

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(86) 457 final

Brussels, 5 August 1986

Recommendation for a
Council Decision
on Community participation
in the preparatory work and
the International Conference on Drug Abuse
and Illicit Trafficking

(submitted to the Council by the Commission)

COM(86) 457 final

CONTENTS
EXPLANATORY MEMORANDUM

Introduction

- I. Main characteristics of the illicit drugs production-traffic-consumption chain in the world
- II. International Conference on Drug Abuse and Illicit Trafficking
- III. The European Community and the narcotics problem
 1. Positions of the institutions
 2. Community action to date and prospects for future action
 - 2.1 Cooperation with developing countries
 - 2.2 Participation in conventional international instruments
 - 2.3 Intra-European cooperation

Conclusions

ANNEXES

- Annex I: Council Directive
- Annex II: Statement by the United Nations Secretary-General on drug control and abuse made on 24 May 1985 to the Economic and Social Council.
- Annex III: Provisional agenda of the International Conference on Drug Abuse and Illicit Trafficking.
- Annex IV: Conclusions of the European Council, The Hague (26-27 June 1986).
-

EXPLANATORY MEMORANDUM

Introduction

There has been an alarming intensification and acceleration of illicit drug production, traffic and consumption since the start of the 80s - not only in quantitative but also qualitative terms with the emphasis of both supply and demand veering towards hard drugs (heroin, cocaine, etc.), often taken in the form of "cocktails" (polytoxicomania) and leading to irreversible physical and mental dependence and liable to cause death. Even though the damage done may, in quantitative terms, be far less than that caused by legal drugs such as tobacco and alcohol, it is important that ways and means of inhibiting and, if possible, eliminating the above trends are explored, for the addict, besides destroying his own life, is both victim and sponsor of a many-faceted illicit trade which is debilitating the economies and societies of both Third World and developed countries and affects the young more than any other age-group. In this sense it is a genuine area of mutual interest for the countries of North and South. Besides the trends mentioned above, recent years have also seen increasing use of legal, but extremely dangerous, psychotropic substances such as amphetamines, solvents, glue, etc. and a resurgence of polytoxicomania. Recently the dangers of heroin addiction have further increased, and will continue to do so, in that in addition to the toxic and narcotic effects of the drug itself, there is now the risk of contamination by the AIDS virus, due to usage of the syringe.

Whereas for a long time the countries producing illegal drugs looked on the problem as primarily one of demand (in other words, to be tackled solely by the consumer countries), they have gradually come to realize - mainly as the result of the emergence of a major drug problem in their own societies but also in view of the ever increasing vulnerability of their economies and political systems - the imperative need to undertake concerted action alongside the consumer countries, particularly those of North America and Europe.

Thus it is finally possible to envisage an international strategy to combat drug abuse based on intensive North-South cooperation. To this end the Secretary General of the United Nations has proposed that an International Conference on Drug Abuse and Illicit Trafficking be held in Vienna from 17 to 26 June 1987. It should be made clear at the outset that, in its very conception, this Conference presupposes a choice of strategy, with which certain experts do not agree. A basic assumption

has been made: the reference to illicit drugs - a concept central to the international conventions currently in force - presumes that the banning of certain drugs, particularly hard drugs, is to be preferred to their "liberalization". There is, however, a body of opinion prepared to speculate that liberalization, provided it was generalized, might first reduce traffic in illicit drugs, thereafter demand for them and, ultimately, their supply, all three being rather stimulated by the current ban (cf. the United States' Prohibition experience in the 20s) - a very minority body of opinion internationally, it is true, but provoking a debate which cannot be ignored.

I. MAIN CHARACTERISTICS OF THE ILLICIT DRUGS PRODUCTION-TRAFFIC-CONSUMPTION CHAIN IN THE WORLD

1. Drug production and consumption date back to the very origins of mankind. Since the end of the 60s, international attention has focussed on the development of supply and demand, the determinants of illicit drugs traffic. The increasing demand for drugs in the last twenty years is a symptom of a growing social disease afflicting not only developed western societies (principally the United States and Europe) but also - increasingly - the Eastern bloc countries (already burdened with a serious alcoholism problem) and - still more recently - the developing countries. The value of the international drugs trade is estimated at between \$100 000 million and \$300 000 million annually.

2. There are three main products concerned: cannabis, opium and coca. While cannabis production, processing and consumption would appear to have levelled off and the opium market to have passed its peak, the coca graph is still climbing rapidly. Whereas the production of opium and of heroin, its principal derivative, are concentrated mainly in Asia (in the 'Golden Triangle'), the Middle East and southern Asia and that of cannabis in North America and the Mediterranean, coca, in paste or cocaine base form, originates principally in the countries of the Andean Group but is expanding rapidly into neighbouring areas of Brazil, Argentina and even Chile. While traffic to the United States, the turnover of which in 1984 was estimated by the Organization of American States (OAS) at \$110 000 million, enters the country from both west and east (the Caribbean), the fast expanding traffic to Europe starts from eastern South America (mainly Brazil and Argentina)

and enters western and southern Europe, from where it is distributed throughout the old continent.

