

IV. Recommendations to Governments, the United Nations and other relevant international and regional organizations

644. The Board examines, on an ongoing basis, the functioning of the international drug control regime, identifies shortcomings in the implementation by Governments of the three main international drug control treaties and formulates recommendations for further action addressed to national drug control agencies and relevant international and regional organizations. Those recommendations, which are aimed at assisting Governments in fully complying with their treaty obligations and at further developing the international drug control regime, are included in each annual report of the Board, which is disseminated to all Governments.

645. In its report for 2005, the Board included a new chapter highlighting some selected key recommendations and proposals for further action, in order to assist Governments, relevant United Nations organizations and other international and regional organizations responsible for drug control issues in focusing their attention on the main recommendations. The Board is pleased to note that a number of those recommendations have already been implemented. The recommendations made in the report for 2005 continue to be valid, and the Board invites all those concerned to examine them again and to implement them, as applicable. Pertinent recommendations are included again in this chapter, along with new recommendations made by the Board after its examination of the world drug control situation in 2006.

A. Recommendations to Governments

646. The recommendations to Governments are grouped according to the following subject areas: treaty adherence; treaty implementation and control measures; prevention of illicit drug trafficking and abuse; availability and rational use of narcotic drugs and psychotropic substances for medical purposes; and the Internet and smuggling by mail.

Treaty adherence

647. The 1961 Convention, the 1961 Convention as amended by the 1972 Protocol, the 1971 Convention and the 1988 Convention form the basis of the

international drug control system. The accession of all States to those treaties is a fundamental prerequisite for effective drug control worldwide.

Recommendation 1: The Board reiterates its request to States that are not yet parties to one or more of the international drug control treaties to take immediate action to accede to those treaties.⁴⁷

Treaty implementation and control measures

648. Universal treaty adherence will, however, not be sufficient without effective and universal implementation of all the provisions of the three main international drug control treaties and the application of the necessary control measures by all Governments.

Recommendation 2: Provision of mandatory information to the Board is one of the key elements of the international drug control mechanism. The Board reiterates its request to all Governments to furnish in a timely manner all statistical reports required under the three international drug control treaties.

Recommendation 3: The system of control measures laid down in the 1961 Convention

⁴⁷ The following States are not parties to the international drug control treaties and/or the 1972 Protocol amending the 1961 Convention:

(a) Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol: Andorra, Democratic People's Republic of Korea, Equatorial Guinea, Kiribati, Nauru, Samoa, Timor-Leste, Tuvalu and Vanuatu;

(b) Protocol Amending the Single Convention on Narcotic Drugs, 1961: Afghanistan, Chad and Lao People's Democratic Republic;

(c) Convention on Psychotropic Substances of 1971: Andorra, Cook Islands, Democratic People's Republic of Korea, Equatorial Guinea, Haiti, Kiribati, Liberia, Nauru, Nepal, Samoa, Solomon Islands, Timor-Leste, Tuvalu and Vanuatu;

(d) United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988: Democratic People's Republic of Korea, Equatorial Guinea, Holy See, Kiribati, Liechtenstein, Marshall Islands, Namibia, Nauru, Palau, Papua New Guinea, Solomon Islands, Somalia, Timor-Leste and Tuvalu.

provides effective protection against attempts at the diversion of narcotic drugs from international trade into illicit channels. The Board urges all Governments to implement fully the system of estimates and export authorizations and to ensure that no exports of narcotic drugs are authorized from their countries in excess of the corresponding total of the estimates of the respective importing country.

Recommendation 4: A number of Governments have for several years not updated the assessments of their requirements for psychotropic substances. The earlier assessments may no longer reflect their actual medical and scientific requirements for psychotropic substances. The Board wishes to remind all Governments of their obligation to regularly update their assessments and to keep the Board informed of any modifications.

Recommendation 5: Several importing countries issued import authorizations for quantities of psychotropic substances in Schedules II, III and IV of the 1971 Convention in absence or in excess of the corresponding assessments. The Board reiterates its request to all Governments to establish a mechanism to ensure that no imports exceeding the assessments are authorized.

