

Canada

Evaluation of Progress in Drug Control 2005-2006

MEM

Multilateral Evaluation Mechanism



Organization of American States - OAS
Inter-American Drug Abuse Control Commission - CICAD





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**ORGANIZATION OF AMERICAN STATES (OAS)
Inter-American Drug Abuse Control Commission (CICAD)**

**Multilateral Evaluation Mechanism (MEM)
Governmental Expert Group (GEG)**

CANADA

**EVALUATION OF PROGRESS IN DRUG CONTROL
2005–2006**



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- Health Canada:
 - Office of Drug Strategy Secretariat and Strategic Policy, Drug Strategy and Controlled Substances Programme, Healthy Environments and Consumer Safety Branch
 - Office of Research and Surveillance, Drug Strategy and Controlled Substances Programme, Healthy Environments and Consumer Safety Branch
 - Office of Demand Reduction, Drug Strategy and Controlled Substances Programme, Healthy Environments and Consumer Safety Branch
 - Office of Controlled Substances, Drug Strategy and Controlled Substances Programme, Healthy Environments and Consumer Safety Branch
 - First Nations and Inuit Health Branch, National Addictions Team, Mental Health and Addictions Division
 - Workplace Health and Public Safety Programme
 - Health Products and Food Branch Inspectorate
- Foreign Affairs and International Trade Canada:
 - International Crime and Terrorism
 - Mine Action and Small Arms Team
 - Export and Import Permits Bureau, Export Controls Division
- Royal Canadian Mounted Police:
 - Drug Branch
 - Canada Firearms Centre
- Public Works and Government Services Canada
- Public Safety & Emergency Preparedness Canada:
 - National Crime Prevention Centre
- Correctional Service of Canada
- Public Health Agency of Canada, Division of Childhood & Adolescence, Fetal Alcohol Spectrum Disorder Team
- Transport Canada
- Canadian Centre on Substance Abuse
- Statistics Canada
- Department of Justice Canada
- Canada Border Services Agency, Enforcement Training Division
- Natural Resources Canada, Explosives Regulatory Division
- Department of Finance Canada, Financial Sector Policy Branch



PREFACE

The Multilateral Evaluation Mechanism (MEM) is a diagnostic tool designed by all 34 member states of the Organization of American States (OAS) to periodically carry out comprehensive, multilateral evaluations of the progress of actions taken by member states and by the hemisphere as a whole, in dealing with the drug problem. The Inter-American Drug Abuse Control Commission (CICAD), an OAS specialized agency, implemented this Mechanism in 1998, pursuant to a mandate from the Second Summit of the Americas held in Santiago, Chile in 1998.

The MEM is not only an evaluation instrument, but has also become a vehicle for disseminating information on the progress achieved by individual and collective efforts of OAS member state governments, catalyzing hemispheric cooperation, promoting dialogue among member state government authorities and precisely channeling assistance to areas requiring greater attention by optimizing resources. The MEM process itself is assessed by the Intergovernmental Working Group (IWG), comprised of delegations from the 34 member states, which meets before the onset of each MEM evaluation round to review and improve all operational aspects of the mechanism, including the indicators of the evaluation questionnaire.

National evaluation reports are drafted by experts from each member state, with experts not working on their own country's report, guaranteeing the transparent multilateral nature of the MEM. Each chapter is based on countries' responses to a questionnaire of indicators covering the main thematic areas of institution building, demand reduction, supply reduction and control measures as well as subsequent comments and updated information provided by the government-appointed coordinating entities.

This report covers the full country evaluation for the MEM Fourth Round evaluation period 2005–2006. The follow-up report on the implementation progress of recommendations assigned to Canada will be published in June 2009. All MEM reports can be accessed through the following webpage: www.cicad.oas.org.



INTRODUCTION

With 10 provinces and 3 territories, Canada is the world's second largest country (9,970,610 km²). Canada is a multiethnic society and has an estimated population of over 32 million people (June 2006). The current literacy rate is 99%. The country has two official languages: English and French. The country is a constitutional monarchy and a federal state with a democratic Parliament where the chief of state is Queen Elizabeth II and the head of government is the Prime Minister. Its leading exports include automobiles and parts, machinery and equipment, natural gas, forest and farm products, metals, oil, and high technology products. Canada has an average per capita GDP of almost US\$34,000 and an inflation rate of 2.2%.

I. INSTITUTIONAL STRENGTHENING

A. National Anti-drug Strategy

Canada's federal Drug Strategy (CDS) was renewed in May 2003 for a period of five years with funding. The CDS covers actions in the areas of demand reduction, supply reduction, control measures, program evaluation, and international assistance.

All of the country's 10 provinces and three territories execute a number of anti-drug plans at the regional, provincial and local government levels, benefiting the whole country. However, due to the country's decentralized governmental system, Canada is not in a position to quantify in detail the entire scope of the regional, provincial and local government funding support.

Canada has a budget¹ to finance the CDS through direct allocation from the central government. The amounts allocated to each area covered by the CDS are shown in the following table:

¹ Canada's fiscal year runs from March 1 to April 30



Budget for Canada’s Federal Drug Strategy, 2004–2007

Area		Approved Budget (in Millions of US\$)			Executed Budget (in Millions of US\$)		
		2004/ 2005	2005/ 2006	2006/ 2007	2004/ 2005	2005/ 2006	2006/ 2007
Demand Reduction	Prevention Promotion Training	8,527.20	9,496	11,932.80	8,527.20	9,055.20	11,932.80
	Treatment	96,254.40	93,456	96,800	96,254.40	92,840	93,984
Supply Reduction / Control Measures		214,438.40	217,650.40	216,154.40	236,086.40	217,650.40	212,317.60
Other areas	Leadership and coordination	6,608	3,648	3,520	3,648	3,648	3,361.60
	Project Contributions (demand and supply)	6,336	18,497.60	15,646.40	6,336	16,121.60	13,992
	Research and Surveillance	14,467.20	14,731.20	13,939.20	14,467.20	14,731.20	12,786.40

The Office of the Drug Strategy Secretariat and Strategic Policy was established in 2003 and functions as the country’s central technical office to carry out mandates related to anti-drug policies. This office is located within Health Canada, and coordinates the CDS on behalf of all eight federal departments and agencies involved in the Strategy for the areas of demand reduction, supply reduction, control measures, the drug observatory, institutional cooperation and program evaluation. The Office of Drug Strategy Secretariat and Strategic Policy answers to the Prime Minister through a variety of agencies, including Health Canada.

The Office of the Drug Strategy Secretariat and Strategic Policy has an annual budget, which the country deems sufficient, that is integrated with the budget of Health Canada. The budget is funded by government allocation, and the amounts assigned are shown in the following table:

Budget for the Office of the Drug Strategy and Strategic Policy, 2004–2007

Year	Proposed Budget (in Millions of US\$)	Total Budget Received (in Millions of US\$)
2004/2005	2.68	2.68
2005/2006	2.97	2.97
2006/2007	2.97	2.97

CICAD considers that Canada has a good infrastructure from an institutional standpoint to counter illegal drug and crime activities. This statement also applies to federal, territorial, provincial and local levels.



B. International Conventions

Canada has ratified the following international conventions:

- The Inter-American Convention on Mutual Assistance in Criminal Matters, 1992 (June 3, 1996).
- The Inter-American Convention against Corruption, 1996, with a reservation (June 6, 2000).
- The United Nations Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol (October 10, 1961).
- The United Nations Convention on Psychotropic Substances, 1971, with a reservation (September 10, 1988).
- The United Nations Convention on the Law of the Sea, 1982 (November 7, 2003).
- The United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988 (July 5, 1990).
- The United Nations Convention against Transnational Organized Crime, 2000, and its Protocols against the Smuggling of Migrants by Land, Sea and Air, and to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (May 13, 2002).

The country has signed, but not ratified, the Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA), 1997; the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition of the United Nations Convention against Transnational Organized Crime; and the United Nations Convention against Corruption, 2003.