3. Generally speaking, the effects of these consumption trends hit the United States first and Europe only several years later. The saturation of the market for one or other drug in the States entails an increase in demand, and thus of traffic, in Europe. There are about five million regular and 20 million occasional drug users in the States today, as against one and five million respectively in Europe, which seems to have reached a critical juncture as far as cocaine consumption is concerned, whereas the cocaine market in the States had experienced a boom in the early 80s.

4. As regards production, the increase in the cultivation of drugs in the developing countries comes at a time of deterioration of their general economic situation. Indebtedness, depletion of natural resources and reduction in revenue all weaken these countries and make more attractive the cultivation of products which are both much in demand and profitable. Furthermore, these countries have seen a veritable explosion of the parallel economy in all its forms (from barter to trafficking in goods, drugs and arms and other forms of smuggling). In the Andean region alone, cocaine trafficking annually attains or surpasses the proportions of the external debt and represents the only expanding source of export earnings, often far outstripping revenue from the region's "legal exports".

5. Drugs are a social problem in the developed countries, but also constitute a serious threat to society and the State in Third World countries. Some of the latter are now even rivalling the traditional consumer countries in rates of drug addiction. Drugs are these countries' only product for which there is stable or growing demand, one which generates resources which otherwise would not be generated (average income in Latin America from drug production as against other crops is estimated by the OAS at 19 to 1) and for which efficient marketing structures exist (crops collected from farm, cash payment) - conditions which are totally foreign to the "legal" economy. Drug crops are always small farmers' best possible source of income - although they generally only receive, according to the OAS, one dollar for every three hundred pocketed by the dealer. In the worst analysis, this clandestine economy could imperil the structures and very survival of the states in question to the advantage of other interest groups, which have been multiplying their gains not only in the developed consumer countries but also, albeit to a much lesser extent (10%), in the most

speculative sectors of the domestic economies of the producer countries, thanks to the "laundering" of illicit trafficking revenue, with numerous financial institutions - having the most respectable credentials - collaborating, and sharing in the profits.

6. To be effective, a Community initiative in this area cannot overlook these facts. It must also be aimed at enhancing the development avenues open to the Third World countries concerned without encouraging illicit activities. Merely eradicating production in the relevant regions by the most expeditious means - be these technical (defoliation) or administrative (army or police operations) - is not a viable, still less a lasting, solution to the problem.

II. INTERNATIONAL CONFERENCE ON DRUG ABUSE AND ILLICIT TRAFFICKING (Vienna, 17-26 June 1987)

1. In response to the worsening, and world-wide spread, of the trafficking of dangerous drugs, the Secretary-General of the United Nations, Mr. Pérez de Cuéllar, on 24 May 1985 took the initiative of calling for an International Conference on Drug Abuse and Illicit Trafficking.¹ The aims of the Conference, as proposed by Mr. Pérez de Cuéllar, are as follows:

"Specifically, the conference should be multi-disciplinary in nature and focus on the following key areas: (1) the promotion of education and community participation in prevention and reduction of the demand for illicit drugs; (2) crop substitution and other methods of reduction of supply; (3) improved methods to limit the use of narcotics to medical and scientific purposes; (4) forfeiture of illegally acquired proceeds and the extradition of persons arrested for drug-related crimes; (5) strengthening of resources of law enforcement authorities; (6) treatment and rehabilitation of drug addicts."

2. Following this excellent initiative by the Secretary-General, the General Assembly decided at its 40th session to convene an international ministerial-level conference on drug abuse and illicit trafficking at the United Nations Office in Vienna from 17 to 26 June 1987.

¹ For the text of Mr Pérez de Cuéllar's statement see Annex II.

June 1987. The Commission on Narcotic Drugs was requested to act as preparatory body for the conference. On 17 December 1985 Mrs Tamar Oppenheimer was appointed Secretary-General of the Conference. A first working meeting of the preparatory body was held in Vienna from 17 to 21 February 1986. Invited to participate, the Community was represented at this meeting by the Commission.

3. The first meeting saw the adoption of a provisional agenda² and provisional rules of procedure for the Conference, as well as of recommendations on its organization. The agenda contains a series of recommendations on a "comprehensive multidisciplinary outline of future activities relevant to the problems of drug abuse and illicit trafficking". Governments, intergovernmental and non-governmental organizations are requested to communicate to the Secretary-General by 1 August 1986 their views on any specific measures which could feature in the draft outline, with a view to the preparation of a final report to be submitted to the Conference. The draft report, which will take account of the observations of the participants at the first meeting, will be adopted at the second meeting of the preparatory body, to be held in Vienna from 9 to 15 February 1987.

