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The world drug problem

Third biennial report of the Executive Director

Addendum

Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development**

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I. Introduction

1. Since the adoption by the General Assembly at its twentieth special session of the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E) in 1998, some notable progress has been achieved in the elimination of illicit crop cultivation, though there have been setbacks, in particular in Afghanistan. This report presents the action by Governments to implement the Action Plan, as reported in the third biennial report questionnaire, covering 2002-2004. It also contains information on action by the United Nations Office on Drugs and Crime (UNODC) to assist Governments in the implementation of the Action Plan and of General Assembly resolution 59/160 of 20 December 2004, entitled "Control of cultivation of and trafficking in cannabis".

2. The consolidated first biennial report of the Executive Director on the implementation of the outcome of the twentieth special session of the General Assembly (E/CN.7/2001/16) indicated that, since the beginning of the twentieth century, global production of opium had declined from an estimated 20,000 tons per year to well below one third of that amount throughout the 1990s. Since 1998, results have oscillated, mainly as a consequence of large variations in production in Afghanistan. The overall downward trend in other producer countries continues for both illicit opium poppy cultivation and opium production. In effect, in 2004, if Afghanistan is excluded, opium poppy cultivation worldwide amounted to 32 per cent of the total area under such cultivation in 1994, while potential opium production amounted to 29 per cent of total estimated opium production in 1994 (see figure I).

3. The situation with respect to the elimination of coca bush cultivation has also shown a positive downward trend since the twentieth special session. World global estimated coca bush cultivation fell from just under 215,000 ha (ha) in 1995 to 198,000 ha in 1998 and 153,800 ha in 2003. Thus, cultivation in 2003 amounted to 43 per cent of the area under production in 1994. The Government of Colombia reduced illicit coca bush cultivation from a peak of 163,000 ha in 2000 to 86,000 ha in 2003, or 31 per cent of the area under cultivation in 1994. The development in Colombia follows major reductions in coca bush cultivation in Bolivia and Peru since the mid-1990s (see figure II).

4. The record since the twentieth special session shows that elimination of illicit crop cultivation can be achieved and sustained. In order to guarantee the sustainability of illicit crop reduction efforts, alternative development measures need to be an integral part of concerned Governments' drug control and broader socio-economic development policies. Moreover, as determined in the Action Plan, alternative development programmes need to include improved and innovative approaches. These should, inter alia, promote community participation and democratic values, include appropriate demand reduction measures, incorporate a gender dimension and observe environmental sustainability criteria. Alternative development programmes are aimed at providing farmers engaged in illicit crop cultivation with licit, viable and sustainable income-generating alternatives to break economic dependence on illicit crop cultivation, thus enabling the permanent elimination of illicit crops.

Figure I
Illicit opium poppy cultivation and potential opium production, Afghanistan and world total, 1994-2004

