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Thematic debate on the follow-up to the twentieth special session of the General Assembly: general overview and progress achieved by Governments in meeting the goals and targets for the years 2003 and 2008 set out in the Political Declaration adopted by the Assembly at its twentieth special session

The world drug problem

Fifth report of the Executive Director

Addendum

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

Summary

The present report contains an overview of the progress achieved in the eradication of illicit drug crops and the implementation of alternative development programmes. Global illicit cultivation of coca bush and opium poppy could be described as largely unchanged in the past decade. Considerable progress has been achieved in reducing opium poppy in South-East Asia, but that progress has been offset by the increase in opium poppy cultivation in Afghanistan.

While in Bolivia, Colombia and Peru, a decline of 18 per cent in the area under illicit coca cultivation was achieved between 1998 and 2006, the increased yields per hectare, owing to improved cultivation and processing, led to an increase of 19 per cent in cocaine hydrochloride production between 1998 and 2006.

* E/CN.7/2008/1.



Since 1998, Member States have developed and improved national plans and strategies to address illicit drug crop cultivation, including alternative development, eradication and other law enforcement measures. However, only modest progress has been made in assessing the socio-economic impact of alternative development and the sustainability of eradication programmes and in understanding the factors driving illicit crop cultivation.

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I. Global overview of illicit crop cultivation

1. Global illicit opium poppy cultivation declined by 2 per cent, from 238,000 hectares (ha) in 1998 to 234,000 ha in 2007 (see figure I). Total opium poppy cultivation in the Lao People's Democratic Republic, Myanmar and Thailand decreased from an estimated 157,900 ha in 1998 to 29,400 ha in 2007, a reduction of 81 per cent in nine years. However, the significant decline in South-East Asia could not offset the increase in Afghanistan. Worldwide, the estimated area under illicit opium poppy increased by 17 per cent in 2007. Global illicit opium poppy production reached 8,800 tons in 2007, an increase of 33 per cent over 2006 and double the quantity produced in 1998 (see figure II). Afghanistan now accounts for 82 per cent of total opium poppy cultivation and 93 per cent of global illicit opium production.

Figure I

Global illicit opium poppy cultivation and eradication, 1998-2007

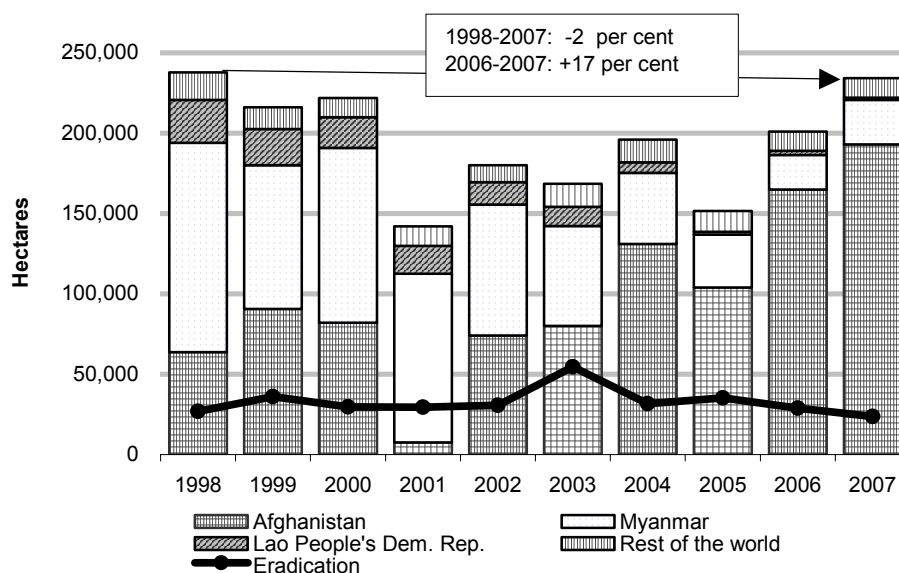
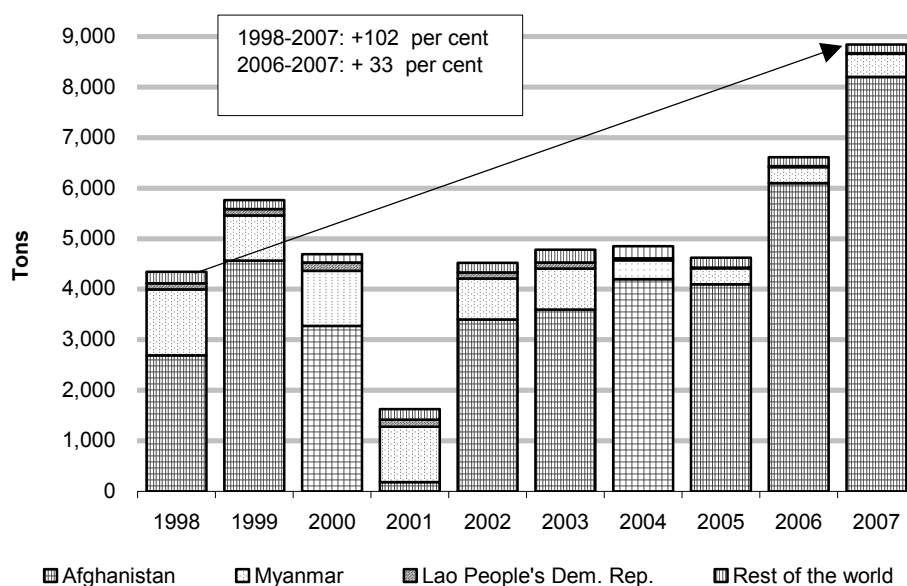


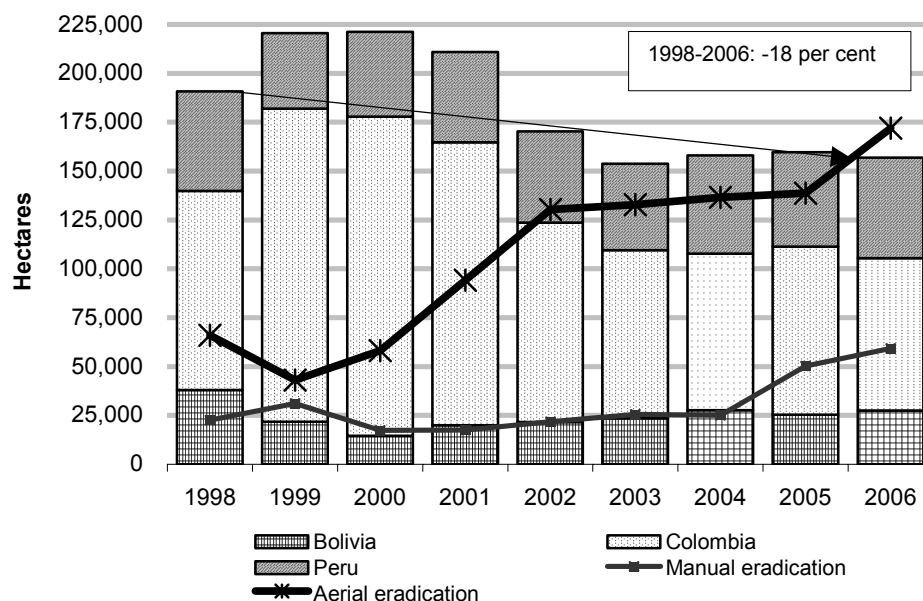
Figure II
Global illicit opium production, 1998-2007



