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PROPOSED MEDIUM-TERM PLAN FOR THE PERIOD 1992-1997*

MAJOR PROGRAMME V. INTERNATIONAL CO-OPERATION FOR SOCIAL DEVELOPMENT

Programme 28. International drug control

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* The present document contains programme 28 of the proposed medium-term plan for the period 1992-1997. The complete medium-term plan will subsequently be issued in final printed form as Official Records of the General Assembly, Forty-fifth Session, Supplement No. 6 (A/45/6/Rev.1).

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Programme 28. International drug control

A. Programme

1. General orientation

28.1 The overall mandates for international drug control derive from international drug control treaties and General Assembly and Economic and Social Council resolutions, as well as from recommendations contained in the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, adopted at the International Conference on Drug Abuse and Illicit Trafficking in 1987. The most recent mandate was given by the General Assembly during its seventeenth special session, held from 20 to 23 February 1990, in the form of a Global Programme of Action on international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances (see General Assembly resolution S-17/2). In addition, a system-wide action plan on drug abuse control which was being elaborated pursuant to General Assembly resolution 44/141 of 15 December 1989, will guide the work of the programme.

28.2 The main objective of the present programme on international drug control is the strengthening of multilateral collaboration to assist national authorities in dealing with an international problem widely recognized as incapable of solution by any individual Member State.

28.3 An ever-increasing variety of natural and synthetic substances are extending the problem of drug abuse to hitherto unaffected strata of society and to new geographical areas. The main task of the international drug control system is to regulate the supply and use of dependence-producing drugs and substances placed under international control, to ensure their availability for medical and scientific needs, to suppress illicit drug traffic and to reduce the negative impact of drug abuse on the individual and on society. The international community is committed to meet these challenges and to bear collective responsibility to reduce drug abuse and its harmful consequences by determined action and co-operation at the national, regional and international levels. The system is anchored in a series of treaties entered into by sovereign States to help meet their basic obligation to protect the health, welfare and safety of their citizens.

28.4 In the past years, progress in international drug abuse control was made through expanded advisory services, technical assistance, broader coverage of all aspects of the problem and increased determination of Member States to recognize their collective responsibility. However, the complete eradication of illicit narcotic production and illegal manufacture remains a distant goal. Urgent and determined efforts will, therefore, have to be continued and intensified to improve the drug control system, to reduce demand, to eradicate the supply of drugs from illicit sources, to halt the illicit traffic and to treat, rehabilitate and socially reintegrate drug abusers.

2. Overall strategy

28.5 The Commission on Narcotic Drugs, a functional commission of the Economic and Social Council, was established to advise the Council on all matters pertaining to the control of narcotic drugs. The Division of Narcotic Drugs acts as secretariat to the Commission and also acts on behalf of the Secretary-General in respect of his obligations under the international drug control treaties. The 13-member International Narcotics Control Board (INCB), with its separate secretariat, is responsible for monitoring licit trade and performing certain quasi-judicial duties under the international drug control treaties.

28.6 The United Nations Fund for Drug Abuse Control (UNFDAC) is the major source within the United Nations system for financial and technical assistance, particularly to the developing world, in the field of drug abuse control. UNFDAC, which is supported entirely from voluntary contributions of member Governments and private organizations, was established by General Assembly resolution 2719 (XXV) of 15 December 1971. It has an integrated policy that aims at reducing the supply, demand and the traffic of illicit drugs. The components of the policy are programmes that include: strengthening the licit control system; prevention and reduction of illicit demand for drugs; treatment and rehabilitation of drug addicts; elimination of the supply of drugs from illicit sources; and operational aspects for enhancing the interdiction capabilities of law enforcement agencies and strengthening criminal justice systems. Through those and other drug control activities, UNFDAC will continue to endeavour to create anti-drug momentum within individual countries and to strengthen the abilities and commitment of Governments and communities to tackle the problems of drug abuse and the associated trafficking.

