

22 February 2008

English only

Commission on Narcotic Drugs**Fifty-first session**

Vienna, 10-14 March 2008

**Report of the International Narcotics Control Board
pursuant to the twentieth special session of the
General Assembly***Summary*

The present report outlines the actions that the International Narcotics Control Board has undertaken pursuant to the resolutions adopted by the General Assembly at its twentieth special session, in 1998. The report also identifies the significant challenges that remain in the area of drug control.

The report shows the enhanced commitment of Governments and the international community to addressing the world drug problem over the past 10 years, as evidenced by the increasing number of countries taking concrete steps towards strengthening their national capacity in drug control. The increased level of accession to, and the implementation of, the international drug control treaties is also encouraging. The report indicates that the international drug control system continues to develop and function effectively, contributing successfully to the prevention of the further spread of drug abuse. The implementation of the international drug control treaties and the relevant resolutions of the Economic and Social Council and the General Assembly have contributed to stopping almost completely licitly manufactured drugs from being diverted from international trade to the illicit market.

The report highlights the problems regarding the control of psychotropic substances, including amphetamine-type stimulants. While hardly any such substances are currently being diverted from international trade, there are concerns about the abuse of those substances diverted from domestic distribution channels. Abuse of prescription drugs continues to be a problem, and the sale of such substances through the Internet still requires adequate responses from Governments worldwide.

V.08-51279 (E)



The report underlines the progress made as a result of several international initiatives launched by the Board to prevent the diversion of precursor chemicals used in the illicit manufacture of drugs. In particular, the system of pre-export notifications has greatly facilitated the detection of numerous diversion attempts. The automated system for such notifications initiated by the Board in 2006 has further promoted the exchange of information on international trade in precursors. An approach towards more universal international cooperation in precursor control has now been widely endorsed by Governments and the international community.

The report indicates that the aspirational goals that the General Assembly set out for 2008 continue to be as relevant and as important as they were in 1998 and that new challenges to international drug control have surfaced. More must be done to meet the goals. The Board makes a number of recommendations designed to strengthen coordination and cooperation at the national and international levels. The Board calls upon Governments and the international community to continue, in the years to come, their efforts to achieve the goals adopted by the General Assembly at its twentieth special session.

Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Introduction	1-7	4
II. Responses of the International Narcotics Control Board pursuant to action plans of the twentieth special session of the General Assembly	8-12	5
III. Achievements	13-51	6
A. Addressing the problem of amphetamine-type stimulants	14-27	6
B. Control of precursors	28-51	9
IV. Other specific tasks related to the twentieth special session of the General Assembly undertaken by the Board	52-74	14
A. Universal accession to the international drug control treaties	54-58	14
B. Increased national capacity for drug control	59-61	16
C. Increased efforts in reducing demand for illicit drugs	62-65	17
D. Extradition	66-67	18
E. Combating money-laundering	68-69	19
F. Provision of legitimate alternative livelihoods	70-72	19
G. Cooperation with other international organizations	73-74	20
V. Challenges	75-83	21
VI. Recommendations	84-107	22
A. Preventing diversion of controlled substances including amphetamine-type stimulants	86-89	22
B. Control of precursor chemicals	90-95	23
C. Achieving universal accession to the international drug control treaties	96	24
D. Promoting full compliance with the international drug control treaties	97-100	24
E. Measures to reduce demand for illicit drugs	101-102	25
F. International cooperation	103-107	25

I. Introduction

1. In the decade following the twentieth special session of the General Assembly, held in June 1998, Governments and the international community have increased their efforts to deal more effectively with the world drug problem. The International Narcotics Control Board, the independent and quasi-judicial body for the implementation of the international drug control treaties, has played an important role in assisting Governments in that endeavour.

2. The present report has been prepared by the Board in response to the resolutions adopted by the General Assembly at its twentieth special session. It contains the major findings of the Board with respect to the implementation of the tasks assigned to the Board in the action plan contained in those resolutions of the twentieth special session of the General Assembly, and with respect to issues that were dealt with by the General Assembly but not addressed to the Board. In its assessment of progress made in those areas, the Board has placed emphasis on the implementation by Governments of the international drug control treaties and the relevant resolutions of the Assembly, the Economic and Social Council and the Commission on Narcotic Drugs, as well as the implementation of the recommendations of the Board on issues related to amphetamine-type stimulants (ATS) and precursor control.

3. At its twentieth special session, the General Assembly adopted resolutions containing declarations, action plans and measures aimed at significantly reducing the world drug problem by 2008. Of those, the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (resolution S-20/4 A) and the measures for the control of precursors (resolution S-20/4 B) concern the responsibilities of the Board under the international drug control treaties.

4. In the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, the General Assembly established that international and regional bodies should continue to advocate implementation of the extensive framework of international treaties, as well as resolutions or decisions addressing various aspects of the problem of ATS adopted by the Economic and Social Council, the Commission and the Board; and that international bodies such as the United Nations International Drug Control Programme (now called the United Nations Office on Drugs and Crime), the Board and the World Health Organization should strengthen their work on the technical and scientific dimensions of the problem of ATS and disseminate the results in regular publications for States and the general public.

5. In the action plan on control of precursors (resolution S-20/4 B), the General Assembly established that States should review regularly and take appropriate steps to strengthen existing precursor controls should any weaknesses be identified, giving full consideration to the related recommendations of the Board as contained in the annual reports of the Board on the implementation of article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;¹ that States should submit timely reports to the Board on

¹ United Nations, *Treaty Series*, vol. 1582, No. 27627.

national regulations adopted to control the export, import and transit of precursors; that States should improve their mechanisms and procedures for monitoring trade in precursors, including the exchange of information between exporting, importing and transit States, and with the Board, on suspicious transactions involving precursors; and that States should cooperate with the Board in the preparation of a limited international special surveillance list of substances currently not in Table I and Table II of the 1988 Convention.

6. In summary, the two action plans (resolutions S-20/4 A and B) cover the action to be taken mainly by Governments in the following areas: measures to prevent the illicit manufacture of, trafficking in and distribution, diversion and abuse of ATS and their precursors; international cooperation in precursor control; and the control of substitute chemicals. It is clear that the task of the Board in that context is to provide assistance to Governments with a view to meeting the goals set in the action plans, thereby promoting their compliance with the Convention on Psychotropic Substances of 1971² and with article 12 of the 1988 Convention.

7. In subsequent resolutions of the General Assembly related to the twentieth special session, most recently its resolution 61/183 of 20 December 2006, the Assembly encouraged the Board to continue its useful work on the control of precursors and other chemicals used in the illicit manufacture of narcotic drugs and psychotropic substances.

II. Responses of the International Narcotics Control Board pursuant to action plans of the twentieth special session of the General Assembly

8. The illicit manufacture of, trafficking in and abuse of stimulants have been a matter of concern to the Board, given its responsibilities under the international drug control treaties, in particular the 1971 Convention and the 1988 Convention.