In January 2004, Canada enacted national chemical precursor control regulations in accordance with the United Nations 1988 Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. In November 2005, the country enacted national legislation to bring Canada into compliance with the United Nations Convention against Transnational Organized Crime, 2000, and its Protocols against the Smuggling of Migrants by Land, Sea and Air, and to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.

CICAD recognizes Canada's ratification of the major international conventions within the MEM's framework. However, CICAD is concerned that Canada has not ratified the Inter-American Convention against Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA); the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition of the United Nations Convention against Transnational Organized Crime; or the United Nations Convention against Corruption.

RECOMENDATIONS:

1. **RATIFY THE INTER-AMERICAN CONVENTION AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS (CIFTA), A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.**
2. **RATIFY THE PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION OF THE UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.**
3. **RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.**



C. National Information System

The Office of Research and Surveillance, Drug Strategy and Controlled Substances Programme is Canada's centralized office that organizes, compiles, and coordinates drug-related statistics and other drug-related information. This institution operates within Health Canada's Healthy Environments and Consumer Safety Branch.

In Canada, there are three main sources of information with respect to drug abuse surveys: administrative level data, enforcement and justice system data, and drug surveys.

Administrative level data comes from hospital and treatment centres and allows for the monitoring of the harms associated with substance use and abuse and the demand for treatment services.

Enforcement and justice system data are obtained through police statistics and the Canadian Centre for Justice Statistics, which is part of Statistics Canada.

Canada provides information to CICAD's Uniform Statistical System on Control of the Supply Area (CICDAT) to collect and report statistics on supply-side control. Additionally, Canada reports statistics to the International Narcotics Control Board and the United Nations Office on Drugs and Crime Annual Report Questionnaire.

The country has undertaken a study on the economic and social costs of drugs. In this respect, the country has obtained 2004–2006 information in 13 different areas. These include, for example, statistics on requests for drug treatment, drug-related deaths, arrests and convictions for drug trafficking, hospital admissions due to drug use, and loss of productivity in the workplace.

Canada distributes publications and materials related to the drug problem using web pages; national congressional records; libraries, schools, universities and research institutes; national journals; the media, targeted e-mails and fax services; and via publications and reports by the national drug authority and other agencies.

Health Canada operates a general information line that can be accessed by telephone or through the Internet. Similarly, The Canadian Centre on Substance Abuse (CCSA) provides information services for the general public, including helplines.

CICAD takes note of Canada's thorough data gathering systems on the drug problem as well as extensive services directed to the general public to offer information on this issue.

II. DEMAND REDUCTION

A. Prevention

Canada is implementing drug abuse prevention programs that are compatible with the principles of CICAD's Hemispheric Guidelines on School-based Prevention. Health Canada has shared these guidelines with federal counterparts in the public health, justice and public safety portfolios, and non-governmental organizations that are involved in health, education and enforcement partnerships at the community and school levels. The country has programs targeting school children of all ages and university students.

The federal government, under specific federal strategies, including the National Drug Strategy, provides time-limited funding to support community-based programs, such as outreach to vulnerable populations. Drug awareness and control programs are also in place for federal employees. The country's Public Service Health Program addresses "fitness" issues and helps to provide referral



services for those in need. Moreover, the federal Correctional Service of Canada delivers national substance abuse programs, targeting federal offenders.

At the national level the country has undertaken awareness campaigns directed towards aboriginal peoples on reserves in over 600 communities. A number of studies on prevention programs are carried out at the provincial and municipal levels.

Under Canada's Drug Strategy, Health Canada provides national coordination of efforts to prevent and reduce the harms associated with the problematic use of alcohol and other drugs among Canadians. For example, in 2005 Health Canada, with key federal and national partners, jointly spearheaded the development of the multi-sector National Framework for Action to Reduce the Harms Associated with Alcohol and Other Drugs and Substances in Canada. This document serves as a general guide for health care workers in the field of substance abuse.

The country generally does not maintain national data on prevention programs for street/abandoned children, women, and community-based programs for adults.

Canada offers short refresher courses and in-service training for teachers, social workers, health care workers, police officers, drug treatment counsellors, prison guards, community leaders and others, through the Correctional Service of Canada Substance Abuse Program facilitators and First Nations and Inuit Health Branch officers. The country offers certificate programs in nearly 30 different subspecialties involving all forms of substance abuse. Although drug abuse prevention is the main focus of these programs, many include issues related to harm reduction and drug abuse treatment in their curricula. These courses are offered mainly through community colleges and some universities. In 2005, 473 persons were trained in demand reduction issues directed at key sectors of the population. Eleven universities in Canada offer degree programs relevant to the field of drug abuse prevention, control and addiction treatment. Moreover, the country has a system for the accreditation and licensing of demand reduction professionals, through the Canadian Addiction Counsellors Certification Federation (CACCF).

The country also maintains a database that contains degree, diploma and certificate programs as well as individual courses in the addictions field offered by Canadian universities and colleges.

At the national level, Canada has conducted evaluations of substance abuse prevention programs through the RCMP. Examples are detailed in the following chart.

Prevention Program Evaluations Conducted by Canada, 2004–2006

Program/Population Evaluated	Title of Evaluation Performed	Methodology Used	Year of Program Evaluation
Royal Canadian Mounted Police (RCMP) - D.A.R.E. Middle School Curriculum (School Based)	Pilot Studies of a Middle School Drug Abuse Resistance Education (D.A.R.E.) Curriculum in Six Canadian Schools	Formative / Process	2004
RCMP - Drugs and Sports (Community Programs)	Drugs and Sport Pilots	Transfer of Knowledge Pre/Post Focus Group	2006
RCMP - Drugs and the Workplace (Community Program)	Drugs and the Workplace Pilots	Transfer of Knowledge Pre/Post	2006



In Canada, most types of evaluations are conducted through provincial and local governments.

Research on the long-term impact of prevention programs has been conducted by public and private institutions and universities. The following table highlights examples of the work being carried out in this regard:

Long-Term Impact Research on Prevention Programs

Program/Populations Assessed	Title of Study Performed or Under Way	Year of Publication of Research	Carried Out By
General Population	Results of an Environmental Scan of Health Promotion and Prevention of Problematic Substance Abuse	2004	Health Canada
Aboriginal People	Evaluation Strategies in Aboriginal Substance Abuse Programs	2005	Health Canada
General	Pilot Studies of a Middle School Drug Abuse Resistance Education (D.A.R.E.) Curriculum in Six Canadian Schools	2005	RCMP

CICAD notes that, during the evaluation period, Canada conducted a wide range of prevention programs at national, territorial, provincial and local levels of government. The country made specific efforts to target vulnerable populations, especially youth, and indigenous peoples. CICAD also notes that Canada has a system for the accreditation and licensing of demand reduction professionals. Training opportunities in the field are also ample in country, and interested persons may access a wide variety of Internet sites on this topic maintained at federal and provincial levels of government.

B. Treatment

At the national level, Canada has established regulations on standards of care for drug abuse treatment for federal penitentiaries, and every province and territory has established similar regulations. The direct delivery of treatment services is the responsibility of regional bodies and provincial/territorial governments that are responsible for and involved in setting and monitoring treatment standards.

Federal standards of care are mandatory for the Correctional Service of Canada (CSC), and the Province of Alberta. In some cases, federal government recognition and allocation of resources for territorial and provincial programs is based on evaluation of their service standards and performance indicators. The Ministry of Health, the Canadian Centre on Substance Abuse (CCSA), the CSC, and Provincial Health Departments keep a registry of treatment services and programs. Accreditation of treatment facilities and programs is given by the Ministry of Health at the provincial level, the Correctional Service of Canada, and Provincial Accreditation Bodies.



The country also has two non-governmental accreditation programmes providing voluntary accreditation for substance abuse treatment programmes: The Canadian Council on Health Services Accreditation (CCHSA), and the Commission on Accreditation of Rehabilitation Facilities (CARF). Both accreditations are based on a combination of self-evaluation and peer-review. In addition, the Employee Assistance Society of North America provides peer-review based accreditation for employee assistance programs. The CCHSA supports programs for aboriginal peoples.

