

dismantled in North America and in east Asia; the abuse of ephedrine (methcathinone) constitutes a major drug problem in the Commonwealth of Independent States (CIS) and the same compound is synthesized in clandestine laboratories in North America. Increasing quantities of khat (*Catha edulis*) are being exported from producer countries to Australia and to countries in Europe and North America. The Board invites Governments to cooperate in preventing large-scale illicit trafficking in stimulants and to study the extent and patterns of the abuse of those substances listed in the 1971 Convention or other substances not subject to international control, such as ephedrine or khat.

11. The efforts of UNDCP are highly appreciated by the Board. In 1993, UNDCP has cooperated with 59 countries through 183 regional and country-specific drug control programmes. In addition, its operational work programme for 1993 includes 32 global projects supporting a broad range of drug control activities, such as specialized training, research and advisory services. Those activities have been implemented in collaboration with various specialized agencies in the United Nations system, other international organizations and various non-governmental organizations. The budget for technical cooperation projects in 1992 and 1993 totals 135.9 million United States dollars. UNDCP also supports the work of the Board by providing a secretariat administratively integrated into its structure, as well as other support on request.

12. Concerning precursor control, as the Board noted in its report on the implementation of article 12 of the 1988 Convention, submitted to the Commission at its thirty-sixth session,<sup>5</sup> the Chemical Action Task Force, set up in 1990 by the heads of State or Government of the Group of Seven major industrialized countries and the President of the Commission of the European Communities (CEC), would not be maintained and follow-up tasks would be assumed by the Board and by the competent United Nations bodies, as provided for under that Convention. Within the framework of its functions under the Convention, the Board already assists Governments in developing procedures and mechanisms to control precursors, including verification of the legitimacy of transactions. The Board intends to expand further its current work and will take up additional activities as it deems necessary, subject to the availability of resources.

### **A. The importance of demand reduction**

13. The Board, encouraged both by General Assembly resolution 48/12, in which the importance of the fundamental task of the Board, monitoring and evaluating the implementation of provisions of the international drug control treaties, was properly acknowledged and by the positive response of Governments to its firm position against legalization of the non-medical use of drugs under international control, continues to issue warning signals to Governments and international bodies. In the present report, it wishes to draw the attention of Governments to the crucial importance of demand reduction programmes.

14. In the past, distinctions were made between supplier and consumer countries. It is now widely realized that such distinctions no longer have any meaning: consumer countries have become supplier countries and vice versa. The term "transit countries" has also lost its original meaning: they, too, are quickly becoming consumer countries and may also become supplier countries. The simplistic view that suppressing illicit drug production in some "supplier countries" and/or reducing illicit drug demand in "consumer countries" will automatically lead to the solution of the drug problem is no longer valid, if indeed it ever was.

15. It is necessary, however, to keep in mind that demand reduction efforts cannot lead to success without substantially reducing the illicit drug supply: if drugs are readily available and easily accessible, new drug abusers will soon replace former ones. At the same time, there is evidence that

elimination of a given drug from the market does not mean the elimination of the drug problem but only a shift towards other drugs or substances of abuse. Consequently, without efforts to reduce illicit drug demand, actions aimed at reducing illicit drug supply will lead to only temporary successes.

16. The Board notes with satisfaction that this philosophy, this balanced approach, is reflected in the UNDCP strategy: assisting in the development of national legal instruments, strengthening law enforcement services, supporting alternative economic development, providing assistance aimed at improving social, educational and health conditions, are all included in the programmes and projects of UNDCP.

17. It is evident that, at the national level, supply reduction and demand reduction cannot be separated from each other. There is, however, a major difference at the international level. Measures against the illicit manufacture, production, traffic and diversion of drugs can be "codified" in international treaties, because their identical application constitutes the *sine qua non* criteria for the functioning of the international drug control system. Demand reduction methods, however, cannot be "standardized" by legal documents.

18. The Board invites Governments to consider demand reduction as one of their first priorities in the fight against drug abuse. It urges Governments to cooperate closely in exchanging information on the results (failures as well as successes) of their demand reduction programmes. The Board greatly appreciates the efforts of UNDCP and other United Nations entities such as the United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), intergovernmental organizations and some non-governmental organizations. It invites Governments to cooperate with such organizations and to seek their assistance in developing demand reduction programmes.

19. The importance of demand reduction was initially realized by the international community 20 years ago: the idea was translated into the provisions of the 1971 Convention, followed immediately by the amendment of the 1961 Convention by the 1972 Protocol. It is noteworthy that the 1988 Convention, which was intended to be a convention explicitly against illicit traffic, also contains provisions for demand reduction.

20. The provisions of the international drug control treaties are aimed at preventing, or at least reducing, the illicit supply of drugs. Consequently, those provisions constitute the backbone of any national supply reduction programme. In the case of national demand reduction programmes, the situation is different: in most countries, alternative licit substances, above all alcohol, are available on the local markets. Creating a shift from the abuse of drugs under international control to the abuse of alcohol, organic solvents and other substances would constitute a questionable achievement of demand reduction programmes.

21. Thus, it is of the utmost importance that reduction of the demand for all substances of abuse be the goal of such national programmes. That philosophy is reflected in the WHO approach to the problem: the WHO Programme on Substance Abuse is comprehensive and not limited to narcotic drugs and psychotropic substances. The Board commends the WHO Expert Committee on Drug Dependence for drawing renewed attention to the problems associated with the use of tobacco, alcohol and other drugs in its recently published twenty-eighth report. The Board welcomes the emphasis placed by the Expert Committee on the need for a comprehensive approach in combating the abuse of psychoactive drugs. The Board notes that such a comprehensive approach is also present in the UNESCO preventive education strategy.