9. Over the past decade, the Board has taken a series of actions to counter the illicit manufacture of, trafficking in and abuse of ATS, and to strengthen the control of precursors, in accordance with its mandate established by the General Assembly in the action plans adopted at its twentieth special session. In particular, the Board has made a number of general and specific recommendations to strengthen precursor control, which have been published in its annual reports and in its reports on the implementation of article 12 of the 1988 Convention. Those recommendations are compiled, updated and distributed to Governments on an annual basis for implementation.

10. In 2004, following the mid-term review of progress made on the implementation of the action plans, the Board established a working group on the outcome of the twentieth special session of the General Assembly to ensure that progress continued to be made in that regard. The Board mandated the working group to carry out a number of activities aimed at assisting Governments in achieving the goals of the action plans adopted at the twentieth special session. After conducting a systematic evaluation, the working group made specific

² Ibid., vol. 1019, No. 14956.

recommendations with regard to accession to, and implementation of, the international drug control treaties.

11. In 2007, the Board carried out a survey to review worldwide implementation of the international drug control treaties, inviting all States and territories to complete a questionnaire designed by the Board for that purpose. The survey was aimed at evaluating efforts by Governments to implement the provisions of international drug control treaties, at identifying weaknesses and loopholes in drug control at the national and international levels and at providing recommendations on national and international drug control regimes.

12. The Board carries out an ongoing evaluation of progress made towards achieving the goals established in the action plans adopted by the General Assembly at its twentieth special session. The methodology used for that evaluation includes the following elements:

(a) A systematic review of efforts by Governments to implement the international drug control treaties and of progress made in addressing the drug problem, with particular attention on countries that require close monitoring by the Board;

(b) A continuous dialogue with Governments, in particular on the status of treaty adherence and implementation;

(c) An examination of the documentation and data provided by Governments in accordance with requirements of the international drug control treaties;

(d) Country missions and participation by the Board in international meetings to promote regional and global collaboration on drug control.

III. Achievements

13. In discharging its mandate under the international drug control treaties, the Board has played an important role in preventing, in cooperation with Governments, the diversion of licitly manufactured psychotropic substances, including ATS, and their precursors into illicit channels.

A. Addressing the problem of amphetamine-type stimulants

14. The misuse of ATS was one of the main topics addressed by the General Assembly at its twentieth special session. The abuse of ATS, which at the time was a relatively new phenomenon in many countries, was deemed to be a problem requiring concerted and urgent action by the international community. At the twentieth special session, the General Assembly adopted the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, comprising the following areas: raising awareness, reducing demand, providing accurate information, limiting supply and strengthening the international control system.

15. In response to the request by the General Assembly to continue its work on ATS, the Board collected and analysed information on the abuse of ATS, approached Governments and disseminated information through its annual reports.

1. Prevention of the diversion of amphetamine-type stimulants from international trade

16. ATS are controlled under the 1971 Convention. For example, methylenedioxymethamphetamine (MDMA), also known as “ecstasy”, is included in Schedule I of that Convention, amphetamines and methylphenidate are included in Schedule II, cathine is included in Schedule III and stimulants such as amfepramone, fenproporex, pemoline and phentermine are included in Schedule IV.

17. Schedules I and II of the 1971 Convention contain the psychotropic substances that are most prone to abuse and, accordingly, stringent control measures are applied to those substances, including a mandatory import and export authorization system for international trade in those substances. The strict controls on substances in Schedules I and II have effectively prevented their diversion. However, even after the adoption of the 1971 Convention, substances in Schedules III and IV continued to be diverted from licit international trade, in the 1980s, before the introduction of additional measures.

18. Throughout the decade following the twentieth special session of the General Assembly, the Board continued to encourage Governments to implement additional control measures, such as an import and export authorization system and a system of assessments of annual requirements, in order to prevent the diversion from international trade of substances in Schedules III and IV of the 1971 Convention, including ATS.

19. Pursuant to the recommendations of the Board and the relevant resolutions of the Economic and Social Council, several Governments voluntarily extended the system of import and export authorizations to include substances listed in Schedules III and IV. Since 1998, 25 additional Governments have established an import and export authorization system for all substances included in Schedules III and IV. On 1 November 2007, some 160 countries had legislation requiring import and export authorizations for all substances in Schedules III and IV. **The Board urges all Governments to apply the system of import and export authorizations to all psychotropic substances in Schedules III and IV, in accordance with the relevant resolutions of the Economic and Social Council.**

20. Progress has also been made in the implementation of the system of assessments for psychotropic substances. Since 1998, 23 Governments have, for the first time, established assessments for psychotropic substances. An additional nine Governments, which had previously provided assessments for a limited number of psychotropic substances, have now established assessments for all scheduled psychotropic substances. Since 1 November 2007, assessments of the legitimate requirements of all countries and territories for psychotropic substances in Schedules III and IV of the 1971 Convention have been made available.

21. In the course of the past decade, those combined measures have largely prevented the diversion of ATS from licit international trade. Currently, almost all attempted diversions of ATS from international trade are discovered, and the few diversion attempts that were successful involved only minor quantities of ATS.

2. Measures to prevent the diversion of amphetamine-type stimulants from domestic distribution channels

22. The Board has also undertaken a number of actions to assist Governments in preventing the diversion of licitly manufactured drugs from domestic distribution channels. In that context, the Board has closely monitored global consumption levels of ATS with a view to identifying unusually high consumption levels. In the *Report of the International Narcotics Control Board for 2000*,³ the Board underlined that overmedication and abuse might be behind the high consumption levels of psychotropic substances in Europe and the Americas. The Board raised the issue with the Governments concerned, and the measures taken by some of the most affected countries, including educational campaigns for the medical and pharmaceutical professions, have yielded positive results.

23. Furthermore, in accordance with article 10 of the 1971 Convention, which obligates parties to prohibit the advertising of psychotropic substances to the general public, the Board raised the issue of manufacturers of ATS publicly promoting the use of their products. In 2005, the Board welcomed the decision by one Government to ban direct-to-consumer advertising of prescription drugs, including medicines containing controlled substances. That decision, which was based on the advice of health-care professionals and consumer groups, showed that progress can be made in that area, constitutional constraints notwithstanding. **The Board urges Governments concerned to take necessary steps to ensure that article 10 of the 1971 Convention is adequately implemented.**

24. Based on the responses to the Board's 2007 survey to review implementation of the international drug control treaties (see paragraph 11 above), a majority of countries have strengthened national legislation on the control of ATS and their precursor chemicals. Some countries have also adopted comprehensive measures to deal with ATS abuse through programmes for demand reduction.

25. Despite significant progress, important challenges remain in ensuring adequate control of ATS. Since 1998, reports from various countries on seizures and abuse of psychotropic substances have indicated that the diversion of pharmaceutical preparations containing controlled substances, including ATS, from licit domestic distribution channels is becoming an increasingly significant source for illicit drug suppliers. In particular, the sale of preparations containing controlled substances, including ATS, through the Internet poses new threats, and thus, concerted measures at the national and international levels are required.