28.7 To assist in the reduction of the illicit supply of and demand for drugs, the Division of Narcotic Drugs will continue to focus on advising concerned entities in the United Nations system as well as Member States on the multidisciplinary techniques required for international drug control. During the medium-term plan for the period 1992-1997, special emphasis will be placed on demand reduction through the implementation of an international drug abuse assessment system. Assistance to introduce the system, together with the necessary technical and scientific tools will be provided to Member States. Preventive education will be supported through raising the awareness of the public, and the Division will continue to respond to queries from Member States and the public on current research and development. Efforts will be strengthened to assist in interdicting illicit drug traffic, improving drug control systems and counteracting the laundering of illicit drug proceeds. The international training strategy for law enforcement and laboratory techniques will be enhanced and new methodologies such as the use of remote sensing for the detection of illicit cultivation will be promoted. Research on environmentally safe methods of eradication of illicit narcotic plants will continue. In view of the complex technical nature of international drug control, increased efforts will be made in the field of scientific and technical assistance to Governments by enlisting the active participation of institutions with advanced knowledge and technology and by promoting international collaboration.

28.8 To promote compliance by Governments with drug control treaties, INCB will continue to reinforce its monitoring functions, develop its capacity to provide services for the establishment and strengthening of national administrative control structures and to advise Governments on control policies. INCB examines all stages in the licit trade in narcotic drugs and psychotropic substances to ensure that all

Governments take the requisite measures to limit the manufacture and import of drugs to the quantities necessary for medical and scientific purposes. It sees that adequate measures are taken to prevent the diversion of those substances into illicit channels, determines whether there is a risk that a country may become a major centre of illicit traffic, asks for explanations in the event of apparent violations of the treaties and proposes appropriate remedial measures to Governments that are not fully applying the provisions of the treaties or are encountering difficulties in doing so and, where necessary, assists Governments in overcoming such difficulties.

28.9 INCB will continue to recommend that multilateral or bilateral assistance, either technical or financial or both, should be accorded to a country experiencing difficulties with the aforementioned tasks. However, if INCB notes that the measures necessary to remedy a serious situation have not been taken, it may call the attention of the parties, the Commission on Narcotic Drugs and the Economic and Social Council to the matter in cases where it believes that that would be the most effective way to facilitate co-operation and improve the situation. Finally, as a last resort, the treaties empower INCB to recommend to parties that they stop the import of drugs, the export of drugs, or both, from or to the defaulting country. In the fulfilment of its functions, INCB seeks to prevent major difficulties before they arise, acting in all cases in close co-operation with Governments.

28.10 Co-ordination is undertaken within the United Nations with the United Nations Development Programme (UNDP), the Department of Technical Co-operation for Development of the Secretariat and the Crime Prevention and Criminal Justice Branch of the Centre for Social Development and Humanitarian Affairs. Within the United Nations system, the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization, the World Health Organization (WHO), the Universal Postal Union, the International Maritime Organization, the United Nations Industrial Development Organization and other specialized agencies also carry out related activities in the field of international drug abuse control within their respective mandates and areas of competence. Co-ordination with those and other organizations is mainly maintained through the biannual sessions of the Inter-Agency Meeting on Co-ordination in Matters of International Drug Abuse Control within the framework of the Administrative Committee on Co-ordination. In addition, co-ordination with WHO is maintained through various means of communication and reciprocal representation.

28.11 In matters of international control of drugs, close co-operation is maintained with the International Criminal Police Organization (ICPO/Interpol), the Customs Co-operation Council and such regional organizations as the International Arab Narcotics Bureau of the League of Arab States, the European Community, the Council of Europe, the Colombo Plan Bureau, the Permanent Secretariat of the South American Agreement on Narcotic Drugs and Psychotropic Substances and the Organization of African Unity.