4. The approach advocated for drawing up this "comprehensive multidisciplinary outline" is an integrated one, which seeks to establish the best possible coordination of the various forms of action needed at national, regional and world level. It is dictated by the extraordinary complexity of the subject and by the conviction that it is the only means of achieving better control of the chain of drug production, trafficking and consumption, as described briefly at Point I of this communication. The chapter headings cover the following:

- (i) greater cooperation between government organizations;
- (ii) promotion of awareness at national and international level;
- (iii) intensification of the exchange of information, promotion of the education, treatment and retraining of drug addicts;
- (iv) strengthened application of the Single Convention on Narcotic Drugs of 1961 and of the Convention on Psychotropic Substances of 1971;

²See Annex III.

- (v) harmonization of national legislation, bilateral treaties, regional arrangements and other international legal instruments;
- (vi) reduction of illicit sources of the raw materials for drugs by means of a vast integrated rural development programme;
- (vii) strengthened control of the production, distribution and consumption of narcotic drugs;
- (viii) strengthened coordination by the United Nations of the anti-drug campaign and development of regional cooperation;
- (ix) drawing up of a new Convention against the illicit trafficking of narcotic drugs and psychotropic substances;
- (x) strengthening of existing mechanisms;
- (xi) regular up-dating of list of drugs and narcotics, bearing in mind that the original purpose of certain medicines is likely to be abused.

5. This coherent framework of measures involves the Community in the following three main ways:

- (i) stepping up of intra-Community and intra-European cooperation, in accordance with the responsibility vested in the Community in this matter.
- (ii) cooperation at bilateral and regional levels with developing countries which produce drugs;
- (iii) participation in conventional international instruments, with a view in particular to drawing up the new International Convention;

6. Having regard to the fact that the drug problem is one of the Community's priorities, as it increasingly affects Member State populations, and young people in particular, and to the fact that numerous States and regional organizations of developing countries seek assistance from the Community which they receive only in a partially effective manner from their traditional partners in this field and, finally, to the fact that the strengthening of European cooperation with these countries in all its forms is essential so as not to leave the entire burden of a problem which increasingly concerns Europe to the United States, it is proposed that the Community take an active part in the 1987 International Conference by drawing up a Community action programme based on the multidisciplinary outline drawn up by the United Nations. Moreover, Community participation would be the logical result of Community presence at the session of the Preparatory Body in Vienna in February 1987. This draft Community programme, which could be a substantial Community contribution to the Conference, is contained in Annex I to this communication.

III. THE EUROPEAN COMMUNITY AND THE NARCOTICS PROBLEM

1. Positions of the institutions

Over the last few years the European institutions have on many occasions expressed their grave concern about the drug problem and their desire to take concerted action to deal with it.

The European Council of Fontainebleau (25-26 June 1984) set up the ad hoc Committee for a People's Europe (Adonnino Committee), inter alia, to draw up recommendations on drug control.

The economic summit in Bonn (2-4 May 1985) adopted a report proposing a programme of bilateral and joint action aimed at intensifying the campaign against drug abuse.

The European Council of Milan (28-29 June 1985) adopted the conclusions of the Adonnino Committee, which recommended in particular strengthened cooperation with the Pompidou Group of the Council of Europe, improved collaboration between the judicial and police authorities of the Member States and cooperation at European level with the main third countries concerned with the narcotics problem. The European Council also asked the Commission to submit as soon as possible its proposals on completion of the internal market, which were to include in particular a directive on the approximation of laws on drugs.

On 13 September last year the European Parliament adopted five resolutions on the campaign against drug addiction, recommending that a combined strategy to combat drug production, trafficking and use should be implemented at Community level. It also set up a Committee of Inquiry into measures to combat drugs in Europe, which will submit its report to Parliament at its plenary session in October this year.

The European Council of The Hague (26-27 June 1986) was "gravely concerned about the serious problem of drug abuse" 3. Stressing the need to "intensify international collaboration, particularly as regards the production of, and traffic in, drugs and demand for these products", it considered it advisable to organize ad hoc collaboration between the Member States and the Commission to examine what initiatives could be taken in this area without there being any duplication with work carried out elsewhere". It also wished to examine

(3) See Annex IV

"the contribution which could be made to the Conference to be held under the auspices of the UN in the first half of 1987". The Interior Ministers are to consider this question in the autumn.

