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**922nd Plenary Meeting**

PC Journal No. 922, Agenda item 5

**DECISION No. 1048  
OSCE CONCEPT FOR COMBATING THE THREAT OF ILLICIT  
DRUGS AND THE DIVERSION OF CHEMICAL PRECURSORS**

The Permanent Council,

Reaffirming the OSCE norms, principles and commitments, starting from the Helsinki Final Act and the Charter of Paris, and all the other relevant OSCE documents to which we have agreed,

Recalling the 2010 Astana Commemorative Declaration, in which the OSCE Heads of State or Government recognized the need to achieve greater unity of purpose and action in facing emerging transnational threats,

Recognizing the leading role of the United Nations in combating the threat of illicit drugs and the diversion of chemical precursors,

Noting previous Ministerial Council and Permanent Council decisions related to the OSCE contribution to the fight against illicit drugs and the diversion of chemical precursors, in particular, Permanent Council Decision No. 813 (2007), in which a serious concern was expressed about the continuing spread of illicit trafficking in opiates from Afghanistan, and in synthetic drugs, cannabis, cocaine and chemical precursors throughout the OSCE area,

Taking note of the OSCE expert conferences that took place in 2007, 2008, 2010 and 2011 on international co-operation to combat trafficking in illicit drugs and the diversion of chemical precursors, and subsequent discussions during the Annual Security Review Conferences in 2010, 2011 and 2012, as well as other relevant forums that have dealt with threats and challenges stemming from the territory of Afghanistan,

Recognising the importance of the OSCE Border Security and Management Concept as a mechanism designed to encourage the exchange of information, including on drug-related matters,

Taking into account the OSCE Strategic Framework for Police-Related Activities as the basis for the OSCE's police-related activities within the Organization's wider approach to combating transnational threats,

Recognizing the importance of the OSCE's drug-related activities as a key element of the Organization's efforts to address new threats to security and stability in the OSCE region, and mindful of the existence of factors within the OSCE politico-military, economic and environmental and human dimensions which may be conducive to illicit drug trafficking and the diversion of chemical precursors,

Noting the United Nations Office on Drugs and Crime-OSCE Secretariat Joint Action Plan for 2011–2012, which outlined the modalities of co-operation between them including in the area of combating transnational threats, *inter alia* in the fight against illicit drugs,

Acting in accordance with, and building upon, the relevant Ministerial Council and Permanent Council decisions, which address a variety of drug-related threats, within the framework of OSCE's cross-dimensional comprehensive security concept, including with the regard to the protection of human rights and fundamental freedoms,

Decides to adopt the following OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors annexed to this decision.

## **OSCE CONCEPT FOR COMBATING THE THREAT OF ILLICIT DRUGS AND THE DIVERSION OF CHEMICAL PRECURSORS**

### **Framework for co-operation by the OSCE participating States**

#### **I. Objectives and purposes of the Concept**

1. The world drug problem<sup>1</sup> continues to pose a serious threat to the health, safety and well-being of all humanity; it undermines sustainable development, political and socio-economic stability and democratic institutions; and it threatens international peace and stability as well as national and regional security and the rule of law. It remains a common and shared responsibility that requires effective and increased international co-operation and demands an integrated, multidisciplinary, mutually reinforcing and balanced approach.
2. The spread of illicit drugs, including opiates from Afghanistan, synthetic drugs, cannabis and cocaine, and the diversion of chemical precursors, continue to be one of the most dangerous and profitable forms of transnational organized crime worldwide and across the OSCE area. Serious challenges and threats are posed by the links between illicit drug trafficking; organized crime; trafficking in human beings, firearms/small arms and light weapons; corruption; terrorism; money-laundering, and other forms of transnational and domestic criminal activity.
3. The OSCE stands ready to continue making its contribution to the international efforts to combat the threat of illicit drugs and the diversion of chemical precursors, in close co-operation with relevant international and regional organizations, institutions and mechanisms, on the basis of the OSCE multidimensional concept of common, comprehensive, co-operative and indivisible security. This contribution will also be consistent with the 1999 Platform for Co-operative Security and will benefit from interaction between global and regional efforts aimed at combating the threat of illicit drugs and the diversion of chemical precursors, under the aegis of the United Nations. The OSCE will seek to add value by drawing on its strength, comparative advantages and acquired experience.
4. The aim of the Concept is to establish a political framework for comprehensive action by the OSCE participating States and the OSCE executive structures to combat the threat of illicit drugs and the diversion of chemical precursors, in full compliance with international law and with full respect for human rights and fundamental freedoms. The Concept, based on relevant UN, Ministerial Council and Permanent Council decisions<sup>2</sup>, seeks to enhance existing OSCE activities aimed at combating the threat of illicit drugs and the diversion of

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1 The illicit cultivation, production, manufacture, sale, demand, trafficking and distribution of narcotic drugs and psychotropic substances, including amphetamine-type stimulants, the diversion of precursors and related criminal activities.

