

CHAPTER

第7章

國際禁毒工作：
國際團結 眾志成城

THE INTERNATIONAL ARENA
- FORMING A UNITED FRONT



Serious international interest in the control of the worldwide narcotics trade can be dated to a conference in Shanghai in 1908, but it was not until after the end of the Second World War, in 1946, that the first effective measures were taken to deal with what had, by then, become a major problem. For it was in that year that the new United Nations set up a Commission on Narcotic Drugs to control the licit flow of drugs, and to deal with the problems arising from the expansion of drug trafficking and abuse on a global scale.

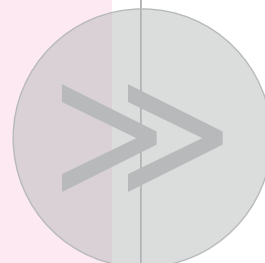
The United Nations International Narcotics Control Board is the successor to a number of drug control bodies, the first of which was established by international treaty over 70 years ago. A series of subsequent treaties conferred on the Board specific responsibilities “to limit the cultivation, production and manufacture and use of drugs to an adequate amount required for medical and scientific purposes” and “to prevent illicit cultivation, production and manufacture of, and illicit traffic in and use of, drugs,” in accordance with Article 9 of the Single Convention on Narcotic Drugs of 1953 as amended by the 1972 Protocol.

The almost universal coverage of world news via the TV, Internet, radio and the press now ensures that information on drug trafficking, the spread of addiction, money laundering and the criminal gangs involved, are never far from the news headlines. Such activities transcend national boundaries, and have resulted in the willingness of governments to cooperate, both intra- and inter-regionally, as they have realized that the spread of multi-drug abuse in their own countries cannot be fought successfully without determined, effective and coordinated action at international level.

國際間認真發起禁售鴉片的行動始於一九零八年在上海舉行的萬國禁煙會議，但真正有效打擊毒品的行動，卻要到一九四六年第二次世界大戰結束後才開始，那時吸毒已成為十分嚴重的問題。新成立的聯合國於一九四六年設立了麻醉藥品委員會，以管制麻醉藥品的合法買賣，並處理全球因販毒和濫用藥物情況日增而引起的問題。

聯合國國際麻醉品管制局繼多個藥物管制組織之後成立。最早的一個組織在七十多年前已根據國際條約成立。其後，各國再通過一系列條約，授權管制局執行指定職責，即根據經《1972議定書》修訂的《1953年麻醉品單一公約》第九條的規定，“限制毒品的種植、生產、製造和使用，至僅足夠作醫學和科學用途”及“防止毒品的非法種植、生產、製造、販運和使用”。

世界各地的新聞現在已可以透過電視、互聯網、電台和報章發布，因此有關販毒、濫用藥物、清洗黑錢和涉及犯罪集團的消息，經常會成為頭條新聞。這些活動超越國界，導致各國政府願意加強合作，因為他們明白到必須透過國際間堅定、有效和協調的行動才可成功遏止國內濫用多種藥物的問題。



本港並無種植可製造鴉片的罌粟，藥物倚賴者吸食鴉片製劑都是由出產地（主要是亞洲）經由其他國家偷運入境。因此，香港政府多年來透過與聯合國及其成員國的合作，積極參與國際對付毒品的行動，包括執法紀、打擊與毒品有關的貪污情況、戒毒治療及預防教育。舉例來說，香港在一九八七年成為海關合作理事會的獨立成員，並在同年稍後時間獲選負責亞洲及太平洋經濟社會委員會區域聯絡處的事務。聯絡處負責將亞太區經濟社會委員會屬下其他16個會員國所提供的一切毒品情報及資料匯集及進行監察。於一九九九年，這項工作改由日本執行，而聯絡處亦改名為“世界海關組織亞太區情報聯絡中心”，現有24個成員國。

Hong Kong grows no opium poppies and all the opiates which are used by its drug dependent community are imported from the producing areas, principally in Asia, through other countries. For many years, Hong Kong has therefore contributed actively to the international fight against narcotics, in the fields of law enforcement, drug-related corruption, treatment, and preventive education, through cooperation with the United Nations and its members. In 1987, for example, Hong Kong became an independent member of the Customs Cooperation Council and was, later that year, elected to run the Economic and Social Commission for Asia and the Pacific (ESCAP) Regional Liaison Office, which acts as the focal and monitoring point to which all intelligence and information on drug-related matters was sent by the 16 other members in the Region. Japan assumed this task in 1999, when it was renamed “The Regional Intelligence Liaison Office for the Asia/Pacific Region of the World Customs Organization”, which now has 24 members.

