on Improvement of State Control on Combating Illegal Trafficking in Drugs and Psychotropic Substances	09.2002

National institutional framework and capacities

The national drug control policy is determined by the Governmental Commission on Drug Abuse and Control of Illicit Drug Trafficking. The Commission is headed by the Prime Minister, with the Minister of Internal Affairs serving as Vice Chairman. It consists of high-ranking officials from all the agencies involved at ministerial, or deputy ministerial level, as well as parliamentarians. It meets at least twice a year to discuss the implementation of the Federal Programme against Drug Abuse and Drug Trafficking, and to establish policy on drugs. The Ministry of Internal Affairs, and, in particular, its Drug Control Department (DCD), serves as the overall coordinator for implementation of the Federal Programmes of Comprehensive Measures against Drug Abuse and Illicit Drug Trafficking.

The national drug control institutional framework, described in the Federal Programme entitled "Comprehensive Measures against Drug Abuse and Illegal Drug Trafficking, 2002-2004", consists of the following organizations and related responsibilities:

- Ministry of Internal Affairs - the overall coordinator, demand and supply reduction;
- Ministry of Mass Media and Telecommunications - responsible for raising public awareness of the negative social-economic implications of drug abuse;
- Ministry of Health - drug abuse, HIV/AIDS prevention, treatment, rehabilitation;
- Ministry of Foreign Affairs - coordination of international cooperation in drug control;
- Ministry of Education - drug abuse, HIV/AIDS prevention and rehabilitation programmes for youth in educational system;

- Ministry of Defense - prevention of drug abuse among defense personnel, supply reduction;
- Ministry of Natural Recourses - suppression of illicit cultivation;
- State Committee on Sport and Tourism - prevention and rehabilitation programmes;
- State Customs Committee - supply reduction;
- Federal Security Service - countering international drug trafficking organizations;
- Federal Border Service - arresting flow of drugs from abroad;
- Russian Airspace Agency - surveying of illicit cultivation;
- State Mapping Agency - surveying of illicit cultivation
- State Academy of Agricultural Science - alternative development programmes.

Key organizations dealing with demand reduction:

Ministry of Health (MoH)

The Psychiatric and Drug Abuse Branch of the Department for Specialized Medical Support of the MoH provides organizational administrative and methodological assistance to the regional and local state medical institutions dealing with substance abuse prevention, treatment and rehabilitation. In all of the 89 administrative entities, each of the departments of health of the Russian Federation has a network of substance abuse treatment centre. The Federal Programme against Drug Abuse and Drug Trafficking has also tasked the Ministry of Health to establish a network of rehabilitation centres for drug users who have undergone the basic drug treatment.

The Narcotic Substance Abuse Research Institute of the Ministry of Health is responsible for scientific research and for developing and maintaining the Ministry's statistical database on drug abuse.

Ministry of Education (MoE)

The Department for Social and Pedagogical Support and Rehabilitation of the Ministry of Education (MoE) is responsible for providing administrative and methodological assistance to the educational institutions and rehabilitation centres on drug abuse and HIV/AIDS prevention activities. The Department also provides specialized professional training for teachers, social workers and medical personnel working in the educational environment and juvenile delinquency commissions.

In 2001, the Ministry of Education established two rehabilitation centres for teenage drug users. In compliance with the Federal Program for 2002-2004, three more centres will be opened in Krasnodar, Samara and Ulianovsk regions. In 2002-2003, Regional Departments of the Ministry of Education plan to establish 15 additional centres within the system of education in a number of regions of the Russian Federation (Autonomous Republic of Tatarstan, Kaliningrad region, St. Petersburg, etc.).