Recommendation 6: The Board invites all States that have not yet done so to introduce mandatory import 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 in the identification of diversion attempts. The Board invites all exporting countries to use the assessments of requirements of psychotropic substances, which are published⁴⁸ by the Board on a regular basis, to verify the legitimacy of orders that have been placed.

⁴⁸ Assessments are published each year in the technical report of the Board on psychotropic substances in accordance with relevant provisions of Economic and Social Council resolutions. Monthly updates can be found on the website of the Board (www.incb.org).

Recommendation 7: In accordance with Economic and Social Council resolutions 1985/15 and 1987/30, Governments should, in their annual statistical reports on psychotropic substances, provide the Board with details of trade in substances in Schedules III and IV of the 1971 Convention. Such details should include the identification of countries of origin for imports and countries of destination for exports. The Board encourages the Governments concerned to improve their data collection systems to ensure the submission of details of trade in their annual statistical reports.

Recommendation 8: The Board notes that while the majority of Governments have responded adequately to its requests to provide information regarding progress made in drug control following the Board's missions to their countries, a number of Governments have failed to provide such information. The Board underlines the importance of reviewing such progress and requests the cooperation of Governments in this exercise.

Recommendation 9: Drug injection rooms (sometimes called "drug consumption rooms") continue to operate in a small number of countries, mainly in Europe. The Board reiterates its position that, insofar as they are facilities where persons can abuse with impunity drugs acquired on the illicit market, such rooms contravene the most fundamental principle of the international drug control treaties: drugs should be used only for medical or scientific purposes. The Board urges the Governments of all countries where drug injection rooms are in operation to take prompt action to close those facilities and to provide appropriate services and facilities for the treatment of drug abusers, in accordance with the provisions of the international drug control treaties.

Recommendation 10: The PEN Online system, an electronic system for the exchange of pre-export notifications for precursor chemicals, was officially launched by the Board in March 2006 to ensure the quick and more efficient exchange of data. The Board encourages all Governments to register for and use the new online system.

Recommendation 11: Following its recommendation to Governments to estimate their licit requirements for precursor chemicals and to submit those estimates to it, the Board has published information on countries' annual legitimate needs for those chemicals in its 2006 report on the implementation of article 12 of the 1988 Convention.⁴⁹ The Board encourages competent authorities to inform it of any methodology that they have found useful in estimating their country's needs. Governments are invited to review the published requirements, amend them if necessary and inform the Board of any required changes. The Board calls upon Governments that have not yet done so to furnish their estimated requirements for precursors.

Recommendation 12: Free trade zones are being created in various regions. Traffickers may attempt to use free trade zones and free ports to divert narcotic drugs, psychotropic substances and precursor chemicals into illicit channels. The Board requests all Governments concerned to apply control measures in free trade zones and in free ports that are no less stringent than in other parts of their territories, in accordance with their treaty obligations.

Recommendation 13: The Board prepared, in cooperation with the Laboratory and Scientific Section of UNODC, guidelines for the import and export of drug and precursor reference standards, for use by national drug testing or forensic laboratories and national competent authorities responsible for issuing import and export authorizations for drug and precursor reference standards. The guidelines shall help to optimize regulatory procedures and to facilitate imports and exports of reference standards. The Board calls upon national drug testing and forensic laboratories, as well as the competent national authorities responsible for issuing import and export authorizations for drug and precursor reference standards, to implement those guidelines, as appropriate.

⁴⁹ *Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 2006 ...*, annex IV.

Prevention of illicit drug trafficking and abuse

649. One of the fundamental objectives of the international drug control treaties is to limit to legitimate purposes the production, manufacture, export, import and distribution of, trade in and use of controlled substances and to prevent their diversion and abuse.

Recommendation 14: Countries in various regions are affected by the illicit cultivation of cannabis plants. The Board recommends that the Governments concerned carry out, together with eradication activities, legitimate alternative development programmes. Governments may wish to seek information on the best practices in that regard from UNODC and Governments of countries with considerable experience in implementing such programmes.