禁毒常務委員會委員與政府代表於一九九九年參觀新加坡一所戒毒中心。

Members of ACAN and Government representatives visiting a drug rehabilitation centre in Singapore in 1999.



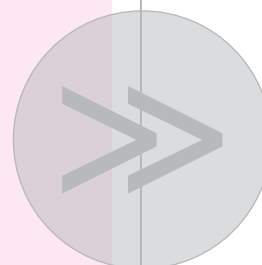


保安局局長葉劉淑儀及禁毒常務委員會主席李紹鴻教授（中）與訪港的新加坡全國肅毒理事會代表團會面。

The Secretary for Security, Mrs. Regina Ip, and the Chairman of ACAN, Professor Lee Shiu-hung (centre), meeting a delegation from the Singapore NCADA during their visit to Hong Kong.

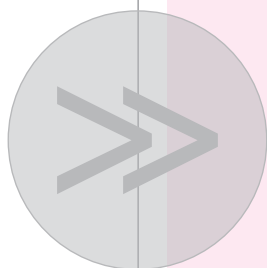
In March 1997, the Hong Kong and Singapore Governments agreed to formalize a visits exchange programme between senior government officials, which also included cross-appointments to Statutory Boards and Committees. The objectives were to broaden and enrich the experience of senior officials from both sides, to stimulate a cross fertilization of expertise and experience, and to reinforce the Hong Kong/Singapore partnership in public policy fields of mutual interest. Under the terms of this agreement, Hong Kong's Commissioner for Narcotics became a member of the Singapore National Council Against Drug Abuse, and the Director of Singapore's Central Narcotics Bureau joined ACAN.

香港政府和新加坡政府於一九九七年三月通過推行一個由高級政府官員互訪的交流計劃。這項計劃也包括互相委任官員為法定委員會及諮詢委員會的成員。計劃的目的是要擴闊和充實雙方高級官員的經驗，增加專門知識和經驗的交流，並增強香港和新加坡在有共同利益的公共政策上的伙伴關係。根據這項協議，香港禁毒專員加入為新加坡全國肅毒理事會的成員，而新加坡中央肅毒局局長也獲委任為禁毒常務委員會的委員。



過去40年來，販毒、藥物濫用及其他衍生的種種問題，一直是世界各國政府關注的重要議題。於一九九八年六月，聯合國大會召開有關毒品問題的特別大會，取得重大進展。各國代表在會上重申合力打擊全球毒品問題的決心。185個參與國家也就減少藥物需求的守則發表了一項政治宣言，可說是國際“毒品問題辯論”的一個重大突破，這是首次在這層面承認減低對藥物的需求是解決全球毒品問題的重要一環。聯合國大會要求麻醉藥品委員會考慮根據這項宣言擬訂的行動方案。其後在一九九八年十二月，一個由多國政府代表及專門組織組成的工作小組，就一份由聯合國國際藥物管制規劃署草擬的初步方案進行討論和修訂。該署以往曾經指出，全球的毒品交易對國際間的治安構成威脅，而毒品交易已經比鋼鐵業或汽車業更具規模。據估計，毒品交易每年的成交額至少達4,000億美元，約佔全球貿易總額8%。

For the past 40 years, drug trafficking and abuse, and their attendant problems, have been high on the agenda of governments in all parts of the world. Significant progress was made during 1998 when, at the special session on drugs of the United Nations General Assembly in June, the world community strengthened its commitment to confronting the world drug problem in a collaborative, balanced way. The adoption of a political declaration on the guiding principles of drug demand reduction by 185 participating countries constituted a considerable advance in the international “drugs debate”. It was the first time at this level that demand reduction was recognized as an indispensable component of any global approach to the world drug problem. The General Assembly requested the Commission on Narcotic Drugs to consider a proposed action plan based on this declaration, and a preliminary draft subsequently prepared by the United Nations International Drug Control Programme (UNDCP) was discussed and amended by an inter-governmental working group with specialized agencies, in December 1998. The UNDCP had previously underlined the threat to international order posed by the world drug trade, which had become a bigger industry than either iron and steel or motor vehicles. It estimated the annual turnover in drugs to be at least US\$400 billion, about 8% of the total volume of international trade.



The 42nd session of the Commission on Narcotic Drugs held in 1999 ended with the adoption of a resolution on the first United Nations action plan on drug demand reduction. The plan focused on identifying, assessing and communicating information on the causes and consequences of substance use; coordination mechanisms and the participation of all relevant authorities and sectors of society; the implementation of research and the dissemination of results; the development of customized programmes ranging from the discouragement of initial use to reduction of the negative health and social consequences of drug use; the enhancement of information and services offered to the public and to drug users in particular; and the development of evaluation strategies.