Drug treatment personnel in Canada receive ongoing training through federal and regional organizations.

Canada has numerous residential and outpatient treatment programs targeting the full range of populations. These programs are carried out at all levels of the government and in the private sector. For example, Canada has 698 outpatient programs, 364 residential programs and one program that can be accessed through the Internet. The country reports that 3,338 federal offenders received drug abuse treatment in 2004; 3,424 in 2005, and 3,500 in 2006.

Canada has conducted studies to evaluate the various early intervention, drug abuse treatment, and after-care programs and modalities, as well as programs for the prevention of infectious diseases most common among drug users, in order to assess their effectiveness. The criteria for determining the successful treatment of drug-dependent persons is based on the aim and design of each individual research project.

The federal-level treatment programs evaluated by the country during the years 2004–2006, directed at prison populations, are described in the table below:

Federal Level Treatment Programs Evaluated

Program/Population Evaluated	Title of Evaluation Performed	Type of Evaluation Performed, Methodology Used	Year of Program Evaluation
Intensive Support Units for federally sentenced adult male offenders	Intensive Support Units (ISU) for Federal Offenders with Substance Abuse Problems: An Impact Analysis. Ottawa, Correctional Service of Canada.	Treatment outcome: Multi-site, pre- post-assessment with measures of program outcome relating to correctional outcomes	2004
Women Offender Substance Abuse Program	Preliminary evaluation of the Women Offender Substance Abuse Program. Ottawa, Correctional Service of Canada	Treatment outcome: multi-site research with pre- and post-program measures, program retention and satisfaction	2006
Vancouver Drug Treatment Court Program	Evaluation of the Vancouver Drug Treatment Court Program	Process, outcome and cost comparison analysis	2005
Toronto Drug Treatment Court Program	Evaluation of the Toronto Drug Treatment Court Program	Process, outcome and cost comparison analysis	2004



CICAD notes that the country offers a wide array of treatment options associated with drug abuse and addiction and that vulnerable populations are appropriately targeted throughout the country. Moreover, CICAD recognizes the country's ability to effectively evaluate treatment programs.

C. Statistics on Consumption

Canada has estimates of indicators of drug use among both the general population of the country and for specific populations. These surveys are conducted on a regular basis. The types of populations surveyed and the frequency of the surveys are covered in the following table:

Surveys Conducted by Canada, and Their Frequency

Survey	Frequency (in years)
Ontario adults (CAMH Monitor)	Every year
Ontario students (Ontario Student Drug Use and Health Survey, OSDUHS)	Every 2 years
Atlantic provinces students	Every 4 years
Street youth (Enhanced surveillance of Canadian street youth)	Every 2 years
The Alberta Youth Experience Survey (TAYES)	Irregular (about every 3 years)
Alcohol and Other Drug Use by Manitoba Students	Irregular (about every 3 years)
Québec students (Enquête Québécoise sur le Tabagisme chez les Élèves du Secondaire)	About every two years
British Columbia students (Adolescent Health Survey)	Irregular
Students grades 7–9 (Youth Smoking Survey, YSS)	Every 2 years
Canadian students (Health Behaviour in School-Aged Children)	Every 4 years
Injection drug users (I-track)	Ongoing

Additionally, a cross-section survey of patients in treatment centers² was carried out in 2004.

The country provides the results of the latest general population survey and for students in grades seven to nine in the following tables:

² For more information on this survey, please refer to the following document: "Illicit Opiate Addiction, Treatment & Policy in Canada: A Cross-Disciplinary, Comprehensive and Concerted Research Initiative. Project 5: Data Synthesis, Sensitivity Analysis & Knowledge Transfer". PI: Benedikt Fischer, funded by the Canadian Institutes of Health Research



**General Population Drug Use Prevalence
Survey Results (Ages 15 and older), 2004**

Type of Drug	Lifetime (percentage)			Last 12 months (percentage)			Last 30 days (percentage)
	M	F	Total population	M	F	Total population	Total population
Alcohol	94.1	91.6	92.8	82	76.8	79.3	-
Cannabis Types	50.1	39.2	44.5	18.2	10.2	14.1	11.1
Hallucinogens	16.0	7.1	10.6	1.0	**	0.7	-
Opioids	1.3	0.5	1.1	**	**	**	-
Cocaine Types	14.1	7.3	10.6	2.7	1.1	1.9	-
Amphetamines	8.7	4.1	6.4	1.0	0.7	0.8	-
MDMA (Ecstasy)	5.2	3.0	4.1	1.5	0.7	1.1	-

** Information on this item could not be statistically reported by the country.

**Seventh to Ninth Grade Student Drug
Prevalence Survey Results
(Ages 12–14)*, 2002**

Type of Drug	Lifetime (percentage)		
	M	F	Total
Alcohol	57	52	54
Tobacco	26	24	25
Solvents & Inhalants	6	5	6
Cannabis Types	20	16	18
Hallucinogens	5	3	4
Opioids	1*	1*	1*
Cocaine Types	2	2	2
Stimulants			
Amphetamines	2	2	2
Other Stimulants	1**	1**	1
Other drugs	11	10	10

* Representative sample

** Moderate sampling variability



Canada has estimates of the age of first use of alcohol and other drugs by gender. The results of this study are shown in the table below:

**Age of First Use of Alcohol and Other
Drugs in the General Population**

Type of Drug	Average			Medium		
	M	F	Total	M	F	Total
Alcohol*	17.1	18.7	17.9	17	18	17
Tobacco**	11.5	12.0	11.8	15	15	15
Solvents & Inhalants*	15	15	15	14	14	14
Marijuana*	18.8	18.7	18.8	17	17	17
Cocaine HCL*	24.4	22.4	23.7	20	20	20

* Information obtained from the Canadian Addiction Survey (2004).

** Information obtained from the Canadian Tobacco Use Monitoring Survey (2005).

Additionally, the country has an estimate of the percentage of youths 15 years and older that perceive drug use as being harmful to their health and well-being. The results of this estimate are shown in the following table:

Estimate of the Perceived Risk of Drug Use

Category	% of those surveyed who believe that persons who carry out the following activities are at a moderate or great risk (or who think that it is quite harmful or very harmful)
Occasionally smoke cigarettes*	70.7
Often smoke cigarettes*	98.0
Often drink alcoholic drinks**	90.9
Occasionally inhale solvents**	87.1
Often inhale solvents**	97.3
Occasionally smoke marijuana**	62.4
Often smoke marijuana**	90.6
Occasionally take cocaine or crack**	98.6
Often take cocaine or crack**	99.4
Occasionally take ecstasy**	93.6
Often take ecstasy**	98.1

* Information obtained from the Canadian Tobacco Use Monitoring Survey (2005).

** Information obtained from the Canadian Addiction Survey (2004).

Canada detected the illegal use of a drug called Tryptamine in 2004, and reports that the use of this drug appears to be steadily increasing. The country also detected in that same year the inhalation of alcohol through a vaporizing system as a new pattern of substance administration.



Mortality data is collected at various governmental levels in Canada. However, national data on mortality attributable to substance use is not regularly collected: The most accurate estimate currently available is the study: “The Cost of Substance Abuse in Canada 2002”, published by the CCSA in 2006. Canada reports that the percentage of traffic accidents in which alcohol and drugs were a contributing factor in 2004 was 4% and 0.1 %, respectively.

CICAD takes note of the considerable statistical research carried out by Canada to maintain up-to-date information on the extent of drug abuse in the country. CICAD recognizes that Canada uses this information to ensure that drug prevention and treatment programs are appropriately adapted to the reality and the needs of the country, as well as training in this area.

III. SUPPLY REDUCTION

A. Drug Production

Canada does not have a system to detect and quantify the total area of illicit cannabis crops in the country. The country reports that due to the vastness of its territory, it is impossible to give accurate figures as to how many hectares of land are being used for cultivation of cannabis. Moreover, indoor grow operations are difficult to detect. Interspersing cannabis crops among legitimate vegetable crops also creates a challenge for authorities. Canadian law enforcement agencies at the federal level, working with provincial and territorial counterparts, have adapted to these realities developing intelligence models that include selective surveillance operations, data collected from seizure reports and usage trends, and aerial surveys.