Recommendation 15: In view of the increasing smuggling of drugs and precursor chemicals, particularly through Africa, the Board encourages all Governments concerned to support initiatives such as the provision of training in preventing drug trafficking and diversion of precursor chemicals in that region.

Recommendation 16: The Board is concerned about the increasing cocaine abuse in Europe. The Board is also concerned about the growing trafficking in and abuse of cocaine in Africa and Asia, where, traditionally, cocaine has not been a major problem. The Board urges the Governments concerned to take appropriate measures as necessary to reduce trafficking in and abuse of cocaine.

Recommendation 17: In many countries, the monitoring of drug abuse trends and patterns remains inadequate and, as a result, data on drug abuse in such countries are limited. The Board encourages Governments that have not yet done so to ensure that the extent of drug abuse in their countries is measured at regular intervals.

Recommendation 18: The diversion from domestic distribution channels and abuse of pharmaceutical preparations containing narcotic drugs and psychotropic substances pose problems in many countries. The Board urges the Governments concerned to develop programmes specifically aimed at preventing the abuse of such

preparations. The Board invites each Government to establish a mechanism for the systematic collection of data on the diversion and abuse of such preparations and to use the mechanism as a basis for taking appropriate countermeasures. The mechanism should ensure that, inter alia, feedback on seized pharmaceutical products is provided on a regular basis to the regulatory authorities. The mechanism should include surveys aimed at establishing the extent and types of drug abuse.

Recommendation 19: Increasing trafficking in and abuse of fentanyl and its analogues have been reported in North America and some countries in Europe. The Board calls upon all Governments to implement effective measures to prevent the diversion and abuse of pharmaceutical preparations containing fentanyl and the illicit manufacture of fentanyl and its analogues. The Board encourages Governments to ensure that forensic laboratories include analyses of fentanyl and its analogues in their programmes. Governments are obliged under the international drug control treaties to report the abuse and illicit manufacture of fentanyl and its analogues, as well as seizures of those substances to the Board and relevant international organizations.

Recommendation 20: The Board urges the Governments of countries where opioids such as buprenorphine and methadone are used for substitution treatment to take all necessary measures to prevent their diversion into illicit channels. Those measures include supervised consumption, application of appropriate conditions for drugs to be taken home, treatment according to clinical standards, prescription monitoring systems and mandatory training of health-care professionals. The Board reiterates its request to the Governments concerned to establish a mechanism for the systematic collection of information on the diversion and abuse of drugs prescribed for substitution treatment, using, inter alia, statistics on emergencies related to drug abuse and statistics on drug-related deaths.

Recommendation 21: The Board welcomes the adoption of Commission on Narcotic Drugs

resolution 49/6 entitled "Listing of ketamine as a controlled substance", and calls upon all Governments to implement that resolution without delay. In particular, the Board encourages all Governments concerned to take steps to determine the extent of the abuse of ketamine and, where warranted, to introduce national legislation on the control of ketamine. Furthermore, the Board urges all Governments to provide to it, as well as to WHO, all available information on the abuse of ketamine in their countries, in order to assist the WHO Expert Committee on Drug Dependence, at its next meeting, in its assessment of whether to recommend placing ketamine under international control.

Recommendation 22: As controls over international trade in precursor chemicals improve, traffickers are increasingly developing new methods and routes of diversion, especially utilizing domestic distribution channels. The Board therefore urges all parties to the 1988 Convention, in addition to international controls, in accordance with article 12, paragraph 8 (a), of the 1988 Convention, to take all the necessary measures to monitor, within their territories, the manufacture and distribution of precursor chemicals under international control.

Recommendation 23: West Asia is increasingly being used by criminal networks as a trans-shipment area for consignments of ephedrine and pseudoephedrine destined for the illicit manufacture of methamphetamine. The Board urges the Governments of importing countries in the region, including within the framework of the Subcommittee on Illicit Drug Traffic and Related Matters in the Near and Middle East, to take appropriate measures to monitor the manufacture, distribution and export of preparations of ephedrine and pseudoephedrine, in order to ensure that the end-users are legitimate and to prevent the accumulation of those substances in quantities exceeding their licit requirements. The Board recommends that all Governments adopt specific measures, in particular the use of pre-export notifications for pharmaceutical preparations, as well as the assessment of their licit requirements for

ephedrine, pseudoephedrine and preparations containing the two substances.