Hong Kong's dependence on its rapidly developing commercial and industrial sectors to sustain its burgeoning population in the 1950s and 60s, and the "open-door" policy of its free-port status makes Hong Kong vulnerable to being used by foreign and local drug traffickers. This ensured that the international dimension was never far from the minds of policy-makers in Hong Kong, as mentioned in ACAN's first report for 1965/66, "International conferences on narcotics, and visits to Hong Kong by overseas specialists and students both have their value in presenting a realistic image of Hong Kong abroad, as well as in the furtherance of practical cooperation in specialized fields. Hong Kong was represented in November 1965 at the 20th Session of the United Nations Narcotics Commission in Geneva ..."

麻醉藥品委員會在一九九九年召開第四十二次會議，會上通過第一份聯合國決議減低藥物需求的行動方案。這個方案集中找出濫用藥物的因果關係，並評估和交流這方面的資訊；協調機制和各有關當局和社會各界人士的參與；進行研究和公布研究結果；特別制訂一些計劃，如勸諭人們不要嘗試濫用藥物，及減少濫用藥物對健康和社會帶來的負面影響等等；加強向公眾人士特別是藥物倚賴者提供資訊和服務；以及制訂評估策略。

香港的人口在五十和六十年代迅速增加。社會極依賴工商業的蓬勃發展，加上自由港地位帶來的“門戶開放”政策，對本地和海外毒販都有極大吸引力。這使香港的政策制訂者保持國際視野，正如一九六五/六六年度禁毒常務委員會發表第一份報告書時指出：“國際毒品研討會及海外專家和學生訪問香港，都可讓海外國家對香港得到一個真實的印象，並在專門範疇上進一步合作。聯合國麻醉藥品委員會於一九六五年十一月在日內瓦召開第二十屆會議，香港亦有派代表出席……”。

在七十年代，香港在各方面的禁毒工作都取得重大進展，包括在一九七二年開設禁毒專員一職，在一九七三年重組禁毒常務委員會，在一九七四年發表第二份《毒品問題白皮書》，在一九七二年引進美沙酮門診治療及在一九七六/七七年把這項治療計劃擴展至全港地區，以及在一九七六年設立電腦化的吸毒者中央檔案室。這些措施吸引了亞太區以至其他地區不少國家的注意。由於香港引進的基本及創新措施日益成功，其他國家深感興趣之餘，紛紛派出禁毒人員來港受訓。這些人員都是透過本身政府與港府的雙邊安排，或是由聯合國組織如世界衛生組織、教育、科學及文化組織、國際勞工局及可倫坡計劃執行處贊助，來港參觀考察。禁毒人員包括行政人員、警務及海關人員、醫生、精神科專家及社會工作者。他們通常最感興趣是戒毒治療和康復、執法工作、禁毒教育及宣傳和中央檔案室。香港不斷向各國人員提供訓練設施，進一步反映香港政府與各國充分合作，打擊全球的毒品問題。

The major advances made in the 1970s in all areas of Hong Kong's anti-narcotics efforts, following the appointment of a Commissioner for Narcotics in 1972, the reorganization of ACAN in 1973, the publication of the Second White Paper on Narcotics in 1974, the introduction of methadone ambulatory treatment in 1972 and its extension to the whole territory in 1976/77, and the establishment of a computerized CRDA in 1976, attracted widespread interest in many countries, both regionally and across a wider spectrum. The increasingly successful impact of these fundamental and creative departures from previous practice stimulated a growing interest in Hong Kong as a training venue for anti-narcotics officials from other countries, who came on study visits, either through bilateral arrangements with their governments or under the sponsorship of the United Nations bodies such as World Health Organization (WHO), United Nations Educational, Scientific and Cultural Organization (UNESCO), International Labour Organization (ILO) and the Colombo Plan. These anti-narcotics officers included administrators, police and customs officers, doctors, psychiatrists, and social workers. To such visitors, treatment and rehabilitation, law enforcement, preventive education and publicity, and the CRDA were, and still remain, the main sources of interest. The continuing provision of these training facilities further demonstrates Hong Kong Government's commitment to full cooperation with other governments in the fight against the global problem of narcotics.

Hong Kong has always welcomed such visits from overseas officials and unofficials working in all areas of anti-drug work, and has benefited from the ensuing exchange of views and experiences. It has also profited from the attendance of its officials and non-government workers at international conferences, from visits paid to a variety of treatment, rehabilitation, educational and correctional service institutions in other countries and regions, and from the exchanges of views made possible by such visits.