3. Internet and the mail

26. In its Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, the General Assembly recognized that the use of the Internet presented new opportunities and challenges in addressing drug abuse. The Board has placed the issue of the illicit drug trade through the Internet high on its agenda and undertook an in-depth analysis of the issue in the *Report of the International Narcotics Control Board for 2001*.⁴ In 2004 and 2005, the Board organized two expert group meetings on the illicit sale of

³ United Nations publication, Sales No. E.01.XI.1.

⁴ United Nations publication, Sales No. E.02.XI.1.

controlled drugs through the Internet and the smuggling of such drugs by mail. As a direct result of those meetings, in July 2005, the Board requested all Governments to identify focal points for activities on illegally operating Internet pharmacies. The Board also collected data from Governments on national legislation related to Internet services and sites, national cooperation mechanisms and practical experience in the control and investigation of illegal Internet pharmacies. That information showed that only a limited number of States had adopted specific legal measures to prevent such misuse of the Internet. **The Board calls on Governments to take steps to adopt new legislation to counteract this form of illicit trade. Governments are invited to fully cooperate with other Governments in investigations and to increase the awareness of law enforcement, regulatory and drug control authorities regarding the need to take action against illegally operating Internet pharmacies.**

27. In order to assist national authorities in formulating national legislation and policies in that area, the Board decided to develop guidelines on matters related to Internet pharmacies. The guidelines, expected to be published in 2008, include recommendations for actions to be taken at the national and international levels, addressing legislative and regulatory provisions, additional measures and national and international cooperation. The guidelines reflect the experience accumulated by the Board over the past five years and information provided by experts and gathered through communications with Governments and international organizations knowledgeable in the field.

B. Control of precursors

1. Measures to prevent the illicit manufacture, import, export, trafficking and distribution of precursors used in the illicit manufacture of narcotic drugs and psychotropic substances

(a) Legislation and national control systems

28. In the Political Declaration adopted at its twentieth special session (resolution S-20/2, annex) the General Assembly urged Governments to adopt and implement the necessary national laws and regulations to comply with article 12 of the 1988 Convention. An increased number of States and territories have adopted legislation on precursor control, bringing the total to 80 on 1 November 2007. However, some of those Governments have still not implemented measures to criminalize the unlawful conduct of individuals and companies in connection with the diversion of precursors. **The Board urges all Governments, in accordance with the Political Declaration, to report to the Board, in a regular and timely manner, on the adoption of, or changes to, national regulations to control precursors.**

(b) Information exchange

29. Acting on recommendations of the Board contained in its yearly reports on the implementation of article 12 of the 1988 Convention, Governments have achieved considerable results in establishing and improving mechanisms and procedures for monitoring trade in precursors, thus fulfilling one of the important aims of the Political Declaration. For example, the Governments of 74 countries have now

requested pre-export notifications in accordance with article 12 of the 1988 Convention.

Pre-export notifications

30. Pre-export notifications remain the most effective means of rapidly verifying the legitimacy of individual transactions. Both the number of Governments that regularly send pre-export notifications and the number of Governments that have formally requested to receive pre-export notices pursuant to article 12, paragraph 10 (a), of the 1988 Convention have increased. As at 1 November 2007, 45 countries and two territories had invoked that provision, thus making the sending of such pre-export notifications mandatory. Combined with the 27 States members of the European Union, a total of 74 Governments have made use of that provision (compared with 7 Governments in 1998). As a result, it has been possible to verify the legitimacy of individual transactions on a real-time basis and to identify and stop numerous suspicious shipments, thus preventing the diversion of controlled chemicals into illicit channels.

31. In March 2006, the Board launched Pre-Export Notification Online (PEN Online), an automated online system for the exchange of pre-export notifications. As at 1 January 2008, 90 States and territories, including most major exporting countries, had authorized access to PEN Online. Over 9,000 pre-export notifications have been sent to a total of 156 States and territories using PEN Online. PEN Online has served as the main channel of communication for the quick exchange of information on shipments, helping to prevent diversion or attempted diversion of precursor chemicals and leading to stopped or suspended shipments in international trade.

32. In addition, the PEN Online system has reduced unnecessary delays in legitimate trade, because importing countries can use it to provide timely responses to exporting authorities on the legitimacy of the transaction. **Because the system represents a major development in the exchange of information through pre-export notifications, the Board urges the Governments of all importing and exporting countries that have not yet done so to register with and utilize PEN Online.**

Annual legitimate requirements for substances frequently used in the manufacture of amphetamine-type stimulants

33. An important element of the Political Declaration was the implementation, by national authorities, of mechanisms to verify the legitimacy of transactions before they take place, including the exchange of information on the legitimate domestic need for the chemical. The Board is pleased to note the significant progress made in that regard. In its resolution 49/3, entitled "Strengthening systems for the control of precursor chemicals used in the manufacture of synthetic drugs", the Commission requested Member States to provide to the Board annual estimates of their legitimate requirements for ephedrine, pseudoephedrine, 3,4-methylenedioxyphenyl-2-propanone and 1-phenyl-2-propanone and, to the extent possible, estimated requirements for imports of preparations containing those substances that could be easily used or recovered by readily applicable means. Accordingly, a total of 80 States and territories submitted such estimates, for the first time, in 2006. And in 2007, a total of 100 States and territories submitted

estimates. The information received from Governments on the legitimate requirements for precursor chemicals is published annually by the Board in its technical report on the implementation of article 12 of the 1988 Convention, and updated information is posted regularly on its website (www.incb.org).

34. The precursor estimates are a useful and practical tool in the overall framework for precursor control. The estimates provide the competent authorities of exporting countries with basic information regarding the legitimate requirements of importing countries, thus preventing diversion attempts. **The Board encourages all Governments to submit the requested information on their estimated annual legitimate requirements, to regularly review their requirements and to inform the Board of any amendments.**

(c) Data collection

35. In accordance with the resolutions on drug control adopted by the General Assembly at its twentieth special session, the Board has established mechanisms for obtaining and sharing data on the licit movement and uses of scheduled precursor chemicals. The provision of such data is voluntary and is intended to assist Governments in identifying suspicious transactions. The availability of information on licit uses also facilitates licit trade, because it expedites the issuance of import and export authorizations.

36. A total of 109 Governments submitted data for 2006 on the licit movement of precursors, and 97 Governments furnished information on their licit uses of and legitimate requirements for such substances. The majority of States and territories submitting reports to the Board are currently able to provide data on the licit movement of at least some precursor chemicals.

2. Towards more universal cooperation in precursor control

37. In its resolution S-20/4 B of 10 June 1998, the Assembly recommended that States establish procedures to facilitate the exchange of information on suspicious transactions, promote multilateral arrangements for the exchange of essential information for the monitoring of precursors and disseminate systematic information on the ways and means used by the criminal organizations for illicit trafficking. Over the past 10 years, the initiatives of the Board in that regard have led to significant results, as described below.