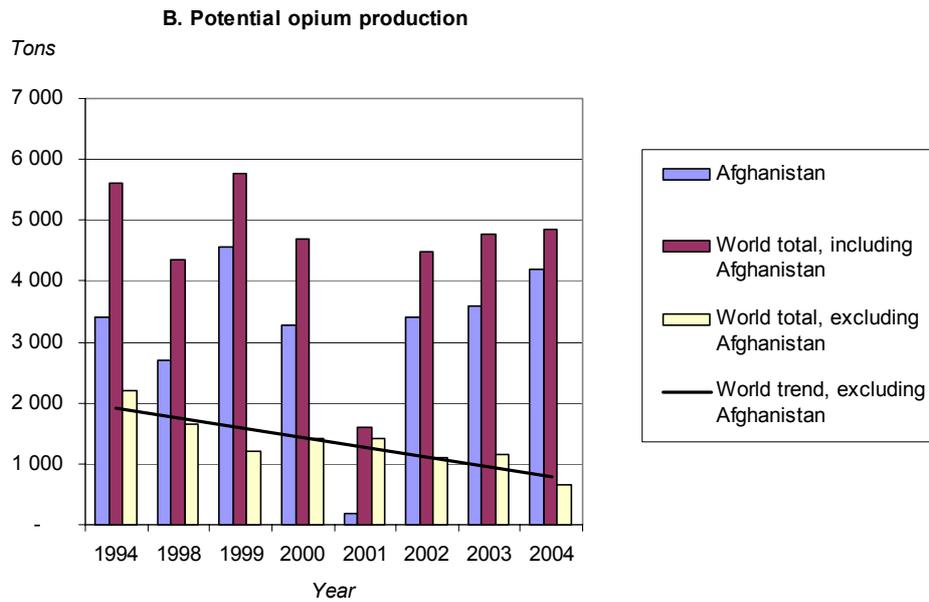
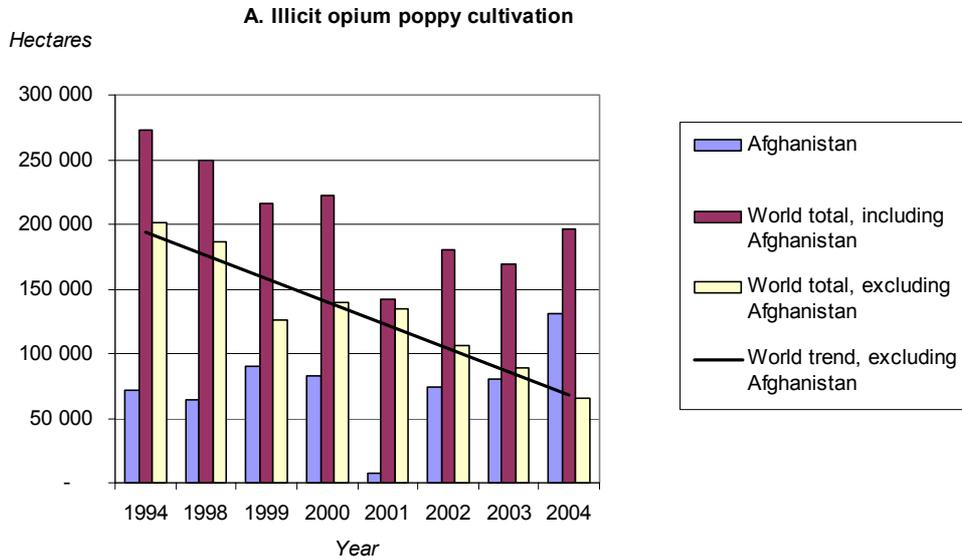
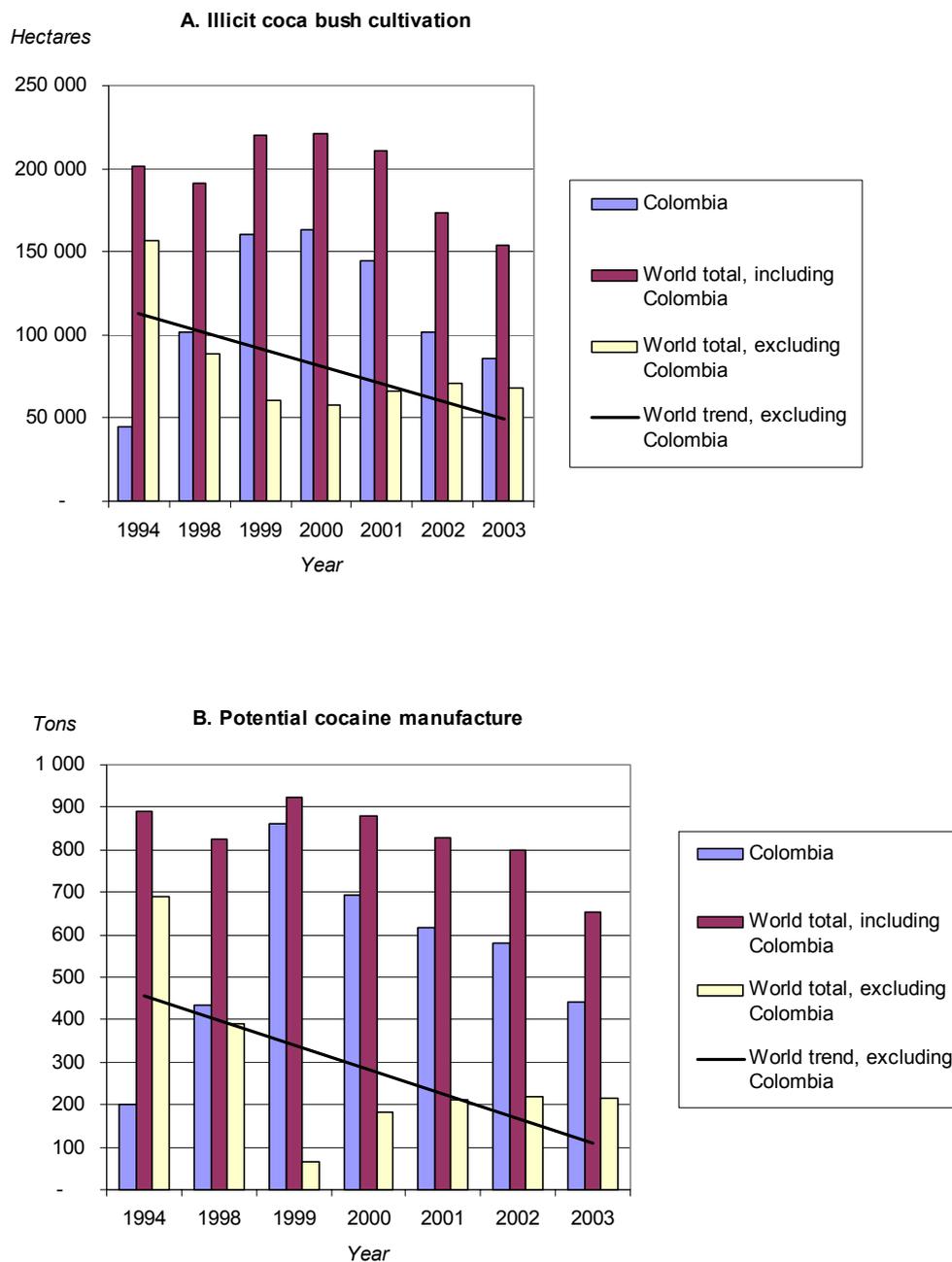


Figure II
Illicit coca bush cultivation and potential cocaine manufacture, Colombia and world total, 1994-2003^a



^a Data for 2004 are not yet available.

5. UNODC has continued to provide support to Governments in the implementation of alternative development programmes and has intensified its efforts to identify and promote best practices and secure the engagement of international financial institutions in socio-economic and developmental programmes to complement and support those initiatives.

II. Action by the United Nations Office on Drugs and Crime

A. Global monitoring of illicit crops

6. The Action Plan established that Governments in areas of illicit crop production should put in place illicit crop monitoring mechanisms. It also requested the international community and the relevant United Nations bodies, in particular UNODC, to provide adequate financial and technical assistance for alternative development (resolution S-20/4 E, paras. 10 and 23). In its resolution 42/3, the Commission on Narcotic Drugs urged Governments to design, formulate and implement effective national mechanisms for the monitoring and verification of illicit crops, including appropriate methodologies combining ground and aerial surveys, satellite monitoring and remote sensing; and requested UNODC to establish a central data bank and information system on the basis of information furnished by Governments on the cultivation of illicit crops and to assist Governments in establishing national mechanisms for monitoring and verification of the cultivation of illicit crops used in the production of drugs and developing an international network for the control of illicit crop cultivation for the purpose of implementing the Action Plan.

7. In response to those requests, UNODC launched a global illicit crop monitoring programme, which, since its establishment, has conducted assessment and programming missions in priority countries where the bulk of illicit coca bush and opium poppy cultivation occurs, namely, Afghanistan, the Lao People's Democratic Republic and Myanmar, in Asia, and Bolivia, Colombia and Peru, in Latin America. In 2003, UNODC also supported the implementation of a cannabis survey in Morocco.