3. Subprogramme structure and priorities

28.12 On the basis of the orientation described in the preceding paragraphs, the programme will have the following subprogrammes:

- Subprogramme 1. Treaty implementation
- Subprogramme 2. Applied scientific research
- Subprogramme 3. Suppression of illicit traffic
- Subprogramme 4. Demand reduction, co-ordination and information
- Subprogramme 5. Maintaining and improving the effectiveness of the international drug control system
- Subprogramme 6. International limitation and monitoring of licit production, manufacture, trade in and use of narcotic drugs
- Subprogramme 7. International monitoring of licit trade in and use of psychotropic substances
- Subprogramme 8. Monitoring of solvents, precursors and essential chemicals and assessment of substances for possible modifications in the scope of control of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances

28.13 The Division of Narcotic Drugs will be responsible for the implementation of subprogrammes 1 to 4 and the International Narcotics Control Board for subprogrammes 5 to 8.

28.14 Subprogramme 1 is designated as highest priority. The subprogrammes of INCB do not lend themselves to priority setting.

B. Subprogrammes

SUBPROGRAMME 1. TREATY IMPLEMENTATION

(a) Objectives

28.15 The legislative authority for the present subprogramme derives from General Assembly resolutions 40/121, paragraphs 4, 9, 13, 41/126, 41/127, paragraph 8, 42/112, paragraph 7, 43/122, section II, paragraphs 3-5, 44/140, 44/141 and S-17/2; and target 20, paragraph 262, of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control; Economic and Social Council resolutions 1988/9, paragraphs 6, 7 and 12, 1988/11, paragraph 2, 1988/13, paragraph 6, 1988/14, paragraph 4, 1988/15, paragraph 3, 1989/13, paragraphs 6 and 7, 1989/17, 1989/20, paragraph 6 and 1989/119; and articles 5, paragraph 4 e; 7, paragraphs 8 and 9; 12, paragraphs 2, 3, 6, 7 b, 10; 17, paragraph 7; and 20 of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

28.16 Universal accession to, and effective and strict implementation of, treaty obligations are essential for the fight against drug abuse. In recognition of the role of the United Nations system in the development of normative standards and taking into account all aspects that might hinder States to accede to or implement treaties in the field of drug abuse control, balanced and multidisciplinary research must be undertaken to enable the relevant United Nations bodies to

identify problems and make practical proposals to overcome legal and other difficulties impeding the implementation of treaties.

28.17 Accordingly, the objectives of the subprogramme are:

(a) To assist Governments through advisory services to accede and implement drug control treaties;

(b) To identify problems and make practical proposals for collaboration and exchange of information on drug-control legislation with a view to promoting implementation of international drug-control treaties;

(c) To provide the international community with forums where experience of States with drug-control legislation can be exchanged and evaluated.

(b) Course of action of the Secretariat

28.18 The main emphasis will be placed on gaining wider adherence to and implementation of all international drug control treaties. In that connection, advice will be provided to countries requesting implementation assistance. Analytical summaries and reports on legislative developments will be issued as well as publications of lists of national authorities issuing import and export certificates and authorizations, lists of manufacturers of drugs and substances under international control. Information to policy-making and subsidiary organs of the United Nations system on treaty implementation, follow-up to the International Conference on Drug Abuse and Illicit Trafficking and international co-operation will also be provided.

SUBPROGRAMME 2. APPLIED SCIENTIFIC RESEARCH

(a) Objectives

28.19 The legislative authority for the present subprogramme derives from General Assembly resolutions 43/122, section II, paragraphs 3 and 7 and S-17/2; and targets 2, paragraph 55, 4, paragraph 84, 8, paragraph 142, 11, paragraph 171, 12, paragraphs 177-179, 13, paragraphs 186 and 187, 15, paragraph 208, 21, paragraphs 269 and 270 and 24, paragraph 303, of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control; Economic and Social Council resolutions 1985/76, paragraph 1, 1988/9, paragraph 12 and annex A, paragraph 1, B, paragraphs 6 and 12, and C, paragraph 15, 1988/16, paragraphs 2 and 8, 1989/13, paragraph 7; and article 12 of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

28.20 Over the past few years, there has been a considerable increase in the number of scheduled substances, reflecting a rapid diversification of drugs of abuse. The consequent increase of regulatory efforts has resulted, in turn, in better but, at the same time, more stringent national legislation and sentencing provisions. This new situation, involving an increase in the diversity of drugs seized, frequency and volume of seizures, presents a challenge not only to national regulatory and law enforcement authorities, but also to the technical and scientific staff of forensic chemistry and toxicology laboratories. The rapid spreading of drug abuse and traffic to regions of the world previously not affected by those problems necessitates the availability of well-equipped and adequately staffed national and regional laboratory services, covering both the analysis of

seized drugs and that of biological fluids. Regulatory and law enforcement services also need continuous scientific and technical advice.