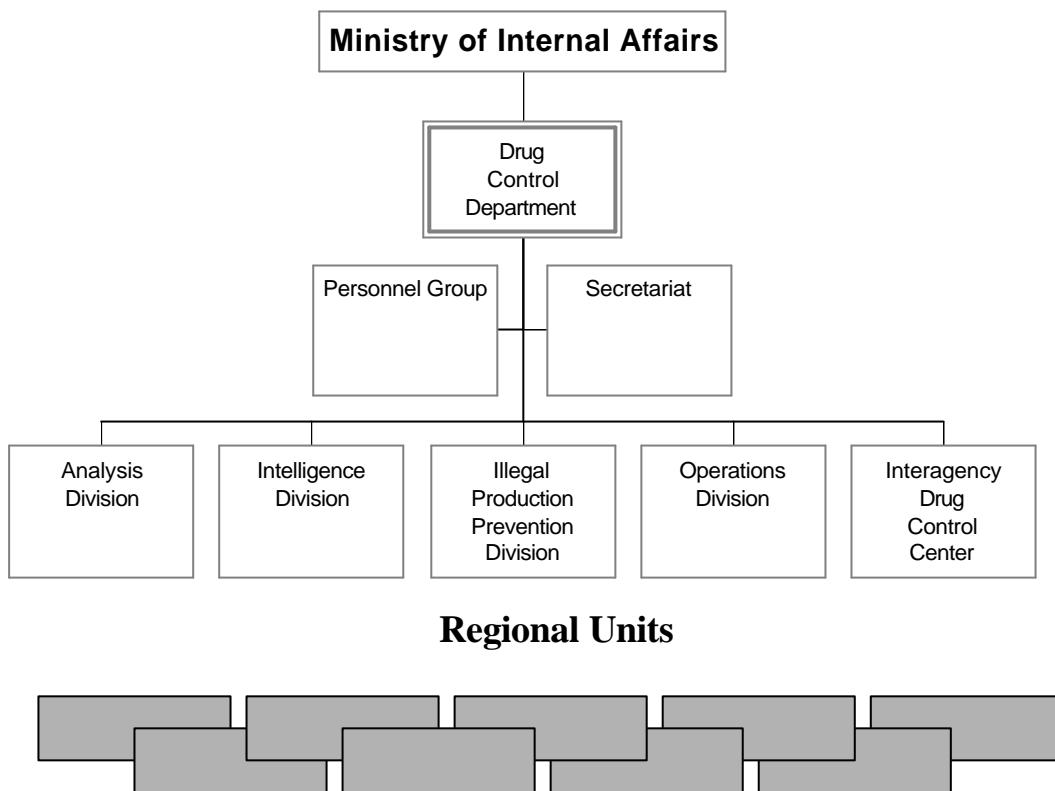
Major Russian drug law enforcement agencies:

Ministry of Internal Affairs (MIA)

The MIA drug control capacities consist of the Drug Control Department (DCD) in Moscow, and a network of regional drug control units within the regional departments of the Ministry, located in each of the 89 administrative entities of the Russian Federation. In 2000, the DCD had 160 personnel at the Moscow Headquarters, and some 7,500 additional staff within the regional departments.

In recent years, the MIA has given increasing attention to cooperation and coordination among the drug enforcement agencies. In this connection, in 1998, the DCD established an Interagency Drug

Control Centre that groups together representatives of the drug control law enforcement agencies: the MIA, the State Customs Committee, the Federal Border Service and the Federal Security Service. Subsequently, similar centres have been established in the drug control departments at the regional level, and at the end of 2001, there were such centres in 58 of the 89 administrative entities of the Federation.

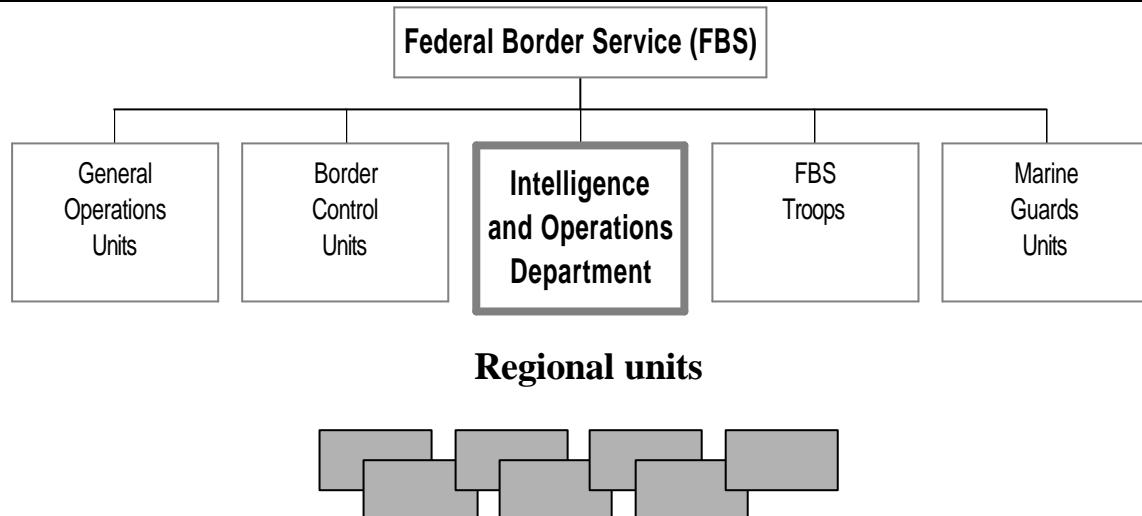


Federal Border Service (FBS)

While the FBS is considered to be one of the Federation's drug control agencies, this organization has, in fact, a large number of mandates, the most important of which is the protection of the country's borders. Other activities include anti-smuggling operations targeted on illicit drugs, arms and other controlled goods, illegal immigrants, and the prevention and combating terrorism.