The country has one national eradication programme (Operation SABOT) and two provincial programmes (Programme CISAILLE, and Marihuana Eradication Programme).

One of the initiatives against illegal crop cultivation outlined under Canada’s Drug Strategy is the establishment of Marijuana Grow Operations (MGOs) enforcement teams dedicated to targeting organized crime’s involvement in MGOs. Marijuana Grow Operation teams are strategically located across the country.

During the evaluation period, Canadian law enforcement agencies seized, through eradication efforts and investigations, an annual average of 1.78 million cannabis plants, including from indoor grow activities. However, since the RCMP is presently the only law enforcement agency reporting cannabis seizure information, the figure of plants seized does not represent a complete national picture of law enforcement efforts to detect and destroy cannabis cultivation.

Canada has detected illicit drug laboratories. Details of the number of laboratories found and dismantled are shown in the following table:

**Number of Illicit Drug Laboratories Dismantled, 2004–2006**

Potential Capacity for Production Type of Laboratory	Number of Laboratories Dismantled								
	2004			2005			2006		
	S	L	NK	S	L	NK	S	L	NK
Hashish Gum Extraction	-	-	6	-	-	5	-	-	3
Heroin	1	-	-	-	-	-	-	-	-
GHB	-	1	-	-	-	-	-	-	-
MDMA (Ecstasy)	-	12	-	-	17	-	5	6	5
Methamphetamine	-	-	48	10	19	-	5	9	9
Total	1	13	54	10	36	5	10	15	17

S = < 100 kg./Year L = > 1,000 kg./ Year NK = not known

The country states that while the number of laboratories found is decreasing, the production capacity of those laboratories discovered is increasing.

CICAD acknowledges Canada's enhanced efforts in identifying and destroying cannabis crop cultivations, as well as organic and synthetic laboratories. CICAD also recognizes the country's policy to continue and enhance these programs. At the same time, CICAD notes that the country still lacks a more precise and systematic way to calculate its cannabis crops, wherever they are grown.

RECOMMENDATION:

4. DEVELOP A MECHANISM TO ALLOW A MORE PRECISE ESTIMATE OF ILLEGAL CANNABIS CULTIVATION IN CANADA, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.

B. Control of Pharmaceutical Products

Canada's Narcotic Control Regulations, Food and Drugs Regulations, Controlled Drugs and Substances Act, Benzodiazepines and other Targeted Substances Regulations, and Precursor Control Regulations are the legislative instruments in place for the control of pharmaceutical products. All pharmaceutical products containing substances listed in the relevant international conventions are controlled in the country.

The competent authority responsible for coordinating activities related to the control of pharmaceutical products in Canada is Health Canada, in partnership with the Canada Border Services Agency, the Department of Public Security and Emergency Preparedness, and the Royal Canadian Mounted Police. Control mechanisms include import and export licensing, monitoring of distribution, inspections, and administrative sanctions.

The country has a system to compile information on administrative and regulatory activities and sanctions imposed in connection with them. The number of regulatory activities carried out by the country is reported as follows:



**Number of Pharmaceutical Regulatory Activities Carried Out,
2004–2006**

Regulatory Activities	2004	2005	2006
Licenses issued to distributors	262	286	322
Permits issued for importation	2,376	2,365	2,797
Permits issued for exportation	1,497	1,317	1,675
Inspections conducted to exporters, manufacturers, and distributors	59	63	68

To facilitate the control of pharmaceutical products, Health Canada continues to use the National Drug Control Database (NDS), a computer based system for managing information on licenses and permits for controlled drugs and precursors under the United Nations drug control conventions.

The Canadian legislative framework for controlled drugs does not include diversion as a specific offence, but rather lists offences associated with diversion activities including illegal importation, exportation, production, possession, double-doctoring and trafficking. Consequently, there are no specific penal and administrative sanctions specific to the broad category of diversion of pharmaceutical products.

Canada provides data on the number of pharmaceutical products that were seized and disposed of during years 2004–2006 in the following tables:

Number and Quantities of Pharmaceutical Products Seized, 2004–2006

Pharmaceutical Products	Number of Seizures			Quantities Seized		
	2004	2005	2006	2004	2005	2006
Oxycodone	711	793	543	2.33 kg. 0.04 lt. 16,717 tabs.	1.12 kg. 0.47 lt. 16,223 tabs.	2.09 kg. 0.15 lt. 1,470,096 tabs.
Hydrocodone	22	25	20	0.27 kg. 829 tabs.	1,217 tabs.	0.03 kg. 1,359 tabs.
Hydromorphone	285	273	210	0.17 kg. 0.99 lt. 7,351 tabs.	0.33 kg. 0.30 kg. 5,807 tabs.	0.30 lt. 0.36 lt. 7,010 tabs.
Pentazocine	10	7	2	0.02 kg. 0.07 lt. 149 tabs.	0.01 kg. 965 tabs.	0.01 kg. 0.11 lt. 3,151 tabs.
Codeine	434	403	298	1.96 kg. 1.66 lt. 21,369 tabs.	2.35 kg. 0.73 lt. 19,376 tabs.	14.46 kg. 2.97 lt. 25,150 tabs.
Propoxyphene	15	8	4	9,614 tabs.	2,092 tabs.	3,186 tabs.
Meperidine	26	19	11	0.13 lt. 697 tabs.	0.02 kg. 0.03 lt. 593 tabs.	0.02 kg. 0.03 lt. 845 tabs.
Methylphenidate	113	117	53	0.08 kg. 0.03 lt. 1,892 tabs.	0.01 kg. 0.02 lt. 2,791 tabs.	0.02 kg. 0.02 lt. 4,737 tabs.



Pharmaceutical Products	Number of Seizures			Quantities Seized		
	2004	2005	2006	2004	2005	2006
Dextroamphetamine	200	292	233	132 kg. 6,159 tabs.	299 kg. 8,241 tabs.	1,470 kg. 7,610 tabs.
Diazepam	455	369	247	5.12 kg. 0.12 lt. 60,287 tabs.	4.77 kg. 0.03 lt. 47,464 tabs.	6.18 kg. 0.07 lt. 69,651 tabs.
Oxazepam	49	49	34	0.03 kg. 2,606 tabs.	0.02 kg. 1,300 tabs.	0.04 kg. 1,853 tabs.
Flurazepam	7	6	3	0.02 kg. 230 tabs.	0.01 kg. 79 tabs.	640 tabs.
Alprazolam	74	71	59	0.04 kg. 10,674	0.55 kg. 12,415	0.24 kg. 14,946
Estazolam	7	12	6	876 tabs.	830 tabs.	857 tabs.
Bromazepam	47	31	40	0.01 kg. 0.04 lt. 3,934 tabs.	0.06 kg. 0.04 lt. 2,035 tabs.	0.06 kg. 0.04 lt. 3,649 tabs.
Camazepam	16	7	4	6.26 kg.	0.45 kg.	0.50 kg.
Clonazepam	118	134	78	0.17 kg. 0.04 lt. 5,568 tabs.	0.09 kg. 5,097 tabs.	0.08 kg. 7,042 tabs.
Lorazepam	155	149	107	0.05 kg. 0.002 lt. 8,824 tabs.	0.08 kg. 0.10 lt. 9,825 tabs.	0.13 kg. 9,770 tabs.
Morphine	505	513	305	0.83 kg. 2.77 lt. 11,648 tabs.	0.77 kg. 1.19 lt. 12,409 tabs.	0.75 kg. 0.89 lt. 4,881 tabs.