28.21 The objectives of the subprogramme are:

(a) To assist in establishing or strengthening national narcotics laboratories in developing countries and to promote their collaboration in international programmes;

(b) To conduct training in methods for the identification and analysis of drugs of abuse in seized material to promote international involvement in such training;

(c) To conduct and co-ordinate applied scientific research on narcotic drugs and psychotropic substances and to develop detector and testing methods;

(d) To provide scientific and technical information and advice to specialized agencies, national authorities and collaborating scientists and to maintain and update a collection of scientific literature.

(b) Course of action of the Secretariat

28.22 Assistance for the establishment or strengthening of national and regional narcotics laboratories will continue in order to ensure that all developing Member States with drug abuse and trafficking problems are able to address such problems. Increased attention will be given to toxicology laboratory services, thus supporting demand reduction, and to the promotion of regional collaboration by developing regional reference laboratories. It will include advice and material assistance as well as the improvement and development of skills by training and information services. Ongoing advisory services will be widened to cover the expected new drugs (drug classes) as well as new technical and scientific subjects mandated by the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, which, during the medium-term plan period, is expected to enter into force. Close collaboration with WHO and INCB on chemical aspects of drug control will continue.

28.23 The promotion and co-ordination of international collaboration on priority subjects of a scientific and technical nature that directly impact on drug control will continue. This will include establishment of linkages with national institutions involved in such research, facilitation of communication and exchange of information and advice and support to such institutions, including the provision of working tools and up-to-date information and direct involvement in such research programmes where needed.

28.24 Inasmuch as law enforcement tasks need scientific support, new technologies will be explored and evaluated with a view to determining their applicability to areas such as the safe and efficient eradication of illicit narcotic crops and the handling and disposal of seized drugs and chemicals. Technical advice on detection and seizure of clandestine operations will also be provided.

SUBPROGRAMME 3. SUPPRESSION OF ILLICIT TRAFFIC

(a) Objectives

28.25 The legislative authority for the subprogramme derives from General Assembly resolutions 40/121, paragraphs 2 and 13, 43/122, section I, paragraph 8 and section II, paragraph 3, 44/142 and S-17/2; and targets 10, paragraph 165, 12, paragraph 179, 14, paragraph 198, 15, paragraph 207, 17, paragraph 245, 18, paragraph 252, 23, paragraph 287, of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control; Economic and Social Council resolutions 1985/13, paragraph 5, 1988/11, paragraph 4, 1988/12, paragraph 3, 1988/13, paragraph 5 (c) to (h), 1988/15, paragraphs 2 and 3, 1988/9, 1989/13, paragraph 7; and article 9, paragraph 3, article 10, paragraph 1, article 12, paragraphs 3 and 7 b, of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

28.26 The steadily worsening drug situation in almost all parts of the world and, specifically, the constant expansion of international illicit drug trafficking demonstrate the abundant supply of drugs and the apparently unlimited financial resources of drug traffickers. The number of cases where large quantities of seized drugs are involved is constantly increasing. It is also clear that there is a growing number of technically well-organized international networks of criminal syndicates, with bank and business connections allowing for the transfer of proceeds from illicit drug traffic, which in turn allows for a large variety of money laundering transactions in many different countries.

28.27 The rapidly changing and complex patterns of increased illicit traffic in drugs and use of profits derived therefrom, as well as its relation to other internationally organized criminal activities, have made it more and more difficult to deal with these problems on the national, regional or interregional levels. Developing, producing and transit countries require increased international financial and technical assistance and advisory services.

