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Illicit drug traffic and supply**Follow-up to the Second Ministerial Conference on Drug
Trafficking Routes from Afghanistan****Report by the Executive Director***Summary*

The present report has been prepared pursuant to Commission on Narcotic Drugs resolution 50/1, entitled “Follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan”, in which the Commission welcomed the continuation of the Paris Pact initiative as an outcome of the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan and the decision on expert round tables adopted by the Paris Pact Policy Consultative Group; called upon States to strengthen international and regional cooperation to counter the threat posed by the illicit production of drugs in Afghanistan; and requested the Executive Director of the United Nations Office on Drugs and Crime to report to it at its fifty-first session on the measures taken and on progress achieved in the implementation of its resolution 50/1. The present report contains an overview of key achievements and measures taken during the first operational year of the second phase of the Paris Pact initiative.

* E/CN.7/2008/1.



I. Introduction

1. In its resolution 50/1, entitled “Follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan”, the Commission on Narcotic Drugs reaffirmed the commitments undertaken by Member States in the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex), in which Member States recognized that action against the world drug problem was a common and shared responsibility and expressed their conviction that it must be addressed in a multilateral setting; welcomed the Paris Pact initiative emerging from the Paris Statement (S/2003/641, annex), which was issued at the end of the Conference on Drug Routes from Central Asia to Europe, held in Paris on 21 and 22 May 2003; took note with concern of the report by the United Nations Office on Drugs and Crime (UNODC), entitled *Afghanistan: Opium Survey 2006*,¹ which emphasized that the cultivation of narcotic drug crops and the production of and trafficking in narcotic drugs had significantly increased and threatened the security and stability of that country and had negative regional and international implications; and commended the activities carried out by neighbouring States of Afghanistan to promote cooperation aimed at countering the threat from illicit opium poppy cultivation in Afghanistan and trafficking in narcotic drugs from Afghanistan, as well as cooperation in controlling the smuggling of precursors into Afghanistan.

2. In the same resolution, the Commission welcomed the outcome of the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan, organized by the Government of the Russian Federation in cooperation with UNODC and held in Moscow from 26 to 28 June 2006, in continuation of the Paris Pact initiative, and called upon States to strengthen international and regional cooperation to counter the threat to the international community posed by the illicit production of drugs in Afghanistan and trafficking in drugs originating in that country and to continue to take concerted measures within the framework of the Paris Pact initiative.

3. In the same resolution, the Commission welcomed the decision on expert round tables adopted by the Paris Pact Policy Consultative Group; urged Member States and UNODC and invited interested international organizations to promote the implementation of the Moscow Declaration adopted by the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan and the recommendations of the Conference (A/61/208-S/2006/598, annex); and called upon the Government of Afghanistan and the international community to intensify their efforts in the fight against narcotic drugs within the framework of the Afghanistan Compact (S/2006/90, annex).

4. In the same resolution, the Commission welcomed the readiness of the international community to support the financing of the new phase of the Paris Pact project as an initiative addressing both supply and demand concerns over the heroin trafficking routes; and requested the Executive Director of UNODC to report to it at its fifty-first session on the measures taken and on progress achieved in the implementation of the resolution.

¹ United Nations Office on Drugs and Crime, *Afghanistan: Opium Survey 2006* (November 2006).

II. Paris Pact initiative

5. More than 55 countries and organizations sealed a pact at the Conference on Drug Routes from Central Asia to Europe, held in Paris on 21 and 22 May 2003. They agreed on concerted measures to limit the trafficking of Afghan opiates through West and Central Asia and Europe and on the need for stronger and better coordinated action in border control and law enforcement. UNODC was invited to act as a clearing-house mechanism and to provide comprehensive information on and analysis of action priorities in the most affected countries.

6. UNODC led the follow-up to the Conference on Drug Routes from Central Asia to Europe with a project entitled the “Paris Pact initiative”, which has facilitated consultations on counter-narcotics enforcement at the expert and policy levels. The first phase of the project began in May 2004 and ended in December 2006.