2. Community action to date and prospects for future action

2.1 Cooperation with developing countries

On various occasions the Community has been asked by producer countries to support their efforts aimed at reducing or eliminating crops which lead to drug production. At the request of the Community's partners, this question was placed on the agenda of the EEC-ASEAN Ministerial meeting in Bangkok on 17 and 18 October last, which concluded that the drug problem should be studied jointly and that a cooperation programme should be established, comprising training initiatives and meetings of experts on the treatment and rehabilitation of drug addicts and crop-substitution programmes.

This subject was also on the agenda of the EEC-ASEAN meeting in Manila on 26 June, and will be on the agenda for the conference of EEC-ASEAN Foreign Ministers due to be held in October.

Likewise, the Ambassadors of the Twelve in La Paz took the initiative of holding consultations there on the drug problem and sought to set up a cooperation programme with Bolivia, one of the main producers of coca.

The United Nations Fund for Drug Abuse Control (UNFDAC) approached the European Community about cooperation on drug control in the producer countries. The UNFDAC, which has limited resources (its annual budget is less than US\$ 30 million) carries out integrated crop-substitution projects combining development activities with law enforcement in numerous producer countries, but especially in Asia (Thailand and Pakistan) and, more recently, in Latin America (Bolivia, Peru and Colombia).

These requests and measures were favourably received by the Community, but have so far resulted in no more than one-off measures, since the criteria for

expenditure under existing budget headings and the lack of resources prevent the launching of a programme of concerted action. The possibilities of financing a rural development project in Pakistan, by way of financial and technical cooperation with Latin America and Asia (Article 930 of the budget), a training scheme for dogs and handlers as well as an EEC/ASEAN workshop for the rehabilitation and treatment of drug addicts through regional cooperation (Article 934 of the budget), and a training scheme for reformed addicts in Thailand carried out by an NGO (Article 941), are currently under consideration.

For this reason the Commission included a specific budget heading in its preliminary draft budget for 1987, Article 949, entitled "Concerted Programme of North-South Cooperation Schemes in the Context of the Campaign Against Drug Abuse".⁴ This budget heading is currently only a token entry, but could be given the funds needed to start work in time for the International Conference; it is described as follows:

"The aim of the programme is to undertake, with close cooperation between the Commission and the Member States on the one hand, and the governments of the beneficiary countries and their cooperation or regional integration institutions on the other, integrated and multidisciplinary cooperation projects and programmes in order to reduce the production of drugs by diversifying crops and economies, expanding research capacity and stepping up the anti-drug campaign at national and regional level, reinforcing national and regional strategies to fight the production and consumption (in all their legal, technical, social and economic aspects) of drugs and psychotropic substances."

As often as possible such Community action will take the form of joint schemes with beneficiary countries and regional organizations (in particular the Andean Pact, Asean, SARC), Member States of the European Community, the international organizations concerned, for instance the United Nations Fund for Drug Abuse Control (UNFDAC) and the International Fund for Agricultural Development (IFAD), and also the NGOs and associations acting in the field of the anti-drug campaign. The research into and identification of national strategies are a priority. The results, as a whole, of the "crop substitution" approach are not promising and will be thoroughly researched and examined.

2.2 Participation in conventional international instruments

2.2.1 Mutual assistance agreements

Cooperation between the customs authorities of the Member States and of third countries is one of the main weapons in the fight against illicit drug trafficking. Experience shows that the approach of concluding mutual assistance agreements between a Member State and a third country has serious

drawbacks. Each such bilateral agreement contains a clause stating that information obtained under the agreement may not be communicated to third parties without the express agreement of the partner which supplied it, and there is obviously a danger that this clause may slow down the exchange of information between Member States of the Community. Moreover, there is no apparent justification for concluding a web of twelve bilateral agreements with each third country when a single agreement concluded at Community level would suffice.

For these reasons the Community will undertake the necessary work for the conclusion of mutual assistance agreements in the customs field with third countries.

2.2.2 New International Convention on the illicit trafficking of narcotic drugs and psychotropic substances

In its Resolution 39/141 of 14 December 1984, entitled "International Campaign against traffic in narcotic drugs", the United Nations General Assembly took the initiative of preparing a draft Convention against drug-trafficking, which would deal with all aspects of the problem, and in particular those which are not covered by existing international instruments.

The Commission on Narcotic Drugs was instructed to draw up a text on the basis of a proposal submitted by the Venezuelan government; it will circulate a preliminary draft by 15 August this year, which will be considered in October on the basis of the observations submitted by participants. The second session of the preparatory body for the International Conference will examine this text, pursuant to item 5(i) of the provisional agenda for the Conference. The preliminary draft Convention will cover numerous subjects not covered by the two existing instruments, the Single Convention on Narcotic Drugs of 1961 and the Convention on Psychotropic Substances of 1971. It is therefore necessary for the Community to be associated with the preparatory work with a view to establishing this new Convention, and to examine the form its participation in such a Convention will take.