22. The fundamental importance of demand reduction was highlighted by the International Conference on Drug Abuse and Illicit Trafficking in 1987, by the World Ministerial Summit to Reduce the Demand for Drugs and to Combat the Cocaine Threat, held in London from 9 to 11 April 1990, and by the General Assembly in 1990, when it adopted the Global Programme of Action. The Board wishes to emphasize that the General Assembly, in its resolution 48/12, paragraph 10, listed demand reduction first among the issues that it requested the Commission and the Economic and Social Council to consider and make recommendations on.

23. Development of demand reduction programmes and activities should be based on knowledge of the real drug abuse situation. In the opinion of the Board, it is possible to assess the nature and extent of drug problems without undertaking costly epidemiological studies. The collection of data and other information from law enforcement services, doctors, pharmacists and social workers allows already a rapid assessment of the drug abuse situation (which groups are taking which drugs, by what means etc.) and even a rough assessment of the extensiveness of the problem. The Board wishes to draw the attention of Governments to the need for continuous monitoring of the ever-changing drug abuse situations.

24. Demand reduction strategies should be carefully designed, taking into consideration not only the individuals concerned, but also the socio-cultural and economic milieu. It follows, therefore, that programmes must be adapted to the society in question.

25. Community empowerment in relation to drug abuse is often the key link between education and treatment services. Its purpose is to promote the extent to which a community feels that it has some control over the process of making decisions that directly affect them. Especially in circumstances where there may be a virtual absence of social controls, this approach can be crucial to the success of both demand and supply reduction strategies. Strengthening the cohesiveness of communities is therefore one of the most important tasks.

26. Education programmes must be carefully designed in order to avoid being counter-productive. Support may be given to mass media campaigns to raise public awareness concerning the dangers of drug abuse. The principal target group for education programmes are young people both in and out of school. Programmes for the promotion of a healthy lifestyle that incorporate a drug prevention element should be encouraged. It must be kept in mind that in many developing countries with inadequate health- and social-care services, education programmes are practically the only medium available for demand reduction activities.

27. The treatment and rehabilitation of drug abusers are key elements of demand reduction strategies. No particular programme, however, has been effective for all drug abusers, even within a single country, and the transfer of a treatment regime from one culture to another has not always been constructive. Consequently, treatment and rehabilitation programmes must be adapted to local conditions and circumstances.

28. The success of demand reduction programmes depends on two factors: the political will of Governments to tackle the problem, as evidenced by, among other things, the provision of the necessary financial resources; and the community's willingness to cooperate. Without following "top-down" and "bottom-up" approaches simultaneously, it is not realistic to expect positive results from demand reduction programmes.

29. The Board acknowledges the importance of certain aspects of "harm reduction" as a tertiary prevention strategy for demand reduction purposes. The Board considers it its duty, however, to draw the attention of Governments to the fact that "harm reduction" programmes are not substitutes for demand reduction programmes.

30. The Board wishes to bring to the attention of Governments some of the many examples of successful demand reduction activities. Increasing attention in this respect is given, also in developing countries, to strategies promoting the mobilization of entire communities to support the treatment and rehabilitation of drug-dependent persons. These appear to be efficient and relatively inexpensive interventions. The Board notes in particular the encouraging results reported by WHO on community-based approaches to detoxification and treatment in countries such as India, Myanmar and Sri Lanka. In Myanmar, such an approach also led to a considerable reduction in drug-related crime.

31. Successful demand reduction projects have also been reported by UNDCP. An integrated demand reduction project in Pakistan has succeeded in raising awareness among students and the general public concerning the dangers of drug abuse. Intervention teams involving a number of non-governmental organizations have directed community services in public education, community organization and treatment services for the prevention and reduction of drug problems. In Colombia, municipal authorities at Bogotá have been successfully involved in the implementation of a project for the prevention of drug abuse. The project, which is aimed at reducing risk factors leading to drug abuse, has focused on the individual, the family and the community. In Bolivia, targeting a well-defined group - in this case, street children - has been regarded as the reason for the good results achieved by a project for the development of strategies and policies to protect street children by promoting an alternative lifestyle through education, training, counselling and the creation of alternative employment possibilities.

### **B. Impact of corruption on drug control systems**

32. The Board wishes to reiterate its deep concern about the impact of corruption on national drug control systems. Corruption is a problem to which no society, regardless of its level of development, can claim to be immune. Corruption among government officials or criminal justice personnel jeopardizes the very principles and goals of drug control treaties and ruins the efficacy of the international drug control system. The expansion of transnational and organized crime in recent years has compounded the problem. United Nations congresses on the prevention of crime and the treatment of offenders have repeatedly invited all nations to fight against corruption.

33. The Board wishes to draw the attention of Governments to resolution 7 of the Eighth United Nations Congress on Crime Prevention and the Treatment of Offenders.<sup>6</sup> In that resolution, entitled "Corruption in government", the Eighth Congress recommended that Member States devise a variety of administrative and regulatory mechanisms to prevent corrupt practices involving the abuse of power; and it invited Member States to review the adequacy of their criminal laws, including procedural legislation. The Board notes that the manual on practical measures against corruption<sup>7</sup> and the draft international code of conduct for public officials, to be submitted to the Ninth Congress pursuant to resolution 7 of the Eighth Congress, can provide a basis for the design of training programmes for public officials and criminal justice personnel in the field of drug control, as well as practical assistance to Member States.

### **C. Prevention of money-laundering**

34. Because drug trafficking on a global basis generates profits amounting to many billions of dollars annually and money-laundering facilitates the legitimization of those profits, there is an urgent need to combat money-laundering at the international level. Although efforts have been made in countries throughout the world to develop new legislation enabling the tracing, seizure and forfeiture of the proceeds of drug trafficking, much more needs to be done.