7. The second phase of the project was launched in January 2007 and includes six new elements: (a) improving the operational focus of the expert round tables; (b) following up, more efficiently and effectively, the Paris Pact recommendations; (c) ensuring the wider use and sustainability of the Automated Donor Assistance Mechanism (ADAM); (d) strengthening counter-narcotic analytical capacities; (e) advocating a balanced approach to drug issues; and (f) fostering partnerships with subregional, regional and international players. Through the Paris Pact initiative, UNODC has facilitated periodical consultations and strategic thinking at the expert and policy levels between partners in order to jointly discuss, identify and set in motion concrete measures to stem the flow of opiates smuggled from Afghanistan in increasing quantities and to address the drug abuse situation in priority countries. In addition, the Paris Pact initiative has promoted the coordination of technical assistance against narcotics through the use of ADAM (<http://www.paris-pact.net>). Finally, the initiative has strengthened data collection and analytical capacities in priority countries, thus providing essential information for strategic planning and action, through the work of a team of national strategic analysts established in early 2007. The second phase of the project will run for three years, from January 2007 to December 2009, and has an estimated budget of 2.7 million United States dollars.

8. In order to make the Paris Pact more action-oriented, in 2007 UNODC grouped the outcomes and recommendations of the Paris Pact expert round tables into seven action plans which, together, have come to be better known as the “Rainbow Strategy”. Four of those action plans, the blue, green, yellow and red papers, were drawn up by UNODC in the course of 2007. The remaining three action plans are being developed.

9. The blue paper is an action plan that aims to increase the number of provinces free of opium poppy and to improve governance records in Afghanistan. That twofold purpose is enshrined in the Good Performance Initiative and is fully in line with the National Drug Control Strategy of the Government of Afghanistan and the Afghanistan National Development Strategy. In the blue paper, priority provinces in Afghanistan and concomitant areas are identified for targeting through the provision of incentives and rewards and the building of synergies among all stakeholders and

partners. The blue paper, which is a work in progress, was last updated in December 2007.

10. To enhance border management cooperation in drug control among Afghanistan, Iran (Islamic Republic of) and Pakistan is the objective of the green paper, an action plan developed by UNODC and approved by the authorities of those three countries in June 2007 during a ministerial meeting on strengthening cross-border cooperation in drug control. It is expected that the aims of the action plan will be achieved through a step-by-step approach that includes both confidence-building measures, information exchange and operational activities, and that it will be implemented over three years. Ultimately, the action plan aims to block the southern and eastern drug trafficking routes by strengthening control of Afghanistan's borders with Iran (Islamic Republic of) and Pakistan.

11. The yellow paper, entitled *Securing Central Asia's Borders with Afghanistan*, is an action plan that aims to strengthen narcotic interdiction efforts at the start of the northern trafficking route (Afghanistan – Central Asia – Russian Federation – Europe). In particular, the action plan looks at developing and coordinating intelligence using both conventional and non-conventional means, strengthening overall interdiction capacities through the development of a cross-border liaison mechanism between Central Asian States and Afghanistan and developing operating standards for the green border, the uncontrolled area along and beyond border crossing points. All UNODC counter-narcotics enforcement projects have realigned their activities to match the aims of the yellow paper. The action plan takes into account gaps in existing mechanisms and harmonizes efforts on both sides of the Afghan border. The plan is based on three pillars: (a) the analysis and sharing of intelligence; (b) the establishment of border liaison offices; and (c) the establishment of mobile interdiction teams.

12. The red paper targets the smuggling of precursors into and from Afghanistan. In particular, it addresses the smuggling of acetic anhydride, a key chemical used in the conversion of morphine into heroin. The action plan, which was approved by Paris Pact partners at the Expert Round Table on Precursors Used in Heroin Manufacture, held in Vienna on 29 and 30 May 2007, calls for the launch of time-bound operations focusing on the trafficking of acetic anhydride in Afghanistan, China, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan, as well as in India and the United Arab Emirates, in collaboration with several Paris Pact partners. One of those operations was the Targeted Anti-trafficking Regional Communication, Expertise and Training (TARCET), which was launched in November 2007 and has two objectives: (a) to educate key law enforcement officers on methods used to identify and intercept consignments of smuggled chemicals and (b) to intercept consignments of smuggled chemicals using modern methodologies.

13. The purple paper, which is to be finalized in March 2008, is on the Caspian Sea and Turkmen border initiative. Two of the five countries bordering the Caspian Sea (Iran (Islamic Republic of) and Turkmenistan) also neighbour Afghanistan and are, therefore, seriously affected by the recent increase in opium poppy cultivation. The Government of Turkmenistan, which has been the missing link in counter-narcotics enforcement cooperation in the region, will take the lead. The Executive Director of UNODC and the President of Turkmenistan met in January 2008 and finalized the initial agreement for the launch of the Turkmen border initiative.

14. Two further action plans will be developed: (a) one on the production of and trafficking in opium originating in Afghanistan and on financial flows to and from Afghanistan; and (b) the other on countering addiction to opiates and the spread of HIV/AIDS in Afghanistan and neighbouring countries.

