



INTERNATIONAL NARCOTICS CONTROL BOARD

2008

**Report of the
International Narcotics
Control Board
on Follow-up to the
Twentieth Special Session
of the General Assembly**



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The *Report of the International Narcotics Control Board for 2008* (E/INCB/2008/1) is supplemented by the following reports:

Report of the International Narcotics Control Board on Follow-up to the Twentieth Special Session of the General Assembly (E/INCB/2008/1/Supp.1)

Narcotic Drugs: Estimated World Requirements for 2009; Statistics for 2007 (E/INCB/2008/2)

Psychotropic Substances: Statistics for 2007; Assessments of Annual Medical and Scientific Requirements for Substances in Schedules II, III and IV of the Convention on Psychotropic Substances of 1971 (E/INCB/2008/3)

Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2008 on the Implementation of Article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (E/INCB/2008/4)

The updated lists of substances under international control, comprising narcotic drugs, psychotropic substances and substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances, are contained in the latest editions of the annexes to the statistical forms (“Yellow List”, “Green List” and “Red List”), which are also issued by the Board.

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The text of the present report is also available on the website of the Board (www.incba.org).



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International Narcotics Control Board
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the location or economic conditions. Community-, school- and family-based prevention programmes promote proper attitudes about the availability and abuse of drugs and the perception of their risks. They may also increase awareness of vulnerability, risk and factors that are closely associated with a disposition to abuse drugs.

67. The Board first brought the issue of drug demand reduction to the attention of the international community in its report for 1993,¹² in which the Board referred to the crucial importance of drug demand reduction programmes. The Board has also expressed its appreciation for 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, annex), further raising awareness of the importance of that issue.

68. In the Declaration, Member States pledged to invest in demand reduction programmes. A series of actions were called for, including: regularly assessing the nature and magnitude of drug abuse; ensuring that demand reduction programmes covered all areas of prevention, from discouraging initial use to reducing the negative consequences of drug abuse; forging partnerships among national and community-based stakeholders; tailoring approaches to address the needs of the population in general, as well as those of specific groups, in particular youth; and ensuring that disseminated information was accurate and reliable.

69. The survey conducted by the Board in 2007 on the implementation of the international drug control treaties (see para. 10 above) indicated that there had been positive developments in the area of demand reduction since 1998: 103 States and territories (72 per cent of respondents) indicated that they had developed and implemented both demand reduction and supply reduction policies since 1998. Most of the responding States and territories reported having put in place policies for demand reduction (108 States and territories, or 75 per cent of respondents). Such policies focused 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 had not yet adopted policies on demand reduction (35 States and territories, or 24 per cent of respondents), some reported having in place measures on demand reduction, particularly in the areas of preventing drug abuse and treating drug addiction.

70. While welcoming those positive developments, the Board emphasizes that demand reduction programmes need to be implemented continuously and be 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.

E. Countering money-laundering and promoting judicial cooperation

71. Chapter I of the report of the Board for 1995¹³ was devoted to the issue of money-laundering. In that chapter, fighting money-laundering was identified as being vital to any approach to countering drug trafficking. International trafficking

¹² United Nations publication, Sales No. E.94.XI.2.

¹³ United Nations publication, Sales No. E.96.XI.1.

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 undertook to adopt such measures as might be necessary to enable the confiscation of the proceeds of drug trafficking. The Board has recommended that Governments implement the provisions of that article, including through constitutional amendments.

72. At its twentieth special session, the General Assembly also adopted measures on combating money-laundering, urging all States to implement the relevant provisions contained in the 1988 Convention by, inter alia, establishing a legislative, financial and regulatory framework. 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 developing and promoting policies to combat money-laundering. In February 2000, the Financial Action Task Force published a report on non-cooperative countries and territories, in which a total of 23 States and territories were 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 removed the last jurisdiction from the list.

73. Cooperation in judicial matters such as extradition is essential to addressing drug trafficking and fulfilling the aims of the international drug control treaties. The Board discussed extradition in chapter I of its report for 1996.¹⁴ In that report, 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 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. Article 6 of the Convention states that parties undertake to include the drug-related offences stipulated in the Convention as extraditable offences in any extradition treaty existing between them and that parties may consider using the Convention as the legal basis for extradition, in the absence of a bilateral or multilateral treaty to that effect.

74. In the survey carried out by the Board in 2007 to review efforts made by Governments to implement the international drug control treaties (see para. 10 above), a question was asked as to whether national legislation explicitly allowed for extradition based on the 1988 Convention. Of the 109 States that responded, 47 per cent indicated that drug-related offenders were extradited on the basis of the 1988 Convention. The rest still required a bilateral agreement for extradition; the largest share of those States were in Asia (21 per cent), followed by Africa (12 per cent) and the Americas (12 per cent). Although those statistics indicate progress, the Board encourages Governments that have not yet done so to

¹⁴ United Nations publication, Sales No. E.97.XI.3.

use the provisions of the 1988 Convention to facilitate extradition for serious drug-related offences.

75. Pursuant to article 7 of the 1988 Convention, States parties are required to afford each other the widest measure of mutual legal assistance in investigations, prosecutions and judicial proceedings, in order to counter drug trafficking. Article 18 of the United Nations Convention against Transnational Organized Crime¹⁵ contains similar provisions.

F. Providing legitimate alternative livelihoods

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

77. In its 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, could be a destabilizing factor and an impediment to development.¹⁶ Subsequently, the Board dedicated the first chapter of its report for 2005 to alternative development; in that chapter, the Board noted that a truly comprehensive concept of alternative development would include not only the cultivation 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.¹⁷

78. Despite efforts by the international community, the illicit cultivation of opium poppy and coca bush continues, and there has been only limited success in developing alternative livelihoods. The Board has 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 efforts cannot be effective. The Board has 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 has recommended that Governments, as well as relevant international organizations, integrate alternative development into their broader development programmes.

¹⁵ United Nations, *Treaty Series*, vol. 2225, No. 39574.

¹⁶ *Report of the International Narcotics Control Board for 2002* (United Nations publication, Sales No. E.03.XI.1), chap. I.

¹⁷ *Report of the International Narcotics Control Board for 2005 ...*, para. 9.

79. In its report for 2005, the Board recommended 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. The predominance of “project-by-project” implementation has not provided adequate opportunities for alternative development to have an impact on drug control on a larger scale. The vast majority of illicit crop growers have unfortunately not received direct alternative development assistance.¹⁸ In addition, Governments often neglect to provide for adequate infrastructure for the transport of alternative crops, which means that the crops have no easy access to markets. Lack of general education or literacy programmes may result in legitimate livelihoods being unsustainable in the long run. The provision of health care is often inadequate, in particular taking into consideration the fact that illicit drug crop cultivation is often followed by increasing drug abuse in the farming communities.

G. Cooperation with other international organizations

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

81. Joint projects of such regional and international 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 areas of supply reduction and law enforcement. Although groundbreaking work has been done by individual organizations in the area of demand reduction, such efforts are too often carried out 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.

V. Challenges

82. The Board underlines that the goals for 2008 set by the General Assembly at its twentieth special session continue to be as relevant and as important as they were in 1998 and that new challenges to international drug control have surfaced. Some of the many challenges Governments are facing in that area are highlighted below.

83. 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, especially in the area of treating drug addiction.

84. Significant challenges remain in ensuring adequate control of ATS at the national and international levels. The diversion of pharmaceutical preparations

¹⁸ Ibid., paras. 30 and 49 (b).

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