The FBS consists of five HQ Units and Departments (General Operations Unit, Border Control Unit, Intelligence and Operation Department, FBS Troops, Coast Guards Units) and a broad network of regional units, which operate along all of the land and sea borders. The FBS also is responsible for registration and visa controls at all points of entry at airports, seaports, and road and rail crossings.

Since 1993, the Russian Federal Border Service Group in Tajikistan has also been guarding a 1,344 kilometer-long sector of the Tajik/Afghan border divided into seven sections (Badakhshan, Kalaykhumb, Khorog, Moskovsky, Pyanj, Ishkashim and Murgab). Under a UNODC-funded project, the drug interdiction capacities of the FBS Group stationed in Tajikistan were strengthened through the provision of vehicles, communications and other special equipment. During 2000 and 2001, the FBS seized more than 8 tons of illicit drugs in Tajikistan.



State Customs Committee (SCC)

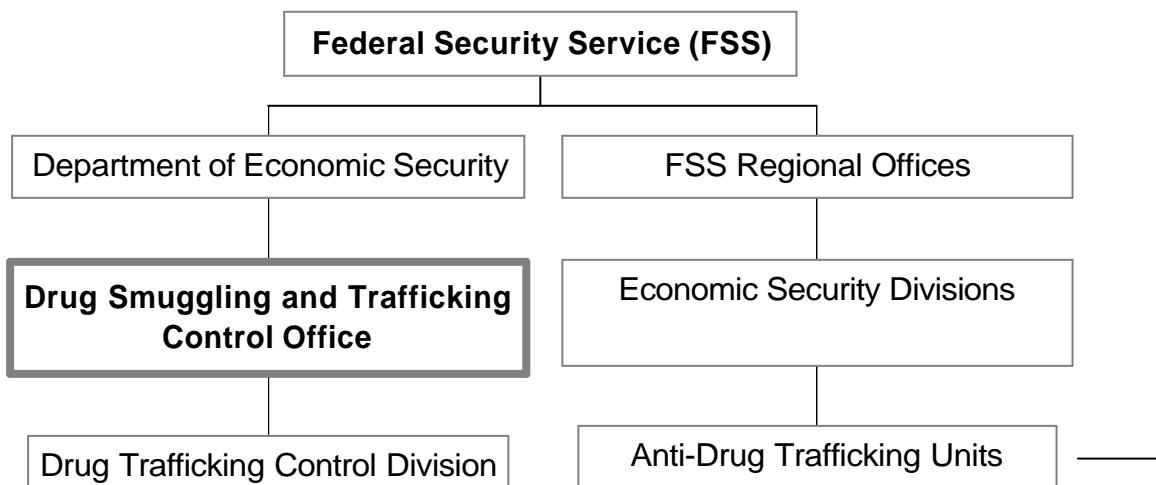
The Anti-Drug Smuggling Department at the Headquarters of the State Customs Committee consists, *inter alia*, of the following units:

- Division for Interregional Anti-Drug Operations;
- Division of Intelligence;
- Division for Operations against Drug Smuggling; and
- Criminal Groups and Channels.

At the field level, the State Customs Committee is divided into four Customs Regions. Under these four regions, there are 88 anti-drug smuggling divisions and units as well as several Canine Service Centres. At the regional level, there are 663 officers with anti-drug responsibilities.

Federal Security Service

The Federal Security Service has the Drug Smuggling and Trafficking Control Division and a network of anti-drug trafficking units within the Service's regional departments.



Main characteristics of the national drug control policy

Over the past decade, the Government of the Russian Federation has demonstrated a very great concern with the rapidly increasing problem of illicit drug trafficking and abuse. Despite severe social and economic conditions, it has been undertaking many measures to address these problems and to fulfill its international obligations. Currently, the legislation and administrative regulations reflect all the requirements of the international drug control conventions and sometimes provide even stricter controls.

The 1998 Federal Law “On narcotic drugs and psychotropic substances” stipulates that the state policy to combat this negative phenomenon should be based on the principles of:

- Coordination of efforts of the executive bodies at all levels;
- A Government monopoly of basic types of activities related to narcotics and psychotropic substances;
- A priority on preventive measures to reduce the supply of and demand for illicit drugs;
- The promotion of anti-drug campaigns;
- The involvement of all Government and public institutions in anti-narcotic activities; and
- The development of the international cooperation.

In 2001, the Government approved the Federal Target Programme on “Comprehensive Measures to Combat Drug Abuse and Illicit Drug Trafficking, 2002-2004”, which spells out the national drug control priorities and defines the tasks of all the agencies involved. According to the new programme, the Government will intensify its activity in prevention and demand reduction sectors, although law enforcement components are still among the highest priorities.