28.28 Accordingly, the objectives of the subprogramme are:

(a) To assist Governments through advisory services and information exchanges to implement relevant provisions of the international drug control treaties to suppress illicit traffic in narcotic drugs and psychotropic substances;

(b) To identify problems and to make practical proposals for collaboration and exchange of information on new and improved countermeasures against international illicit drug traffic;

(c) To promote information on world-wide trends in illicit traffic;

(d) To co-ordinate a world-wide training strategy for law enforcement policies.

(b) Course of action of the Secretariat

28.29 Activities will focus on the monitoring of the illicit supply of and traffic in narcotic drugs and psychotropic and other substances under international control by developing, maintaining and making accessible to Member States an information system on illicit traffic. Member States will be assisted in strengthening

effective practical co-operation between national drug control and law enforcement services. Improvements will be made in the exchange of general and operational information between Governments, and information will be disseminated on investigative techniques and on methods used by illicit trafficking organizations. Technical advice will be provided to Governments, upon request, in supply reduction and to support law enforcement countermeasures. Assistance will be given to countries where illicit cultivation of narcotic plants takes place, to help them to detect such cultivation by using technologies such as high-resolution satellite imagery and remote sensing. Training in advanced law enforcement techniques, particularly in the implementation of the provisions of the 1988 United Nations Convention with respect to tracing, freezing and forfeiture of proceeds of drug crimes, will also be provided. Training manuals and syllabi for law enforcement officers will be developed. The development of effective measures by the international business, financial and professional communities to complement the operation of money-laundering laws and to combat the conversion or transfer of proceeds of drug trafficking will be facilitated.

SUBPROGRAMME 4. DEMAND REDUCTION, CO-ORDINATION AND INFORMATION

(a) Objectives

28.30 The legislative authority for the present subprogramme derives from General Assembly resolutions 40/121, paragraphs 2 and 13, 40/122, paragraphs 2 and 4, 41/127, paragraphs 5 and 6, 42/112, paragraphs 3 and 7, 43/121, paragraphs 5, 6 and 7, 43/122, section I, paragraph 15, section II, paragraph 3, 44/141, 44/142 and S-17/2; and targets 1, paragraphs 39 and 40, 5, paragraph 96 (e), 30, paragraph 354, 31, paragraph 377, 32, paragraphs 385 and 387, of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, and paragraphs 4 to 7 and annex A, paragraphs 1 and 2; Economic and Social Council resolutions 1987/28, paragraph 5, 1988/13, paragraph 5, 1988/16, paragraph 8, 1989/9, paragraph 12, 1989/14, paragraph 1 and 1989/20, paragraph 5.

28.31 Drug abuse and its pernicious consequences are now reaching most countries, regardless of political orientation, socio-economic system or geographical location. With its negative impact affecting all sectors of society, the world-wide situation is alarming, already adversely affecting a growing number of individuals, families and communities. The drug abuse element contributing to the spread of acquired immunodeficiency syndrome (AIDS) highlights the magnitude of the drug abuse phenomenon. Consequently, the central task of the subprogramme will be to continue to foster, facilitate and strengthen co-operation among Member States, specialized agencies, intergovernmental and non-governmental organizations and others concerned in support of the overall objective of a world free from drug abuse.

28.32 Therefore, the objectives of the subprogramme are:

(a) To assist Member States in formulating strategies to address the various components of the drug abuse problem;

(b) To monitor, analyse and report on world-wide and regional trends in drug abuse;

(c) To increase public awareness of the negative effects of drug abuse and of successful programmes and countermeasures;

(d) To encourage the development of programmes utilizing community resources for the prevention and reduction of drug abuse and drug trafficking;

(e) To develop and maintain an information strategy and to serve as a clearinghouse for information on international drug control and to prepare and disseminate material on drug problems, research findings and related developments.