Quantities of Pharmaceutical Products Disposed, 2004–2006

Pharmaceutical Products	Quantities Disposed		
	2004	2005	2006
Oxycodone	1.87 kg. 0.07 lt. 14,171 tabs.	1.38 kg. 0.34 lt. 17,658 tabs.	2.09 kg. 0.15 lt. 1,470,096 tabs.
Hydrocodone	0.12 kg. 0.10 lt. 778 tabs.	0.12 kg. 985 tabs.	0.03 kg. 1,359 tabs.
Hydromorphone	0.73 kg. 0.76 lt. 7,575 tabs.	0.29 kg. 0.73 lt. 9,634 tabs.	0.30 kg. 0.36 lt. 7,010 tabs.
Pentazocine	0.03 kg. 0.17 lt. 1,344 tabs.	0.06 kg. 0.07 lt. 274 tabs.	0.01 kg. 0.11 lt. 3,151 tabs.



Pharmaceutical Products	Quantities Disposed		
	2004	2005	2006
Codeine	5.80 kg. 0.28 lt. 17,919 tabs.	34.46 kg. 1.03 lt. 21,170 tabs.	14.46 kg. 2.97 lt. 25,150 tabs.
Propoxyphene	8,304 tabs.	799 tabs.	3,186 tabs.
Meperidine	0.008 kg. 0.35 lt. 117 tabs.	0.001 kg. 0.02 lt. 768 tabs.	0.02 kg. 0.03 lt. 845 tabs.
Methylphenidate	0.08 kg. 0.15 lt. 4,210 tabs.	0.06 kg. 0.07 lt. 17,694 tabs.	0.02 kg. 0.02 lt. 4,737 tabs.
Dextroamphetamine	1.51 kg. 5,706 tabs.	0.18 kg. 4,124 tabs.	1.47 kg. 7,610 tabs.
Diazepam	14.74 kg. 0.15 lt. 51,100 tabs.	6.01 kg. 0.14 lt. 60,360 tabs.	6.18 kg. 0.07 lt. 69,651 tabs.
Oxazepam	0.01 kg. 6,289 tabs.	0.12 kg. 1,916 tabs.	0.04 kg. 1,853 tabs.
Flurazepam	0.02 kg. 233 tabs.	64 tabs.	640 tabs.
Alprazolam	0.002 kg. 8,071 tabs.	0.24 kg. 8,449 tabs.	0.24 kg. 14,946 tabs.
Estazolam	792 tabs.	382 tabs.	857 tabs.
Bromazepam	0.002 kg. 0.08 lt. 2,998 tabs.	0.02 kg. 0.04 lt. 3,066 tabs.	0.06 kg. 0.04 lt. 3,649 tabs.
Camazepam	6,366 kg.	884 kg.	499 kg.
Clonazepam	0.04 kg. 0.04 lt. 5,087 tabs.	0.19 kg. 5,735 tabs.	0.08 kg. 7,042 tabs.
Lorazepam	0.06 kg. 0.001 lt. 7,301 tabs.	0.02 kg. 0.10 lt. 9,017 tabs.	0.08 kg. 0.001 lt. 13,821 tabs.
Morphine	13.33 kg. 1.32 lt. 7,276 tabs.	1.11 kg. 1.83 lt. 11,251 tabs.	0.86 kg. 0.90 lt. 15,825 tabs.

Canadian Law does not allow pharmacies to ship pharmaceuticals containing controlled substances within and outside Canada. Only a licensed pharmaceuticals wholesale dealer can ship these products outside of the country.

To support programs aimed at controlling illegal activities associated with pharmaceuticals, the Canadian Police College offers Drug Investigation courses and clandestine laboratory investigation courses to Canadian law enforcement agencies. Additionally, Health Canada has developed a guide for health professionals on the diversion and abuse of narcotic drugs in consultation with



various provincial health professional licensing authorities. The country states that available training in this area is sufficient to meet demand.

Canada states that legislation is in place to control the illegal sale of pharmaceutical products through the Internet. In this regard, according to Canada, pharmacists and pharmacies are regulated at the provincial and territorial levels, and any pharmacy that chooses to offer services over the Internet must meet the requirements of all prevailing legislation and the established standards of practice in the province or territory within which they operate.

The country reports that law enforcement agencies at all levels are responsible for detecting, investigating and prosecuting illegal Internet drug sales.

Health Canada shares enforcement information related to pharmaceutical product information with domestic partners such as law enforcement agencies, provincial/territorial pharmacy regulatory authorities, the Canada Border Services Agency; and international partners, such as foreign regulatory authorities, Interpol, and the United States Food and Drug Administration, Federal Trade Commission, and Customs.

CICAD recognizes Canada's accomplishments with respect to the control of diversion of pharmaceutical products. At the same time, Canada needs to develop a system to compile a single statistical figure for penal sanctions which would include those illegal activities listed by the country such as the illicit importation, production, possession, trafficking and double-doctoring. Moreover, although the country supplied information with respect to laws regulating the illicit trafficking of pharmaceuticals over the Internet, CICAD is not able to evaluate whether or not the current laws and police enforcement are sufficiently up-to-date to counter the relatively new phenomenon of illegal drug sales using the Internet.

RECOMMENDATIONS:

5. ESTABLISH A MECHANISM TO RECORD THE NUMBER OF PENAL SANCTIONS APPLIED WITH RESPECT TO THE ILLEGAL IMPORTATION, EXPORTATION, PRODUCTION, POSSESSION, DOUBLE-DOCTORING AND TRAFFICKING OF CONTROLLED PHARMACEUTICALS.
6. CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET TO IDENTIFY POSSIBLE ADDITIONAL REGULATORY AND OPERATIVE NEEDS.

C. Control of Chemical Substances

Canada's Controlled Drugs and Substances Act of 1997, and its Precursor Control Regulations of 2003 are the legislative instruments in place for the control of chemical substances. All controlled chemical substances listed in the United Nations conventions are controlled.

The main entity responsible for the control of chemical substances is Health Canada. The country has a mechanism to monitor and prevent the diversion of controlled chemical substances applicable to health professionals and entities authorized to handle these products. The components of this mechanism include a national registry of licensees, license control, import and export control, inspections, distribution control, transport control, pre-export notifications, and the imposition of sanctions. This mechanism does not control the final commercialization of chemical substances.



To facilitate the secure and efficient handling of information on the control and diversion of chemical substances, Health Canada continues to use the National Drug Control Database (NDS), a computer-based system for managing information on licenses and permits for controlled drugs and precursors.

Canada has provisions in its national laws for penal and administrative sanctions for the diversion of controlled chemical substances, but does not provide information on how many times these were applied during 2004–2006.

The country imports, exports and handles the transit of controlled chemical substances. The country issued 1,542 pre-export notifications in 2004, 1,054 in 2005, and 469 in 2006. In 2004, 10 pre-export notifications were rejected by importing or in-transit countries, two were rejected in 2005, and five were rejected in 2006.

Canada received 400 pre-export notifications for controlled chemical substances in 2004, and 800 in 2005. During 2006, Canada received and replied to 800 notifications. During 2004, 21 of the pre-export notifications received by Canada were not approved, 90 in 2005, and 50 in 2006. None of these rejections resulted in an investigation by the country.

The country provides the following data on the quantities of controlled chemical substances that were seized during years 2004–2006:

Number of Seizures and Quantities of Chemical Substances Seized, 2004–2006

Controlled Chemical Substances	Number of Seizures			Quantities Seized		
	2004	2005	2006	2004	2005	2006
Acetone	1	-	2	7.56 lt.	-	120 lt.
Acetic anhydride	-	1	-	-	0.02 lt.	-
Ephedrine	9	210	1	1,251 kg.	53.31 kg.	1 kg.
Ergotamine	-	2	-	-	0.10 kg.	-
Hydriodic Acid	-	-	2	-	-	246.80 lt.
Hydrochloric Acid	-	-	4	-	-	282 lt.
Lysergic acid	-	1	-	-	0.11 kg.	-
3,4-Methylenedioxyphenyl 2-propanone	1	3	-	1,481.07 lt.	3,942.10 lt.	-
Norephedrine	-	1	-	-	0.002 kg.	-
1-Phenyl-2-propanone	-	-	2	-	-	2 kg.
Piperonal	1	-	-	200 kg.	-	-
Phosphoric Acid	-	-	1	-	-	4 lt.
Pseudoephedrine	-	11	-	-	0.05 kg.	-
Red Phosphorous	-	-	5	-	-	1169.90 kg.
Safrole	1	-	-	45.46 lt.	-	-
Sulphuric acid	1	-	3	20 lt.	-	175 lt.
Toluene	1	-	6	3.78 lt.	-	184.60 lt.