To supplement the Federal Targeted Programme, the Government approved, in 2001, two sets of guidelines: Guidelines for Drug Abuse Prevention Activities in the Educational Sphere, and Guidelines for Rehabilitation of Young Drug Users. These two documents made the Ministry of Education responsible for developing and implementing prevention and rehabilitation programmes for youth in educational establishments and for coordinating the efforts of the other Government and non-governmental organizations in this field.

As in other countries, most of the anti-drug activities must be carried out at local levels. In many regions of the country, special comprehensive programmes for combating drug abuse and illicit drug trafficking have been adopted by the governments of the administrative entities of the Federation, i.e. Republics and Oblasts. Frequently, however, adequate resources to implement such programmes are lacking. Several cities and other administrative entities have requested assistance from UNODC for their drug control programmes.

Licit control (drugs and precursors)

In 1998, the Government approved the “Schedule of Narcotic Drugs, Psychotropic Substances and Precursors Subject to Control in the Russian Federation”. The Schedule includes all of the narcotic drugs, psychotropic substances and precursors controlled by the UN Conventions of 1961, 1971 and 1988, as well as several other medical drugs and precursors, controlled by Russia unilaterally. The list on precursors includes all 22 precursors from Lists 1 and 2 of the 1988 Convention, plus four other chemical substances used in Russia for the production of drugs: red phosphorous, N-methylephedrine, norpseudoephedrine, and phenylpropanolamine. The legal provisions on the control of the licit trade of narcotic drugs, psychotropic substances and precursors are strictly implemented. There appears to be little diversion of narcotic drugs and psychotropic substances from legal sources into illicit markets feeding drug abuse. In recent years, there have been some seizures of illicit shipments of controlled precursors originating from abroad and from Russian sources.

Organizations dealing with licit drugs and precursors

The control of licit activities, related to narcotic drugs, psychotropic substances and precursors in the Russian Federation, involves several Government agencies:

Standing Committee on Narcotic Control

This organization, an advisory inter-ministerial expert body associated with the Ministry of Health, is comprised of 31 experts who are nominated by various ministries, other Government agencies and scientific bodies. In addition to its advisory role, the Committee has been entrusted by law with certain formal functions of the Russian drug control system, including some aspects of the regulation of the licit trade of medical drugs and precursors. The Standing Committee is also responsible for the development of the definitions of “small,” “large,” and “major” quantities of narcotic substances required for the application of the drug control provisions of the Criminal Code.

Ministry of Health (MoH)

The Department of Pharmacology of the MoH is responsible for providing licenses and for overseeing the activities of entities in the field of the manufacture, wholesale and retail, as well as the import and export of licit drugs containing narcotics and psychotropic substances. Its functions include maintaining records of the legal transactions involving narcotic drugs and psychotropic substances, in some instances based on information derived from other organizations including the Ministry of Trade and Economic Development.

Ministry of Trade and Economic Development

The Department of Non-Tariff Regulations in the Ministry is responsible for regulating the licit trade of the controlled precursors and issues licenses for the manufacture, trade and use of such substances. The Ministry also has the responsibility of collecting data on all of the imports and exports of narcotic drugs, psychotropic substances and precursors.

Ministry of Internal Affairs

Police units of the Ministry of Internal Affairs work with the Pharmacology Department of the MoH in exerting stringent controls on places where the manufacture, processing, sale or storage of narcotic drugs takes place. There controls are exerted primarily through a periodic inspections, called “doping” carried out regularly on a twice per year basis. During such inspections, the police are primarily concerned with the physical security of the facilities. Relevant units of the police are also responsible for dealing with crimes related to the violation of the laws controlling licit drugs and precursors.

State Customs Committee

The Customs Service Units are responsible for assuring the enforcement of the national laws relating to the control of narcotics and psychotropic substances as they apply to exports and imports.

Ministry of Foreign Affairs

The Office of New Global Challenges and Threats in the Ministry of Foreign Affairs has been designated as the competent authority for cooperation with the International Narcotics Control Board concerning the implementation of the provisions of the international drug control conventions.

Supply reduction

Since most of the illicit drugs trafficked and abused in the country are smuggled from abroad, the major supply reduction activities of the Russian Government are heavily focused on attempting to interdict the activities of transnational trafficking groups.

Because the bulk of the hard drugs, namely heroin and opium, originates in Afghanistan and transits Central Asia, the major interdiction efforts are concentrated along the southern borders, and, in particular, along the Russian-Kazakh border. The Russian law enforcement agencies also expend considerable resources in attempting to limit the use of Russian territory for the transshipment of drugs from Central Asia into Western Europe. Throughout the country the police and other drug law enforcement agencies in the various administrative entities of the Federation, are heavily engaged in attempting to disrupt the internal smuggling of drugs and the local distribution of illicit drugs by "pushers." In some regions, the law enforcement agencies devote attention to the detection and eradication of opium poppy cultivation and the wild growth of cannabis, but this is usually secondary to their trafficking interdiction efforts.