2.3 Intra-European Cooperation

2.3.1 The close cooperation which already exists between the Member States customs department and between them and the Commission under the aegis of the Customs Union Service is crucially important in the fight against illicit trafficking in drugs. The Community should step up the present cooperation in the context of Council Regulation (EEC) No. 1468/81 and that of the Naples Convention on mutual assistance.

2.3.2 The Commission started its work on strengthening cooperation between the Member States of the Community in the field of preventive measures and health education and at the level of the exchange of experience and information in 1982.

Pilot studies have been carried out and seminars organized on the prevention of drug addiction and the treatment of drug addicts (in collaboration with the WHO) and on health education; a teachers' manual has been prepared and is about to be published.

The anti-drug campaign is one of the three main priority themes of the Communication on cooperation at community level on health-related problems, submitted to the Council on 18 September 1984.⁵

The drug problem was also on the agenda of the informal meetings of Health Ministers held on 29 November 1984, 3 May 1985 and 29 May this year.

A Community action programme on the prevention of drug addiction is currently being prepared and will be submitted to the appropriate Community bodies in the near future. This programme will have the following objectives:

- (i) to help stop the various forms of drug addiction from spreading within the Community and to limit the adverse effects of drug addiction, both in medical and in social and economic terms;
- (ii) to reduce the demand for addictive toxic substances.

2.3.3 The Council of Europe's Cooperation Group to combat drug abuse and illicit trafficking in drugs, known as the Pompidou Group after the French President who was instrumental in setting it up, coordinates the efforts of the twelve Member States, Norway, Sweden, Switzerland and Turkey to combat the trafficking and use of narcotics. Since 1980 the Council of Europe has provided the Group's secretariat. Its main activities are in the areas of judicial and police cooperation and health (epidemiology, treatment and rehabilitation of drug addicts).

The Adonnino Report proposed that the Member States and the Community institutions should cooperate systematically in stepping up the work of the Pompidou Group on prevention, research and the treatment and rehabilitation of drug addicts. The Commission has participated in the work of the Pompidou

Group since April. It contributes to the financing of pilot projects drawn up in cooperation with the Group.

The action which the Commission proposes, in conjunction with the legal and financial instruments of the Community, will have the effect of strengthening the European cooperation begun by the Pompidou Group.

However, existing cooperation in other frameworks (political cooperation, Interpol, TREVI Group) should be intensified or developed, while avoiding duplications.

Conclusions

The Commission therefore recommends that the Council decide that:

- (1) the Community participate in the International Conference on Drug Abuse and Illicit Trafficking, in accordance with the Directives contained in Annex I hereto;
- (2) during the sessions of the Preparatory Body and the Conference itself, Community coordination meetings will take place on the basis of the common position, at the request of a Member State or of the Commission;
- (3) the other conclusions, particularly those concerning the "Intra-European Cooperation" section of the Directives (point III) will be the subject of a Communication to the Council.

Recommendation for a
Council Decision
on Community participation
in the preparatory work and
the International Conference on Drug Abuse
and Illicit Trafficking

THE COUNCIL OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Economic Community,

Having regard to the recommendation from the Commission,

Whereas an International Conference on Drug Abuse and Illicit Trafficking is to be held in Vienna under the auspices of the United Nations from 17 to 26 June 1987;

Whereas that Conference is to produce a "comprehensive multidisciplinary outline of future activities relevant to the problems of drug abuse and illicit trafficking";

Whereas the preparatory body for that Conference, meeting in Vienna from 17 to 21 February 1986, asked future participants in the work to submit

their comments and observations by 1 August 1986, and the Conference Secretary-General has approached the Community to this end;

Whereas the international campaign against drug trafficking is on the agenda of the 41st session of the United Nations General Assembly, which opens in New York on 16 September 1986;

Whereas preparations are under way within the United Nations Commission on Narcotic Drugs with a view to drawing up a new International Convention on the illicit trafficking of narcotic drugs and psychotropic substances;

Whereas the preparatory body is to hold a second session in Vienna from 9 to 15 February 1987;

Whereas certain items on the agenda of the Conference concern subjects falling within the competence of the Community or of 'particular interest to the common market';

Whereas the work of the European Councils of Fontainebleau and Milan and the resolutions of the European Parliament stress the usefulness of Community action in this field;

Whereas the European Council of The Hague decided to examine what contribution could be made to the Conference to be held under the auspices of the United Nations in the first half of 1987,

HAS DECIDED AS FOLLOWS:

Sole Article

1. The Community shall participate in the 41st session of the United Nations General Assembly dedicated to the international campaign against drug trafficking, in the 2nd session of the preparatory body for the International Conference on Drug Abuse and Illicit Trafficking, and in the Conference itself.
2. In this work, the Commission shall express the Community's point of view, in accordance with the Directives contained in Annex I hereto, and in close collaboration with the Member States.
3. Member States shall adopt the common position contained in Annex I on subjects of "particular interest for the common market."