Canada disposed of 1,890 kg. and 2,272 lt. of 3,4 Methylendioxyphenyl 2-propanone in 2005 and 2006, respectively; and of 1,062 kg. of Red Phosphorous in 2006.

The RCMP has developed a National Chemical Diversion Program, which is designed to liaise with and educate law enforcement and first responders in the matters of precursor chemicals. Furthermore, the program serves to educate the industry about its responsibilities in relation to reporting and/or reducing diversion. Also, the Canadian Police College offers Drug Investigation courses and Clandestine Laboratory Investigation courses to Canadian law enforcement agencies. The country states that these courses satisfy the national demand for training.

Taking into account that Canada's laws with respect to controlling the illegal flow of chemicals are relatively recent, CICAD recognizes the country's considerable accomplishments in this area. However, CICAD notes the country's limited capacity with respect to record keeping on penal and administrative sanctions related to chemical controls.

RECOMMENDATION:

7. ESTABLISH A MECHANISM TO REPORT THE NUMBER OF PENAL AND ADMINISTRATIVE SANCTIONS APPLIED WITH RESPECT TO THE ILLICIT IMPORTATION, EXPORTATION, PRODUCTION AND TRAFFICKING OF CONTROLLED CHEMICAL SUBSTANCES.

IV. CONTROL MEASURES

A. Illicit Drug Trafficking

Canada provides the following information on the quantities of drugs seized during 2004–2006:



**Number of Seizures and Quantities of Illicit Drugs Seized, 2004–2006
(RCMP and Health Canada Databases)**

Type of Drugs	Number of Seizures			Quantities of Drugs Seized		
	2004	2005	2006	2004	2005	2006
Opium	-	-	-	80.84 kg.	163.37 kg.	124.68 kg.
Morphine	-	-	278	3,405 du.	3,517 du.	0.73 kg. 4,614 tabs.
Heroin	-	-	-	77.08 kg.	83.01 kg.	93.25 kg.
Coca Leaf	-	-	50	3.13 kg.	21.87 kg.	24.98 kg.
Coca Paste	-	-	42	0.82 kg.	0.91 kg.	5.52 kg.
Cocaine Base	-	-	-	1,098.44 kg. 0.53 lt.	965.36 kg.	Not Available
Cocaine Hydrochloride	-	-	-	2,068.30 kg.	1557.94 kg.	2,676.30 kg.
Crack Cocaine	-	-	-	9.13 kg.	10.83 kg.	23.56 kg.
Cannabis Plants	-	-	8,418	1,548,303	2,055,715	1,749,057
Leaf Cannabis (grass)	-	-	33,570	33,777.37 kg.	56,226 kg.	13,154.08 kg.
Cannabis Resin (hashish)	-	-	-	484.33 kg.	437 kg.	27,730.07 kg.
Hashish Oil (liquid cannabis)	-	-	-	496 kg. 41.50 lt.	71 kg. 68 lt.	1,060.51 kg.
LSD	-	-	70	12,790 du.	5523 du.	672 du.
Amphetamine and Methamphetamine*	-	-	190	46.67 kg. 4,707 tabs. 51,803 du.	58.54 kg. 3,365 tabs. 2000 du.	60.21 kg. 2,850 tabs.
Other Amphetamine-like Stimulants	-	-	50	0.04 kg. 727 tabs.	0.01 kg. 1715 tabs.	0.01 kg. 2,501 tabs.
MDMA (Ecstasy) and Derivatives	-	-	-	1,476.14 kg. 264,696 tabs.	275.45 kg. 457,127 du.	65.50 kg. 3,000,347 tabs.
GHB	-	-	68	5.62 kg. 2.95 lt.	3.08 kg. 10.34 lt.	0.94 kg. 7.15 lt.
Khat	-	-	507	13,514.85 kg.	17,411.48 kg.	13,917.01 kg.
Codeine	-	-	264	0.92 kg. 13,285 tabs.	2.08 kg. 15,148 tabs.	47.55 kg. 16,371 tabs.
Hydromorphone	-	-	178	0.17 kg. 3,962 tabs.	0.22 kg. 2,842 tabs.	0.09 kg. 2,819 tabs.
Oxycodone	-	-	475	0.52 kg. 7,987 tabs.	0.30 kg. 8,036 tabs.	0.39 kg. 1,459,121 tabs.

* Figures for 2006 correspond to amphetamines only

The country reports that 25,910 formal charges for illicit drug trafficking and 26,676 for illicit drug possession were made in 2004; 24,684 for illicit drug trafficking and 27,636 for illicit drug possession in 2005; and 25,326 for illicit drug trafficking and 31,006 for illicit drug possession in 2006.



Canada does not have information available on the number of public officials formally charged with or convicted of acts of corruption or other offences related to illicit drug trafficking. Canada reports that acts of corruption related to a specific offence, such as illicit drug trafficking, cannot be identified separately, and that the profession of individuals charged is not recorded in surveys.

The country does not have any federal, provincial or local regulations that permit the possession of drugs for personal use, nor have any exceptions been established within the definition of the offence of possession for personal use.

In Canada, there are six federally-funded drug treatment courts that serve as alternatives to traditional prosecution. These special courts integrate both criminal justice and drug treatment responses.

The country facilitates the timely exchange of operational information and collaboration among national authorities responsible for controlling illicit drug trafficking through joint investigations and the creation of permanent and fully integrated investigative teams, which has led to the successful conclusion of major investigations. The RCMP has liaison officers stationed in 25 countries around the world, many of which are considered source countries for illicit drugs. In addition, the RCMP has initiated joint force operations, interagency information sessions and has provided international training to foreign agencies, thereby increasing the country's ability to be effective in deterring illicit drug trafficking.

Canada reports that it made 31 judicial cooperation requests regarding illicit drug trafficking to other states based on international agreements in 2004, 18 in 2005, and 17 in 2006. The country received one reply granting a cooperation request in 2004, two in 2005, and 16 in 2006. In this regard, the country received 29 judicial cooperation requests from other countries in 2004, 20 in 2005, and 19 in 2006. The country granted 10 such requests in 2004, nine in 2005, and 18 in 2006.

The country reports that the central authority responsible for making and receiving extradition requests is the Department of Justice's International Assistance Group. In this regard, it made eight requests for extradition in illicit drug trafficking cases in 2004, five in 2005, and 14 in 2006, of which nine replies granting the request were received.

Canada has bilateral extradition treaties with 51 countries and has designated 30 states as extradition partners, in accordance with their Extradition Act. Canada reports that, under its national laws, the extradition of its nationals is permitted. In this regard, the country received 63 extradition requests related to illicit drug trafficking cases in 2004, 66 in 2005, and 35 in 2006. Canada granted extradition requests four times in 2004, once in 2005, and 27 times in 2006.