The drug enforcement agencies are supported in their functions by strong drug control laws and high-level Governmental attention. While recent years have seen some increase in the resources devoted to the prevention of drug abuse and to the care for drug users, the major emphasis in the Government's policy is clearly targeted on addressing the problem of drug trafficking and production.

Some outside observers believe that this heavy emphasis on law enforcement sometimes hampers efforts to address the problems of drug abuse, particularly among the youth. For one thing, there is some evidence that many drug users are sent to prison for drug trafficking, although they are arrested with small quantities of drugs in their possession. Since 1997, with the introduction of a new Criminal Code, the possession of a "small amount of narcotics" is not considered a criminal offence, but an administrative infraction. However, the definitions of what constitutes a "small amount" of the various drugs are established at extremely low levels. In the case of heroin, there is no quantity that can be considered a "small amount" and, thus, the possession of any quantity of that drug can be prosecuted as drug trafficking. This phenomenon, coupled with the fact that there are no juvenile courts in Russia, has resulted in the incarceration of many young drug users in adult prisons where there are few, if any, drug treatment programmes, and where they may be exposed to risks of violence, and of infection with tuberculosis and HIV/AIDS. (A list of quantities of narcotic substances, referred to as "small", "large" and "major" quantities, is attached as Annex I and a list of the articles of the Criminal Code of Russia defining responsibility for drug-related offences is attached in Annex II).

Demand reduction

As indicated above, in recent years, the Government has announced the initiation of various programmes for expanding drug abuse preventive activities and treatment and rehabilitation of drug abusers. Largely due to the lack of resources, there have, in fact, been very few concrete actions in this field. There are almost no preventive education programmes aimed at informing the general public about the problems of illicit drugs. Targeted preventive programmes for high-risk groups, such as the unemployed and the youth, have been limited primarily to some small-scale, HIV/AIDS-related, activities undertaken by NGOs. The Ministry of Education has been attempting to develop some drug abuse preventive education programmes for the schools and has asked for some assistance from UNODC.

While provisions of the Federal Drug law guarantee state assistance to drug addicts, in fact, budgetary restraints have severely limited the capacity of state institutions to provide even a minimum level of support for drug users. Although the state drug-treatment centres are under the guidance of the Ministry of Health, they are, in fact, financed by the various administrative entities of the Federation. Since most of the oblasts and republics have severe financial restraints, in most cases, the drug-treatment centres have not been able to cope with the sudden expansion in the number of drug users requiring assistance. They lack the financial, material and staff resources to carry out the tasks, which are assigned to them by law. There are a few private treatment centres in some of the major cities, but only the wealthy can make use of their facilities. This general lack of treatment and rehabilitation facilities and activities for drug users are some of the reasons why the country has been facing extreme difficulties in attempting to address the very serious problem of HIV/AIDS infection among injecting drug users.

Money laundering control measures

The absence of a legal and regulatory anti-money laundering framework remained for years the most serious obstacle in Russia's ability to control laundering of criminal proceeds internally, as well as to cooperate in combating money laundering at the international level. The lack of the anti-money laundering legislation led the Financial Action Task Force (FATF) to include Russia in its list of 15 countries that were non-cooperative in the international fight against money laundering.

In recent years, Russia has undertaken a number of important steps to improve the situation. In 2001, Russia became a party to the European Convention on Money Laundering and, in June of the same year, the Russian Government hosted an International Conference on "Illegal Economy and Money Laundering" that was organized jointly with the Global Programme against Money Laundering and the UNODC Regional Office in Russia and Belarus.

In August 2001, President Putin signed a Comprehensive Federal Law on Countering Legalization (Laundering) of Criminal Proceeds. Under the law, a Committee of the Russian Federation on Financial Monitoring has been established within the Ministry of Finance to execute the functions of a Financial Intelligence Unit. This Committee has been tasked to coordinate activities of the law enforcement agencies and financial institutions in the fight against money laundering.

International cooperation

A key element of the drug control policy of the Russian Federation has been the increased emphasis on building strong international ties, both multilaterally and bilaterally. At the present time, Russia has concluded over 80 intergovernmental and interagency agreements, which deal fully or partially with drug control cooperation. Thirty of these agreements are bilateral agreements, directly related to cooperation in combating drug trafficking, and several other such agreements are being developed. The Russian drug control agencies, and in particular the Drug Control Department of the Ministry of Internal Affairs, maintains operational working contacts with over 70 counterpart agencies in other countries, and there is excellent cooperation with the foreign law enforcement and drug control liaison officers accredited in Russia. Russian agencies are active members of Interpol and the World Customs Organization.