(b) Course of action of the Secretariat

28.33 Activities will be undertaken to gain a wider understanding of the underlying causes of drug abuse and to assist Member States in formulating strategies to address the various components of the drug abuse phenomenon. In that connection, comparative studies will be conducted at various levels of society, nationally, regionally and internationally. Support will be provided to non-governmental organizations engaged in drug-demand reduction programmes. An information strategy will be developed to enhance the clearinghouse functions of the Division of Narcotic Drugs. Relevant information and updated findings will be disseminated through regular or ad hoc publications and multilateral co-operation and co-ordination will be strengthened.

SUBPROGRAMME 5. MAINTAINING AND IMPROVING THE EFFECTIVENESS OF THE INTERNATIONAL DRUG CONTROL SYSTEM

(a) Objectives

28.34 The legislative authority for the present subprogramme derives from articles 24 and 26 of the 1925 International Opium Convention; article 14 of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs; articles 11, 12 and 13 of the 1953 Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium; articles 9, 14, 14 bis, 15, 35 and 38 bis of the 1961 Single Convention on Narcotic Drugs, as amended by the 1972 Protocol; articles 18 and 19 of the 1971 Convention on Psychotropic Substances; and articles 22 and 23 of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

28.35 For international drug control to be effective, the minimum measures of control required under the treaties have to be implemented by all countries. Cases of non-compliance with treaties can generate situations in which illicit drug activities develop and affect other countries. A major function of the Board is to monitor the implementation of treaties by national administrations, to assist them in this endeavour, to detect situations in which the aims of the conventions are endangered and to engage in consultations with Governments in order to devise and recommend remedial measures. In cases where remedial measures are not carried out, the Board may draw it to the attention of parties and competent United Nations organs. It may also recommend sanctions.

28.36 The maintenance of a world-wide balance of drugs is necessary to ensure that medical and scientific needs are adequately satisfied and to avoid over-production which may lead to leakage into illicit traffic.

28.37 Accordingly, the objectives of the subprogramme are:

(a) To maintain a mechanism for the continuing dialogue between Governments and INCB;

(b) To prepare studies in countries and concerning situations where the aims of the conventions are not being achieved;

(c) To analyse national laws and regulations in order to provide advisory opinions in response to requests from Governments concerning the interpretation regarding certain treaty provisions;

(d) To provide training to national drug control administrators.

(b) Course of action of the Secretariat

28.38 Collection, analysis and reporting of pertinent information will be continued, in order to identify possible or actual cases of treaty violations or serious illicit drug activities and to initiate appropriate action. It will involve requesting explanations, suggesting local inquiries, engaging in consultations with Governments - either at the seat of INCB or by sending Board missions to the countries in question - and recommending remedial measures. Action in accordance with the relevant treaty provisions will also be conducted vis-à-vis major producing, manufacturing and consuming countries in order to bring about a balance between the supply of, and the demand for, narcotic drugs and psychotropic substances for legitimate purposes.

SUBPROGRAMME 6. INTERNATIONAL LIMITATION AND MONITORING OF LICIT PRODUCTION, MANUFACTURE, TRADE IN AND USE OF NARCOTIC DRUGS

28.39 The legislative authority of the present subprogramme derives from articles 12 to 18, 22, 23, 24 of the 1925 International Opium Convention, as amended by the Protocol of 1946; articles 6, 7, 12, 14, 18 and 22 of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, as amended by the Protocol of 1946; article 9, paragraph 4, and articles 12, 13, 15, 19, 20, 21, 21 bis, 25, 31, 40 and 49 of the 1961 Single Convention on Narcotic Drugs, as amended by the 1972 Protocol; as well as various articles of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, and of the 1953 Protocol; articles 4, 5, 6, 7, 9 and 19 of the 1953 Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of International and Wholesale Trade in, and Use of Opium; and articles 13 and 16, as they relate to narcotic drugs, of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

28.40 Drugs are necessary for the alleviation of pain. At the same time, their abuse is harmful to individuals and societies. It is essential, therefore, to organize the availability of drugs for legitimate purposes in such a way as to avoid diversion into illicit channels. It can be achieved through various measures controlling cultivation, manufacture, distribution and use of narcotic drugs. It can also be achieved through the quantitative limitation of production, manufacture, trade in and use of narcotic drugs, according to annual plans elaborated jointly by Governments and INCB (estimates system).