8. The UNODC illicit crop monitoring programme consists of a global support project and seven national projects in the countries mentioned. It aims at developing and maintaining national illicit crop cultivation monitoring systems capable of producing internationally comparable data and benchmarks to measure progress towards meeting the goals set for 2008. The national monitoring systems being developed with UNODC assistance are tailored to national specificities and include a strong capacity-building element. The direct participation of UNODC in the national monitoring systems enhances the transparency of the survey activities and the credibility of the published results. The programme facilitates the dissemination of methodological best practices among national systems and assumes a quality control function for the data produced. UNODC strives to improve continuously the methodology of the surveys in order to incorporate advances in remote sensing technology and geographical information systems (GIS). Such technologies are combined with extensive on-the-ground assessments to estimate the location and extent of and changes in coca bush and opium poppy cultivation. The fieldwork also permits the collection of yield, price, addiction and socio-economic data. The data

collected during the surveys constitute a unique and detailed picture of the illicit drug production regions and their people, essential information that feeds into policy formulation and programme development and implementation.

9. In 2003 and 2004, UNODC, jointly with the respective national counterpart agencies, released the results of the illicit crop monitoring activities in Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Morocco, Myanmar and Peru (the reports are available on the UNODC web page (www.unodc.org)). The survey results continued to provide the international community with more accurate data on world main drug supplies to measure progress towards the drug elimination objectives of 2008 and were an essential source of information for the UNODC *World Drug Report*.

10. New developments have included the implementation of the first UNODC-supported annual cannabis survey in Morocco. Further, in spite of security problems in Afghanistan, UNODC strengthened its monitoring activities by conducting, in addition to the annual opium surveys, a farmers' intention survey, yearly rapid assessment surveys and monthly opium price monitoring. Important methodological progress was made through collaboration with the National Soil Resources Institute of Cranfield University, United Kingdom of Great Britain and Northern Ireland, focusing on the monitoring activities in Afghanistan. In addition, a memorandum of understanding was signed with the Department of Landscape, Spatial and Infrastructure Sciences of the Institute of Surveying, Remote Sensing and Land Information of the University of Natural Resources and Applied Life Sciences, Vienna, for UNODC to benefit from its advanced academic expertise in remote sensing technology and GIS.

11. UNODC strengthened its monitoring and technical support capacity. A team of three field-based regional illicit crop monitoring experts was recruited to provide direct and continuous expertise and support to the national monitoring systems and surveys in Afghanistan, in the Andean subregion and in South-East Asia, as well as a statistician and a remote sensing/GIS expert to provide expert advice to each of the national projects.

12. There are some areas that require attention. After the impressive decline in coca bush cultivation in Colombia in 2003-2004, further assistance is needed to monitor possible spillover into neighbouring countries, in particular Ecuador and Venezuela (Bolivarian Republic of). Large reductions in opium poppy cultivation in the Lao People's Democratic Republic and Myanmar have made it a priority for UNODC to include in its surveys assessment of the impact of such reductions on the lives and livelihoods of the communities concerned. Improved socio-economic data and information on coping strategies will be essential to sustain the reductions in illicit crop cultivation achieved so far. Eliminating illicit opium poppy cultivation in Afghanistan remains a priority and UNODC will further assist with national capacity-building for crop monitoring. The Office has conducted field research to estimate yields of coca bush and opium poppy in several countries, but estimation methods still need improvement. Furthermore, methodological guidelines and international cross-checking and validation procedures for the surveys will continue to be refined.

13. Regarding cannabis and pursuant to General Assembly resolution 59/160, UNODC has begun work on a market survey of cannabis. It is expected that the market survey will be completed by the middle of 2005 and published thereafter.

B. Overview of alternative development initiatives

1. Central, South and South-West Asia

14. By the end of the 1990s, Afghanistan was not only one of the poorest countries in the world, but also the largest producer of illicit opium, accounting for 79 per cent of global illicit opium production in 1999. As a result of a strictly enforced ban, opium production in Afghanistan declined in 2001 to an estimated 185 tons, or 11 per cent of estimated global production. However, production in Afghanistan has increased since 2002 to account once more for approximately three quarters of global opium poppy production. The UNODC Afghan Opium Survey 2004 indicated a two-third increase in opium poppy cultivation from 2003 to 2004, reaching an unprecedented 131,000 ha. Bad weather and disease lowered the opium yield per hectare, resulting in an output of 4,200 tons, an increase of 17 per cent in 2004 (compared with 3,600 tons in 2003).

15. Valued at \$2.8 billion, the opium economy is now equivalent to about 60 per cent of the 2003 gross domestic product (GDP) of Afghanistan (\$4.6 billion, if only licit activity is measured). The prices of dry and fresh opium show a downward trend, but nevertheless fresh opium prices at the farm-gate level are still 2-3 times higher than in the second half of the 1990s. Lower opium prices reduce the incentive for farmers to plant opium poppy the next season. Nevertheless, for the farmers, opium poppy is still over 12 times more profitable than wheat.

16. The deteriorating economic conditions, in particular the extremely low subsistence living standards and the structurally weak agricultural sector characterized by poor marketing, combined with persisting political uncertainties, have contributed to the perception of opium poppy as a crop that, under the current circumstances, can produce sufficient profit to meet the essential needs of some Afghan subsistence farmers, many of whom are returning refugees and are highly in debt. Both curtailing opium production in Afghanistan and curbing the availability of heroin from Afghanistan remain major challenges. The situation in Afghanistan presents potential for successful alternative development work once conducive security conditions are established. Firstly, opium poppy cultivation is concentrated in certain geographical regions of the country. Secondly, only 2.9 per cent of arable land was given over to opium poppy cultivation (1.1 per cent in 1999, the record harvest year). The bulk of poppy cultivation takes place on irrigated land. Thirdly, measured against the large global profits, Afghanistan's profit share from illicit opium poppy cultivation is small. The annual value of the Afghan opiate market is over \$30 billion, compared with the estimated gross income of Afghan traffickers of \$2.2 billion and the gross income of opium farmers of \$0.6 billion.

17. UNODC implemented an alternative livelihood project in two major opium poppy-growing districts in Nangarhar province (Rodat and Chaparhar) in 2003. The project has contributed to the rehabilitation of road infrastructure and of 58 local irrigation schemes, known as *karezes*, which have provided employment and alternative income to affected communities. The project sought to mitigate, in the

short term, the hardship of the most vulnerable groups affected by the Government's ban on poppy cultivation and accompanying eradication campaign who had been dependent on opium poppy cultivation as their major source of income. In 2004, UNODC launched a project aimed at supporting ongoing alternative development activities in Badakhshan through provision of assistance for the recovery of infrastructure and the creation of on- and off-farm job opportunities, including a feasibility study on licit on- and off-farm income-generation opportunities. The project is coordinated with and complements other development activities carried out by the Aga Khan Development Network, United Nations entities and other organizations operating in the province.