Recommendation 24: Within the framework of Project Prism, the Board has assisted national authorities in monitoring thousands of shipments in international trade and, in numerous cases, in preventing the diversion of precursor chemicals into illicit channels. The Board encourages Governments that are currently not participating in Project Prism to join that initiative and begin cooperating with the participating Government without further delay.

Recommendation 25: With regard to Project Cohesion, the Board calls on participating Governments to expand their activities under the project by considering the launch of activities targeting drug trafficking in the relevant regions, such as Operation Trans-shipment. The Board wishes to encourage the authorities of countries in the Americas to devise similar activities to address trafficking in potassium permanganate. In particular, the authorities of Colombia and its neighbouring countries should urgently launch investigations to identify the sources and routes from, or along which, the substance is being smuggled into areas where the illicit manufacture of cocaine takes place.

Recommendation 26: The Board notes with appreciation the establishment by WHO of the International Medical Products Anti-Counterfeiting Taskforce (IMPACT). The Board calls upon all Governments to cooperate closely with, and provide all the necessary support to, IMPACT and WHO, in the fight against the counterfeiting of medicines, including medicines containing narcotic drugs and psychotropic substances. The Board also encourages competent national authorities to make full use of the "Guidelines for the development of measures to combat counterfeit drugs"⁵⁰ prepared by WHO in 1999 in order to assist Governments in their efforts to prevent their national drug distribution channels from being infiltrated by counterfeit drugs (see para. 38 (h) above).

⁵⁰ WHO/EDM/QSM/99.1.

Availability and rational use of narcotic drugs and psychotropic substances for medical purposes

650. Another core objective of the international drug control treaties is to ensure the availability of narcotic drugs and psychotropic substances for medical purposes and to promote the rational use of controlled drugs.

Recommendation 27: To ensure the appropriate medical use and availability of controlled substances, the Board again requests all Governments to promote the rational use of narcotic drugs and psychotropic substances for medical purposes, including the use of opioids for the treatment of pain, in accordance with the pertinent recommendations of WHO.

Recommendation 28: The education and training of health-care professionals and, as appropriate, professionals in legal and regulatory disciplines, as well as social and behavioural sciences, play an important role in promoting the rational use of narcotic drugs and psychotropic substances. The Board encourages all Governments to ensure that the rational use of narcotic drugs and psychotropic substances for medical purposes and the risks associated with drug abuse are included as subjects in university curricula for health-care professionals and other professionals.

Recommendation 29: In accordance with Commission on Narcotics Drugs resolutions 45/5 and 46/6, the Board calls on all Governments that have not yet done so to inform it without delay of restrictions on travellers under medical treatment carrying preparations containing internationally controlled substances. The Board will ensure that the information is widely disseminated so that Governments will be able to advise travellers on the relevant restrictions.

The Internet and smuggling by mail

651. In view of the global nature of the problems of illegal sales of controlled substances through the Internet and the smuggling of controlled substances by mail, concerted action by the international community is required. In particular, there is a need to establish a mechanism that will ensure the sharing of experiences

and the rapid exchange of information on specific cases, as well as the standardization of data.

Recommendation 30: The Board requests all Governments that have not yet done so to identify focal points for activities related to illegally operating Internet pharmacies and to furnish to the Board information on those activities. Furthermore, the Board calls upon all Governments to provide it with details of legislation and regulations on Internet services and sites and on the use of the mail for individual shipments of controlled drugs.

B. Recommendations to the United Nations Office on Drugs and Crime

652. In the implementation of their treaty-based obligations, States may require operational support from the United Nations and other relevant organizations. Therefore, as UNODC is the primary United Nations entity responsible for the provision of technical assistance in drug control issues, as well as the coordination of such assistance provided by Governments and other organizations, the recommendations below are addressed to UNODC for appropriate action.