(a) International initiatives for precursor control

38. The Board has assisted in launching several international initiatives against diversion of chemicals: Operation Purple (1999-2005), Operation Topaz (2001-2005), Project Prism (since 2002) and Project Cohesion (since 2005). Those initiatives have led to a significant increase in the number of cases in which attempts to divert precursors from international trade into illicit channels were identified and prevented.

39. Operation Purple, which started in 1999, utilized an intensive international programme for tracking individual shipments in international trade in order to prevent diversions of potassium permanganate, an important chemical used in the illicit manufacture of cocaine. Operation Topaz, launched in 2001, targeted acetic anhydride, a critical chemical in illicit heroin manufacture, focusing not only on the

international tracking of licit shipments, but also on backtracking investigations starting at the point of seizures or other interceptions of the smuggled substance, carried out by law enforcement authorities. Project Prism was launched in 2002, to prevent the diversion of the main precursor used for the manufacture of ATS.

40. Through the activities carried out under those international initiatives, information on the patterns, diversity and extent of licit international trade in those precursor chemicals that otherwise would not have been known has been made available. Through the information exchange networks that have been established, attempts to divert those substances into illicit channels are being uncovered, and diversions are being prevented. Backtracking investigations, originating with seizures and interceptions, have started to locate and uncover the missing links between diversions of precursor chemicals from international and domestic licit channels and the smuggling of those substances to areas of illicit drug manufacture.

41. In 2006, the Board conducted an evaluation of the achievements of those international initiatives and concluded that successes had been achieved. At the combined meeting of the steering committees of Operation Purple and Operation Topaz, it was decided to launch a new phase of the combined operations, called Project Cohesion. The project focuses on time-limited regional activities and provides for the exchange of real-time information, backtracking investigations and regular evaluation of activities.

42. Project Cohesion is a global initiative aimed at assisting countries in addressing the diversion of acetic anhydride and potassium permanganate by providing a platform for launching time-bound regional operations. Thus, investigations into seizures and stopped shipments can be coordinated, and licit trade can be monitored. The Project Cohesion Task Force directs the project, in which authorities from 82 countries and areas are currently participating.

43. In 2000, global seizures of acetic anhydride totalled 87 tons. In 2001, the first year of Operation Topaz, global seizures of the substance almost doubled, amounting to 169 tons. Those seizures then gradually declined, reaching 21 tons in 2005. The low number of suspicious shipments identified in international trade is an indication that controls over the international movement of the substance has been effective and that traffickers have found ways to divert the substance at the domestic level. It is believed, for example, that acetic anhydride is mainly diverted from domestic distribution channels. **The Board therefore urges Governments to strengthen controls over the movement of chemicals within their territory. A concerted effort by all Governments is necessary to stop the smuggling of acetic anhydride and other substances used in the illicit manufacture of heroin.**

44. The Board will continue to urge other members of the Project Cohesion Task Force to consider launching necessary activities in other regions. **In particular, given the large seizures of potassium permanganate currently being reported, the Board encourages authorities in the Americas to devise strategies to address the trafficking in that substance. The Board stands ready to assist such activities within the scope of its treaty mandates.**

45. With the success achieved in the monitoring of the international trade of scheduled chemicals, diversion from domestic distribution channels and smuggling across borders have become common methods of obtaining precursor chemicals for use in clandestine laboratories. **Therefore, the Board urges Governments to**

adequately monitor the licit manufacture and distribution of precursors used in the illicit manufacture of drugs, in accordance with article 12, paragraph 8, of the 1988 Convention.

46. Project Prism focuses on the five main precursors used in the illicit manufacture of ATS. The Project Prism Task Force is composed of members representing the major geographical regions, namely, Australia, China, the Netherlands, South Africa and the United States of America, as well as the European Commission, Interpol and the World Customs Organization, as competent international bodies. Under the project, a total of 126 countries have established authorities responsible for the collection and dissemination of information related to diversion of precursors and suspicious shipments at the national and international levels and for the coordination of activities carried out as part of the project. The Board, through its secretariat, serves as focal point for the exchange of information, such as alerts on trends in diversion. The activities of Project Prism have assisted Governments and the Board in identifying and addressing new trends, such as the diversion of precursors from Africa, Central America and South and West Asia, shipments of ephedra from East Asia to the Americas and to Europe and the smuggling of pharmaceutical preparations into and within Africa, Central and South America and West Asia.

47. In 2007, the Project Prism Task Force launched Operation Crystal Flow, which targeted the licit trade in ephedrine, pseudoephedrine and ephedra shipments destined to Africa, the Americas and West Asia. The operation took place from 1 January to 30 June 2007 and was supported by 65 countries and made particularly use of pre-export notifications for ephedrine, pseudoephedrine and ephedra, as well as pharmaceutical preparations containing those substances, sent through PEN Online.

48. Importing and exporting countries participating in Operation Crystal Flow brought to the attention of the Board shipments totalling over 120 tons (17,800 kilograms of ephedrine and 103,595 kilograms of pseudoephedrine) suspected of being destined for the illicit manufacture of methamphetamine. During the operation, participating countries verified the legitimacy of importers and end-users and identified suspicious transactions. When evidence of such suspicious transactions was found, data were provided to the Task Force members in the region concerned with the aim of launching backtracking investigations into seizures and stopped shipments. Wherever possible, controlled deliveries were organized. The secretariat of the Board served as the global focal point for the exchange of information. The monitoring of 1,400 individual shipments of ephedrine and pseudoephedrine led to the identification of 35 suspicious transactions and prevented the diversion of a total of 52 tons of those substances, a quantity sufficient to manufacture 48 tons of methamphetamine (9.6 billion doses).

49. Activities carried out as part of Project Prism provided evidence that traffickers are attempting to obtain large amounts of pharmaceutical preparations containing ephedrine and pseudoephedrine. **The Board reiterates its recommendation to all Governments to control pharmaceutical preparations containing scheduled substances in the same way as they control scheduled substances.**

3. Substitute chemicals

50. As underlined in the resolutions adopted by the General Assembly at its twentieth special session, information on non-scheduled chemicals is crucial because it enables Governments and the Board to identify new trends in illicit drug manufacture and trafficking in precursors. Because the monitoring of precursors has been strengthened, trafficking organizations are seeking out non-scheduled substances, including derivatives specially designed to circumvent existing controls. **The Board invites Governments to use the updated limited international special surveillance list of non-scheduled substances that was released to all competent authorities in June 2007. It also invites Governments to put in place mechanisms for alerting them to suspicious transactions involving such substances and to provide the Board with detailed information on any seizures of non-scheduled precursors.**

51. In response to emerging trends in illicit trafficking and pursuant to the proposals of the Board, the Commission on Narcotic Drugs assessed and scheduled phenylpropanolamine, which is used in the illicit manufacture of ATS; and transferred acetic anhydride and potassium permanganate, two key chemicals used for the manufacture of heroin and cocaine, respectively, from Table II to Table I of the 1988 Convention. The Board is currently conducting an assessment of phenylacetic acid with a view to recommending the transfer of the substance from Table II to Table I.