Russia has taken the lead in developing cooperation with the other Commonwealth of Independent States (CIS) countries in the fields of crime and drug control and this has been accorded high-level attention by the other governments. At a June 2000 meeting, the Council of the Heads of the CIS countries adopted the Intergovernmental Agreement on Cooperation in Fighting the Illegal Trafficking in Drugs, Psychotropic Substances and Precursors. An important element of this

agreement has been the establishment of a CIS-wide drug control data exchange system, which is based on the data base system of the Russian Ministry of Internal Affairs.

Reflecting the Russian Government's concern about the trafficking of drugs across its southern borders, the Federation has undertaken special efforts to cooperate with the Central Asian governments. In January 1998, Russia became a party to the Memorandum of Understanding (MOU) on Drug Control Cooperation, developed earlier by the five Central Asian States and UNODC, and is participating actively in the various drug control programmes being initiated under this MOU. The law enforcement agencies of Russia and those of the Central Asian States have developed close operational links, and frequently initiate joint operations. During 2000 alone, there were more than 60 operations involving controlled deliveries, carried out along the drug smuggling routes, leading to and from the Central Asian region.

In 1998, the Russian Federation became a member of the Council of Europe's Cooperation Group for Combating Drug Abuse and Illicit Trafficking in Drugs (known as the Pompidou Group). Russian officials have also held consultations with the American Commission for the Control of Drug Abuse (CICAD) regarding efforts to strengthen cooperation between the Russian Federation and the countries of the Western Hemisphere.

b) Crime

The Government's activities against general crime, and organized crime in particular, are regulated by several different laws, presidential decrees and targeted programmes. The legal aspects are regulated by the Criminal Code of the Russian Federation of 1997, with the latest amendments having been made in January 2001. In 1995, the Duma passed a law that expanded the number of the law enforcement agencies dealing with organized crime. The law stipulated that the customs, tax police, and governmental security agencies, in addition to the Ministry of Internal Affairs, were to have investigative powers. In the same year, the Duma approved the law "On Fighting against Organized Crime", containing 60 operative articles, and providing definitions of organized crime and criminal organizations. President Eltsin, however, has not signed the law. At present, the amended Criminal Code and Criminal Procedure Code contain 68 articles on organized crime. The main law regulating antiterrorism activities of the Government agencies, the Antiterrorist Act, was approved by the Parliament in 1998. In 1999, the Government of the Russian Federation also approved a two-year plan for combating organized crime and other most serious crimes.

In December 2000, the Russian Federation signed the Palermo Convention against Transnational Organized Crime, as well as the Trafficking and the Migrants Protocols.

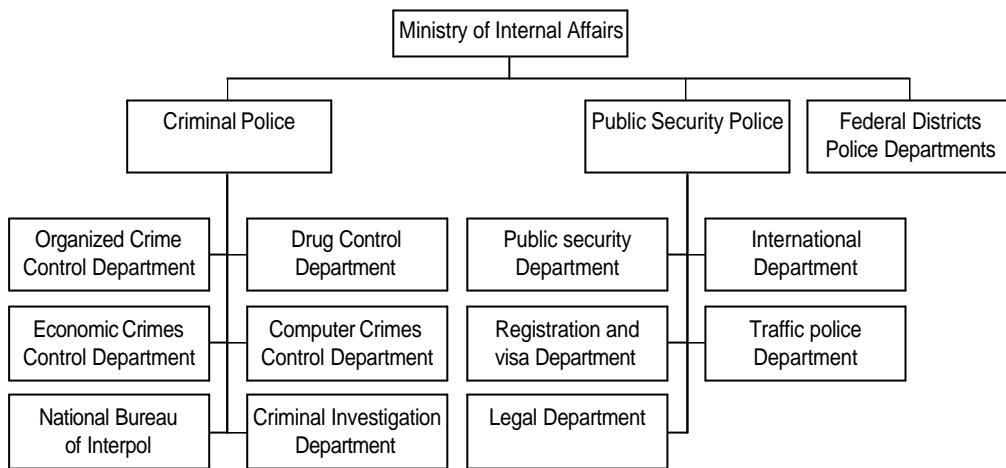
The President of the Russian Federation addressed the problem of increasing official corruption through a decree signed in May 1997. This decree requires cabinet members, parliamentary deputies, and other federal and regional officials, to make public income and property declarations. Also in 1997, the Duma unanimously approved a law "On Fighting Corruption", which stipulates that Government officials cannot accept remuneration from Government agencies, individuals, or legal entities in the form of money, services, gifts, or payment of trips within Russia or abroad.