Hong Kong has signed Mutual Legal Assistance Agreements with Australia, Canada, France, Israel, Italy, New Zealand, the Philippines, Portugal, the Republic of Korea, Switzerland, the United Kingdom and the US. Hong Kong has also signed Surrender of Fugitive Offenders Agreements with 13 countries and Transfer of Sentenced Persons Agreements with seven countries.

Hong Kong actively cooperates with international organizations, such as the United Nations Commission on Narcotic Drugs, the Interpol, the World Health Organization and the World Customs Organization on drug-related issues. Hong Kong has been a member of Financial Action Task Force on Money Laundering (FATF) since 1990. Hong Kong is also a founding member of the Asia/Pacific Group on Money Laundering (APG), a FATF style regional body since 1997. In October 2000, Hong Kong was selected to be the President of FATF in 2001/2002. In November 2000, the US Government removed Hong Kong from the list of major drug transit centres/territories for the first time since the list was compiled in 1987.



香港十分歡迎海外從事各類禁毒工作的官方或非官方人員到訪，從雙方交流意見和經驗中，獲益良多。此外，香港的政府或非政府人員也經常參加國際會議、探訪其他國家和區域的戒毒、康復、教育及懲教機構，交流心得。

香港與澳洲、加拿大、法國、以色列、意大利、新西蘭、菲律賓、葡萄牙、韓國、瑞士、英國和美國訂有“刑事法律互助協定”。香港亦與13個國家簽訂“移交逃犯協定”，及與七個國家簽訂“移交被判刑人士協定”。

香港就毒品問題積極與國際組織合作，這些組織包括聯合國麻醉品委員會、國際刑警、世界衛生組織和世界海關組織等。香港自一九九零年起，即為打擊清洗黑錢財務行動特別組織（簡稱“特別組織”）成員之一。此外，香港也是亞洲/太平洋反清洗黑錢組織創會成員之一。這個組織於一九九七年成立，是與特別組織性質相若的區域組織。在二零零零年十月，香港當選為二零零一至零二年度特別組織的主席。在二零零零年十一月，美國政府把香港由主要毒品轉運國家/實體的名單內剔除。這是該名單在一九八七年制訂以來美國首次作出這個決定。

禁毒專員盧古嘉利（右四）於二零零零年在華盛頓與美國助理國務卿（中）會面。

The Commissioner for Narcotics, Mrs Clarie Lo (fourth from right), meeting the US Assistant Secretary of State (centre) during a trip to Washington in 2000.

即使在沒有雙邊協定的情況下，香港政府也不斷尋求與其他國家合作。舉例來說，在二零零零年，香港的執法機關透過執法方面的聯絡渠道，向海外執法人員提供有關販毒、清洗黑錢和管制化學品原料等情報。香港也在凍結及沒收販毒得益的事宜上，向逾140個國家提供協助。

在全球的毒品供應者、分銷者和融資者互相勾結的情況下，國際販毒活動更形複雜，也更有組織。為有效打擊毒品交易，香港的警務和海關人員一向與內地當局和海外執法人員緊密合作。

香港在涉及凍結或沒收犯罪收益的毒品案中曾與多個國家，包括美國及澳洲緊密合作。香港與美國已攤分三宗案件的資產。此外，香港亦已與澳洲攤分一宗案件的資產。香港現正與美國及澳洲分別商討攤分另外兩宗及一宗案件的資產。

The Hong Kong Government continues to seek cooperation with other countries, even in the absence of bilateral agreements. For example, in 2000 Hong Kong law enforcement agencies provided operational intelligence on drug trafficking, money laundering, and control of precursor chemicals to their overseas counterparts through law-enforcement liaison channels. Hong Kong was also able to provide assistance to over 140 countries on restraint and confiscation of proceeds from drug trafficking.

The international trade in illicit drugs has become sophisticated and well organized with suppliers, distributors and financiers working together on a global scale. To effectively disrupt the trade, the Hong Kong Police and Customs officers work closely with their overseas counterparts and the Mainland authorities.

Hong Kong has cooperated with many overseas jurisdictions, including Australia and the US, in drug cases which involved restraint or confiscation of criminal proceeds. Among those cases concluded, Hong Kong and the US have shared in three cases. Hong Kong has also shared with Australia in one drug case. Hong Kong is now working with the US and Australia on the sharing of assets confiscated in two cases and one case respectively.