IV. Other specific tasks related to the twentieth special session of the General Assembly undertaken by the Board

52. The mandate of the International Narcotics Control Board under the international drug control treaties, and the very essence of its work, is to evaluate treaty implementation based on the examination and analysis of information provided by Governments and on its own continuous evaluation of efforts by Governments.

53. In furthering the aims of the international drug control treaties, the Board has also undertaken tasks that are not directly addressed to the Board by the resolutions adopted by the General Assembly at its twentieth special session, but are important to ensure full implementation of those treaties. Those tasks relate to, among other things, accession to the international drug control treaties, measures for demand reduction and measures against drug trafficking through the Internet and mail services.

A. Universal accession to the international drug control treaties

54. Over the past few decades, the Board has maintained an ongoing dialogue with Governments concerned, calling upon States that have not yet done so to become parties to and fully implement the three international drug control treaties. Such efforts have been further strengthened since 1998, by means of various methods, the issue of accession by States being placed high on the agenda of the Board.

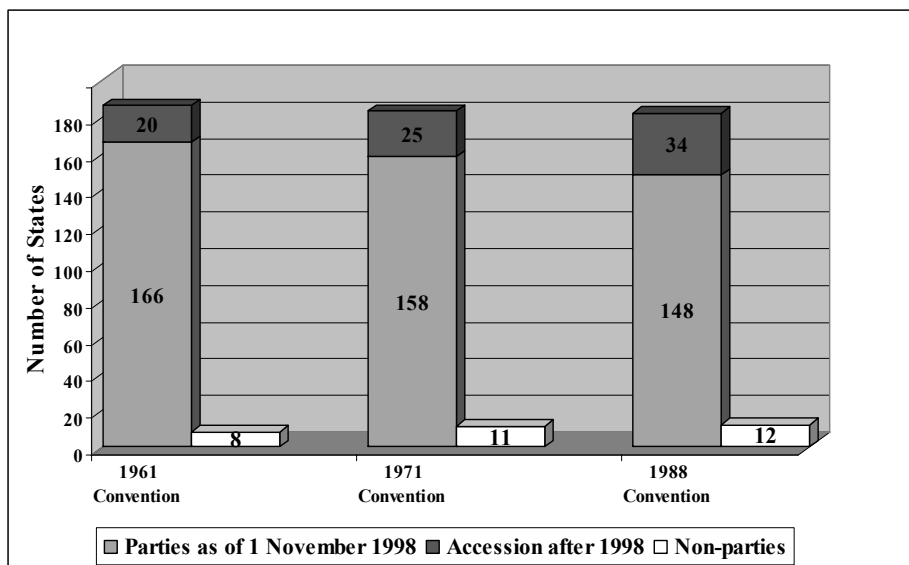
55. Following the decision taken at its sixty-sixth session, in May 1999, the Board developed a strategy aimed at promoting accession by Governments to the international drug control treaties. As a first step, 10 States were approached in view of the fact that they were not yet parties to one or more of the three conventions but had an important role to play in drug control. The strategy listed a series of tools to be used, including sending missions to the countries, addressing the issue of adherence to the treaties in meetings with government officials and sending letters to national authorities inquiring about the reasons for the delay of accession. Subsequently, all 10 States became parties to all the three international drug control treaties.

56. Furthermore, pursuant to a mid-term review of progress made in that regard, the Board decided that the President of the Board should raise the issue with relevant government representatives where appropriate, for example, at sessions of the General Assembly, the Economic and Social Council and the Commission on Narcotic Drugs. In particular, in June 2005, the President of the Board sent a letter to all States that had yet to accede to one or more of the international drug control treaties, urging them to take substantive steps to ensure their accession at the earliest opportunity. The Board has also recommended that UNODC provide legal assistance to States requiring such assistance.

57. The efforts of the Board over the past 10 years have contributed to considerable progress towards universal accession to the international drug control treaties. As shown in figure I, since 1998, an additional 20 States have acceded to the Single Convention on Narcotic Drugs of 1961,⁵ an additional 25 States have acceded to the 1971 Convention, and an additional 34 States have acceded to the 1988 Convention. By 1 November 2007, the number of States parties to the 1961 Convention or to that Convention as amended by the 1972 Protocol had reached 186, in other words, 96 per cent of all States. On 1 November 2007, there were 183 States parties to the 1971 Convention (94 per cent of all States) and 182 States parties to the 1988 Convention (94 per cent of all States).

⁵ United Nations, *Treaty Series*, vol. 520, No. 7515.

Figure I
Status of accession by States to the international drug control treaties



58. That almost universal accession to the international drug control treaties demonstrates the commitment by Governments to complying with the international drug control treaties and to addressing the world drug problem in a concerted manner. The Board notes, however, that 50 per cent of the States not parties to the conventions are in Oceania, despite the efforts of the Board over the past 10 years.

B. Increased national capacity for drug control

59. The prerequisites for effective practical measures and international assistance in the field of drug control are adequate drug control legislation, a functioning national drug control body and an up-to-date and balanced drug control strategy. A country cannot effectively participate in concerted, worldwide drug control activities if it lacks those elements.

60. As noted above, as part of the evaluation of progress made in drug control since the twentieth special session of the General Assembly, on the world drug problem, in 2007 the Board conducted a review of overall treaty compliance by the governments of all States and territories. The majority of governments (143 governments, or 66 per cent of all States and territories)⁶ responded to the questionnaire.

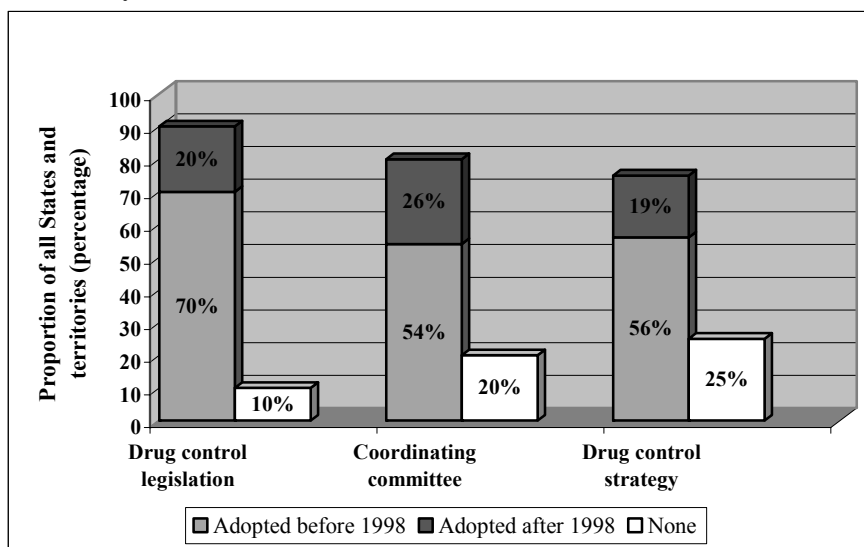
61. The findings of the review indicated that an increased number of States and territories have taken concrete steps towards building capacity for the implementation of the international drug control treaties. Since 1998, an additional 27 States and territories have adopted comprehensive drug control legislation, 37 States and territories have established a coordinating committee, and 25 States

⁶ Eight of the responses to the questionnaire were received by the Board after the completion of the evaluation, with the result that a total of 135 responses were included in the analysis.

and territories have developed a drug control strategy (figure II). In total, 122 States and territories (90 per cent of those responding) have comprehensive drug control legislation in place, 108 States and territories (80 per cent of those responding) have set up a coordinating committee on drug control, and 101 States and territories (75 per cent of those responding) have developed and implemented drug control strategies. A better understanding of drug-related problems has reinforced coordination at the national level and cooperation between different professional and national authorities.