18. UNODC is also compiling a donor database on counternarcotics activities, including alternative livelihood initiatives, in an effort to promote coordination and avoid duplication. UNODC plans to put its main efforts into coordination, advisory services and mainstreaming of alternative livelihood activities within the framework of investments of bilateral donors in rural development. These activities would entail support for pilot projects and identification of best practices and assisting other agencies, operating in rural areas affected by illicit opium poppy crop cultivation, to take due account of and incorporate drug control concerns into their programmes and projects.

2. South-East Asia

19. In South-East Asia, illicit opium poppy cultivation in the Golden Triangle was reduced to approximately 50,800 ha in 2004, a cumulative decline of about 76 per cent since 1991, when opium poppy covered about 210,400 ha. From 2002 to 2004, such cultivation was reduced by 46.8 per cent (from 95,452 to 50,800 ha). Opium poppy is illicitly cultivated mainly in the Lao People's Democratic Republic and Myanmar, whereas in Thailand and Viet Nam such cultivation is now relatively insignificant.

20. UNODC continues to promote the exchange of experience and best practices in alternative development among the States of the region. The Office has provided alternative development advice and technical support and assisted Governments of the region in implementing national growth and poverty eradication strategies aimed at reducing economic dependence on illicit opium poppy cultivation through identification and propagation of alternative livelihood schemes.

21. The Government of Myanmar/UNODC Opium Survey 2004 estimated illicit opium poppy cultivation at approximately 44,200 ha, a reduction of 73 per cent from the peak in 1996 (163,000 ha) and a decline of 46 per cent from the 2002 estimate of 81,400 ha, and 29 per cent from the 2003 estimate of 62,200 ha. Based on the survey, opium production was estimated at about 370 tons, down 55.3 per cent from the 2002 estimate of 828 tons. These positive developments reflect the success of the control efforts by the Government and the local authorities and, in part, the impact of adverse weather conditions. The UNODC Wa project has provided direct support for alternative development and food security in the Mong Pawk District of the Wa Special Region of Myanmar. To cover both the Kokang and Wa regions, a partnership has been established (the Kokang and Wa Initiative (KOWI)) in which United Nations entities, international and domestic non-governmental organizations and the Japanese International Cooperation Agency coordinate their efforts. The KOWI partners coordinate assistance activities on the

ground, share data and provide mutual logistical assistance where feasible. UNODC is using its long experience of operating in this remote and inaccessible area of Shan State to facilitate the involvement of new partners. At the central government level, UNODC has assisted in the development of national capacity to formulate, prepare, implement and monitor projects to eradicate illicit opium poppy cultivation and reduce the abuse of opium.

22. UNODC has assisted the Government of the Lao People's Democratic Republic in developing an opium elimination plan. Supported by UNODC, the Government conducts an annual survey on the extent of illicit opium poppy cultivation and opium abuse. UNODC also helps strengthen the Government's survey capacity. The 2004 Opium Survey estimated cultivation at the beginning of 2004 at 6,600 ha, a cumulative decline of 75 per cent in six years and reduction of 45 per cent from the 2003 estimate of 12,000 ha. Opium production was estimated at about 43 tons in 2004, down 64 per cent from the 120 tons estimated for 2003. Direct UNODC support is provided to alternative development programmes in four of the six traditional opium poppy-growing provinces and plans are also in place to do so in the two remaining provinces, concentrating on some of the poorest districts. All alternative development projects include drug demand reduction components, incorporating prevention and reduction of opium addiction into health and education programmes and a community-based approach to treatment and rehabilitation. The programmes aim to provide actual or potential opium poppy farmers with alternative income sources and to promote sustainability through a strong participatory approach and improvements in food security, health and education services, as well as follow-up law enforcement measures.

23. In Viet Nam, a replicable methodology for the establishment of opium income substitution and drug demand reduction activities among opium-producing ethnic minorities has been developed, mainly by strengthening the capacity of national institutions responsible for delivering the required services in cooperation with community-based development planning. Special emphasis has been placed on improving educational facilities, as well as the capacity of officials and villagers, with due attention to gender perspective, in particular in relation to the status of women in the villages. Assistance was also provided to strengthen community-based drug abuse treatment and prevention services.

3. Andean subregion

24. During the five-year period since 1998, the total area devoted to coca bush cultivation in the Andean subregion (Bolivia, Colombia and Peru) declined by 20 per cent, reaching a 14-year low of 153,800 ha in 2003.

25. In the consolidated second biennial report (E/CN.7/2003/2 and Add.1-6), the Commission was informed about UNODC assistance to Andean countries in the achievement of alternative development goals. As regards the period 1998-2003, UNODC placed emphasis on generating agro-industries with proven markets, as well as on producing cash and food crops, wood-pulp timber and livestock. The chief underlying concerns were to modernize existing farmers' organizations, promote competitive business practices, assist with the marketing of alternative development products and advocate gender-sensitive planning and environmental protection. Brief updates on alternative development projects in Bolivia, Colombia and Peru since 2003 follow.

26. The Government of Bolivia/UNODC 2003 Coca Survey estimated 2003 cultivation at 23,600 ha, half the level estimated in the mid-1990s. Working together with the Government of Bolivia and in cooperation with the Food and Agriculture Organization of the United Nations (FAO) and the International Labour Organization, UNODC continued and expanded its activities in forest management, agroforestry, vocational training and micro-enterprise development. The numbers of both beneficiary families and intervention areas have increased substantially over the last two years. Following positive experiences in the Cochabamba tropics, agroforestry activities were introduced in the Yungas of La Paz in 2003. Today, several indigenous territories and the Carrasco National Park also benefit from UNODC assistance to promote sustainable livelihoods. In 2004, the number of beneficiary families managing their land under ecologically sound forest management plans and agroforestry systems reached 7,500 and the area under forest management now stands at 173,000 ha. Cash and food crops are produced on another 7,600 ha under agroforestry farming systems. In 2003, forest products and agricultural crops promoted by the project yielded a market value of \$4.8 million in the tropics of Cochabamba. A vocational training programme continued supporting young people in learning and practising a variety of skills, including mechanics, electricity, food processing, harvesting and packing of crops, computer skills and business management. Since 2000, some 600 courses reaching 14,800 people have been delivered and the creation of 133 micro-enterprises involving 765 people has been supported.