15. Since the inception of the second phase of the Paris Pact initiative, three round-table meetings of senior experts in counter-narcotic enforcement and drug demand reduction have been organized, each with a separate geographical or thematic focus: the first was on precursors used in heroin manufacture and was held in Vienna on 29 and 30 May 2007; the second was on the area of the Caspian Sea and the Caucasus and was held in Turkmenbashi, Turkmenistan, from 17 to 19 September 2007; and the third was on Afghanistan and neighbouring countries and was held in Kabul on 31 October and 1 November 2007. An important element of the second phase of the initiative is the explicit inclusion of demand reduction issues. Reducing demand is, in fact, a key objective of the Paris Pact initiative, which is why the issue was included in the last two round tables in 2007.

16. At the Expert Round Table on Precursors Used in Heroin Manufacture, participants reviewed the current situation regarding the trafficking in precursors used in heroin manufacture in the Paris Pact area, took stock of recent precursor control operations and activities in West and Central Asia, identified good practices and lessons learned, and reviewed and agreed upon proposals for time-bound, targeted operations in Afghanistan and neighbouring countries to be carried out in the future. Strong support was expressed by all partners for the action plan outlined in the red paper and for the launch, to take place in the second half of 2007, of operation TARCET. That operation is to be guided by UNODC and the Project Cohesion Task Force and to be carried out by Governments in collaboration with Paris Pact partners and in close coordination with ongoing operations in the region such as Operation Channel, Operation Containment and Operation Elena. At a follow-up briefing and planning session, held in Vienna on 4 and 5 October 2007, where the details of the operational activities were agreed upon by relevant partners. The results of the operation started in Afghanistan in late November 2007 will be used to launch operational activities in neighbouring countries in early 2008.

17. At the Expert Round Table for the Caspian Sea and the Caucasian Regions, two working groups convened simultaneously to discuss counter-narcotics enforcement and drug demand reduction in the region. That was the first time that drug demand reduction had been discussed at an expert round table since the Paris Pact initiative was started. The adoption of a series of measures aimed at effectively countering money-laundering and the financing of terrorism and at promoting drug demand reduction was recommended, as were measures to strengthen data sharing and analytical capacity in the region. Counter-narcotics experts also agreed to launch the Caspian Sea Initiative, which aims to engage all States in the region in a series of regional and international efforts, in particular those aimed at strengthening analytical capacity for strategic decision-making, sharing intelligence by benefiting from existing UNODC projects such as those of the Central Asia Regional Information and Coordination Centre (CARICC), and improving cross-border cooperation, specifically with a view to countering trafficking via maritime routes. The working group on drug demand reduction made a number of recommendations on the need to strengthen data collection capacity on drug abuse,

to develop treatment and rehabilitation strategies, to support the establishment of an appropriate legal framework and to prevent drug abuse.

18. At the Expert Round Table on Afghanistan and neighbouring countries, experts took stock of the counter-narcotics strategy of Afghanistan in relation to its neighbours and its borders, reviewed measures to strengthen existing border management cooperation between Afghanistan and its neighbours to the north and south, considered an assessment of the threat of trafficking in opiates originating in Afghanistan to China and took stock of the progress made by the operations against trafficking in acetic anhydride in and around Afghanistan. In relation to drug demand reduction in Afghanistan and neighbouring countries, Paris Pact partners took note of the discrepancy that existed between current opium production and global demand. They noted that most countries in the region were ill-prepared to cope with current levels of drug addiction and HIV/AIDS infection. Afghanistan, in particular, was experiencing a dramatic increase in drug addiction but had limited treatment opportunities. Experts feared that once the oversupply of opiates was released into the national and regional markets, a surge in addiction levels would occur and lead to an HIV/AIDS epidemic, dramatically affecting national security and economic development in and around Afghanistan. At the meeting, Paris Pact partners requested UNODC to draft an urgent appeal to policymakers, United Nations agencies, relevant organizations, the media and others involved in addressing the imminent addiction disaster in Afghanistan and neighbouring countries.