28.41 Accordingly, the objectives of the subprogramme are:

(a) To maintain a clear distinction between the legitimate trade and the illicit traffic;

(b) To determine the actual requirements in narcotic drugs for medical and scientific purposes for each country and territory of the world in order to ensure adequate availability and avoid oversupply;

(c) To determine limits of quantities that each country and territory is authorized to obtain through manufacture and/or import;

(d) To provide additional safeguards to the international trade based on the authorization of each transaction by both the authorities of the importing and exporting countries;

(e) To monitor the licit trade in order to ensure that export of narcotic drugs does not exceed the estimated needs of countries for medical use;

(f) To ensure that all control measures aimed at preventing diversion to the illicit traffic are implemented by all countries;

(g) To detect weaknesses in the legislation or the administrative structures or procedures that need to be corrected.

(b) Course of action of the Secretariat

28.42 Continuous assessment of estimated requirements in narcotic drugs furnished by Governments will be carried out with the compilation of background information necessary for the review by INCB of annual estimates and of supplementary estimates. Computation of revised totals will be made for each country or territory and determination of the authorized level of manufacture and/or of import of narcotic drugs. Data on production, manufacture, utilization, consumption, stocks, seizures and disposal of seized drugs, imports and exports, will be gathered and analysed to ensure that all quantities of drugs available in each country and territory are accounted for, that supplies of drugs for each country and territory are within pre-established limits and that no diversion occurs in the international trade.

28.43 In addition, assistance will continue to be given to Governments in order to facilitate effective implementation by their national drug-control administrations of the estimates system by contributing to research with regard to better assessment of world-wide supply of and demand for narcotic drugs and by providing training and advice to national drug-control administrators.

SUBPROGRAMME 7. INTERNATIONAL MONITORING OF LICIT TRADE IN AND USE OF PSYCHOTROPIC SUBSTANCES

(a) Objectives

28.44 The legislative authority for the present subprogramme derives from articles 3, 12, 13, 16 and 18 of the 1971 Convention on Psychotropic Substances; articles 13 and 16, as they relate to psychotropic substances, of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances; and Economic and Social Council resolutions 1981/6, 1985/12, 1985/15, 1986/8 and 1987/30.

28.45 Since the early 1950s, a large number of pharmaceutical products with psychoactive properties (hallucinogens, stimulants, sedative hypnotics, tranquilizers and analgesics) have been developed and made available for medical use. Their dependence-producing properties and the absence of adequate national and international control measures led to significant abuse and public health problems.

28.46 In response to that development, the scope of control of the 1971 Convention on Psychotropic Substances has been extended by increasing the number of psychotropic substances subject to control from 40 in 1984 to 101 in 1989 and that number is likely to be extended further. The introduction of control measures in many countries, in accordance with the provisions of the 1971 Convention and the monitoring of the movement of psychotropic substances by INCB, contributed to the prevention and detection of diversions from licit into illicit channels and prevented or at least reduced public health problems related to the abuse of certain substances in a number of countries.

28.47 Some major manufacturing and exporting countries, however, have not yet become parties to the Convention. In addition, the provisions of the Convention are not fully implemented in a number of countries and several gaps persist in the international control of psychotropic substances.

28.48 Accordingly, the objectives of the subprogramme are:

- (a) To monitor the licit movement of psychotropic substances;
 - (b) To ensure that all control measures aiming at preventing diversion to illicit traffic are implemented by all countries;
 - (c) To detect weaknesses in the legislation or the administrative structures or procedures that need to be improved.
- (b) Course of action of the Secretariat

28.49 Monitoring of licit movements of psychotropic substances will continue by collating data on collating data on manufacture, stocks, trade in and use of psychotropic substances, and analysing information to enable the Board to strengthen controls, which would ensure that:

- (a) All quantities of psychotropic substances manufactured, stocked, imported and exported, should be accounted for by each country and region;
- (b) No diversion should occur from legal trade into illegal channels;
- (c) Adequate supply should be assured, particularly by avoiding accumulation of stocks, which frequently constitute the targets of traffickers;
- (d) Within the mandate, administrative procedures should be developed to improve controls or counteract new patterns of diversions.