27. The Government of Colombia/UNODC 2003 Coca Survey estimated coca bush cultivation at 86,000 ha, a reduction of 16 per cent compared with the 2002 estimate of 102,000 ha, the third consecutive annual decrease since 2000, when cultivation stood at 163,300 ha. In accordance with Colombia's National Development Plan 2002-2006 and national policies on alternative development, the Government has developed an illicit crop elimination strategy based on both reforestation and agricultural productive projects. The reforestation programme is aimed at recovering and protecting ecosystems affected by illicit economies. In this context, UNODC has assisted six farmers' organizations in Meta and Caquetá, reaching 1,200 families and providing technical and marketing assistance. In 2004, UNODC expanded its technical assistance to involve native communities in the Sierra Nevada of Santa Marta National Park (Magdalena). In Nariño, UNODC, in cooperation with FAO, began a project in 2003 to provide legal income alternatives to small coca producers settled on the Pacific coast. The project benefits 425 families and it introduces productive systems based on a rational utilization of forest resources, preservation of biodiversity and maintenance of cultural traditions. Since 2002, a successful agreement has been in place with a major supermarket chain that provides preferential commercial conditions to farmers' organizations supported by UNODC.

28. The Government of Peru/UNODC 2003 Coca Survey showed that coca bush cultivation in that country continued the declining trend that began in the early 1990s. In 1998 such cultivation stood at 51,000 ha, whereas in 2003 it had been estimated at 44,200 ha, a further 5.4 per cent decline from the estimated 46,700 ha in 2002. In Peru, UNODC-assisted alternative development projects reach 21 farmers' organizations in eight coca-growing areas, benefiting 7,356 farm families. Working within the Government's legal and operational frameworks and alongside other donors, UNODC provides a wide range of agricultural extension

and marketing support services, as well as equipment and infrastructure. The main products promoted are palm oil, specialty coffee, organic cocoa, palm heart, tropical fruits, rubber and beef. In the early stages, UNODC assists farmers' organizations in securing multi-year sales contracts with supermarkets, fair trade organizations and multinational companies. Palm oil, coffee and cocoa have been successful in generating legal farming economies and promoting the abandonment of coca bush cultivation. More recently, UNODC started working with the Government in the environmental recovery of lands previously degraded by coca bush cultivation and in the implementation of projects aimed at agroforestry systems and the rational exploitation of forest resources. In order to secure the commercial sustainability and replication of viable farmers' enterprises in illicit crop areas, UNODC promotes cost-sharing and other partnership arrangements between its projects and other entities, including Governments and local authorities, bilateral donors and the private sector.

4. Africa

29. In 2003, the Government of Morocco, in collaboration with UNODC, conducted its first cannabis survey to estimate the extent and volume of the cannabis cultivation in the Rif region. The survey estimated cannabis cultivation in 2003 at about 134,000 ha of the total area (14,000 square kilometres (km²)) covered by the survey in the five provinces concerned. In the cannabis production area, 75 per cent of the *douars* (villages) and 96,600 farms were found to have produced cannabis in 2003. This amounted to 66 per cent of the total number of farms in the area surveyed. The second cannabis survey was conducted in 2004 and should be published in the first half of 2005. UNODC is currently supporting the Government of Morocco in the development of an action plan against illicit drugs and organized crime in Morocco.

30. In support of the action plan, it is anticipated that UNODC will assist the Government of Morocco, through the Agence pour la promotion et le développement économique et social des préfectures et provinces du nord du royaume (APDN), in developing a comprehensive strategy for the elimination of cannabis cultivation in Morocco.

31. The action plan envisages a broad-based development effort seeking to enhance infrastructure, provide alternative livelihoods and eliminate cannabis cultivation. APDN, through previous donor support and Moroccan state financing, is investing heavily in the action plan. UNODC foresees a continued role in monitoring, as well as contributing to coordinating the implementation of the strategy and action plan and conducting project activities in the field of drug control.

III. Action by Governments

32. Part VI of the third biennial reports questionnaire, on the Action Plan, elicited 90 responses from States, compared with the 112 in the second reporting period (2000-2002), still more than double the responses received in the first period (1998-2000). The geographical distribution of responses remained largely unchanged between the second and third reporting periods (Africa, 19 per cent; Americas, 19 per cent; Asia, 28 per cent; Europe, 32 per cent; and Oceania, 2 per cent). A total of 70 States responded to the biennial reports questionnaire in both its second and third reporting periods.

33. While the decline in the number of responses between the second and third reporting periods is an unwelcome development, responses were received from all major countries where illicit coca bush cultivation and the majority of those where illicit opium poppy cultivation take place, as well as where alternative development programmes are in place. For the first time, a response to the questionnaire was received from Afghanistan, while some significant countries that had reported in the second period (Pakistan and Thailand) failed to submit a response in 2004. Other countries affected by illicit cultivation of opium poppy (Colombia, Lao People's Democratic Republic, Mexico, Myanmar and Viet Nam) and coca bush (Bolivia, Colombia and Peru) reported on measures to promote alternative development and reduce and eliminate illicit opium poppy cultivation.

A. National plans or programmes, including alternative development, illicit crop eradication and other enforcement measures

34. A total of 37 Governments stated in their responses that they had national plans or programmes to reduce and eliminate illicit crop cultivation. Of these, 32 States indicated that their programmes or plans covered cannabis, 19 opium poppy and 7 coca bush. The percentage of countries reporting having such plans or programmes remained unchanged at 41 per cent since the second reporting period. A significant number of countries (39 per cent) reported not having such plans, while others indicated that illicit crop cultivation did not occur or was not significant enough to warrant alternative development programmes and that the matter was dealt with through ongoing law enforcement measures. Thus, the absence of a plan or programme was in most cases a reflection of the absence or insignificance of the problem at the national level, rather than inaction. Two countries not affected by illicit opium poppy or coca bush cultivation reported that their national drug control strategies addressed alternative development through the provision of technical assistance as well as the interdiction of supply.