19. In order to improve inter-agency cooperation between law enforcement agencies at the national, regional and international levels with a view to countering trafficking in drugs originating in Afghanistan, the five Central Asian States (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan), the Russian Federation and Azerbaijan are participating in a UNODC project to establish CARICC. The purpose of CARICC, located in Almaty, Kazakhstan, is to facilitate information exchange, analyse and develop information, provide support and assist in the coordination of the operational activities of the various law enforcement agencies in the region, including the police, drug control agencies, customs and border guards. Due to delays in the process of signature and ratification of the agreement for establishing CARICC and to the need for substantial renovation work to the CARICC building, it was agreed that a six-month pilot phase would take place. This commenced on 1 November 2007 and is expected to lay the foundation that will enable CARICC to become fully operational as soon as the ratification process has been successfully concluded.

20. In the Paris Statement it was viewed as necessary to reactivate a “clearing-house” mechanism grouping together all technical assistance projects in affected countries to avoid duplicating projects. That would also ensure the most effective use of scarce donor resources. In response to that challenge, ADAM was proposed as a solution. ADAM was developed by the Regional Programme Office for South Eastern Europe of UNODC during the first phase of the Paris Pact initiative and piloted during the period 2004-2006 before being officially launched in Vienna in September 2006. ADAM is an Internet-based tool for coordinating counter-narcotics technical assistance in countries along the main routes used for trafficking opiates from Afghanistan. The tool securely and instantly provides partners with information on who is doing what, where and how in the field of counter-narcotics

in Afghanistan, Iran (Islamic Republic of), Pakistan, the Russian Federation and in the Central Asian and South-Eastern European countries. ADAM is meant to avoid duplication of activities and seeks a synergistic approach. The evaluation of the first phase, which was conducted from March to May 2006, supported the concept and design of ADAM and agreed that the mechanism offered a unique opportunity to provide donor and recipient countries with a real-time assessment of assistance needs and priorities. In 2007, ADAM underwent a number of improvements: it was simplified, given a new look and feel and was made even more user-friendly. Also in 2007, the technical hosting and management of ADAM were transferred from the Regional Programme Office for South Eastern Europe in Bulgaria to UNODC Headquarters in Vienna, making the mechanism more sustainable in the long term. In addition, the range of data collected by the project was expanded to include drug demand reduction and improvements were made to the training and guidance provided. In 2007, UNODC successfully developed and piloted an electronic Extensible Markup Language (XML) schema function that allows partners to transfer data securely and automatically to ADAM. Currently, 65 active users take advantage of ADAM and 865 projects are stored in the system. Of the Paris Pact partners, 44 per cent have assigned a national focal point for ADAM and 30 per cent have assigned an agency focal point.

21. In order to strengthen data collection and analytical capacities in priority countries, four junior national strategic analysts were recruited to join UNODC country offices in Afghanistan, Iran (Islamic Republic of), Pakistan and the Russian Federation to support the three analysts already working in the Coordination and Analysis Unit of the UNODC Regional Office for Central Asia. The main tasks of the national strategic analysts are: (a) to collect, store and analyse data, in particular for producing reports on illicit drug trends; (b) to act as UNODC focal points for ADAM in the region; and (c) to support counter-narcotics coordination efforts in the field.

22. In 2008, the expert round-table consultations will focus on: (a) a meeting between representatives of countries bordering the Black Sea, Belarus and Moldova, to be held in Ukraine early in 2008 (pending a decision of the Government of Ukraine); a joint assessment mission in the field of counter-narcotics enforcement in selected locations in the area of the Black Sea should be carried out in the second half of February to prepare the ground for a well-focused and result-oriented discussion at the round table; (b) a meeting on the smuggling of heroin into and through East Africa, to be held in Kenya in the third quarter of 2008; and (c) a meeting on financial flows linked to the production of and trafficking in opiates originating in Afghanistan, to be held at a venue yet to be decided. A small working group of experts from UNODC (Anti-Money-Laundering Unit), the Financial Action Task Force on Money Laundering, the World Bank, the International Monetary Fund and few other selected Paris Pact partners with substantive expertise on this matter is to be established early in 2008.

23. The implementation of the action plans that form the "Rainbow Strategy" will be a priority in 2008, as will the implementation of the following activities for ADAM, aimed at increasing the availability of valid information and widening the user base: (a) Paris Pact partners are to ensure that the data inserted by them and currently available in ADAM are valid, by mid-February 2008; (b) a marketing campaign is to be launched in early 2008 at the headquarters and field levels; and

(c) ADAM national focal points and agency focal points are to be designated by Paris Pact partners by mid-2008. In addition, as a result of the Expert Round Table held in Turkmenbashi, Turkmenistan, in September 2007, an additional national strategic analyst will be recruited and deployed to the UNODC Project Office in Turkmenistan in 2008, thus strengthening and consolidating data collection and analytical capacities in the region.
