A REVIEW OF THE LEGISLATIONS IN CONTROLLING PRECURSORS IN MALAYSIA

Ву

Hasrolnizam B. Abdullah (2007411244) Mohd Yusri B. Che Musa (2007411252) Tommy Anak Buja (2007411264)

Submitted in Partial Fulfillment of the Requirements for the Master of Enforcement Law

Universiti Teknologi MARA Faculty of Law

May 2009

The students/authors confirm that the work submitted is their own and that appropriate credit has been given where reference has been made to the work of others.

ACKNOWLDEGEMENTS

This study has been conducted by a team of three members consisting of Hasrolnizam Bin Abdullah, Mohd Yusri Bin Che Musa and Tommy Anak Buja.

In the preparation of this work, we are indebted to many people for their kind cooperation, generous assistance and encouragement. In particular, we are extremely grateful to our supervisor Assoc. Prof. Norha Abu Hanifah for her enthusiasm, patience, tolerance and assistance in the meticulous reading of the many drafts of this work. This work would not have been possible without the support and sharing of knowledge during our study. We also would like to mention our kind appreciation to all the staff in the Faculty of Law, Universiti Teknologi Mara for their assistance and help during the research process.

Thanks also to the Pharmaceutical Service Division, Ministry of Health and all agencies involved for their cooperation, information and consent given for us to use their data and equipment in completing our research. We would also like to thank the Public Service Department of Malaysia and the Ministry of Health for the award of the *Hadiah Latihan Persekutuan* Scholarship, which has supported us during our two years of study.

A special and invaluable appreciation to our family members for their kind understanding and constant support, without which we would not have been able to complete this research.

Finally, we would like to take the opportunity to dedicate this study to everyone mentioned here.

ABSTRACT

Precursor control is relatively new in many countries including Malaysia. However, in Malaysia the diversion of the precursors by the drugs syndicate has become a major concern. This can be identified by the number of clandestine drug labs discovered throughout the country recently by the Police. The diversion of the precursors needs to be fully addressed so that the illicit drugs manufacturer will not be able to easily abuse the system. Thus the legislations that control the precursors and the enforcement agencies that enforce the legislations will be reviewed to identify their strengths and weaknesses. This research is set out to examine the legislations and also the agencies involved in the control of precursors in the country through the qualitative research methodology where the information is gathered from journals, reports, articles and books. A semi structured interview of the personnel from the relevant agencies is also conducted. From this research it has been discovered that the existing legislations are not designed specifically to control precursors. The Poisons Act 1952 (Act 366) was initially initiated to control a wide range of chemicals including the chemicals that have medicinal value. The Act is considered sufficient in controlling the importation, sale or supply, transporting, labelling and recording of precursors but lacks in controlling the exportation, manufacturing, possession, usage and disposal of precursors. These weaknesses of the Act in controlling precursors should be reviewed and resolved by the government. Thus, there is a need to improve the current legislations and the enforcement approaches in regards to the control of precursors in Malaysia.

TABLE OF CONTENTS

Acknowledgements	ii
Abstract	iii
Table of Contents	iv
List of Abbreviations	viii
CHAPTER ONE: INTRODUCTION	
1.0 Introduction	1
1.1 Background of the Research	2
1.1.1 Legislation	2
1.1.2 Law Making Process in Malaysia	4
1.1.3 What is a Precursor?	6
1.1.3.1 General Meaning of "Precursor"	6
1.1.3.2 The Meaning of "Precursor" in this Research	7
1.1.4 Usage of Precursors	8
1.1.5 Dangerous Effects of Precursors	9
1.1.6 International Law on Precursors	9
1.1.7 Adoption by Malaysia	13
1.2 Problem Statement	17
1.3 Objectives of the Research	19
1.4 Literature Review	19
1.5 Research Methodology	24
1.6 Scope and Limitations of the Research	24
1.7 Significance of the Research	25
1.8 Division of Chapters	25
1.9 Conclusion	26
CHAPTER TWO: THE PRECURSOR CONTROL FRAMEWORK IN	
MALAYSIA	
2.0 Introduction	28
2.1 Legal Framework in Malaysia	29
2.1.1 Type and Classification of Law	29
2.1.2 Jurisdiction of Courts	30
2.1.2.1 Jurisdiction of the Courts under the Poisons Act 1952	
(Act 366)	33
2.1.2.2 Jurisdiction of the Courts under the Customs Act 1967	
(Act 235)	34
2.1.3 Power to Prosecute Cases	34

2.1.3.1 Institution of Proceedings under the Poisons Act 1952	
(Act 366)	36
2.1.3.2 Conduct of Proceedings under the Poisons Act 1952	
(Act 366)	37
2.1.3.3 Conduct of Proceedings under the Customs Act 1967	
(Act 235)	37
2.1.4 Penalty	38
2.1.4.1 Penalty under the Poisons Act 1952 (Act 366)	38
2.1.4.2 Penalty under the Customs Act 1967 (Act 235)	39
2.1.5 Power of Enforcement	41
2.2 The Administration of Precursor Control	42
2.2.1 The Royal Malaysia Police (the Police)	43
2.2.2 The Royal Malaysia Customs (the Customs)	43
2.2.3 National Anti-Drug Agency (NADA)	44
2.2.4 Pharmaceutical Services Division (PSD)	46
2.3 Comparison of the Precursor Control in the United States of America	
(USA) and Singapore	47
2.3.1 Precursor Control in the United States of America (USA)	47
2.3.1.1 The Legislations of Precursor Control in the United	
States of America (USA)	47
2.3.1.2 Principle Provisions under the Controlled Substances	
Act (CSA 1970)	51
2.3.1.3 The Administration of Precursor Control in the United	
States of America (USA)	53
2.3.2 Precursor Control in Singapore	57
2.3.2.1 The Legislations of Precursor Control in Singapore	57
2.3.2.2 Principle Provisions under the Misuse of Drugs Act	37
1973 (MDA 1973)	58
2.3.2.3 The Administration of Precursor Control in Singapore	60
2.4 Conclusion	61
CHAPTER THREE: THE APPLICATION OF THE POISONS ACT 1952 (ACT 366) AND CUSTOMS ACT 1967 (ACT	
235) IN PRECURSOR CONTROL	
3.0 Introduction	63
3.1 History of the Poisons Act 1952 (Act 366) and the Customs Act 1967	
(Act 235)	63
3.1.1 History of the Poisons Act 1952 (Act 366)	63
3.1.2 History of the Customs Act 1967 (Act 235)	64
3.2 Application of the Poisons Act 1952 (Act 366) and the Customs Act	
1967 (Act 235) for Precursor Control	64
3.2.1 Method of Control	65