The Narcotics Bureau of the Police Force also cooperates with Australia, Canada, the UK and countries throughout South-East Asia in neutralizing trafficking syndicates by sharing intelligence and taking carefully coordinated enforcement action. The Narcotics Bureau is involved in major international drug trafficking investigations in unison with overseas law enforcement agencies leading to the interdiction of several large consignments of drugs in the Asia-Pacific region and arrest of the perpetrators.

香港警務處轄下的毒品調查科與加拿大、澳洲、英國和東南亞各國交換情報，並採取經過周密部署的執法行動，成功瓦解了多個販毒集團。此外，毒品調查科也與海外執法機關聯手偵查主要的國際販毒案，因而偵破亞洲/太平洋區數宗大型販毒案件及捕販毒份子。

在一個誌記美國首次與本港平均攤分被充公販毒資產的支票遞交儀式中，保安局局長葉劉淑儀從美國國家毒品管制局局長Barry McCaffrey將軍手上接受一張九十萬美元的支票。

At a ceremony to mark US sharing with HK for the first time half of the confiscated drug proceeds, the Secretary for Security, Mrs. Regina Ip, receives a cheque of US\$0.9 million from the Director of the US Office of National Drug Control Policy, General Barry McCaffrey.

保安局局長葉劉淑儀在一個攤分販毒資產支票遞交儀式上將支票遞交予署理澳洲聯邦警察副局長 Mr. Denis McDermott。

The Secretary for Security, Mrs. Regina Ip, presenting a cheque to the Acting Deputy Commissioner of Australian Federal Police, Mr. Denis McDermott, at an asset-sharing cheque presentation ceremony.



在一九九九年，毒品調查科與內地和外國執法人員聯手採取行動，嚴厲打擊國際販毒集團的活動。該年一月及二月，日本警察廳根據毒品調查科的情報，在兩次行動中檢獲共303公斤甲基安非他明及拘捕18人，當中六人為香港市民。在二月，該科與加拿大皇家騎警採取聯合行動，在溫哥華檢獲45公斤海洛英及拘捕兩名香港人。毒品調查科與內地公安局在六月聯手拘捕三名香港人及檢獲10公斤甲基安非他明。在七月，香港警方與澳洲聯邦警察聯合行動，在悉尼成功檢獲70公斤海洛英和拘捕四名香港人。在二零零零年，香港警方和內地執法人員聯手採取偵查行動，檢獲大批海洛英、甲基安非他明和一種受管制化學品。

In 1999, operations conducted by the Narcotics Bureau in cooperation with the Mainland and foreign enforcement agencies severely disrupted the activities of international drug syndicates. In January and February, the Japanese National Police Agency, acting on the bureau's information, seized two shipments of methylamphetamine totalling 303 kilograms and arrested 18 persons, six of them Hong Kong men. In February, an operation involving the bureau and the Royal Canadian Mounted Police led to the seizure of 45 kilograms of heroin and the arrest of two Hong Kong men in Vancouver. In June, a joint operation between the Narcotics Bureau and the Mainland's Public Security Bureau led to the arrest in the Mainland of three Hong Kong men and seizure of 10 kilograms of methylamphetamine. In July, a joint operation with the Australian Federal Police led to the interception of 70 kilograms of heroin and the arrest of four Hong Kong people in Sydney. In 2000, joint investigations between the Hong Kong Police Force and Mainland counterparts resulted in substantial seizures of heroin, methylamphetamine and a controlled chemical.



“中國的禁毒”白皮書
The White Paper on Narcotics
issued by Mainland China

Although the priority given to the drug problem and the approaches adopted to deal with drug trafficking and abuse vary from country to country, the universality of the problems which confront them is recognized. With globalization and the advent of information technology, the world has become virtually borderless. This points to the need for the quickening pace of international collaboration to frustrate the plans of the syndicates who control what has become a major global criminal enterprise. All countries now also participate, under the auspices of various UN agencies, or through bilateral arrangements, in international conferences/exchange visits, at which the interlocking issues of law enforcement, treatment, rehabilitation, prevention, and cross-border action, and the distribution of resources between them, can be discussed and debated.

雖然每個國家對毒品問題及對付販毒活動和推行反濫用藥物措施的優先次序有所不同，但它們均認識到各國正面對著毒品這個全球性問題。由於全球趨於一體化及資訊科技發達，世界幾乎已變成無國界。正因如此，我們更需加速國際合作的步伐，以打擊犯罪集團圖謀控制全球主要的犯罪活動。在聯合國轄下不同團體的支持下，或透過雙邊協定，所有國家亦不時參與國際會議或作互訪交流，藉此商討一些相互緊扣的議題如執法、治療、康復、預防及跨境行動，以及如何在這數方面分配資源，達致成效。