2. Between 1998 and 2006, the total area under illicit coca bush cultivation in the Andean countries of Bolivia, Colombia and Peru declined by 18 per cent, from 190,800 to 156,900 ha (see figure III). Despite the decline in the area under coca cultivation, the estimated global cocaine production stood at 984 tons in 2006, a 19 per cent increase compared with 1998 (see figure IV). This trend can be attributed to improved cultivation techniques, such as the introduction of high yield varieties and the increase in plants per hectare. In addition, clandestine cocaine laboratories are believed to have become more proficient in recent years. In 2006, Colombia accounted for 62 per cent of the estimated global cocaine manufacture, Peru for 28 per cent and Bolivia for 10 per cent.¹

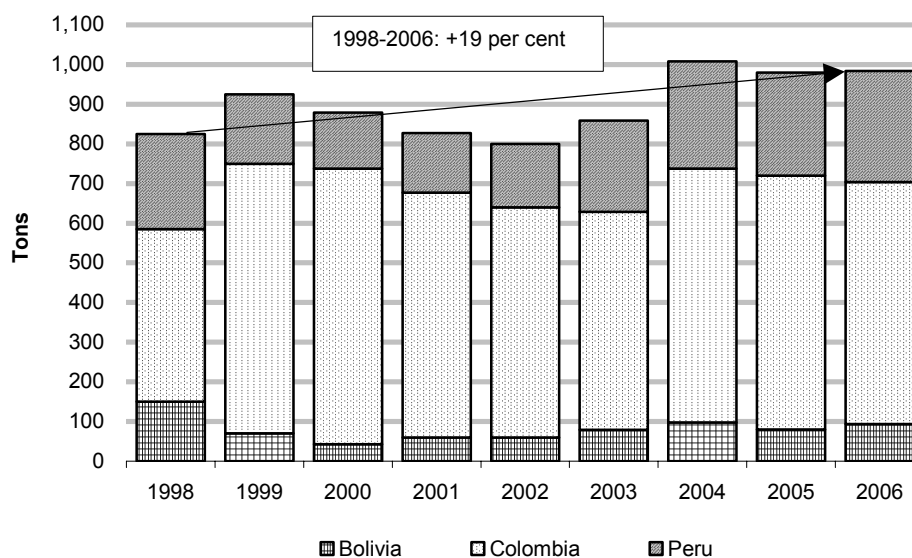
¹ These figures take into consideration the revised production estimates for Bolivia and Peru.

Figure III
Global coca bush cultivation and reported eradication,^a 1998-2006



^a The breakdown of the total area eradicated as reported for the period 1998-2006 was as follows: Bolivia, 7 per cent; Colombia, 86 per cent; and Peru, 7 per cent. Aerial eradication figures refer to cumulative aerial eradication reported by Colombia.

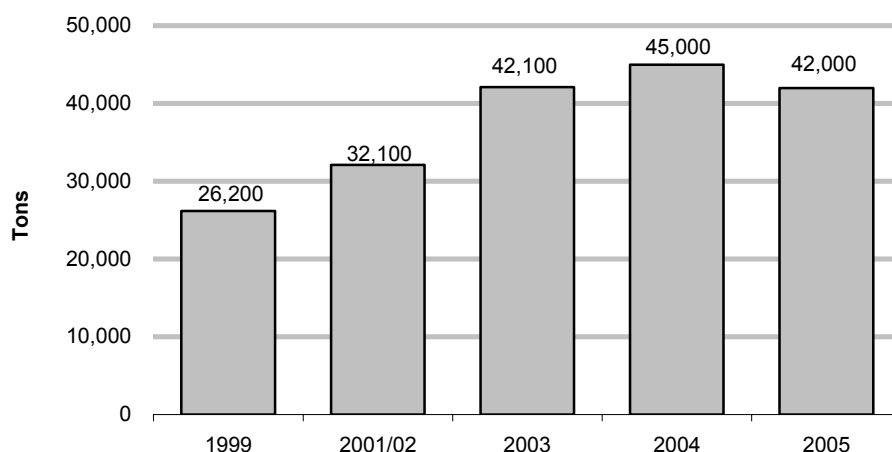
Figure IV
Global potential cocaine manufacture, 1998-2006



3. The latest estimates of the United Nations Office on Drugs and Crime (UNODC) indicate that approximately 42,000 tons of cannabis herb were produced in 2005, which suggests a stabilization of cannabis production² (see figure V). As indicated in previous reports, reliable estimates of the global area under cannabis cultivation are not available as a result of the wide scale of cultivation. Indoor cultivation continues to expand, with several countries emerging as important producers that supply their local market as well as the international market. In addition, scientific analysis of cannabis suggests a continued increase in the level of *delta-9-tetrahydrocannabinol* the main active ingredient in cannabis, owing to improved cultivation techniques in several countries.

Figure V

Estimates of global cannabis herb production, 1999-2005



II. Action by Governments

4. An analysis was conducted of the responses to section VI, on international cooperation on the eradication of illicit drug crops and on alternative development, of the biennial reports questionnaire for the fifth period, covering the period June 2006-June 2007, and of previous biennial reports. The analysis is based on the change in the percentage of affirmative responses to the various questions. It should be noted, however, that a negative response to a question can mean that the problem does not apply to the country in question or that it has been successfully addressed.

5. Section VI of the reports questionnaire elicited 105 responses from Member States for the fifth reporting period, compared with 100 responses received for the fourth reporting period (2004-2006) (see table 1). The geographical distribution of responses was as follows: Africa, 21 per cent; Americas, 19 per cent; Asia, 19 per cent; Europe, 39 per cent; and Oceania, 1 per cent. Compared with the fourth reporting period, there was an increase in the number of responses received from States in the Americas and Europe and a decline in the number of responses

² *World Drug Report 2007* (United Nations publication, Sales No. E.07.XI.5), p. 95.

received from States in Africa, while the number of responses received from States in Asia and Oceania remained stable.

Table 1

States responding to section VII of the biennial reports questionnaire, by reporting period

<i>Reporting period</i>	<i>Number of States</i>
1998-2000	109
2000-2002	120
2002-2004	106
2004-2006	100
2006-2007	105

A. Policy and strategic responses to illicit drug crop cultivation

6. In the reporting period 2006-2007, 44 States (42 per cent of respondents) stated in their responses that they had national plans or programmes including alternative development to reduce and eliminate illicit crop cultivation. Of those, 38 States had programmes or plans covering cannabis, 22 States had programmes or plans covering opium poppy and 10 States had programmes or plans covering coca bush. The percentage of States that reported such plans or programmes increased slightly compared with the fourth reporting period. Compared with the first reporting period 1998-2000, which served as the baseline period, that represented an increase of 13 per cent (see figures VI and VII).