35. Many more countries (43, or 48 per cent of respondents, a percentage that remained unchanged since the second period) indicated that their national plans included illicit crop eradication and other law enforcement measures targeting illicit cultivation of opium poppy (21 countries), coca bush (6 countries) and cannabis (38 countries).

B. International cooperation

36. In the third reporting period, 18 countries (20 per cent of respondents) reported providing assistance to other countries, on a bilateral, regional or multilateral basis, through alternative development programmes. This was a discouraging result in absolute and relative terms when compared with the 30 Governments (27 per cent of respondents) that had reported doing so in the second period. A total of 10 countries (11 per cent of respondents) reported receiving assistance with alternative development programmes and 12 (13 per cent of respondents) with eradication programmes, percentages that remained unchanged since the second reporting period.

37. A number of States made specific reference to the provision of bilateral and multilateral assistance in support of alternative development programmes, while a few noted that they provided development assistance to countries affected by illicit crop cultivation in the areas where those crops were found, though their programmes were complementary rather aimed directly at crop elimination. Australia, Canada, Denmark, Finland, Germany, Italy, Japan, the Netherlands and the United Kingdom provided additional information on their technical cooperation programmes. From the responses, it would appear that Afghanistan has been the main focus of attention in terms of technical cooperation assistance.

38. Australia reported supporting alternative development programmes in East Asia through a UNODC project working with the Governments of China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam and that it had also provided bilateral assistance for the replacement of illicit crops in Afghanistan. Germany reported that it had provided bilateral assistance to alternative development programmes in Bolivia, Colombia, the Lao People's Democratic Republic and Peru and to UNODC programmes in Afghanistan, Myanmar and Viet Nam. Italy reported that it had supported UNODC alternative development activities in Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Myanmar and Peru and that it had also supported bilateral projects in Afghanistan and Peru through rural development programmes with FAO and the United Nations Drug Control Programme.

39. A number of other countries reported providing assistance to alternative development programmes. Chile reported that it had provided assistance through its bilateral cooperation programmes, in particular in the field of training. Colombia reported that it had conducted regional and multilateral cooperation activities involving in particular the exchange of information and experience. Egypt reported having exchanged agricultural information with neighbouring countries in support of alternative development projects. Nigeria reported that it had provided assistance in the areas of intelligence exchange and means of identification of illicit plantations and through the provision of training for personnel of other West African countries. Uganda reported having provided intelligence on illicit cultivation of cannabis and manpower for joint operations to eradicate illicit cultivation of cannabis, especially in Kenya, Rwanda and the United Republic of Tanzania. The Philippines also reported having provided technical assistance.

C. Financing and fund-raising for alternative development and eradication of illicit drug crops

40. Among the States responding in the third period, a number reported efforts to secure international support for alternative development and crop eradication programmes. However, the bulk of those providing information in this regard indicated that those programmes were financed almost entirely from domestic resources. Only a few countries provided information on the sources of financing for either alternative development and/or crop eradication measures. Bolivia, Colombia, Ecuador, Nigeria and Peru provided information indicating that bilateral and/or multilateral resources they had received to support such programmes ranged from 96 per cent in Peru to 83 per cent in Bolivia, 66 per cent in Colombia and 1 per cent in Nigeria the resources invested in this area. Myanmar reported having received external assistance from UNODC.

41. A total of 11 countries reported negotiating financial assistance for alternative development and eradication programmes with international financial institutions and/or regional development banks, but only 4 (Colombia, Ecuador, Lao People's Democratic Republic and Viet Nam) indicated having received positive outcomes in this regard.

D. Institution-building, community support and other support activities

42. A total of 24 States (27 per cent of respondents) indicated that they possessed the necessary expertise to conduct alternative development programmes, compared with 32 per cent of respondents (35 States) in the second reporting period.¹

43. The question on the provision of support to institution-building at the local and regional levels and the extension of community activities through alternative development and/or eradication of illicit crops programmes drew 51 positive responses. Also 16 States (18 per cent of respondents) reported that their alternative development programmes provided for participatory approaches, while others indicated that they took into account gender, the poorest and most vulnerable groups, environmental concerns and measures to reduce illicit drug demand. Figure III presents a comparison of the responses in the second and third reporting periods.

44. A total of 24 Governments (27 per cent of respondents) identified financial constraint uppermost in the list of obstacles to the implementation of alternative development programmes. Also causing difficulties were the lack of supporting structures, technical expertise and coordination problems, which were cited respectively by 16, 14 and 12 States. While these numbers remain significant, they reflect a marked improvement from the situation in 2002, when the corresponding numbers of States citing each of these obstacles were respectively 43, 17, 26 and 16. When considering the group of 70 countries that responded in both the second and third reporting periods, there appears to have been a slight decrease in the number of countries encountering difficulties (see figure IV).

Figure III
Significant areas covered by alternative development and/or crop eradication programmes as a percentage of States responding in both the second and third reporting periods