SUBPROGRAMME 8. MONITORING OF SOLVENTS, PRECURSORS AND ESSENTIAL CHEMICALS AND ASSESSMENT OF SUBSTANCES FOR POSSIBLE MODIFICATIONS IN THE SCOPE OF CONTROL OF THE 1988 CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

(a) Objectives

28.50 The legislative authority for the present subprogramme derives from article 12, paragraphs 1-4, 7-9, 10-12 and 13, of the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, which has not yet come into force, but is expected to do so during the medium-term plan period for 1992-1997; and Economic and Social Council resolution 1989/13.

28.51 The 1988 Convention aims at preventing, or drastically reducing, the access by illicit traffickers to precursors, solvents and essential chemicals used to manufacture drugs and, at the same time, to avoid hampering the use of those substances for licit purposes. Based on the knowledge of chemical processes in the illicit manufacture, and taking into account the possibility and ease of substituting alternate substances, INCB should identify and assess substances for their possible inclusion in table I or table II annexed to the 1988 Convention, if it has objective reasons to believe that such action would result in reducing the illicit manufacture of drugs without adverse effects on the availability of those substances for licit purposes. The effectiveness of the control of narcotic drugs and psychotropic substances rests to a great extent on the implementation of the 1988 Convention. The periodic reporting on the illicit movement of substances listed in table I and table II of the 1988 Convention by a national co-ordinating body of the various competent authorities provides INCB, and through it the parties, with means to ascertain the extent to which the parties are discharging their obligations.

28.52 Accordingly, the objectives of the subprogramme are:

(a) To assess any substance proposed by a party under article 12, paragraph 2, of the 1988 Convention to be scheduled, rescheduled or descheduled;

(b) To identify and monitor solvents, precursors and essential chemicals widely used in the illicit manufacture of drugs for their assessment and possible inclusion in table I or table II of the 1988 Convention;

(c) To survey constantly the processes of illicit manufacture of drugs, in order to identify substances which, if brought under the control of the 1988 Convention, would prevent the illicit manufacture or reduce considerably its magnitude without hampering the licit activities based on the manufacture, distribution and use of those substances and initiate, when necessary, the procedure under article 12, paragraph 2, that may lead to a change in the scope of control under the 1988 Convention.

(b) Course of action of the Secretariat

28.53 In order to meet the objectives outlined above, the elaboration of criteria permitting an objective assessment of substances will be established based on:

(a) Criteria to measure the extent, importance and diversity of the licit use;

(b) Criteria to measure the ease of using alternate substances for both licit purposes and illicit manufacture;

(c) Criteria to determine the degree of frequency of use of a substance in illicit manufacture that warrant placing that substance under international control;

(d) Criteria to measure the seriousness of public health and social problems and the degrees of seriousness of those problems that warrant placing a substance under international control.

28.54 In addition, INCB will:

(a) Evaluate the likely effects of changing the scope of control on both the licit and the illicit manufacture of drugs;

(b) Recommend appropriate monitoring measures to the Commission on Narcotic Drugs based on surveys of control practices and illicit manufacture processes and practices;

(c) Elaborate the assessment of substances to be placed before the Commission on Narcotic Drugs;

(d) Submit comments to the Economic and Social Council relating to any request by a party to the Convention to review a decision of the Commission taken under article 12, paragraph 5;

(e) Ensure that the measures established by the 1988 Convention to control the substances listed in table I and table II of that Convention are implemented;

(f) Detect diversions of substances listed in table I and table II of the Convention for the illicit manufacture of drugs, analyse the reason of such diversion and recommend any corrective action needed.