7. Globally, 48 States (46 per cent of respondents) reported that their national plans or programmes included eradication or other enforcement measures, compared with 40 States (38 per cent of respondents) in the first reporting period 1998-2000. The hierarchy of the drugs targeted remained unchanged throughout the 10-year period: cannabis, followed by opium poppy and coca bush. That order was established based on the number of countries in which each illicit crop was cultivated.

8. Another 61 States (58 per cent of respondents) reported not having such programmes or plans that include alternative development. Some of those States indicated that the question was not applicable because on their territory the cultivation of illicit drug crops was insignificant or non-existent. Other States reported that small areas under illicit cultivation were addressed through regular law enforcement.

Figure VI

Proportion of reporting States with national plans or programmes to reduce and eliminate the cultivation of illicit drug crops, by reporting period
(Percentage)

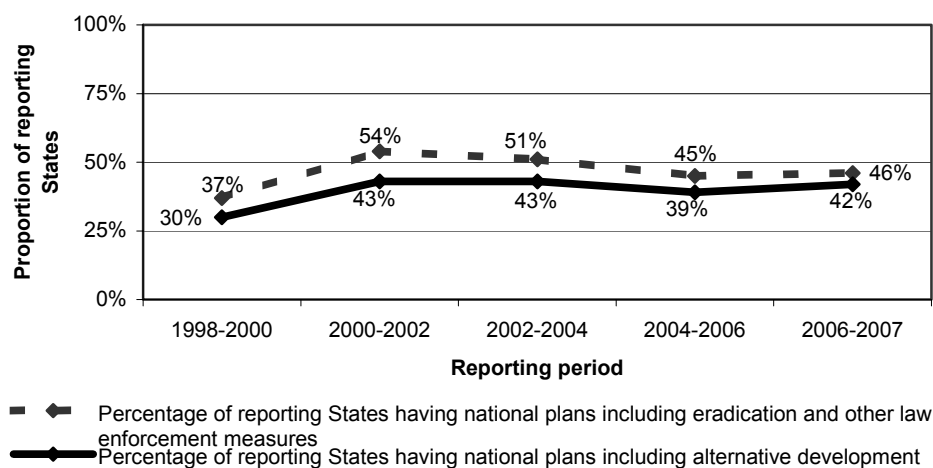
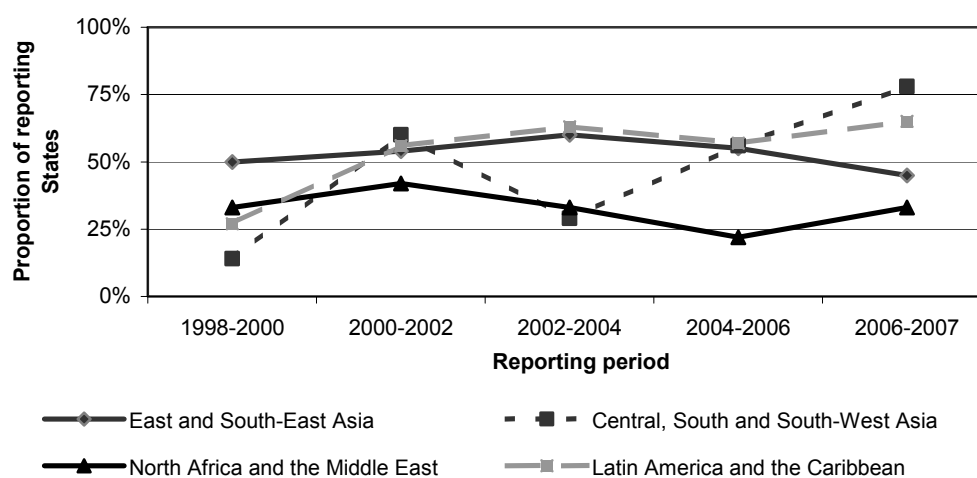


Figure VII

Proportion of reporting States with national plans or programmes including alternative development, to reduce and eliminate the cultivation of illicit drug crops, selected subregions, by reporting period
(Percentage)



9. Pursuant to Commission on Narcotic Drugs resolution 45/14, a global thematic evaluation of alternative development was carried out in 2005. The final report³ noted the various forms that alternative development had taken, ranging from an

³ *Alternative Development: a Global Thematic Evaluation; Final Synthesis Report* (United Nations publication, Sales No. E.05.XI.13).

emphasis on security to an emphasis on poverty alleviation and development. Alternative development had been limited, reaching an estimated 23 per cent of farmers of illicit crops in the Andean countries and 5 per cent of such farmers in Asia. Alternative development policies had been more effective when all major stakeholders, including Governments, donors, non-governmental organizations and beneficiaries, had been involved in their formulation and when those policies allowed for decentralized decision-making, empowered local communities and were flexible enough to adapt to local contexts.⁴

1. Mainstreaming

10. In the evaluation report, it was also noted that alternative development is more effective and more sustainable as part of a wider development scheme whose goal is to improve the livelihood of marginal rural populations.⁵ Also in 2005, the Independent Evaluation Unit carried out a thematic evaluation of alternative development initiatives by UNODC. The internally commissioned report reached a similar conclusion. It noted that alternative development programmes needed to consider how projects could best be linked to national drugs and economic development policies and that for alternative development to succeed, they must be an integral part of the national development programme.⁶

2. Long-term commitment

11. Recognizing the complex nature of the development problems associated with illicit drug crop cultivation, recent assessments of alternative development have noted that long-term political commitment to bringing development to the affected areas and populations was a crucial requirement and that without it, the full potential of alternative development would not be realized. The global evaluation report noted that political commitment could not be ad hoc. It implied long-term commitment of financial resources to human development, reasonable drug control laws, respect for human rights and a coordinated inclusion of illicit crop reduction (law enforcement and alternative development) in national and regional planning.⁷ At the thematic debate of the Commission on Narcotic Drugs at its forty-ninth session, in 2006, a similar conclusion was reached: participants identified political commitment to alternative development and a long-term focus as essential ingredients for success.⁸ Thailand, which is now virtually opium-free, is a good example of the integration of alternative development approaches into broad national development and of long-term political commitment.

3. Alternative development, eradication and law enforcement

12. At the thematic debate of the Commission on Narcotic Drugs at its forty-ninth session, it was noted that alternative development should follow an integrated approach that required a mixture of comprehensive activities including sustainable

⁴ Ibid., p. 11.

⁵ Ibid., p. vii.

⁶ United Nations Office on Drugs and Crime, *Thematic Evaluation of United Nations Office on Drugs and Crime Alternative Development Initiatives* (November 2005), p. 33.

⁷ *Alternative Development: a Global Thematic Evaluation ...*, p. vi.

⁸ *Official Records of the Economic and Social Council, 2006, Supplement No. 8 (E/2006/28)*, chap. II, para. 11.

development efforts, demand reduction, interdiction and law enforcement measures, in compliance with human rights obligations. The debate also noted that alternative development needed to be adjusted to local conditions and that the sequencing of activities might change according to those conditions.⁹ The thematic evaluation report commissioned by UNODC found that there was little evidence that eradication reduces illicit cultivation in the long term – drug crops move, production technologies evolve, and total production decreases very slowly if at all.¹⁰ In addressing sustainability, the report argued for long-term commitment to development. It noted that reductions in illicit crop production were not the only indicator to measure success and that development indicators must be the basis to assess the impact and sustainability of alternative development interventions.