Figure II

National capacity for drug control of States and territories, as at 1 January 2008



C. Increased efforts in reducing demand for illicit drugs

62. The Board first brought the issue of drug demand reduction to the attention of the international community in the *Report of the International Narcotics Control Board for 1993*,⁷ in which the Board stated that demand reduction was an essential element of addressing the drug problem. The Board has also expressed its appreciation of the initiative taken by the General Assembly in adopting, at its twentieth special session, the Declaration on the Guiding Principles of Drug Demand Reduction (Assembly resolution S-20/3), further raising awareness of the importance of this issue.

63. In the Declaration, the Member States pledged their commitment to investing in demand reduction programmes. The Declaration outlined a series of actions, including regularly assessing the nature and magnitude of drug abuse; ensuring that demand reduction programmes cover all areas, including prevention; discouraging initial use and reducing the negative consequences of drug abuse; forging partnerships among national and local stakeholders; tailoring approaches for different target groups, in particular youth; ensuring that disseminated information

⁷ United Nations publication, Sales No. E.94.XI.2.

is correct and reliable; and ensuring that experience acquired in demand reduction is preserved and utilized.

64. A review that the Board conducted on the implementation of the international drug control treaties indicated that there have been positive developments in the area of demand reduction between 1998 and 2007. More than 100 States and territories (75 per cent of respondents) indicated that they had developed and implemented both demand reduction policies and supply reduction policies since 1998. Most of the responding States and territories reported having put in place a policy for demand reduction (104 States and territories, or 77 per cent of respondents). Such policies focus on three areas: reduction of harm associated with drug abuse, prevention of drug abuse and treatment of drug addiction. Of those States and territories that have not yet adopted a policy on demand reduction (31 States and territories, or 23 per cent of respondents), some reported having in place measures in demand reduction, particularly in areas of drug abuse prevention and the treatment of drug addiction.

65. While welcoming those positive developments, the Board emphasizes that demand reduction programmes need to be implemented continuously, based on thorough assessments of drug abuse at the local level. In addition, such programmes should be comprehensive, focusing on all the areas mentioned in the Declaration, including prevention and treatment.

D. Extradition

66. Cooperation in judicial matters such as extradition is essential to address drug trafficking and to fulfil the aims of the international drug control treaties. The Board discussed extradition in its special chapter on criminal justice systems in its annual report for 1996.⁸ The Board suggested that the twentieth special session of the General Assembly should be used to seek to determine principles for the good management of criminal justice systems. Subsequently, the General Assembly adopted measures on judicial cooperation and encouraged States to facilitate the extradition of nationals for serious drug-related offences, based on the 1988 Convention, in which, in its article 6, the parties undertake to include the drug-related offences stipulated in the Convention as extraditable offences in any extradition treaty existing between them and which states that parties may consider using the Convention as the legal basis for extradition, in the absence of any bilateral or multilateral treaty to that effect.

67. In its 2007 survey to review efforts by Governments in treaty implementation, the Board asked whether national legislation explicitly allowed for extradition based on the 1988 Convention. Of the 101 States that responded, 50 per cent indicated that they extradite drug-related offenders on the basis of the 1988 Convention. The other States still require a bilateral agreement for extradition. The largest number of those latter States are in Asia (21 per cent), followed by Africa (11 per cent) and the Americas (11 per cent). Although those statistics indicate progress, the Board encourages Governments that are not yet doing so to use the provisions of the 1988 Convention to facilitate extradition for serious drug-related offences.

⁸ United Nations publication, Sales No. E.97.XI.3.

E. Combating money-laundering

68. In its annual report for 1995,⁹ the Board dedicated a special chapter to the issue of money-laundering, stating that combating money-laundering is a vital part of any comprehensive approach against drug trafficking. International trafficking in narcotic drugs and psychotropic substances generates huge amounts of capital for its initiators and organizers. Drug cartels and trafficking groups are organized and structured to function efficiently within national economies, as well as at the international level. The profits derived from their illicit activities are either integrated into the licit economy or are used in corrupt and criminal ways to enhance such activities. In response, Governments decided to introduce measures to detect and punish money-laundering activities through the 1988 Convention. In article 5 of the Convention, parties undertake to implement measures to enable the identification and confiscation of the proceeds of drug trafficking. The Board has recommended to Governments that they implement the provisions of that article, even if doing so entails constitutional amendments.

69. At the twentieth special session of the General Assembly, Member States also adopted measures on combating money-laundering, requesting States to implement the relevant provisions of the 1988 Convention and to establish an effective legislative and regulatory framework in that regard. The Board urges all Governments to abide by that recommendation and to cooperate fully with relevant international institutions, in particular the Financial Action Task Force on Money Laundering, an intergovernmental body that develops and promotes policies to combat money-laundering. In February 2000, the Financial Action Task Force on Money Laundering published a report on non-cooperative countries and territories, naming a total of 23 States and territories identified as not cooperating in international efforts to counter money-laundering or showing critical deficiencies. That number decreased rapidly as Governments introduced stronger measures against money-laundering. In October 2006, the Financial Action Task Force on Money Laundering removed the last jurisdiction from the list.

F. Provision of legitimate alternative livelihoods

70. Alternative development, in the context of drug control, is a strategy aimed at reducing or eliminating the illicit supply of drugs derived from illicitly cultivated plants. It has been applied in rural areas of developing countries where such plants, mainly opium poppy and coca bush, are grown. The most successful approach to getting growers of illicit drug crops to discontinue that activity involves a combination of disincentives and incentives. Thus, law enforcement and the threat of penalties and eradication, combined with the prospect of a legitimate alternative livelihood and broad sustainable economic assistance, including in the areas of education, health care and the development of infrastructure, may be the solution. In its resolution S-20/4 E of 10 June 1998, containing the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, the General Assembly reaffirmed the need for a comprehensive

⁹ United Nations publication, Sales No. E.96.XI.1.

approach to the elimination of narcotic drugs, stressing the special importance of cooperation in alternative development.

71. In its annual report for 2002, the Board underlined that, far from being a stable and sustainable source of income, illicit drug production, by nature a criminal activity, can be a destabilizing factor in a country and an impediment to development. Subsequently, the Board dedicated the first chapter of its annual report for 2005¹⁰ to alternative development. In the report, the Board noted that truly comprehensive alternative development should include not only the provision of alternative crops, but also the development of infrastructure, the provision of a viable means of transporting legal products to markets and the provision of assistance in the areas of education and health care.