2 A list of these decisions is contained in attachments 1 and 2 to this document.

chemical precursors, to facilitate interaction among States, to promote co-ordination and co-operation within the OSCE and between the OSCE and other international and regional organizations, and to identify new instruments for action, if necessary, while avoiding duplication of efforts. The Concept identifies areas and activities for a short-, medium- and long-term engagement in combating the threat of illicit drugs and the diversion of chemical precursors that requires sustained efforts.

## **II. The OSCE participating States' commitments**

5. The OSCE participating States commit themselves to co-operate in combating the threat of illicit drugs, and the diversion of chemical precursors, in accordance with the principles of international law, mutual confidence, equal partnership, transparency and predictability, and in pursuit of a comprehensive approach, in a spirit that would facilitate friendly relations between States.

6. Recognizing the leading role of the United Nations in combating the threat of illicit drugs and the diversion of chemical precursors, the participating States reaffirm their obligations under the Single Convention on Narcotic Drugs of 1961, as amended by the 1972 Protocol; the Convention on Psychotropic Substances of 1971; and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, which remain the cornerstone of the international drug control system. Furthermore, they also recognize their obligations under the United Nations Convention against Transnational Organized Crime and, as appropriate, the Protocols thereto and the United Nations Convention against Corruption. They encourage participating States that have not yet done so to consider taking measures to ratify or accede to those instruments, as well as to recognize other United Nations decisions and recommendations that are relevant to these issues and acknowledge the Universal Declaration of Human Rights.

7. The participating States pledge themselves to support implementation of the goals and tasks set out in the Political Declaration of 1998, and the Declaration on the Guiding Principles of Drug Demand Reduction and Measures to Enhance International Co-operation to Counter the World Drug Problem, adopted by the General Assembly at its twentieth special session, as well as in the Political Declaration and Plan of Action on International Co-operation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, adopted during the high-level segment of the fifty-second session of the Commission on Narcotic Drugs and endorsed by UN General Assembly resolution 64/182 of 18 December 2009.

8. The participating States also pledge themselves to support implementation of UN Security Council resolution 1817 (2008), which, *inter alia*, calls upon States to increase international and regional co-operation in order to counter the illicit production and trafficking of drugs in Afghanistan, including by strengthening the monitoring of the international trade in chemical precursors, and to prevent attempts to divert the substances from licit international trade for illicit use in Afghanistan.

9. The participating States reaffirm the norms, principles and commitments related to the threat of illicit drugs enshrined in the 1999 Charter for European Security, the 2003 Strategy to Address Threats to Security and Stability in the Twenty-First Century and other relevant

OSCE documents. The widest and most comprehensive participation in and implementation of these commitments by the participating States must be pursued and ensured. They also recall the action plans, concepts, decisions and other relevant agreed OSCE documents which address issues related to illicit drugs.

10. In the same spirit, the participating States reaffirm their obligations and commitments in respect of combating the threat of illicit drugs and the diversion of chemical precursors in all the regional and subregional forums in which they are members, and undertake to promote co-operation in this area with all relevant organizations and agencies in order to ensure consistency in policies and standards and to avoid duplication of efforts.

11. In a spirit of solidarity, and aiming at good neighbourly relations, the participating States will respect their bilateral agreements in the area of combating the threat of illicit drugs and the diversion of chemical precursors and will undertake efforts to promote sharing of experience and good practices.