13. With respect to the situation in Afghanistan, in 2006, the World Bank and UNODC undertook a joint assessment of the illicit drug industry in Afghanistan and its implications for counter-narcotics policy.¹¹ The report argued that there was a strong case for initially focusing on interdiction efforts against drug traffickers and their sponsors (who constitute one of the greatest threats to State-building) and on opium-refining facilities, while alternative livelihoods were progressively developed. Interdiction efforts needed to target high-level profiteers whose wealth magnified their potential for corrupting the State. The report noted that strong enforcement efforts against farmers were often ineffective in remote areas where resources, assets and markets were limited. The eradication of opium poppy fields and reductions in cultivation resulting from the threat of eradication tended to affect mostly poor farmers and rural wage labourers, who, lacking political support, were unable to pay bribes and could not otherwise protect themselves.

4. Broadening the scope of alternative development

14. At the thematic debate of the Commission on Narcotic Drugs at its forty-ninth session, speakers mentioned the need to broaden the concept of alternative development to include preventive alternative development. Speakers referred to preventive alternative development as “an efficient strategy, because of its direct association with socio-economic development and environmental conservation, and a means to prevent the displacement of illicit crops to other areas and reduce the increase in illicit drug production.”¹² The thematic debate also noted that, while the regional focus of UNODC had previously been on the Andean countries and South-East Asia, it should be broadened to assist countries in other subregions. In that context, it was noted that alternative development programmes should be made available and applied to the problem of illicit cultivation of cannabis plants, in particular in Africa (see also Economic and Social Council resolution 2006/31).¹³

⁹ Ibid., para. 18.

¹⁰ *Thematic Evaluation of United Nations Office on Drugs and Crime Alternative Development Initiatives*, p. x.

¹¹ United Nations Office on Drugs and Crime and World Bank, *Afghanistan's Drug Industry: Structure, Functioning, Dynamics, and Implications for Counter-Narcotics Policy*, Doris Buddenberg and William A. Byrd, eds. (November 2006).

¹² *Official Records of the Economic and Social Council, 2006, Supplement No. 8 (E/2006/28)*, chap. II, para. 20.

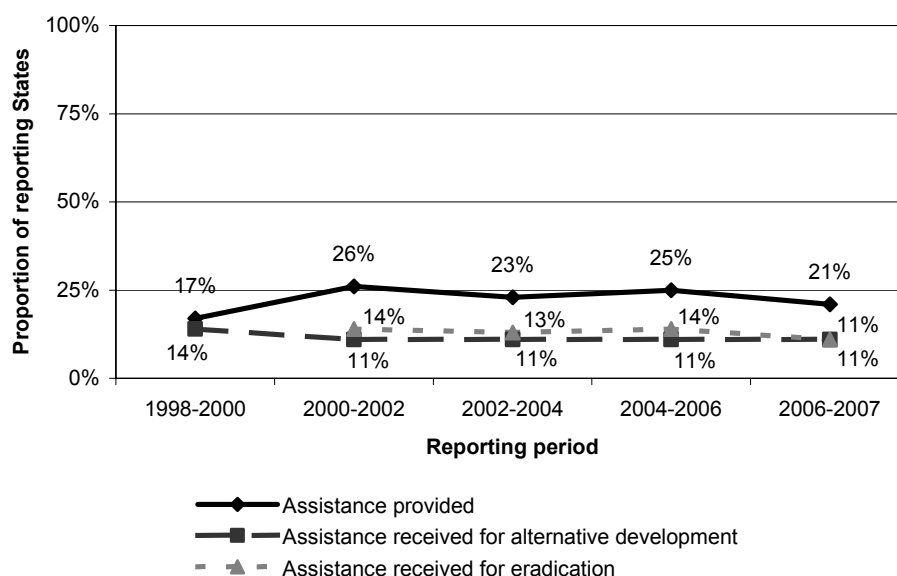
¹³ Ibid., para. 22.

B. International cooperation for alternative development

15. In the reporting period 2006-2007, 21 States (compared with 24 States in the period 2004-2005) reported providing assistance in alternative development to other States on a bilateral, regional or multilateral basis. That represents an increase of three States, compared with the first reporting period (1998-2000) and, at the same time, a significant decrease from the 31 States that had reported providing assistance in the reporting period 2000-2002. A total of 11 States (11 per cent of respondents) reported receiving technical assistance to carry out alternative development programmes, and 11 States reported receiving assistance for eradication programmes, compared with 14 States in the reporting period 2000-2002 (see figure VIII).¹⁴

Figure VIII

Proportion of States reporting international cooperation for alternative development and programmes to eradicate illicit narcotic crops, by reporting period
(Percentage)



16. Over the past 25 years, UNODC has been the leading United Nations organization providing multilateral alternative development assistance. States including Australia, Austria, Canada, Finland, France, Ireland, Italy, Japan, Liechtenstein, Luxembourg, Spain, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America have provided assistance in Asia and Latin America. In the past several years, Bolivia, Colombia and Peru have substantially increased their national budget allocations for alternative development programmes.

¹⁴ The question on assistance received with eradication was first included in the biennial reports questionnaire for the second reporting period (2000-2002).

17. In the fifth reporting period, the following States reported having assisted other States, on a bilateral, regional or multilateral basis, with alternative development programmes to eradicate illicit narcotic crops: Australia, Belgium, Canada, China, Croatia, Ecuador, Egypt, Finland, France, Germany, Grenada, Iran (Islamic Republic of), Italy, Japan, Luxembourg, Netherlands, Philippines, Spain, Thailand, United Kingdom and United States. In addition, the following States reported on information-sharing and other cooperation agreements: Colombia, Ecuador, Egypt, Iran (Islamic Republic of), Philippines and Thailand.

18. The World Bank Office in Kabul reported that it had developed guidelines for mainstreaming counter-narcotics, tailored to the situation in Afghanistan.¹⁵ The World Bank in Bolivia provided information on its conventional development assistance to that country. The Asian Development Bank reported on the Shifting Cultivation Stabilization Pilot Project, which was carried out in Houaphan province of the Lao People's Democratic Republic, with co-financing from UNODC and the World Bank.