DIRECTIVES

I. COMMUNITY OPERATIONS IN THE CONTEXT OF NORTH-SOUTH COOPERATION

1. The Community will state at the Preparatory Body sessions and at the Conference itself that it intends to respond to the pressing and repeated requests for cooperation made by the drug-producing countries either bilaterally or in the context of their regional cooperation and integration organizations (notably ASEAN and the Andean Group).

2. To this effect, the Community believes that a dialogue must be opened with those countries and organisations on national and regional policies to combat drug production, trafficking and consumption. The Community intends to undertake this dialogue in the more general context of the economic development of the producer countries and of their cooperation with the European Community, and to thus specify the objectives and the terms and conditions for implementation of such cooperation.

3. The Community believes that a programme of cooperation in the field of research into and study of the economic and technical aspects of the development of the impoverished areas of the developing countries concerned by drug production should be undertaken. Particular attention will be accorded to the establishment of measures and integrated development programmes to prevent the production of drugs: prevention of drift of the rural

population by creating new agricultural and industrial activities, diversification and extension of sources of income in the areas concerned, and reinforcement of physical, social and administrative infrastructure.

However, the programme should cover small scale projects, as well as operations in the fields of health, training, education, information and rehabilitation of drug addicts. Research institutes, non-governmental organizations and producer associations should be the prime vehicles for these operations. The regional cooperation agreements between the Community and certain developing countries concerned by drug production and consumption constitute a particularly suitable framework for undertaking the dialogue and cooperation measures required.

4. The Community believes that sufficient room should be made for assessing and exchanging internal experience on the matter of combating drugs under all forms (information, exchange of know-how and techniques, bilateral and interregional multidisciplinary seminars, and so on).

5. In order to carry out the programme, the Community intends to provide itself with a specific financial instrument for cooperation with the drug-producing countries.

6. As far as the Community is concerned, its operations will be undertaken in coordination with its Member States. Certain selected development projects or programmes will be implemented in close cooperation with the Member States, with certain non-member countries or with international bodies with responsibility for development, for example the UNFDAC¹ and IFAD².

1 UNFDAC: United Nations Fund for Drug Abuse Control.
2 IFAD: International Fund for Agricultural Development.

II. COMMUNITY PARTICIPATION IN CONVENTIONAL INTERNATIONAL INSTRUMENTS

1. The illicit import of drugs into the Community is an infringement of customs regulations. Council Regulation (EEC) No 1468/81 of 19 May 1981 provides for mutual assistance between the administrative authorities of the Member States and cooperation between them and the Commission. Steps will be taken to enhance the effectiveness of this Regulation and to ensure the cooperation of the major non-member countries concerned by the fight against drug trafficking, in particular by the conclusion of mutual assistance agreements.

In this connection the Community will devise cooperation measures to be undertaken with the customs departments of non-member countries, which can take the form of meetings and contacts as well as exchanges of information.

2. The Community will examine, in view of the preparation of a future international convention on the illicit trafficking of drugs and psychotropic substances, the possibility of its participation.

III. INTRA-EUROPEAN COOPERATION

1. The work currently being done by the Commission and the Community's Member States in the matter of prevention and treatment of drug addiction, and also health education, will be intensified and extended. A draft specific Community programme on the prevention of drug addiction will be prepared and examined by the relevant Community authorities ,
if possible before the date set for the International Conference, account being taken of the conclusions of the Milan European Council and the five resolutions adopted by the European Parliament on 13 September last year. Any decisions taken on the programme, and also the conclusions of the report by the European Parliament's Committee of inquiry into the drugs problem in the Community, will

be referred to suitably in the overall presentation of the programme of Community operations at the International Conference.

2. In the light of the two declarations on drugs annexed to the Single European Act and the provisions relating to achievement of the internal market and free movement of persons, the Community will take the necessary steps to harmonize the Member States' national rules on trade in and import of drugs and to exercise its powers in this field. The relevant authorities will propose and examine, in particular, the possibility of adopting a Community directive on aligning drug legislation.

3. The European Commission will step up its participation in the Council of Europe's Cooperation Group (Pompidou Group) to combat drug abuse and illicit trafficking in drugs, taking advantage of the fact that it is now associated with the Group on behalf of the Community, partly in order to avoid any duplication of effort.

4. The Community will step up present cooperation between the Member States' customs departments and between them and the Commission. This will be done

in the context of Council Regulation (EEC) No 1468/81 and that of the Naples Convention on mutual assistance.