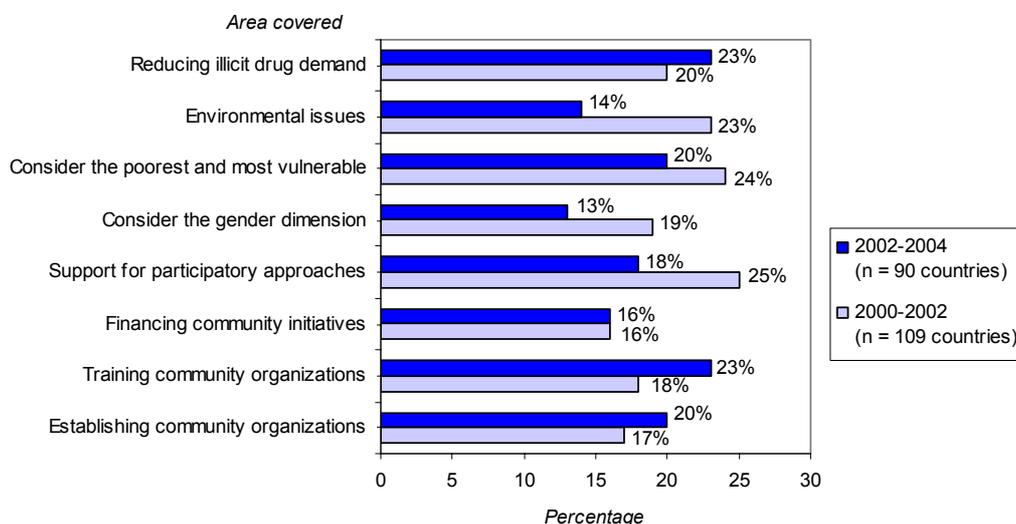
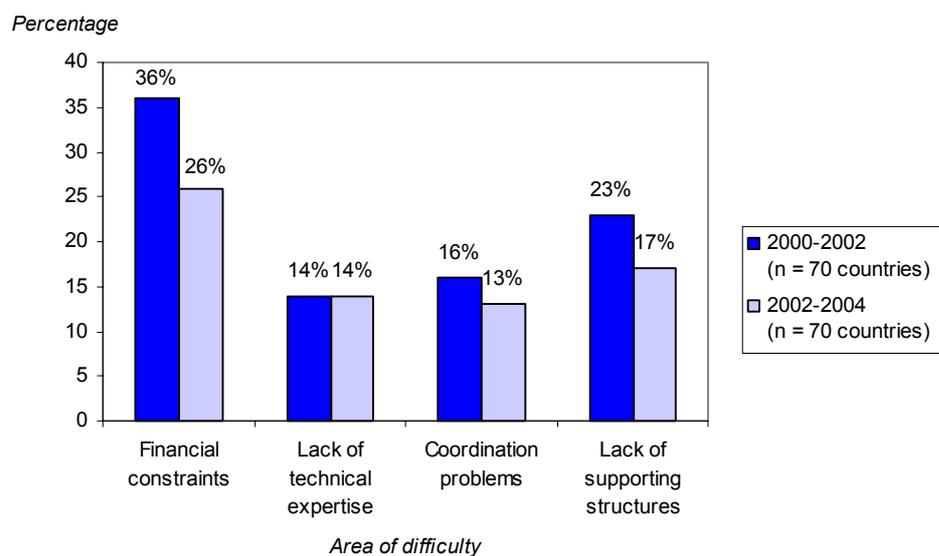


Figure IV
Areas posing difficulties in the implementation of alternative development programmes as a percentage of countries reporting in both the second and third reporting periods

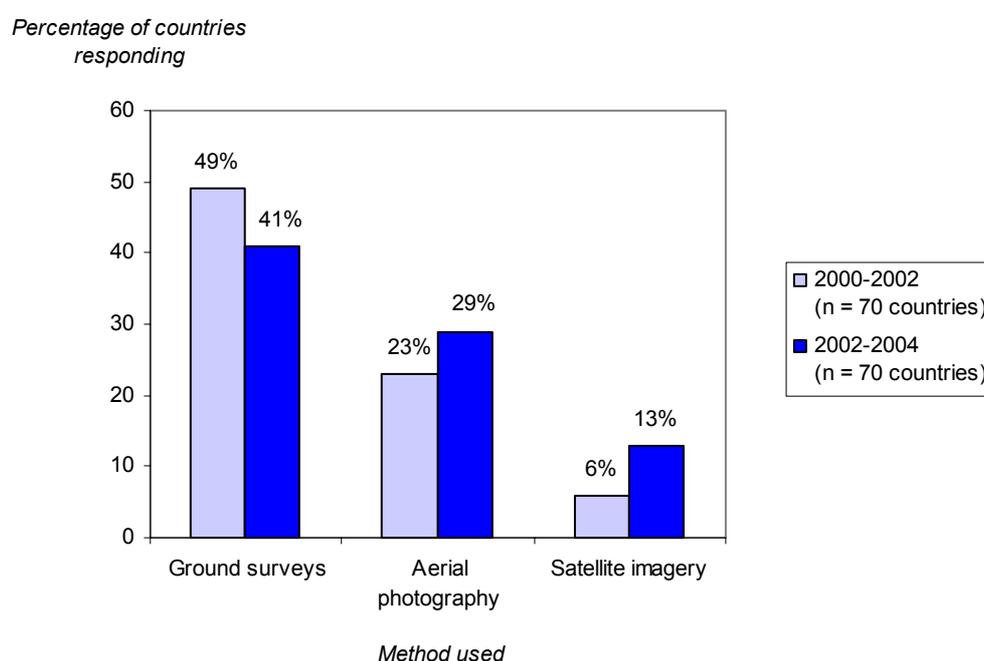


E. Monitoring of programmes for alternative development and eradication of illicit drug crops and information-sharing

45. Governments continued to pay increasing attention to the monitoring of illicit crop cultivation. Among the methods used, 41 countries reported using ground surveys, 24 aerial photography and 11 satellite imagery. In comparison with the returns in the second period, a larger percentage of countries appear to be using various survey methodologies to monitor illicit crop cultivation. Figure V presents a comparison of the data provided in this regard by the 70 countries that responded in both the second and third reporting periods.

Figure V

Methods used for the monitoring of illicit crop cultivation as a percentage of Governments reporting in both the second and third reporting periods



46. Informants were the most frequently cited other source of information for the monitoring of illicit crop cultivation, with nine citations, while forward-looking infrared, ground truthing, reports by energy companies, information from housing associations, other investigations and information on asset holdings all received one citation each.

47. The sharing of information at the national, regional and international levels remained a significant activity of Governments, with 50 per cent of respondents to the second and third periods reporting having done so.

48. A total of 22 Governments (24 per cent) indicated that they possessed systems to monitor and evaluate the qualitative and quantitative impact of programmes for

alternative development and eradication of illicit crops, compared with 22 per cent in the reporting period 2000-2002. A total of 28 States (31 per cent) responded in the negative and 40 Governments (44 per cent) did not respond to this question. The apparent absence of monitoring systems in these countries should not be seen as an indication of inaction, but rather, in most cases, the inexistence or low level of illicit crop cultivation in those States' territories, which may have been dealt with by other means. Six Governments cited lack of expertise, resources and/or equipment as one or more of the reasons for not having such systems in place.