C. Difficulties encountered in the implementation of alternative development programmes

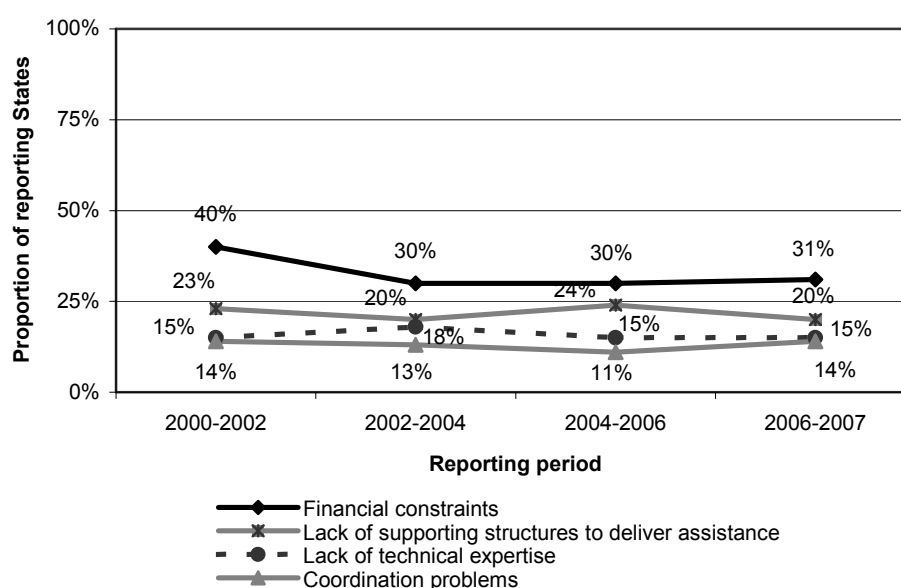
19. In the reporting period 2006-2007, a total of 32 States (31 per cent of respondents) cited financial constraints as being the greatest obstacle to the implementation of alternative development programmes. That proportion remained largely unchanged from the reporting period 2002-2004 but represented an improvement compared with the period 2000-2002, in which 47 States (40 per cent of respondents) reported such constraints.¹⁶ Other obstacles identified by respondents included the lack of a supporting structure to deliver development assistance (cited by 21 States), the lack of technical expertise (cited by 15 States) and coordination problems (cited by 15 States). The hierarchy of obstacles remained unchanged throughout the 10-year reporting period (see figure IX). It was a positive development that, in the reporting period 2006-2007, 38 States, compared with 32 States in the baseline period 2000-2002, indicated that they had the necessary technical expertise to initiate alternative development programmes.

¹⁵ World Bank, "Treating the Opium Problem in World Bank Operations in Afghanistan: Guideline Note", 2006.

¹⁶ The question on the constraints faced by Governments in the implementation of alternative development programmes was first included in the biennial reports questionnaire for the second reporting period (2000-2002).

Figure IX

Proportion of States reporting areas posing difficulties in the implementation of alternative development programmes: selected reporting periods
(Percentage)



20. Although 32 States cited financial constraints as a difficulty faced in the implementation of alternative development programmes, only 10 States (compared with 9 States in the reporting period 2004-2006) reported having negotiated financial assistance for alternative development and eradication programmes with international financial institutions or regional development banks, or both. Of those 10 States, only 5 States reported actually receiving support. The number of States reporting having received support from international financial institutions or regional development banks remained low throughout the 10-year reporting period.

21. Throughout the 10-year period 1998-2007, States reported on the constraints faced in obtaining financial resources from international financial institutions and regional development banks for alternative development and eradication programmes. In the reporting period 2006-2007, Angola, Bolivia, Morocco, Myanmar, Lebanon and Paraguay reported on this issue.

22. Several States reported on their efforts to secure financial resources for the eradication of illicit narcotic crops and for alternative development programmes. Some States indicated that domestic resources were allocated to finance those programmes. A number of States also reported on bilateral and multilateral support received for alternative development and eradication programmes. A few States indicated that the proceeds from drug-related asset forfeiture had also been used to finance those programmes.

23. The Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States noted that various factors, including the unreliability of funding sources, had affected the implementation and sustainability of alternative development programmes in the region. Furthermore, the lack of

coordination of alternative development policies in the region was another common problem observed by Member States.

24. In the global thematic evaluation report of UNODC, it was noted that in the Andean countries, illicit coca-growers had cited the lack of viable, stable markets as a major obstacle to achieving alternative development, in addition to poor roads, lack of credit and the absence of agro-industry. In South-East Asia, in addition to many of the same difficulties, the ethnic issue was highlighted, and the focus was on gaining entrance to national society and access to its services.¹⁷

D. Improved and innovative approaches to alternative development

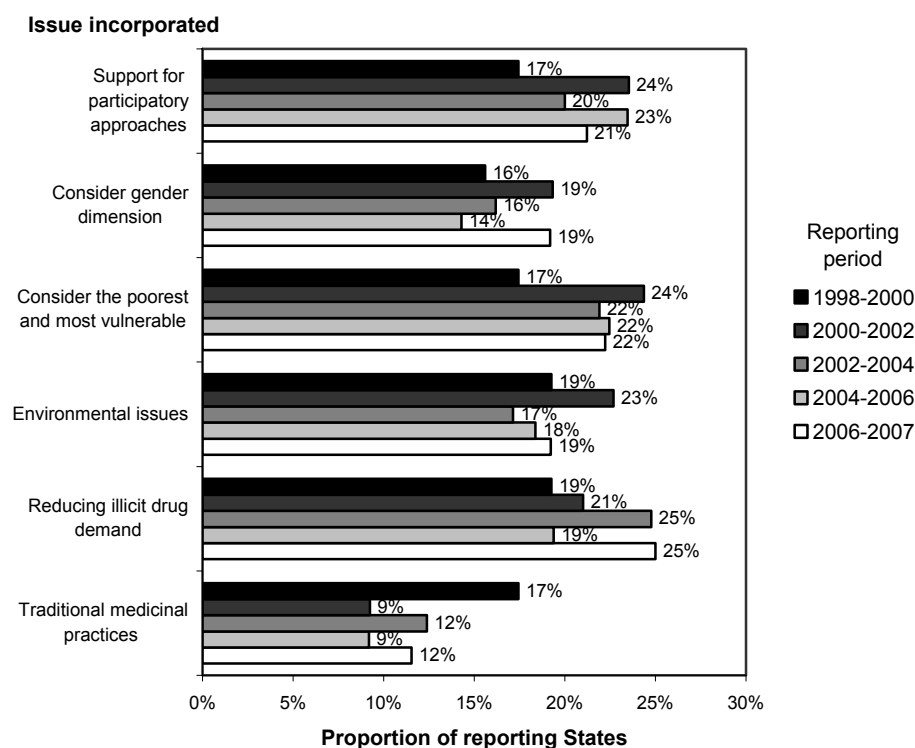
25. Slightly more than 20 per cent of the responding States reported extending financial support to community initiatives through alternative development and eradication programmes and supported the establishment and training of community organizations. That represents a slight increase compared with the reporting period 2000-2002, for which, on average, 17 per cent of States reported extending such support.¹⁸

26. With respect to progress on incorporating other important cross-cutting issues into alternative development programmes, the percentage of States reporting that their alternative development programmes incorporated traditional medicinal practices declined in the fifth reporting period (2006-2007), compared with the first reporting period (1998-2000). An increased proportion of States indicated that their alternative development programmes supported participatory approaches, incorporated the gender dimension and environmental considerations, gave consideration to the poorest and most vulnerable and included measures to reduce illicit drug demand. However, that increase fluctuated, as the highest overall proportion of States responding affirmatively to these questions came in the reporting period 2000-2002 (see figure X).

¹⁷ *Alternative Development: a Global Thematic Evaluation* ..., pp. 2-30.

¹⁸ The questions related to support for community organizations and community initiatives were first introduced in the biennial reports questionnaire for the second reporting period (2000-2002).