### **III. Principles of co-operation**

12. The OSCE participating States agree to co-operate in countering illicit trafficking in narcotic drugs and the diversion of chemical precursors, in accordance with the following principles:

- Recognition of the leading role of the United Nations, including the United Nations Office on Drugs and Crime (UNODC), as well as the International Narcotics Control Board (INCB), in combating the threat of illicit drugs and the diversion of chemical precursors;
- Respect for the norms and principles of international law, enshrined in the UN Charter, referred to in relevant UN Security Council and UN General Assembly resolutions, including those outlined in UN General Assembly resolution 64/182, as well as the principles of the Helsinki Final Act, and other relevant OSCE documents; and respect for the equal rights of the participating States as well as for their national legislation;
- Full respect for human rights and fundamental freedoms, democracy and the rule of law;
- Adoption of a balanced, integrated approach to the world drug problem, in which reduction of supply and demand, as well as international co-operation, are mutually reinforcing elements in drugs policy;
- Assignment of priority to preventive action against drug-related crimes, as well as preventive measures aimed at reducing drug abuse and dependence, and drug-related harm to health and society, especially to children and young people;
- Recognition of the important role played by civil society, including the media and non-governmental organizations, in addressing the world drug problem.

#### **IV. Main objectives of co-operation**

13. The co-operation of the participating States in combating the threat of illicit drugs and the diversion of chemical precursors, including their production, manufacture and trafficking is aimed at enhancing comprehensive security and prosperity, improving the well-being of society and of the individual and protecting human rights, fundamental freedoms and public health.

14. The full implementation of all global commitments in the area of combating the threat of illicit drugs and the diversion of chemical precursors will be promoted, particularly with a view to ensuring full application of the three international drug control conventions, and, if required, bringing national legislations into conformity with them.

15. The participating States will develop co-operation with a view to:

- Fully implementing the three international drug control conventions; the goals and tasks set out in the Political Declaration and Plan of Action on International Co-operation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, adopted during the high-level segment of the fifty-second session of the Commission on Narcotic Drugs and endorsed by UN General Assembly resolution 64/182 of 18 December 2009; as well as the norms, principles and commitments related to the threat of illicit drugs enshrined in the Charter for European Security 1999, the Strategy to Address Threats to Security and Stability in the Twenty-First Century 2003 and other relevant OSCE documents;
- Preventing and repressing all forms of transnational organized crime, including illicit drug trafficking;
- Promoting the goal of eliminating or reducing significantly and measurably the illicit cultivation of opium poppy, coca bush and cannabis plant; the illicit demand for narcotic drugs and psychotropic substances; the illicit production, manufacture and distribution of, and trafficking in, psychotropic substances, including synthetic drugs; the diversion of and illicit trafficking in precursors; money-laundering related to illicit drugs and by reducing drug-related health risks and their effects on society;
- Achieving more co-ordinated policies and measures designed to combat the threat of illicit drugs and the diversion of chemical precursors, by exchanging best practices and scientific evidence-based information, both among relevant international, regional and subregional organizations and among the participating States;
- Facilitating interaction between drug control services, border and customs authorities, law enforcement and migration agencies, prosecutor's offices and judicial authorities, as well as other competent national structures of the participating States, in the prevention, identification, suppression, detection and investigation of drug-related crimes, as well as the apprehension and extradition of criminals in accordance with existing legal frameworks;

- Promoting cross-border co-operation and intelligence sharing aimed at countering illicit trafficking in narcotic drugs and the diversion of chemical precursors, as well as their illegal transit through the territory of the participating States;
- Promoting high standards in drug control services and other competent national structures;
- Pursuing a balanced and mutually reinforcing approach to the reduction of supply and demand, including, as appropriate and in accordance with national legislation, by addressing drug abuse as a health and social issue, while upholding the law and its enforcement;
- Further promoting research and evaluation in order to implement and to assess, on the basis of scientific evidence, effective policies and programmes designed to combat the threat of illicit drugs and the diversion of chemical precursors;
- Raising public awareness of the risks and the threats posed to all societies by the different aspects of the world drug problem.

## **V. The OSCE's contribution**

16. In keeping with its concept of common, comprehensive, co-operative and indivisible security, the OSCE provides an appropriate political framework and offers the services of its executive structures, including field operations, to extend assistance to participating States. It acts at the request of participating States and in a spirit of solidarity and partnership, based on mutual interest and respect.

17. OSCE work on combating the threat of illicit drugs and the diversion of chemical precursors will be based on scientific evidence, as well as on effective policies and programmes in this area. Drawing on the expertise of the OSCE executive structures in relevant areas, it will be focused on complementing the work of other international and regional organizations with appropriate mandates. OSCE activities for combating the threat of illicit drugs and the diversion of chemical precursors are subject to ongoing periodic review and monitoring by the OSCE decision-making bodies, including through the budgetary process.