While the Government, in recent years, have instituted stronger laws and implementing decrees for dealing with organized crime and corruption, there is considerable evidence that progress in this domain has been extremely limited. In this connection, both the Russian President and the Chief Prosecutor called attention to the soaring crime rate and to the fact that one, out of every two serious crimes, goes unpunished. They noted that many small and medium sized businesses were the victims of organized crime and that, in the various administrative entities of the country, the crackdowns on

corruption often lead to no results. The Chief Prosecutor said that the number of officials, actually charged and prosecuted for taking bribes in 2001, "could be counted on one's fingers".

The major executive body for addressing crime in Russia is the Ministry of Internal Affairs (MIA), which functions at the federal level, as well as through its units located in all of the administrative entities of the Federation. There are several specialized departments within the structure of the MIA with correspondent tasks.

Structure of basic units of MIA



Besides MIA, there are other federal law enforcement agencies dealing with various aspects of criminal activity:

- Federal Security Service (organized crime, terrorism);
- State Customs Committee (smuggling, economic crimes, drug trafficking);
- Tax police (tax crimes, economic crimes); and
- Federal Border Service (illegal migration, drugs and arms trafficking, smuggling).

Initiatives related to counter-terrorism

On 21 June 2000, the Council of the Heads of State of the CIS countries approved "The Program of Member States of the CIS on Combating Terrorism and Other Acts of Extremism for the Period Until 2003". The Program aims at co-ordinating efforts of the CIS countries in fighting "international terrorism and other acts of extremism." The Program serves as a general framework document, laying out a set of measures to be taken by CIS countries in combating terrorism. Such measures include organisational and legal measures (accession of CIS states to relevant international agreements; acceleration of required national procedures so that the earlier signed relevant intra-CIS agreements enter into force), as well as informational, analytical, scientific and methodical supportive measures (creation of a special data base within the Anti-Terrorist , exchange of relevant information, joint specific research on relevant issues, conferences).

In April 2000, Russia, Kazakhstan, Kyrgyzstan and Tajikistan agreed to create a [CIS Antiterrorist Centre](#), supported by the Russian Federal Security Service.

In 2001, practical mutual assistance, involving foreign partners, took a new form: cooperation in surveillance of financial activities of terrorist units, identification of various banking structures, non-governmental organizations, and the funds subsidizing them. Arrangements have been made to implement joint operational measures with certain special services in order to identify firms sponsoring terrorists, channels for the supply of weapons, mercenaries and fighter training camps.

In May 2001, the creation of a Collective Rapid Reaction Force was decided within the framework of the Collective Security Treaty as a response to regional crises and a means of fortifying porous border areas against terrorist attacks and incursions.

In September 2001, President Putin publicly laid out a broad program of cooperation with, and support for, US counterterrorism efforts. In mid-October 2001, the Justice Ministry amended terrorism laws to include penalties for legal entities that finance terrorist activity²⁵.

The Russian Federal Security Service has official contacts with over 80 law enforcement agencies and special services of other States²⁶.

In order to provide early warning on acts of terrorism, intelligence surveillance has been set up of the activities of extremist organizations in Russia and in the member countries of the Commonwealth of Independent States.

Russia also engaged in collaboration through international fora - such as the UN, the Organisation for Security and Cooperation in Europe (OSCE) and the Group of Eight - and international efforts, as part of the Coalition against terrorism with global reach. The United States-Russia Working Group on Afghanistan, co-chaired by the Russian First Deputy Foreign Minister and the US Undersecretary of State, was the central bilateral forum for addressing terrorism and terrorism-related issues, including terrorist financing, chemical, biological, radiological and nuclear terrorism and the nexus between terrorism, drug trafficking and other criminal activities²⁷.

Multilateral instruments pertaining to the prevention and suppression of international terrorism

The Russian Federation is party to eight universal instruments pertaining to the subject of combating and suppressing international terrorism:

- Convention on Offences and Certain Other Acts Committed on Board Aircraft (1963), Ratification, 3 May 1988;
- Convention for Suppression of Unlawful Seizure of Aircraft (1970), Ratification, 24 September 1971;
- Convention for Suppression of Unlawful Acts against the Safety of Civil Aviation (1971), Ratification, 19 February 1973;
- Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents (1973), Ratification, 15 January 1976;
- European Convention on the Suppression of Terrorism (1977), Ratification, 4 November 2000;
- International Convention against the Taking of Hostages (1979), Accession, 11 June 1987;
- Convention on the Physical Protection of Nuclear Material (1980), Ratification, 25 March 1983;
- Protocol for the Suppression of Unlawful Acts of Violence at airports Serving International Aviation, Supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation (1971), Ratification, 31 March 1989; and
- International Convention for the Suppression of Terrorist Bombing (1997), Ratification, 8 May 2001.