*

* *

For the purpose of developing these forms of cooperation due account will be taken of the four main objectives of Community action in the field of the campaign against drug abuse and trafficking:

- (i) reinforcement of Community cohesion through effective exercise of its authority in the face of the scourge of drug addiction;
- (ii) consolidation of cooperation with the United Nations in its fight against this scourge and also with the Customs Cooperation Council;
- (iii) effective solidarity with the developing countries whose economic and political structures are seriously affected by drug production, traffic and consumption and which are undertaking organized control programmes;

(iv) affirmation of the Community's as a partner in the inter-regional dialogue and cooperation which are essential for improved international control of the drug problem.

United Nations

Press Release

Department of Public Information
Press Section
United Nations, New York



CAUTION: ADVANCE TEXT
Not for use before 3:30 p.m. EDT
Friday, 24 May

SG/SM/3700
ECOSOC/4844
24 May 1985

SECRETARY-GENERAL'S STATEMENT ON DRUG ABUSE TO ECONOMIC AND SOCIAL COUNCIL

Following is the text of a statement by Secretary-General Javier Perez de Cuellar on the issue of drug abuse, to be delivered today to the Economic and Social Council:

Drug abuse presents as destructive a threat to this and coming generations as the plagues which swept many parts of the world in earlier centuries. Unless controlled, its effect will be more insidious and devastating. I spoke to the Third Committee last November in appreciation of action being taken by the General Assembly to assist in the fight against drug abuse and to indicate what I was doing to mobilize greater efforts by the United Nations system. I have asked to address the Economic and Social Council on the same subject because I believe an even more concerted and determined struggle on the part of the entire international community is now required. Indeed, in my view, the time has come for the United Nations to undertake a bold and new offensive to combat drug trafficking and abuse.

Illicit drugs, wherever they are produced or used, contaminate and corrupt, weakening the very fabric of society. Increasing world-wide abuse is destroying uncounted useful lives. These problems have already profoundly afflicted every region in the world.

Individual cases of drug abuse now run into the millions. Tragically, many of those most seriously affected are young people to whose concerns and interests the present year is particularly dedicated. All too frequently, the abuse of drugs, often in combination with alcohol, can lead to death, bringing grief and pain to countless families around the world.

The suffering of individuals is not the only cost. Illicit drugs and crime go hand-in-hand. The allure of tremendous profits constitutes a potent attraction to criminals, and drug trafficking frequently entails other criminal acts, including bribery, larceny, the corruption of public officials and even murder. Moreover, there may well be links between illicit international drug networks and armed terrorist groups which have sought to subvert Governments.

It must also be stressed that trafficking in illegal drugs represents a heavy toll on many national economies. The cost must be counted in literally

24 May 1985

billions of dollars, traceable to the time lost in the workplace, to the substantial burden imposed on judicial and penal systems, and to the treatment and rehabilitation of drug addicts.

The personnel, raw materials and equipment used in the illicit manufacture and transport of narcotic drugs are all too readily obtainable. Even as the demand for older drugs spreads to new markets and regions, new drugs are being developed. Many of these drugs are both easy and cheap to synthesize, and sometimes more lethal than the older ones. Thus, as we look toward the future, the potential for even more widespread danger is evident.

There has long been awareness in the United Nations of the drug menace and, with near unanimity, Member States have called for a wide range of counter-measures. Last year, the General Assembly adopted a series of resolutions including a proposal for the preparation of a new convention designed to combat more effectively the traffic in illicit drugs. Moreover, new international initiatives involving the highest levels of government have been devoted to this issue over the past year. But it is evident that the existing instruments and resources are inadequate to deal with a problem of such magnitude. We need a more concerted, a more comprehensive, and a truly world-wide effort to reduce the plague of illicit drugs. I believe the moment has arrived for the international community to expand its efforts in a global undertaking to meet this peril.

I accordingly propose that a world conference be convened at the ministerial level in 1987 to deal with all aspects of drug abuse.

Specifically, the conference should be multi-disciplinary in nature and focus on the following key areas: (1) the promotion of education and community participation in prevention and reduction of the demand for illicit drugs; (2) crop substitution and other methods of reduction of supply; (3) improved methods to limit the use of narcotics to medical and scientific purposes; (4) forfeiture of illegally acquired proceeds and the extradition of persons arrested for drug-related crimes; (5) strengthening of resources of law enforcement authorities; (6) treatment and rehabilitation of drug addicts.

The conference should serve to raise the level of world awareness of the dangers we face, mobilize the full potential of the United Nations system, reinforce other intergovernmental, non-governmental and regional initiatives, and encourage Governments to concert their efforts and to devote greater resources to combat drug abuse and trafficking.