Figure X
Proportion of States reporting the incorporation of selected cross-cutting issues in alternative development programmes, by reporting period
 (Percentage)



1. Gender dimension

27. Since the early 1990s, alternative development projects have attempted to address gender issues, with mixed results. A study in Thailand showed that the Thai-German Highland Development Programme had benefited women through improvements in health, education and subsistence agriculture. However, the study also reported that development had reduced women's control of resources by expanding the male household economic role at their expense. A study of eight alternative development projects implemented by various agencies in Peru in the Aguaytía-Neshuya area of the Huallaga valley showed that women's level of participation in decisions on alternative development had increased in all projects over the course of their implementation.¹⁹

2. Environmental concerns

28. Illicit drug crop cultivation and illicit drug production are recognized as having many negative effects on the environment, such as the clearing of forests

¹⁹ *Alternative Development: a Global Thematic Evaluation ...*, pp. 9 and 27.

through slash-and-burn cultivation, the indiscriminate use of herbicides and pesticides, overexploitation of forest resources and the pouring of waste products (precursor chemicals) into rivers. Over the past decade, various alternative development projects, in particular in the Andean countries, have focused on environmental protection, with encouraging results. In Bolivia, the “Jatun Sach’a” forest management and agro-forestry programme, which is supported by UNODC, has improved the lives of approximately 10,000 families, strengthened the institutional capacities of producers’ associations and had a positive influence on national forestry legislation and policy. In Thailand, the Thai-German Highland Development Programme improved watershed management and the ecological balance in general.²⁰

3. Participatory approaches

29. The use of participatory approaches in alternative development have been found to be no less important than in mainstream development programmes. As noted in the report of the International Conference on the Role of Alternative Development in Drug Control and Development Cooperation, held in Feldafing, Germany, from 7 to 12 January 2002, a “participatory approach” means more than just consulting communities about their wishes. It requires serious dialogue in which these communities are allowed to have substantial leeway for negotiation.²¹ Alternative development processes need to be particularly participatory and democratic, as a relationship of trust among all stakeholders is crucial for their success. The experiences with participatory village planning and with capacity-building for village development committees in the Lao People’s Democratic Republic have been assessed as providing models of good practices.²² The experience in Myanmar in working with district development organizations has also proved successful, as it has promoted local ownership by allowing the beneficiaries to participate in the identification and implementation of projects.²³

4. Drug abuse prevention, treatment and rehabilitation of drug addicts

30. Prevention, treatment and rehabilitation have been an integral part of alternative development programmes, in particular in South-East Asia. In the Lao People’s Democratic Republic, the Palavek project (covering the period 1989-1996) initiated the first village-based treatment and rehabilitation programme in the country. In Myanmar, the first drug demand reduction programme was introduced in 2002, in the Mong Pawk district. In both countries, alternative development programmes pioneered the treatment of drug addicts and support for social reintegration strategies. In Afghanistan, levels of opium and heroin abuse have increased substantially in recent years. Of great concern is opium abuse among women and children in remote villages, which have no access to medical services.

²⁰ Ibid., p. 7.

²¹ *The Role of Alternative Development in Drug Control and Development Cooperation: International Conference, 7-12 January 2002, Feldafing, Germany* (Federal Ministry for Economic Cooperation and Development, German Agency for Technical Cooperation and German Foundation for International Development, 2002).

²² Ibid., p. 23.

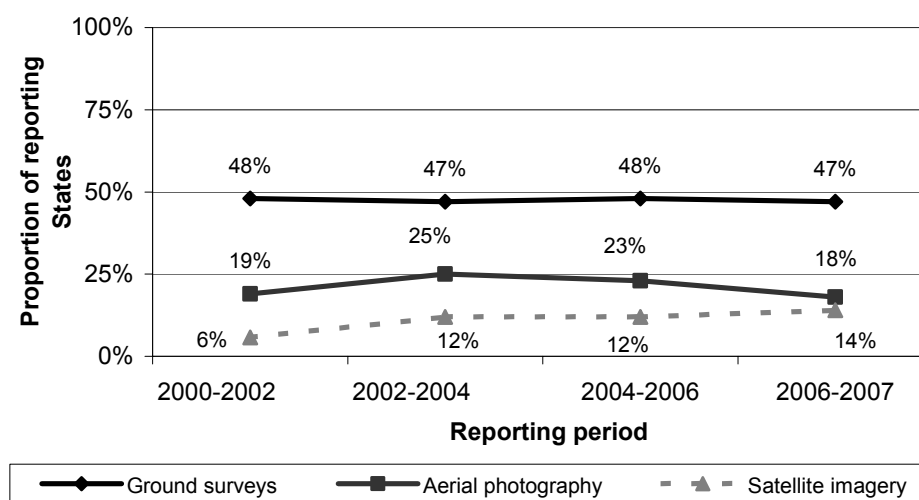
²³ United Nations International Drug Control Programme, *Alternative Development: Sharing Good Practices, Facing Common Problems* (2001).

E. Monitoring of illicit cultivation, information-sharing and evaluation of the impact of alternative development programmes

31. In terms of mechanisms for monitoring illicit crop cultivation, throughout the reporting periods the use of ground surveys was the method most often reported by States, followed by aerial photography and the use of satellite imagery (see figure XI).²⁴ A number of States consistently reported on monitoring through human intelligence, community policing, information networks, ground patrols and, in specific and isolated cases, surveillance by helicopter. The number of States indicating that they had shared information on the monitoring of illicit cultivation at the national, regional and international levels declined from 59 States in the reporting period 2000-2002 to 45 States in the reporting period 2006-2007.

Figure XI

Methods used by reporting States for monitoring illicit crop cultivation: selected reporting periods
(Percentage)



32. In the fifth reporting period (2006-2007), 23 States, compared with 17 States in the baseline period 1998-2000, reported that they had systems to monitor and evaluate the qualitative and quantitative impact of programmes for alternative development and the eradication of illicit crops (see figure XII). That suggests that only half of the States implementing such programmes have mechanisms in place to evaluate their impact.

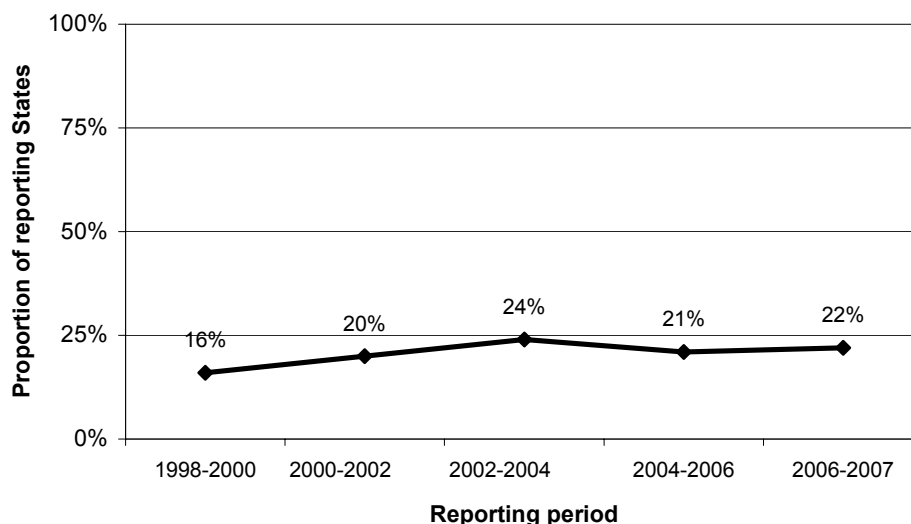
33. Throughout the 10-year reporting period, a number of States reported a lack of technical expertise and financial constraints as the reasons for not having monitoring and evaluation systems in place. In the reporting period 2006-2007, Bolivia reported that it had a system for the monitoring of coca and other crops, agro-forestry and forest areas, but that it lacked a system for the qualitative

²⁴ The question on the mechanisms for monitoring illicit cultivation was first introduced in the biennial reports questionnaire for the second reporting period.

assessment of alternative development programmes. Indonesia reported that it had a monitoring mechanism and that its alternative development programmes were new and had yet to be evaluated.