Recommendation 31: The Board notes that the control of licit activities related to narcotic drugs, psychotropic substances and precursors in a number of countries remains weak. The Board encourages UNODC to develop programmes aimed at increasing the capacity of the countries concerned to implement the relevant provisions of the treaties.

Recommendation 32: Noting the increase in the abuse of and trafficking in fentanyl and its analogues and concerned that many Governments are not in a position to counteract that problem in a timely manner, owing to, inter alia, inadequate laboratory analysis, the Board wishes to encourage UNODC to support Governments in their efforts to include the analyses of fentanyl and fentanyl analogues in the programmes of their forensic laboratories. (See also the corresponding request addressed to Governments in recommendation 19 above.)

Recommendation 33: Concerned about the continuing diversion of pharmaceutical preparations containing internationally controlled substances, the Board reiterates its request to UNODC to assist the Governments concerned in monitoring trends and preventing the diversion and abuse of such preparations. (See also the corresponding request addressed to Governments in recommendation 18 above.)

Recommendation 34: In view of information on the increasing trafficking in and abuse of GHB, a sedative-hypnotic added to Schedule IV of the 1971 Convention in 2001, the Board again requests UNODC to include the prevention of GHB abuse in its drug abuse prevention programmes.

Recommendation 35: Concerned that misuse of the mail or illegal use of the Internet have become important methods of obtaining drugs to supply illicit markets, the Board reiterates its request to UNODC to develop programmes to address the problem of illegally operating Internet pharmacies and the smuggling of controlled drugs by mail and to share its experiences with the Board.

C. Recommendations to the World Health Organization

653. The treaty-based function of WHO in the international drug control system is to provide recommendations, based on scientific assessments, regarding changes in the scope of control of narcotic drugs under the 1961 Convention and the scope of control of psychotropic substances under the 1971 Convention. Furthermore, WHO plays a key role in supporting the rational use of narcotic drugs and psychotropic substances worldwide and in giving guidance on the provision of adequate treatment for drug addicts.

Recommendation 36: The Board notes that in response to the invitation contained in the Economic and Social Council resolution 2004/40, WHO, in collaboration with UNODC, is developing guidelines for psychosocially assisted pharmacotherapy for the management of opioid dependence. The Board trusts that the guidelines

will remind all those involved in the provision of substitution treatment of their obligation to implement the provisions of the international drug control treaties and national legislation regarding opioids and that the guidelines will provide specific guidance on preventing the diversion of opioids used in pharmacotherapy.

Recommendation 37: The Board welcomes the establishment of the West African Drug Regulatory Agencies Network, the newly created subregional body of drug regulators, which is aimed at combating counterfeit and fake drugs. The Board calls upon IMPACT, the newly established task force of WHO, to extend cooperation to that body, as appropriate.

Recommendation 38: Noting the adoption by the Commission of Narcotic Drugs of resolution 49/6, entitled "Listing of ketamine as a controlled substance", and the continuing widespread abuse of ketamine reported in many countries, the Board invites WHO to take the measures necessary to assess ketamine in order to determine whether to recommend that it be placed under international control. The Board is ready to assist the WHO Expert Committee on Drug Dependence at its next meeting in the assessment of ketamine. (See the corresponding request addressed to Governments in recommendation 21 above.)

D. Recommendations to other relevant international organizations

654. In cases where States require additional operational support in specific areas, such as drug law enforcement, the Board addresses relevant recommendations pertaining to the specific spheres of competence of the relevant international organizations, including Interpol, the Universal Postal Union (UPU) and the World Customs Organization.

Recommendation 39: The Board welcomes the participation of Interpol and the World

Customs Organization as members of the task forces of Project Prism and Project Cohesion. The Board recommends that those organizations continue to support activities under Project Prism to address the problem of trafficking in precursors of ATS and that they provide backstopping for and actively participate in law enforcement operations under Project Cohesion to address the continuing problem of the smuggling of acetic anhydride into Afghanistan.

Recommendation 40: Noting the increase in the clandestine manufacture of and trafficking in synthetic opioids, such as fentanyl, in some regions, the Board invites Interpol and the World Customs Organization to share with it any information they may have on such new developments.