49. Among the countries possessing monitoring and evaluation systems,² 12 also provided information on the indicators used to measure the impact of alternative development and crop eradication programmes. These countries cited various indicators, including changes in the total area under illicit and licit crop cultivation (cited 13 times), the volume of seizures (6 times) and numbers of arrest (3 times), while changes in living conditions, dependency on illicit crops and changes in farmers' attitudes towards the planting of illicit crops were each cited twice. Other indicators also used related to the ratio between the licit and illicit economies, number of beneficiaries, access to services, environmental impact, institution-building, number of operations conducted, quantities and types of plant seized, property seized, number of persons seeking rehabilitation services and unemployment rates. One country that reported providing technical assistance (Germany) also reported that monitoring and evaluation was an integral part of its programmes and that indicators were designed to take account of the gender perspective.

50. Twenty-nine countries (32 per cent of respondents) reported that they regularly assessed the impact of their law enforcement and alternative development measures, compared with 30 per cent in the second period. A total of 36 Governments reported that law enforcement measures were being taken to control illicit crop cultivation and to complement alternative development programmes. Almost all these countries reported that illicit crop cultivation was subject to eradication, with the pertinent authorities carrying out regular monitoring and surveillance in order to destroy crops upon detection, as well as interdiction and suppression of illicit trafficking activities. Two countries indicated that they had undertaken operations to spray illicit crops. Colombia reported that the spraying of illicit crops had been part of its national plan for a number of years and that such activities had been devised to minimize social impact and environmental damage.

F. Improving the economic framework for alternative development

51. A number of States provided information on current or planned activities designed to improve the economic framework for alternative development.

52. In the African region, Nigeria reported on a number of initiatives ranging from the conduct of awareness-raising programmes, seeking corporate support for initiatives to promote community participation and employment creation programmes and the establishment of cooperative schemes to provide alternatives for all those whose livelihood depended on the cultivation of illicit crops. Swaziland reported that farmers engaged in illicit crop cultivation were encouraged to grow alternative crops. Togo was pursuing alternative income-generating activities.

53. In the Americas, Bolivia reported that its new integrated strategy against illicit drug trafficking for 2004-2008 aimed to consolidate, widen and diversify alternative development productive activities with a view to establishing market-oriented production chains in order to support the transformation of agricultural raw materials into manufactured products and facilitating improved market access. Colombia reported that it had promoted efforts to enhance the institutional image of alternative development and to develop an alternative development trade brand and a programme of forest certification. Ecuador reported that it had implemented two income-generating projects in its northern border region aimed at strengthening the competitiveness and value of products by boosting existing or potential marketing capacities in order to achieve increased income from employment among communities on the northern border. Peru noted that alternative development production projects, based on an integrated production chain, were implemented subject to prior approval of a business plan, which established sales volumes based on the identification of target markets. Paraguay supported producer organizations and promoted inter-institutional coordination.

54. In Asia, the Philippines reported the development of land reform packages and the enhancement of educational and awareness-raising programmes. Viet Nam was studying the introduction of better-quality and easier-to-sell alternative products and had provided support to farmers in terms of input, infrastructure and development services.

IV. Conclusions and recommendations

55. The main States affected by illicit cultivation of opium poppy and coca bush continued to make significant progress towards the elimination of illicit crops and in the implementation of alternative development programmes. Afghanistan was the only exception to this most positive trend.

56. The responses to the third period, when compared with those to the previous one, indicated a declining trend with regard to the flow of multilateral resources to support alternative development and eradication programmes, which appeared to be counterbalanced, to some extent, by a corresponding increase in bilateral cooperation.

57. While a lower proportion of countries reported financial constraints, lack of supporting structures, technical expertise and coordination problems as obstacles to the implementation of alternative development programmes, many were still experiencing problems in these areas. Increased and better-targeted technical cooperation assistance is required, including in the area of capacity-building, to enable recipient Governments to deal adequately with matters relating to the coordination of programmes.

58. The key countries affected by illicit cultivation of opium poppy and coca bush require additional and sustained financial and technical support from the international community in order to meet the goals for the elimination of illicit crops set at the twentieth special session. Afghanistan is a case in point if the massive challenge of reconstruction, development and elimination of illicit crops is to be met. The control of illicit cannabis cultivation also requires further and sustained attention from the international community.

59. The international community must redouble its efforts to mainstream drug control concerns, in relation to the elimination of illicit crops and the implementation of alternative development programmes, into socio-economic and development policies and programmes of affected States and development assistance frameworks of multilateral and regional development agencies and financial institutions.

60. Further efforts are required, in particular among countries, international organizations and other entities with expertise in implementing alternative development programmes, to document, disseminate and promote the exchange of experience, best practices and lessons learned. Alternative development activities must be sustained and continued over extended periods of time. There are no “quick fixes”. The successful long-term elimination of illicit crops must be followed by sustained socio-economic development programmes to prevent the re-emergence and/or displacement of illicit crops.

61. The international community and countries affected by illicit crop cultivation should pay greater attention to the implementation of measures designed to prevent the replanting of illicit crops and avoid their displacement, including to fragile ecosystems and indigenous peoples’ lands.

62. Further support is required to continue implementation and development of national crop monitoring capabilities and to refine crop monitoring methodologies to deal with the evolving illicit crop cultivation situation, including changes in security on the ground, eradication activities and spillover of illicit cultivation into new areas.

63. Alternative development interventions must be well targeted. Particular efforts should be made to assess and select areas that present the potential for successful alternative development interventions. Areas not presenting such potential should not be the target of alternative development and appropriate crop elimination measures should be considered in such cases. Alternative development programmes must be implemented within a clear legal framework and complemented by law enforcement and eradication programmes, where appropriate.

64. Bearing in mind the call in the Action Plan for observance of environmental sustainability criteria (resolution S-20/4 E, para. 18 (f)) and taking into account the objectives of Agenda 21,³ the success of recent alternative development activities in the field of forest management and agroforestry should be taken into consideration when formulating new alternative development programmes.

65. The international community should consider providing further technical and financial assistance for the development and establishment of systems to monitor and assess the qualitative and quantitative impact of programmes for alternative development and eradication of illicit crops.

Notes

¹ When comparing the set of 70 countries that responded both in the second and third reporting periods, 24 States indicated that they possessed the technical expertise to initiate alternative development programmes in 2002, compared with 21 in 2004.

² The countries providing information were Afghanistan, Bolivia, Colombia, Germany, Guatemala, Mexico, Nigeria, Peru, the Philippines, the Russian Federation, South Africa, Trinidad and Tobago and Uzbekistan.

³ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.