The country has developed training courses on commercial aircraft and motor vehicle examination, detection technology equipment, contraband enforcement, and passenger motor vehicle examination for the Canada Border Services Agency (CBSA) to address illicit drug trafficking, and international training courses for law enforcement personnel, as presented in the table below:

Specialized International Training Courses to Address Illicit Drug Trafficking

Name of Course	Location	Participating Countries	Participating Agencies
Airport Drug Interdiction	Dominican Republic	Canada	CBSA Dominican Republic Dominican Republic Customs
Drug Investigations Techniques	Barbados	Canada Barbados	CBSA Barbados Customs
Riguad Bermuda Investigator Trainer	Riguad, Quebec	Canada Bermuda	CBSA Bermuda Customs
Drug Investigation Workshop	RCMP HQ - Ottawa	Canada Caribbean	CBSA RCMP Caribbean Customs
Vessel Rummage Course	Halifax	Canada Mexico	CBSA
Container Examination Course	Halifax	Canada Mexico	CBSA
Airport Drug Investigation Workshop	Dominican Republic	24 Caribbean and Latin American drug enforcement personnel	RCMP
RCMP Undercover Program Overview	Peru	24 Caribbean and Latin American personnel	CICAD RCMP
Organized Crime Priority Setting	Colombia	24 Caribbean and Latin American law enforcement personnel	CICAD RCMP
Witness Protection Program Overview	Jamaica	24 Caribbean law enforcement personnel	CICAD RCMP
International Observer Attachment Program	Ottawa, Canada	14 drug investigators	CICAD RCMP
Organized Crime Priority Setting	Trinidad	Trinidad National Police	CICAD RCMP
Advanced Drug and Organized Crime Investigation Techniques	Colombia	30 Latin American law enforcement personnel	CICAD RCMP
Drug Investigation Techniques	Barbados	24 Caribbean personnel	CICAD RCMP
Undercover Program Overview	Jamaica	24 Caribbean personnel	CICAD RCMP
Proceeds of Crime	Cuba	26 Cuban personnel	RCMP



Name of Course	Location	Participating Countries	Participating Agencies
International Observer Attachment Program (IOAP) Latin America / Caribbean	Ottawa, Canada	15 Caribbean and Latin American drug investigators	CICAD RCMP
Undercover Program Overview	Mexico	20 Mexican personnel	RCMP
Undercover Training Course	Dominican Republic	24 Dominican personnel	RCMP
Advanced Drug and Organized Crime Investigation Techniques	Costa Rica	26 Latin American law enforcement personnel	CICAD RCMP
Advanced Drug and Organized Crime Investigation Techniques	Jamaica	24 Caribbean law enforcement personnel	CICAD RCMP

CICAD recognizes Canada's efforts to counter illicit drug trafficking and expresses its satisfaction with the country's law enforcement outreach to train officials from other countries in a variety of important law enforcement techniques connected with narcotics control.

At the same time, CICAD observes the country's lack of reporting on officials who have been charged with or convicted of corruption related to drug trafficking.

CICAD notes the detection in Canada of synthetic drugs such as ecstasy, amphetamines and GHB and encourages the country, as appropriate, to undertake additional awareness campaigns on the trafficking and use of these substances aimed at authorities responsible for drug demand and supply reduction and control.

B. Firearms, Ammunition, Explosives and other Related Materials

The Canadian Firearms Act governs the manufacture and possession of firearms and acquisition of ammunition, and establishes administrative controls for the importation and exportation of firearms. The Explosives Act governs national law enforcement with respect to possession of, trafficking in and manufacture of ammunition and explosives. The country reports that it has drafted laws to control the in-transit movement of ammunitions and explosives, which will be put into force as soon as supporting regulations are completed.

The responsibility for executing firearms, ammunition and explosives control activities in Canada is divided between different agencies, as shown in the following tables:



Entities Responsible for the Control of Firearms, Ammunition and Explosives

Responsibility	National Entity		
	Firearms	Ammunition	Explosives
Issuance of import and in-transit licenses and authorizations	Department of Foreign Affairs and International Trade	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division
Issuance of export licenses	Department of Foreign Affairs and International Trade	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division	Department of Foreign Affairs and International Trade, Export Controls Division
Cancellation of licenses and authorizations	Department of Foreign Affairs and International Trade, Export Controls Division	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division
Confiscation or forfeiture of illicitly trafficked firearms or ammunition	Police, and Canada Border Services Agency	Natural Resources Canada, Explosives Regulatory Division	Natural Resources Canada, Explosives Regulatory Division
Information exchange within the country among relevant national entities	Department of Foreign Affairs and International Trade, Police, and Canada Border Services Agency	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division	Natural Resources Canada, Explosives Regulatory Division; and the Department of Foreign Affairs and International Trade, Export Controls Division
Information exchange with relevant national entities in other countries	Department of Foreign Affairs and International Trade, Police, and Canada Border Services Agency	Department of Foreign Affairs and International Trade	Department of Foreign Affairs and International Trade

Canada reports that, in 2004, 6,578 persons were formally charged with illicit possession of and trafficking in restricted and prohibited firearms and ammunition, and 6,791 in 2005. Furthermore, 704 were formally charged with illicit possession of and trafficking in explosives in 2004, and 482 in 2005. The country does not have information on the number of persons that were convicted of illicit possession of and trafficking in firearms, ammunition, explosives and other related materials.

The country has regulations that require the issuance of import or in-transit licenses before permitting the entry of shipments of firearms, ammunition, explosives and other related materials, and the issuance of necessary licenses or authorizations by an importing or in-transit country before Canada grants export licenses or authorizations for shipments of these materials.



Canada reports that firearms imported into the country must be registered to a business or individual licensed to possess those types of firearms. The Canadian Firearms Information System contains records of those firearms that have been imported into Canada. The exports of firearms are saved in a database maintained by the Department of International Trade, and the export of military explosives is controlled by the Department of International Trade. Civilian explosives are controlled by the Department of Natural Resources.

The country's national databases maintain importation records for seven years in the case of firearms, indefinitely in the case of ammunition and explosives, and for five years in the case of other related materials. Firearms and ammunition exportation records are kept for seven years. Exportation records for non-military explosives and other related materials are kept for 15 years, and military explosive records are kept for seven years. Canada does not maintain records of the in-transit movement of these materials.

Canada seized 621 firearms in 2004, 497 in 2005, and 509 in 2006. The country states that this information represents firearms seized at the Canadian border, and that it does not reflect firearms necessarily linked to trafficking activities.

The national entities responsible for the exchange of information and collaboration with agencies in other countries regarding the control of firearms, ammunition, explosives and other related materials, and the type of information shared are listed in the table below:

National Entities Responsible for Exchanging Information and Collaborating with Other Countries Regarding Firearms, Ammunition, Explosives and other Related Materials

National Entity	Type of Information Shared
Foreign Affairs and International Trade Canada, Department of National Defence, Royal Canadian Mounted Police	Import and Export of firearms, their components and dual use items. Disposal of surplus small arms and light weapons Implementation of the <i>UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects</i> .
Royal Canadian Mounted Police (RCMP)	Law enforcement related information.
Department of Natural Resources	Manufacture and import of explosives and ammunition.

Canada promotes and facilitates information exchange and collaboration among the national entities, through an interagency committee and an interagency communication systems.

CICAD recognizes Canada's progress in terms of the control of firearms, ammunitions, explosives and other related materials, especially taking into account that initial legislation and administrative controls relating to these areas are relatively recent.

At the same time, CICAD is concerned that Canada does not maintain records of the in-transit movement of firearms, ammunition, explosives and other related materials, and that the country is still in the process of implementing laws to control the in-transit movement of ammunitions and explosives in Canada, pending approval of implementing regulations.



RECOMMENDATIONS:

8. IMPLEMENT A MECHANISM TO REPORT THE NUMBER OF PERSONS CONVICTED FOR OFFENCES RELATED TO THE TRAFFICKING OF FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS.
9. EXPAND THE STATISTICAL DATABASE ON FIREARMS IMPORTS AND EXPORTS TO INCLUDE RELEVANT DATA ON THE TRANSIT OF FIREARMS AND RELATED MATERIALS THROUGH CANADA, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
10. ENACT LEGISLATION TO CONTROL THE IN-TRANSIT MOVEMENT OF FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS.

C. Money laundering

Canada reports that it has comprehensive legislation in place to repress all forms of money laundering. The Criminal Code states that any indictable offence may be considered as a predicate offence in connection with money laundering in Canada.

Under Canadian legislation, money laundering is an autonomous offence. Proof of the predicate offence is not necessary to prosecute a person for money laundering.

The Proceeds of Crime (Money Laundering) and Terrorist Financing Act (PCMLFTA) provides for the establishment of a Financial Intelligence Unit and the mandatory reporting of suspicious financial transactions, as well as the reporting of cross-border movements of currency and monetary instruments.

The PCMLFTA places anti-money laundering controls on the following sectors: banks, currency exchanges, insurance companies, casinos, real estate businesses accountants, co-operative credit societies, savings and credit unions, trust and loan companies, securities dealers, portfolio management and investment counselling services, crown corporations, and money services businesses.