²⁵ U.S. Patterns of Global Terrorism, 2002.

²⁶ Russia country report to the Security Council's Counter-Terrorism Committee (CTC).

²⁷ U.S. Patterns of Global Terrorism, 2002.

The Russian Federation has signed following instruments:

- Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation (1988);
- Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf (1988). Signature, date not available;
- Convention on the Marking of Plastic Explosives for the Purpose of Detection (1991), Signature, 1 March 1991; and
- International Convention for the Suppression of the Financing of Terrorism (1999), Signature, 3 April 2000.

ANNEX I**Quantities of narcotic substances referred to as small, large and major**

Type of narcotic substance	Quantity (grams)		
	Administrative fine	Criminal responsibility	
	Small	Large (from – to <)	Major (from >)
Marijuana: dry/wet	0.1 / 0.5	0.1 – 500 / 0.5 - 2500	500 – 2500
Hashish	0.1	0.1 – 100	100
Hashish oil	0.1	0.1 - 100	100
Poppy straw: dry/wet	0.2 / 1.0	0.2 – 250 / 1.0 - 1250	250 - 1250
Opium (incl. medical)	0.1 / 10 ml	0.1 – 10 / 10 – 1000 ml	10 / 1000 ml
Morphine	0.01	0.01 – 1.0	1.0
Codeine	0.2	0.2 – 10.0	10.0
Heroin		0.005	0.005
Cocaine	0.01	0.01 – 1.0	1.0
Fentanyl		0.002	0.002
Amphetamine	0.02	0.02 – 3.0	3.0
Methamphetamine	0.02	0.02 – 1.5	1.5
Methadone	0.01	0.01 – 1.0	1.0
MDMA, MDA	0.02	0.02 – 1.0	1.0
Phencyclidine		0.01	0.01

Source: MIA, Russia, 2000.

Annex II

Comparative table of punishment (imprisonment in years) for drug related offences

Article	Type of offense	Punishment (imprisonment in years)									
		2	3	4	5	6	7	8	10	12	15
151-1	Involving of minors in toxic substance abuse	■	■	■							
151-2	Committed by a parent or a teacher	■	■	■	■	■					
151-3	1 and 2 Committed more than once or with use of force	■	■	■	■	■					
174-1	Money laundering	■	■	■	■						
174-2	Committed by a group, more than once, with power abuse		■	■	■	■	■	■			
174-3	Committed by an organized group or in major amount		■	■	■	■	■	■	■		
188-2	Drug smuggling		■	■	■	■					
188-3	Committed more than once, by an official or with use of force			■	■	■	■	■	■		
188-4	Committed by an organized group				■	■	■	■	■	■	
228-1	Illegal purchase, possession of drugs in major amount	■	■								
228-2	Illegal manufacturing, processing, transportation or distribution of drugs		■	■	■	■	■	■			
228-3	2 Committed by a group, more than once, in major amounts				■	■	■	■	■		
228-4	2 and 3 Committed by an organized group or in major amounts					■	■	■	■	■	■
228-5	Violation of regulations of drug manufacturing, distribution of drugs or tools for drug manufacturing	■	■								
229-1	Theft or extortion of drugs		■	■	■	■	■	■			
229-2	Committed by a group, more than once, with abuse of power abuse or with use of force										
229-3	1 and 2 Committed by an organized group, in major amount, with use of force, or by a persons previously convicted more than twice for the same offence							■	■	■	■
230-1	Involving others in drug abuse	■	■	■	■	■					
230-2	Committed by a group, more than once, against minors, against more than two persons or with use of force										
230-3	1 and 2 if caused death by carelessness or other severe consequences					■	■	■	■	■	
231-1	Illegal cultivation of drug plants	■									
231-2	Committed by a group, more than once or in major amounts		■	■	■	■	■	■	■	■	
232-1	Organization or managing of drug dens	■	■	■	■						
232-2	Committed by an organized group		■	■	■	■	■	■	■	■	
233	Illegal issuance or forging of drug receipts	■									
234-1	Illegal manufacturing, distribution of potent substances or tools for the manufacturing of drugs	■	■								
234-2	Committed by a group or more than once	■	■	■	■	■					
234-3	1 and 2 committed by an organized group or in major amounts			■	■	■	■	■			
234-4	Violation of regulations of manufacturing and distribution of potent substances	■									
324	Purchase or distribution of official drug-related documents (receipts)	■									
325	Theft or damage of official drug-related documents (receipts)	■									
327-1	Forging, production or distribution of official drug related documents (receipts)	■									
327-2	Committed more than once	■	■	■	■						

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