18. Through discussions in decision-making and informal bodies, as well as in the context of appropriate OSCE events, the OSCE will ensure a continued political dialogue on issues related to combating the threat of illicit drugs and the diversion of chemical precursors, on the implementation of the commitments and the future development of co-operation by the participating States in this area, as well as on providing relevant guidance to the OSCE executive structures and to the participating States, at their request, including in relation to effectively addressing the challenges within the OSCE politico-military, economic and environmental and human dimensions conducive to illicit drug trafficking and the diversion of chemical precursors in the OSCE area.

19. The OSCE will promote dialogue and interaction between national drug control services and other competent national structures, including through exchanges of information at all levels.

20. The OSCE's contribution will be put into practice to enhance synergies with other existing international and regional entities, taking into account, where applicable, national counter narcotics strategies based on scientific evidence on supply and demand reduction by means of the following:

- Development of further interaction and co-ordination with the UNODC, INCB, the Paris Pact Initiative, Interpol, and other relevant international and regional organizations and initiatives, in order to co-ordinate efforts, avoid duplication of activities and further identify challenges pertaining to the world drug problem, where the OSCE could play an effective regional added-value role in supporting global efforts to combat illicit drug trafficking and the diversion of chemical precursors;
- Holding as appropriate and preferably annually, focused, results-oriented, OSCE-wide conferences on combating the threat of illicit drugs and the diversion of chemical precursors, as well as regional and subregional workshops and expert seminars in co-operation, when necessary, with other organizations having a mandate in this area;
- Sharing of information, promotion of best practices and successful experiences, as well as strengthening of international exchange networks, including through the use of the POLIS system, the Border Security and Management National Focal Point Network, and the development of non-duplicative guidebooks and manuals, in close co-operation with participating States and other relevant international and regional organizations;
- Facilitation of the development and implementation, at the request of participating States, of training plans, programmes and other training activities for drug control services, police officers, lawyers, prosecutors, judges and other competent national authorities, using, in particular, the available potential of the OSCE field operations in accordance with their mandate;
- Encouragement of and support for the implementation of three international drug control conventions on co-operation in the field of combating the threat of illicit drugs and the diversion of chemical precursors, the UN convention against transnational organized crime and its three protocols, the UN Convention against Corruption as well as other applicable international instruments, including United Nations decisions and OSCE commitments;
- Promotion of co-operation in the areas of law enforcement, including as regards the conduct of controlled deliveries, and mutual legal assistance and extradition;
- Facilitation of adaptation and harmonization of relevant legislation;
- Promotion of the development and implementation of national strategies and national plans, based on the vision of national authorities and their existing commitments;



- Promotion of the effective implementation of agreed international standards, including the Financial Action Task Force 40+9 recommendations, aimed at addressing money-laundering of proceeds derived from illicit drug trafficking and from the diversion of chemical precursors;
- Facilitation of international co-operation and information-sharing in accordance with national legislation and international law with regard to identified routes and methods used by criminal organizations involved in drug trafficking, as well as with regard to new technologies used to detect illegal supplies of narcotic drugs and their precursors, including those planned and organized via the Internet;
- Promotion of public-private partnerships with civil society, including the media and non-governmental organizations, to address the world drug problem;
- Provision, within existing mandates and available resources, of a capacity-building assistance to the OSCE participating States, at their request, in order to better combat illicit drug trafficking and the diversion of chemical precursors;
- Raising of public awareness of the risks and threats posed by the world drug problem and of best practices in the field of drug abuse prevention initiatives based on scientific evidence.

## **VI. OSCE co-operation with international organizations and partners**

21. The United Nations remains the key framework for the global efforts to combat the threat of illicit drugs and the diversion of chemical precursors. The UN Commission on Narcotic Drugs and its subsidiary bodies, together with the INCB, have prime responsibility for drug control matters. The INCB, as an independent treaty-based body, plays the leading role in monitoring the implementation of the international drug control conventions, in accordance with its mandate. Close co-operation and co-ordination between all relevant actors must be secured.
22. The OSCE can offer its organizational framework for interaction on issues related to combating the threat of illicit drugs and the diversion of chemical precursors with relevant international, regional and subregional organizations, in accordance with the 1999 Platform for Co-operative Security.
23. The OSCE will strengthen political and operational co-ordination, as well as information exchanges, both formal and informal, with relevant organizations, institutions and mechanisms in the context of combating illicit drugs and the diversion of chemical precursors.
24. The provisions of this Concept will be shared with the Partners for Co-operation on a voluntary basis.