Figure XII

Proportion of reporting States with systems for monitoring and evaluation of alternative development and eradication programmes, by reporting period
(Percentage)



Measuring the impact of alternative development

34. A number of recent assessments of alternative development programmes have recommended the use of socio-economic parameters to measure the impact and sustainability of alternative development.²⁵ In the course of the thematic debate of the Commission on Narcotic Drugs at its forty-ninth session, it was suggested that a mix of impact indicators, including measuring improvements with respect to education, health, employment, the environment, gender-related issues, institution-building and governmental capacity, was required.

35. Similarly, a recent report on opium poppy cultivation in Afghanistan²⁶ noted that the success of drug control could not be measured only in terms of reduction in the number of hectares under drug crop cultivation but that there was a need to assess the qualitative nature of any change in cropping patterns and livelihood strategies. The report argued that the analysis of the dynamics involved when households succeed in replacing the role that opium plays in their livelihoods strategies would help in understanding whether the shift was “part of a wider process of diversification of both crops and income, or simply a temporary response

²⁵ *Official Records of the Economic and Social Council, 2006, Supplement No. 8 (E/2006/8)*, chap. II, para. 16; *Alternative Development: a Global Thematic Evaluation ...*, p. 17; and *Thematic Evaluation of United Nations Office on Drugs and Crime Alternative Development Initiatives ...*, pp. 11 and 12.

²⁶ David Mansfield, *Beyond the Metrics: Understanding the Nature of Change in the Rural Livelihoods of Opium Poppy Growing Households in the 2006/07 Growing Season* (May 2007).

to a political imperative”.²⁷ Based on the results of research conducted in nine provinces, the report suggested that crop and income diversification (mainly related to shifts to high-level horticulture) was taking place in various localities where market channels were functioning well and where eradication was perceived as a real threat.

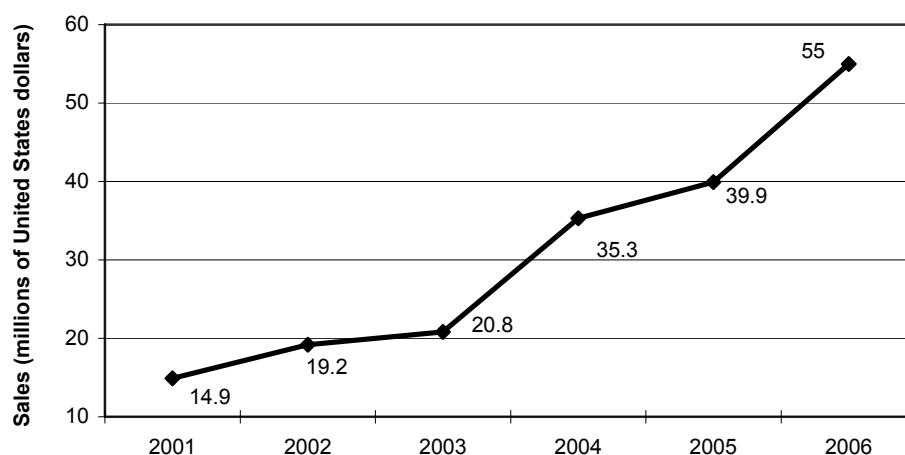
F. Improving the economic framework for alternative development

36. Throughout the 10-year reporting period, a number of States reported on efforts to improve the economic framework for alternative development. Those efforts included awareness-raising activities, the promotion of community participation, inter-institutional coordination, the establishment and strengthening of cooperative schemes and support for market-oriented production chains. Some States also reported on the promotion of product diversification and value-added products, trade brands and organic certification, participation in trade fairs and negotiations for preferential tariffs for alternative development products.

37. CICAD noted that if alternative development programmes were to succeed, it was necessary to study the markets for their products. The economic performance of UNODC-supported farmers' enterprises in Peru in recent years (see figure XIII) shows that adequate support for marketing activities is essential for the success of alternative development. The initiative of the Government of Colombia to market alternative development products under the label “Products of Peace” has increased the involvement of the private sector and serves as an example of innovative approaches that could be adapted to other contexts and countries.

Figure XIII

Sales of farm enterprises in Peru linked to UNODC, 2001-2006



²⁷ Ibid., p. i.

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

A. Global monitoring of illicit drug crops

38. Since 1999, UNODC has assisted Member States in setting up systems to monitor illicit cultivation of opium poppy and coca bush. In cooperation with the Governments concerned, annual surveys were conducted in Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Myanmar and Peru. Initial assessments of coca bush cultivation have been conducted in Ecuador and Venezuela (Bolivarian Republic of). UNODC also worked with the Government of Morocco to assess the extent of cannabis cultivation in that country.

39. Over the years, some countries have broadened the scope of those monitoring systems, which now also provide information on coca and opium prices, farmers' income from illicit crops and their motivation to grow or stop growing those crops. Thus, the national survey reports have become valuable tools for developing drug policies and guiding development assistance.

40. In Afghanistan, despite security problems, UNODC strengthened its monitoring activities by conducting annual rapid assessments and monthly opium price surveys. In 2006, for the second consecutive year, UNODC was involved in verifying eradication activities conducted by the Government of Afghanistan.

41. Following the significant reductions in opium poppy cultivation in the Lao People's Democratic Republic and Myanmar, UNODC designed questionnaires to measure the impact of poppy eradication on the livelihood of the communities concerned through surveys of farmers' intentions. A system similar to that used to monitor monthly opium prices in Afghanistan was introduced in the Andean countries of Bolivia, Colombia and Peru to monitor coca and cocaine prices. Yield surveys conducted in Bolivia and Colombia led to the adjustment of estimates of coca leaf yields and potential cocaine manufacture.

B. Overview of alternative development initiatives

42. Over the 10-year reporting period, UNODC has continued to play a leading role in assisting States to address illicit crop cultivation within the framework of poverty reduction and sustainable development and in accordance with the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (General Assembly resolution S-20/4 E). Between 1998 and 2007, UNODC allocated 133 million United States dollars to alternative development programmes and projects in the countries most affected by the illicit cultivation of opium poppy and coca bush.

43. UNODC has also continued promoting the use of best practices and the sharing of experiences and has continued to assist States in identifying and securing resources for alternative development programmes. In addition, UNODC has advocated the inclusion of counter-narcotics objectives in broader development policies, plans and programmes, and has continued its efforts to assist States in addressing cross-cutting issues.