Recommendation 41: The Board reiterates the need to address the problems of illegally operating Internet pharmacies and the smuggling of controlled drugs by mail and invites international organizations, in particular UPU, Interpol and the World Customs Organization, to share with it relevant experiences gained from any programmes they are implementing in this regard. (A similar request is addressed to UNODC in recommendation 35 above.)

(Signed) Philip O. Emafo President	(Signed) Tatyana Borisovna Dmitrieva Rapporteur
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(Signed)
Koli Kouame
Secretary

Vienna, 16 November 2006

Annex I

Regional groupings used in the report of the International Narcotics Control Board for 2006

The regional groupings used in the report of the International Narcotics Control Board for 2006, together with the States in each of those groupings, are listed below.

Africa

Algeria	Libyan Arab Jamahiriya
Angola	Madagascar
Benin	Malawi
Botswana	Mali
Burkina Faso	Mauritania
Burundi	Mauritius
Cameroon	Morocco
Cape Verde	Mozambique
Central African Republic	Namibia
Chad	Niger
Comoros	Nigeria
Congo	Rwanda
Côte d'Ivoire	Sao Tome and Principe
Democratic Republic of the Congo	Senegal
Djibouti	Seychelles
Egypt	Sierra Leone
Equatorial Guinea	Somalia
Eritrea	South Africa
Ethiopia	Sudan
Gabon	Swaziland
Gambia	Togo
Ghana	Tunisia
Guinea	Uganda
Guinea-Bissau	United Republic of Tanzania
Kenya	Zambia
Lesotho	Zimbabwe
Liberia	

Central America and the Caribbean

Antigua and Barbuda	Guatemala
Bahamas	Haiti
Barbados	Honduras
Belize	Jamaica
Costa Rica	Nicaragua
Cuba	Panama
Dominica	Saint Kitts and Nevis
Dominican Republic	Saint Lucia
El Salvador	Saint Vincent and the Grenadines
Grenada	Trinidad and Tobago

North America

Canada	United States of America
Mexico	

South America

Argentina	Guyana
Bolivia	Paraguay
Brazil	Peru
Chile	Suriname
Colombia	Uruguay
Ecuador	Venezuela (Bolivarian Republic of)

East and South-East Asia

Brunei Darussalam	Mongolia
Cambodia	Myanmar
China	Philippines
Democratic People's Republic of Korea	Republic of Korea
Indonesia	Singapore
Japan	Thailand
Lao People's Democratic Republic	Timor-Leste
Malaysia	Viet Nam

South Asia

Bangladesh	Maldives
Bhutan	Nepal
India	Sri Lanka

West Asia

Afghanistan	Lebanon
Armenia	Oman
Azerbaijan	Pakistan
Bahrain	Qatar
Georgia	Saudi Arabia
Iran (Islamic Republic of)	Syrian Arab Republic
Iraq	Tajikistan
Israel	Turkey
Jordan	Turkmenistan
Kazakhstan	United Arab Emirates
Kuwait	Uzbekistan
Kyrgyzstan	Yemen

Europe

Albania	Lithuania
Andorra	Luxembourg
Austria	Malta
Belarus	Moldova
Belgium	Monaco
Bosnia and Herzegovina	Montenegro
Bulgaria	Netherlands
Croatia	Norway
Cyprus	Poland
Czech Republic	Portugal
Denmark	Romania
Estonia	Russian Federation
Finland	San Marino
France	Serbia
Germany	Slovakia
Greece	Slovenia
Holy See	Spain
Hungary	Sweden
Iceland	Switzerland
Ireland	The former Yugoslav Republic of Macedonia
Italy	Ukraine
Latvia	United Kingdom of Great Britain and Northern Ireland
Liechtenstein	

Oceania

Australia	Niue
Cook Islands	Palau
Fiji	Papua New Guinea
Kiribati	Samoa
Marshall Islands	Solomon Islands
Micronesia (Federated States of)	Tonga
Nauru	Tuvalu
New Zealand	Vanuatu