72. Despite efforts by the international community, the illicit cultivation of opium poppy and coca bush continues, and developing alternative livelihoods has had only limited success. In response, the Board pointed out that alternative development programmes are possible only where adequate security and stability can be ensured. Unless Governments are able to establish their authority and provide a safe environment, alternative development has no chance of being effective. The Board urged the international community to provide assistance to Governments in their efforts to maintain security in areas where alternative development is to be introduced. The Board further recommended that Governments, as well as relevant international organizations, integrate alternative development into their broader development programmes. The Board stated in its annual report for 2005 that the current “project-by-project” approach to alternative development should be changed, with commitment being made towards long-term strategies for the provision of legitimate alternative livelihoods.

G. Cooperation with other international organizations

73. Governments cooperate with each other through the activities of organizations involved in drug control. In addition to UNODC, the World Health Organization, Interpol and the World Customs Organization are involved in drug control issues. In addition, many regional organizations have established specialized structures to assist Member States in dealing with drug control issues and have played an important role in strengthening regional cooperation in combating illicit drug abuse and trafficking.

74. Joint projects of such international and regional organizations exist. However, the Board has observed that the joint efforts that take place at the regional and international levels tend to be in the field of supply reduction and law enforcement. Although groundbreaking work has been done by individual organizations in the field of demand reduction, such efforts are too often done in isolation from one another. Arguably, demand reduction efforts are by nature more specific to the given country and context. Nevertheless, much knowledge and expertise could be shared in the area of demand reduction, and the Board urges further development of cooperation in that area.

¹⁰ United Nations publication, Sales No. E.06.XI.2.

V. Challenges

75. Among the many challenges that Governments face in drug control, the Board underlines those that must be addressed in order to achieve the goals set by the General Assembly at its twentieth special session.

76. Demand for illicit drugs continues to be high throughout the world. Measures in demand reduction must be further strengthened at the national and international levels. In particular, many Governments have not yet given priority to this issue, owing to a lack of capacity and resources, particularly in the area of treatment of drug addiction.

77. Significant challenges remain in ensuring adequate control of ATS at the national and international levels. The diversion of pharmaceutical preparations containing controlled substances, including ATS, from licit domestic distribution channels has increasingly provided a source for illicit drug suppliers.

78. Abuse and trafficking of ATS continues to be a problem. Measures taken at the national and international levels to reduce drug abuse and trafficking have not yet yielded detectable and decisive results everywhere. In particular, the illegal sale of pharmaceutical preparations containing internationally controlled substances through the Internet and the misuse of postal and courier services for such smuggling pose new challenges in addressing drug abuse. The international community must take concerted action, and a mechanism ensuring the sharing of experience and the rapid exchange of information among Governments on specific cases is yet to be established.

79. A core objective of the international drug control system is to ensure the availability of internationally controlled substances for medical purposes and to promote the rational use of such substances. The consumption levels of psychotropic substances continue to differ widely by country and region. While such differences can sometimes be explained by cultural factors in medical practice and variations in prescription patterns, the issue of excessively high or low levels of drug consumption merits special attention.

80. Inadequate precursor control legislation, weak monitoring and control mechanisms and the lack of response to pre-export notifications and to inquiries about the legitimacy of shipments of precursors in a timely manner continue to impede effective control of precursors in a number of countries. In most parts of the world, traffickers are increasingly trying to obtain large amounts of pharmaceutical preparations containing ephedrine and pseudoephedrine from licit national and international trade.

81. The illicit cultivation of opium poppy and trafficking in drugs continue to be a threat to the political, economic and social stability of Afghanistan and other countries throughout the world. Corruption is seriously hindering drug control efforts in that country and should be addressed if progress is to be made. Control of precursors, in particular acetic anhydride, remains a serious challenge in preventing diversion of that substance to Afghanistan for the illicit manufacture of heroin.

82. The illicit cultivation of coca bush and cannabis plant continues to take place and must be addressed adequately at the national and international levels.

83. There are countries that continue to fail to comply with their reporting obligations under the international drug control treaties, or to cooperate with the Board on drug control issues, owing to the low priority given by them to drug control issues and their lack of capacity in drug control.

VI. Recommendations

84. The decade following the 1998 twentieth special session of the General Assembly witnessed enhanced commitment by Governments and the international community in addressing the world drug problem, as evidenced by the universal accession to and implementation of the international drug control treaties. Implementation of those treaties has almost completely stopped licitly manufactured drugs from being diverted from legitimate international trade to the illicit market.

85. On the occasion of the review by the international community of the progress made towards achieving the goals set in the resolutions adopted by the General Assembly at its twentieth special session, the Board calls upon Governments to make continued efforts with a view to achieving the aims of the international drug control treaties through strengthening coordination and cooperation at the national, regional and international levels. In particular, the Board wishes to put forward the following recommendations for consideration and implementation by Governments and by relevant international organizations.

A. Preventing diversion of controlled substances including amphetamine-type stimulants

86. The Board recommends that all Governments introduce mandatory import and export authorizations for all psychotropic substances in Schedules III and IV of the 1971 Convention, in accordance with Economic and Social Council resolutions 1985/15, 1987/30, 1991/44, 1993/38 and 1996/30, as that measure has proved particularly effective, combined with the system of assessments, in the identification of diversion attempts.

87. The diversion from domestic distribution channels and the abuse of pharmaceutical preparations containing controlled substances pose problems in many countries. The Board recommends that the Governments concerned establish a mechanism for the systematic collection of data on the diversion and abuse of such preparations and use the data as the basis for taking appropriate countermeasures.

88. The Board urges Governments of States in which companies undertake direct-to-consumer advertising for drugs containing internationally controlled substances, to adopt and implement regulations to ban such advertisements, in compliance with article 10 of the 1971 Convention.

89. Use of mail systems and use of the Internet have become important methods for obtaining internationally controlled substances to supply illicit markets. The Board recommends that Governments take adequate measures and, in particular, establish a mechanism for cooperation in the detection and investigation of diversion cases involving mail and the Internet and to ensure that legislative and

regulatory provisions are in force in their territories to counteract such illegal activities.

B. Control of precursor chemicals

90. Diversion from domestic channels and smuggling across borders are now the most commonly used methods by traffickers. Therefore, the Board urges Governments to adequately monitor the licit manufacture and distribution of precursors used in the illicit manufacture of drugs, in addition to their controls over international trade, in accordance with article 12, paragraph 8, of the 1988 Convention.

91. The Board recommends that all competent authorities provide information on annual legitimate requirements of ATS precursors, in accordance with Commission on Narcotic Drugs resolution 49/3. The Board also invites national competent authorities to inform it of any methodologies that they have found useful in estimating their national requirements for those precursor chemicals. The Board encourages all Governments to regularly review their needs and to inform the Board of any amendments when necessary.