I believe the United Nations is uniquely qualified to play a major catalytic role in enhancing efforts to deal with this problem.

I hope that Member States will favourably consider this proposal and thereby give new impetus to the struggle to free the world of the deadly scourge of drug abuse. In this fortieth anniversary year, such action could constitute a major contribution to the common good, in the spirit of the United Nations Charter.

ANNEX III

Chapter I

MATTERS CALLING FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

1. The Commission on Narcotic Drugs acting as the Preparatory Body for the International Conference on Drug Abuse and Illicit Trafficking makes the following recommendations to the Economic and Social Council:

RECOMMENDATION I

Provisional agenda for the Conference

The Preparatory Body recommends the provisional agenda for the Conference set out below.

1. Opening of the Conference.
2. Election of the President.
3. Organizational and procedural matters.
4. International co-operation in drug abuse control.
5. Recommendations regarding a comprehensive multidisciplinary outline of future activities relevant to the problems of drug abuse and illicit trafficking:
 - (a) To intensify concerted efforts by governmental, intergovernmental and non-governmental organizations to combat all forms of drug abuse, illicit trafficking and related criminal activities leading to the further development of national strategies that could be a basis for international action;
 - (b) To create heightened national and international awareness and sensitivity concerning the pernicious effects of the abuse of narcotic drugs and psychotropic substances, paying due attention to the demand dimension of the drug problem and to the role of the mass media, non-governmental organizations and other channels of dissemination of information about all aspects of the drug problem, especially in the prevention of drug abuse;
 - (c) To strengthen and expand national and international mechanisms for exchanging information and developing programmes on illicit demand, prevention and/or reduction, including promoting the rational use of psychoactive medicines, preventive education, community participation, treatment, rehabilitation and social reintegration, together with research and training;
 - (d) To promote a strict and consistent implementation, at both the national and international levels, of the provisions of the Single

/...

ANNEX IV

CONCLUSIONS OF THE EUROPEAN COUNCIL, THE HAGUE, 26-27 JUNE 1986

Drugs

The European Council expressed itself gravely concerned about the serious problem of drug abuse. It pointed out that, for certain aspects of this problem, effective international co-operation exists, in particular within the "Pompidou Group" of the Council of Europe and the relevant U.N. Agencies, but that for other aspects there is every need to improve and intensify international collaboration, particularly as regards the production of, and traffic in drugs and demand for these products.

The European Council considered it advisable to organize ad hoc collaboration between the Member States and the European Commission to examine what initiatives could be taken in this area without there being any duplication with work carried out elsewhere. The European Council noted with approval that the Presidency intends to have this question examined by Ministers of the Interior in the autumn. The contribution which could be made to the Conference to be held under the auspices of the U.N. in the first half of 1987 should also be examined. The European Council decided to continue its examination of this serious matter at its next meeting.

Convention on Narcotic Drugs, 1961 and that Convention as amended by the 1972 Protocol and the 1971 Convention on Psychotropic Substances which call for limiting the use of narcotic drugs and psychotropic substances to medical and scientific purposes and, thus, preventing illegal traffic; to promote further the accession to those Conventions of the widest possible number of States;

- (e) To achieve as much harmonization as possible and to reinforce national legislation, bilateral treaties, regional arrangements and other international legal instruments, especially as they relate to enforcement and penalties against those involved in all aspects of illicit trafficking, including forfeiture of illegally acquired assets and extradition, and to develop co-operation in dealing with drug abusers, including their treatment and rehabilitation;
 - (f) To make further progress towards eradicating the illicit sources of raw materials for drugs through a comprehensive programme of integrated rural development, the development of alternative means of livelihood and retraining, law enforcement and, where appropriate, crop substitution;
 - (g) To control more effectively the production, distribution and consumption of narcotic drugs and psychotropic substances with a view to limiting their use exclusively to medical and scientific purposes, in accordance with existing conventions, and, in this connection, to underline the central role of the International Narcotics Control Board;
 - (h) To strengthen the United Nations co-ordination of drug abuse control activities by, inter alia, increasing support for the United Nations Fund for Drug Abuse Control and to reinforce regional and other co-operation between Member States;
 - (i) To support strongly current high-priority initiatives and programmes of the United Nations, including the elaboration of a convention against illicit traffic in narcotic drugs and psychotropic substances which considers, in particular, those aspects of the problem not envisaged in existing international instruments;
 - (j) To consider whether existing mechanisms, whereby experiences, methodologies and other information in law enforcement, preventive education, treatment and rehabilitation, research and development manpower relating to the prevention and control of drug abuse can be exchanged, should be improved or, if necessary, complemented by new mechanisms.
6. Adoption of the report of the Conference.