Investigative techniques available to Canadian law enforcement include controlled delivery, undercover police officers, use of informants, interception and other relevant forms of surveillance and search warrants.

The country reports the following formal charges related to money laundering offence in Canada:

**Number of Formal Charges made
in Relation to Money Laundering,
2004–2006**

Fiscal Year	Formal Charges
2003/2004	220
2004/2005	292
2005/2006	211



The Financial Transactions and Reports Analysis Centre of Canada (FINTRAC), an independent federal agency, provides financial intelligence to appropriate law enforcement and intelligence agencies, and reports to Parliament through the Minister of Finance. Its budget and staff for fiscal years 2004–2006 are as follows:

FINTRAC Budget and Staffing

Fiscal Year	Approved Budget	Full Time Staff
2004/2005	\$32,003,000	184
2005/2006	\$33,973,000	180
2006/2007	\$51,081,000	265

In November 2001, Canada published regulations on reporting of suspicious transactions relating to money laundering, and in January 2003 regulations were put in place on the reporting of cross border movements of currency and monetary instruments. Laws, regulations and sanctions apply to financial entities (including banks, credit unions, "caisses populaires," trust and loan companies); life insurance companies, brokers or agents; securities dealers, portfolio managers and investment counsellors; foreign exchange dealers; money services businesses; accountants and accounting firms; real estate brokers or sales representatives; and casinos. Legislative requirements for the reporting of suspicious transactions do not apply to lawyers and notaries.

FINTRAC received 19,113 suspicious transaction reports in 2004, 29,367 in 2005, and 18,431 in 2006. Information on the number of suspicious transactions that were investigated is not available.

Bank documents and/or financial records can be obtained in accordance with the existing law for the purposes of financial intelligence and prosecution.

During fiscal year 2004, CAN\$10.2 million was forfeited. Canada reports that, based upon the Seized Property Management Act (SPMA), the Seized Property Management Directorate (SPMD) is responsible for administering the Seized Property Management System, which tracks all assets seized or restrained pursuant to federal prosecution.

Money laundering is an extraditable offence in Canada. The Department of Justice's International Assistance Group is the central authority responsible for preparing, sending and receiving extradition requests in money laundering cases. Canada reports that it made two requests for extradition in money laundering cases in 2004, and one in 2005. It received 17 requests in 2004, and 14 in 2005.

CICAD recognizes Canada's progress in combating money laundering, but continues to be concerned about the legal complications that still exempt lawyers and notaries from reporting suspicious transactions.

RECOMMENDATION:

- 11. INCLUDE NOTARIES AND LAWYERS WITH OTHER ENTITIES REQUIRED TO RECORD AND REPORT SUSPICIOUS FINANCIAL TRANSACTIONS THAT MAY BE ASSOCIATED WITH MONEY LAUNDERING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.**



CONCLUSIONS

CICAD takes note of Canada's comprehensive infrastructure to combat all aspect of the illegal drug trade and recognizes the country's conscientious approach to implementing recommendations made in the first three evaluation rounds of the Multilateral Evaluation Mechanism (MEM).

The country has made good progress in terms of ratifying international conventions. However, CICAD is concerned that Canada still has not ratified the Inter-American Convention against illicit manufacturing of and trafficking in Firearms, Ammunition, Explosives and Other Related Materials (CIFTA); the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition of the United Nations Convention Against Transnational Organize Crime; and the United Nations Convention against Corruption.

Canada's system of drug prevention programs at national, regional and local levels is suited to the country's needs and ample training programs for drug awareness and treatment professionals is available. Canada also has adequate treatment facilities for drug dependent populations seeking rehabilitation. In this sense, evaluation of treatment programs at the local, regional and national levels is adequate to determine their effectiveness so that program adjustments can be made accordingly. Moreover, the country's statistical research and data gathering capabilities are adequate for the country's needs.

The country has made progress in the area of supply reduction with respect to detection and eradication of its cannabis cultivation, although more work is needed to develop as accurate a picture as possible of Canadian illegal marijuana cultivation and law enforcement efforts to eradicate them. The country's chemical and pharmaceutical controls are making steady progress. However, the country's collection capability pertaining to pharmaceuticals and chemicals should be improved in the area of statistics on penal and administrative sanctions.

The country has made noteworthy strides in the area of firearms controls, although additional work needs to be done in several areas including the regulation of in-transit movement of firearms and related materials.

Canada's laws to combat money laundering are up-to-date and their enforcement is advancing. However, lawyers and notaries should be required to report suspicious financial transactions.

CICAD notes Canada's outreach throughout the Hemisphere in terms of providing assistance in all areas of drug control for other OAS Member States working to upgrade the effectiveness of their anti-drug policies and programs.

CICAD also recognizes the country's overall support of the Multilateral Evaluation Mechanism (MEM).



SUMMARY OF RECOMMENDATIONS

The following recommendations are assigned to Canada in order to assist the country in strengthening its policies to combat the problem of drugs and related activities and increase multilateral cooperation in the Hemisphere:

INSTITUTIONAL STRENGTHENING

1. RATIFY THE INTER-AMERICAN CONVENTION AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS (CIFTA), A RECOMMENDATION REITERATED FROM THE FIRST EVALUATION ROUND, 1999–2000.
2. RATIFY THE PROTOCOL AGAINST THE ILLICIT MANUFACTURING OF AND TRAFFICKING IN FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION OF THE UNITED NATIONS CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME, A RECOMMENDATION REITERATED FROM THE SECOND EVALUATION ROUND, 2001–2002.
3. RATIFY THE UNITED NATIONS CONVENTION AGAINST CORRUPTION, 2003.

SUPPLY REDUCTION

4. DEVELOP A MECHANISM TO ALLOW A MORE PRECISE ESTIMATE OF ILLEGAL CANNABIS CULTIVATION IN CANADA, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
5. ESTABLISH A MECHANISM TO RECORD THE NUMBER OF PENAL SANCTIONS APPLIED WITH RESPECT TO THE ILLEGAL IMPORTATION, EXPORTATION, PRODUCTION, POSSESSION, DOUBLE-DOCTORING AND TRAFFICKING OF CONTROLLED PHARMACEUTICALS.
6. CARRY OUT RESEARCH AND TRAINING ACTIVITIES RELATED TO THE PREVENTION AND CONTROL OF ILLICIT TRAFFIC OF PHARMACEUTICAL PRODUCTS AND OTHER DRUGS VIA THE INTERNET TO IDENTIFY POSSIBLE ADDITIONAL REGULATORY AND OPERATIVE NEEDS.
7. ESTABLISH A MECHANISM TO REPORT THE NUMBER OF PENAL AND ADMINISTRATIVE SANCTIONS APPLIED WITH RESPECT TO THE ILLICIT IMPORTATION, EXPORTATION, PRODUCTION AND TRAFFICKING OF CONTROLLED CHEMICAL SUBSTANCES.

CONTROL MEASURES

8. IMPLEMENT A MECHANISM TO REPORT THE NUMBER OF PERSONS CONVICTED FOR OFFENCES RELATED TO THE TRAFFICKING OF FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS.
9. EXPAND THE STATISTICAL DATABASE ON FIREARMS IMPORTS AND EXPORTS TO INCLUDE RELEVANT DATA ON THE TRANSIT OF FIREARMS AND RELATED MATERIALS THROUGH CANADA, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.
10. ENACT LEGISLATION TO CONTROL THE IN-TRANSIT MOVEMENT OF FIREARMS, AMMUNITION, EXPLOSIVES AND OTHER RELATED MATERIALS.
11. INCLUDE NOTARIES AND LAWYERS WITH OTHER ENTITIES REQUIRED TO RECORD AND REPORT SUSPICIOUS FINANCIAL TRANSACTIONS THAT MAY BE ASSOCIATED WITH MONEY LAUNDERING, A RECOMMENDATION REITERATED FROM THE THIRD EVALUATION ROUND, 2003–2004.



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