92. The Board recommends that all Governments control pharmaceutical preparations containing scheduled substances under the 1988 Convention in the same way that they control the scheduled substances contained in those preparations. Because of the simple manufacturing process and the availability of those preparations, such preparations are increasingly being used for the illicit manufacture of ATS throughout the world. This recommendation applies, in particular, to preparations containing ephedrine and pseudoephedrine.

93. A concerted effort by all Governments is necessary to stop the smuggling of acetic anhydride and other substances used in the illicit manufacture of heroin. The Board urges Governments to strengthen controls over the movement of such chemicals within their territory. Given the large seizures of potassium permanganate currently being reported, the Board encourages the authorities in the Americas to devise strategies to address trafficking in that substance. The Board stands ready to assist such activities within the scope of its treaty mandate.

94. As the PEN Online system represents an important development in the exchange of information through pre-export notifications, the Board urges the Governments of all importing and exporting countries that have not yet done so to register and utilize the system.

95. Because of strengthened precursor monitoring, trafficking organizations are seeking out non-scheduled substances, including derivatives specially designed to circumvent existing controls. The Board invites Governments to use the updated limited international special surveillance list of non-scheduled substances that was released to all competent authorities in June 2007. It also invites Governments to put in place mechanisms for alerting them to suspicious transactions involving such substances and to provide the Board with detailed information of any seizures of non-scheduled precursors.

C. Achieving universal accession to the international drug control treaties

96. The Board notes with concern that although a number of countries in Oceania have achieved much in drug control, little progress has been made over the past 10 years in acceding to the international drug control treaties in that region. Of the 20 States that have acceded to two or less of those treaties, 10 are from Oceania. Three of the five States that are not parties to any of those treaties are also in that region. The Board urges the Governments concerned to take concrete steps to accelerate their accession. The Board also encourages the international community, in particular regional organizations in Oceania, such as the Pacific Islands Forum, to put this issue on their agenda, with a view to promoting accession to those treaties by States in the region.

D. Promoting full compliance with the international drug control treaties

97. An increased number of countries and territories have adopted or updated national legislation, policies and strategies in response to the resolutions adopted by the General Assembly at its twentieth special session, most countries and territories having established or updated their drug control strategy after 1998.

98. The Board notes, however, that there are a number of areas where appropriate action is required in order to ensure adequate compliance with the international drug control treaties. The Board brings to the attention of Governments the following issues in particular and urges the Governments concerned to take concrete steps to ensure that progress is made towards remedying the situation in those areas:

(a) Although most internationally controlled drugs and substances have been listed under national legislation in most countries and territories, certain substances, particularly precursor chemicals, have yet to be scheduled under national legislation in some countries; many States also lack specific measures for the control of those unscheduled substances without such legislation;

(b) A considerable number of countries need more than 180 days, as required by the treaties, in order to implement the decisions of the Commission on Narcotic Drugs with regard to the inclusion of new psychotropic substances under national control;

(c) Some countries continue to have no coordinating mechanisms at the national level to address drug-related issues;

(d) Many countries do not have a system in place to ensure a regular evaluation of the implementation of national drug control strategies, which is essential to achieving the goals set out in those strategies.

99. The Board notes with concern that drug injection rooms continue to operate in a small number of countries, mainly in Europe. The Board urges the Governments of countries where such facilities are operated for the purpose of administering illicitly obtained drugs, to put an end to such practice and provide appropriate evidence-based medical services and facilities for the treatment of drug abusers.

100. The practice of chewing coca leaves continues mainly in two countries in the Andean region. The countries in the region and throughout the world are suffering from the illicit manufacture of and trafficking in cocaine. The Board calls upon the Governments concerned to initiate action without delay towards eliminating uses of coca leaf that are contrary to the 1961 Convention, including the chewing of coca leaves. Furthermore, Governments should strengthen their efforts against the illicit manufacture of and trafficking in cocaine.

E. Measures to reduce demand for illicit drugs

101. Although many Governments have adopted measures against drug abuse, improvements can still be made in various areas of demand reduction, including drug abuse monitoring, prevention, treatment and rehabilitation. The Board notes that over 37 per cent of States and territories responding to the 2007 review have yet to establish a monitoring system. Many Governments also reported having been hindered in areas such as prevention, due to the lack of adequate assessment and understanding of the drug problem. The Board urges the Governments of States and territories where measures to address prevention, treatment and rehabilitation have not yet been adopted, to take concrete steps towards ensuring the availability of services in those areas. Information gathered by such a system should be shared among national authorities in order to develop an updated and applicable strategy and to make concerted efforts in addressing all aspects of demand reduction.

102. The Board reminds Governments of their obligations under the drug control treaties, as well as commitments contained in the Declaration on the Guiding Principles of Drug Demand Reduction. Governments should make it a priority to increase their demand reduction interventions in a comprehensive manner, on the basis of reliable information on drug abuse and paying due attention to the requirements of specific target groups, for example, according to age and gender. In particular, Governments should take all practical measures for the prevention of drug abuse and for the early identification, treatment, education, after-care, rehabilitation and social reintegration of the persons involved, in keeping with relevant provisions of the conventions.

F. International cooperation

103. A considerable number of countries reported that cooperation with neighbouring countries in addressing drug trafficking must be improved. The Board urges Governments to explore further ways of ensuring effective and sustained international and regional cooperation in addressing drug trafficking issues, either through multilateral forums or on a bilateral basis. Where multilateral forums do not exist, the Board recommends that Governments consider the possibility of establishing them.

104. The efforts of the various international and regional organizations involved in drug control are often carried out in isolation from one another, resulting in unnecessary duplication and, at times, ineffective efforts. That is particularly true in the area of demand reduction. Although demand reduction is often considered to be a more context-specific area than is law enforcement, international and regional

organizations could make good progress by sharing knowledge and expertise in demand reduction as well. The Board urges international and regional organizations involved in drug control to cooperate and engage in joint efforts to the fullest extent possible, in the areas of both supply and demand reduction.

105. Provisions of the 1988 Convention encourage States parties to use the Convention as the legal basis for the extradition of drug-related offenders, in order to facilitate extradition as a tool against drug trafficking. Nevertheless, a significant number of States, in particular in Asia, Africa, and the Americas, have not implemented those provisions and still require bilateral agreements for extradition. The Board recommends that all Governments that have not yet done so to adopt legislation and policies allowing the 1988 Convention to be used as the legal basis for extradition.

106. The record of the international community with regard to alternative developments remains mixed, with both successes and failures. The Board urges the international community to adopt a long-term commitment towards sustainable development with regard to the eradication of illicit drug crop cultivation and to ensure a concerted approach that includes favourable terms of trade for alternative development crops and products.

107. The Board calls upon relevant international bodies, such as UNODC, the World Health Organization, Interpol and the World Customs Organization, as well as regional bodies involved in drug control, to continue strengthening their coordination and cooperation and to provide assistance to Governments in their endeavour to address illicit drug abuse and trafficking.