**OSCE MINISTERIAL COUNCIL AND  
PERMANENT COUNCIL DECISIONS AND ACTION PLANS WITH  
A FOCUS ON DRUG-RELATED MATTERS**

OSCE Istanbul Summit, *Charter for European Security*, 18–19 November 1999

*The Bucharest Ministerial Declaration*; Ninth Ministerial Council Meeting in Bucharest, 4 December 2001

Ministerial Council Decision No. 1, MC(9).DEC/1, *The Bucharest Plan of Action for Combating Terrorism*; Ninth Ministerial Council Meeting in Bucharest, 4 December 2001

Ministerial Council Decision No. 9, MC(9).DEC/9, *Police-related activities*, Ninth Ministerial Council Meeting in Bucharest, 4 December 2001

Ministerial Council, *OSCE Charter on Preventing and Combating Terrorism*, Tenth Meeting of the Ministerial Council, Porto, 7 December 2002

*OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

*OSCE Strategy Document for the Economic and Environmental Dimension*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

Ministerial Council Decision No. 2/04, *Elaboration of an OSCE Border Security and Management Concept*, Twelfth Meeting of the Ministerial Council, Sofia, 7 December 2004

Ministerial Council Decision No. 2/05, *Border Security and Management Concept*, Thirteenth Meeting of the Ministerial Council, Ljubljana, 6 December 2005

Ministerial Council Decision No. 3/05, *Combating transnational organized crime*, Thirteenth Meeting of the Ministerial Council, Ljubljana, 6 December 2005.

Ministerial Council Decision No. 5/05, *Combating the threat of illicit drugs*, Thirteenth Meeting of the Ministerial Council, Ljubljana, 6 December 2005

Ministerial Council Decision No. 5/06, *Organized crime*, Fourteenth Meeting of the Ministerial Council, Brussels, 5 December 2006

Permanent Council Decision No. 758, *Enhancing international anti-drug co-operation*, 641st Plenary Meeting of the Permanent Council, 5 December 2006

*Ministerial Statement on Supporting the United Nations Global Counter-Terrorism Strategy, Fifteenth Meeting of the Ministerial Council, Madrid, 30 November 2007*

Ministerial Council Decision No. 4/07, *OSCE engagement with Afghanistan*, Fifteenth Meeting of the Ministerial Council, Madrid, 30 November 2007

Permanent Council Decision No. 810, *Implementation of the United Nations Convention against Transnational Organized Crime*, 689th Plenary Meeting of the Permanent Council, Vienna, 22 November 2007

Permanent Council Decision No. 813, *Combating the threat of illicit drugs and precursors*, 690th Plenary Meeting of the Permanent Council, 30 November 2007

Ministerial Council Decision No. 7/08, *Further strengthening the rule of law in the OSCE area*, Seventeenth Meeting of the Ministerial Council, Helsinki, 5 December 2008

Ministerial Council Decision No. 2/09, *Further OSCE efforts to address transnational threats and challenges to security and stability*, Sixteenth Meeting of the Ministerial Council, Helsinki, Athens, 2 December 2009

Permanent Council Decision No. 914, *Further enhancing OSCE police-related activities*, Athens, 2 December 2009

*The UNODC-OSCE Secretariat Joint Action Plan for 2011–2012 (SEC.GAL/164/11)*

## **UNITED NATIONS INSTRUMENTS AND OTHER APPLICABLE DOCUMENTS ON DRUG-RELATED MATTERS**

United Nations, *Single Convention on Narcotic Drugs*, New York, 30 March 1961

United Nations, *Convention on Psychotropic Substances*, Vienna, 21 February 1971

United Nations, *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, Vienna, 20 December 1988

United Nations, *Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction*, New York, 10 June 1998

United Nations, *United Nations Convention against Transnational Organized Crime and its Protocols*, New York, 15 November 2000

United Nations, *Security Council resolution 1817*, New York, 11 June 2008

United Nations, *Security Council resolution 1943*, New York, 13 October 2010

United Nations, *Security Council resolution 1974*, New York, 22 March 2011

United Nations, *Security Council resolution 2011*, New York, 12 October 2011

United Nations, *Security Council resolution 2041*, New York, 22 March 2012

United Nations, *Political Declaration and Plan of Action on International Co-operation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, Vienna, 12 March 2009

United Nations, *General Assembly resolution 55/65*, New York, 4 December 2000

United Nations, *General Assembly resolution 64/182*, New York, 18 December 2009

United Nations, *General Assembly resolution 65/8*, New York, 7 December 2010

United Nations, *General Assembly resolution 66/13*, New York, 15 February 2012