1. Central and South-West Asia

44. In 2007, 193,000 ha of opium poppy were cultivated in Afghanistan (an increase of 17 per cent compared with 2006). Opium production reached 8,200 tons (an increase of 34 per cent from 2006), making Afghanistan the single largest world supplier of opium. The total farm-gate value of opium production (\$1 billion) was equal to 13 per cent of the gross domestic product of Afghanistan in 2007 (\$7.5 billion).²⁸ The number of people involved in opium poppy cultivation in Afghanistan increased from an estimated 2.9 million in 2006 to an estimated 3.3 million in 2007.

45. In 2007, however, 13 of the 34 provinces in Afghanistan were opium-free (compared with only 6 provinces in 2006), and the opium poppy cultivation trends moved in opposite directions in the north central area and the south-western area. The 13 opium-free provinces are located in the north central area of Afghanistan, while in south-western Afghanistan, despite higher levels of income, opium poppy cultivation reached unprecedented levels, with 70 per cent of the opium poppy cultivation in the country taking place in five provinces along the border with Pakistan, and more than 50 per cent of the cultivation taking place in Helmand province alone.

46. UNODC continued to support the Government of Afghanistan in the areas of policy development, institution- and capacity-building for alternative livelihoods and illicit crop monitoring. UNODC has established a network of alternative livelihood experts based in the Ministry of Counter Narcotics of Afghanistan, located in both the central office and in the provinces (Badakhshan, Balkh, Herat, Kandahar and Nangarhar). The experts provide technical and coordination support to the provincial offices of the Ministry and assist with the compilation of information on alternative livelihoods projects in their respective provinces.

47. In 2007, UNODC conducted a series of training sessions aimed at improving the capacity of the Ministry of Counter Narcotics and other key ministries in six provinces, in order to develop and assess alternative livelihood programmes. Representatives of major donor agencies and non-governmental organizations involved in the area of alternative livelihoods also participated in the training sessions, which emphasized the need to strengthen cooperation among stakeholders on data collection, analysis and establishing common practices in monitoring and evaluation for all stakeholders and sectors.

48. UNODC, in close collaboration with the Government of Afghanistan and key stakeholders, is currently refining a road map for making Afghanistan free of opium poppy. The road map should help lead to an increased number of opium-free provinces, coupled with improved governance records. The approach used by the road map is in keeping with the Good Performance Initiative of the Government of Afghanistan. The road map serves a double purpose. First, it advocates providing an increased package of incentives and positive rewards for provinces that perform well in the area of drug control, with a view to sustaining the progress achieved. Secondly, it sets out the role of stakeholders and promotes operational coordination

²⁸ Estimates of the Central Statistics Office of the Government of Afghanistan, contained in the publication of the United Nations Office on Drugs and Crime, *Afghanistan: Opium Survey 2007*, p. 7.

at the field level, enhancing synergy and the impact of existing interventions in a cost-effective manner.

2. East and South-East Asia

49. States in South-East Asia have made remarkable progress in reducing illicit opium poppy cultivation in the past decade. Illicit crop cultivation in Thailand and Viet Nam ceased to be significant more than a decade ago. In 2007, the Lao People's Democratic Republic, once the third largest illicit opium poppy producer in the world, cultivated 1,500 ha, down from 26,900 ha in 1998.

50. The largest reduction in absolute terms has taken place in Myanmar, where opium poppy cultivation decreased by 83 per cent in nine years, from 130,300 ha in 1998 to only 21,500 ha in 2006. However, after six consecutive years of decline, in 2007 cultivation increased by 29 per cent to 27,700 ha, and potential opium production in 2007 was 460 tons, compared with 315 tons in 2006. Although Myanmar remains the second largest opium producer worldwide, its share of global production fell from 30 per cent in 1998 to 5 per cent in 2007.

51. In Myanmar, opium sales constitute 50 per cent or more of the annual cash income of farmers, income which is used mainly to cover food shortages. As a result of the rapid reduction in opium poppy cultivation and the ensuing loss of income from opium, many households are experiencing food shortages. In 2007, 163,000 households were involved in opium poppy cultivation, an increase of 29 per cent over 2006.

52. Since 1998, UNODC has worked with several partners²⁹ to mitigate the impact of opium eradication on livelihoods. The assistance has reached approximately 40,000 people in Wa Special Region 2, eastern Shan state. Efforts have centred on health, education, basic infrastructure, community development, food security and alternative livelihoods. The results obtained were assessed and published in the 2006 brochure "Reaching out to the Wa: Achievements in Mong Pawk District 1995-2005", published by the Country Office of UNODC in Myanmar. In the period 2006-2007, UNODC continued to support livelihood activities including community rice banks, animal husbandry, vocational training, irrigation and feeder road maintenance, as well as adult literacy and primary health care.

53. UNODC also continued to spearhead the multilateral programme covering the Kokang and Wa areas through the Kokang and Wa Initiative (KOWI). Initiative partners include governmental departments, United Nations organizations and national and international organizations. In 2007, the Government of Myanmar, UNODC and other United Nations agencies agreed on a framework for the transition from emergency relief to sustainable development for the Wa area for the period 2008-2011.

54. In the Lao People's Democratic Republic, UNODC has been supporting alternative development interventions within the framework of poverty reduction since the early 1990s. UNODC assistance has focused on basic health care, treatment and rehabilitation for opium addicts, essential infrastructure such as small-scale irrigation, feeder roads, food security and alternative livelihoods.

²⁹ World Food Programme, Aide Medical International and Malteser International.

Sustaining the reductions achieved in opium poppy cultivation and preventing its resurgence remain a priority for the Government and for UNODC.

55. In the reporting period 2006-2007, UNODC, in partnership with other United Nations agencies and the Asian Development Bank, continued to provide alternative development assistance in the provinces of Phongsaly, Houaphan and Oudomxay. UNODC supported the implementation of the national drug programme strategy and the mapping of the 1,100 poorest former opium-poppy-cultivating villages targeted by the action plan for post-opium planning, in order to identify gaps in support and find potential partners to address those gaps.

56. Throughout the 10-year period 1998-2007, UNODC promoted and supported regional cooperation and the exchange of information and expertise in alternative development and illicit crop monitoring in South-East Asia. UNODC also facilitated the implementation of the Plan of Action of the Association of Southeast Asian Nations (ASEAN) and China Cooperative Operations in Response to Dangerous Drugs (ACCORD), which includes alternative development.

57. In 2007, UNODC launched the Global Partnership on Alternative Development with generous support from the Government of Germany. The Partnership is designed to support both the Lao People's Democratic Republic and Myanmar in their counter-narcotics and poverty-reduction efforts. The project will, among other things, enhance the capacities of relevant national authorities, technical staff and key development actors for integrating alternative development objectives into broader development policies, plans and programmes.

3. Andean countries

58. In Bolivia, Colombia and Peru, the involvement of small farmers in illicit coca bush cultivation continued to be linked to poverty, insecurity and exclusion from mainstream society. The per capita income from coca bush cultivation in 2005 was lower than the gross domestic product per capita in the three countries (see table 2).

Table 2

Farm-gate value and per capita income from coca

	Potential farm-gate value of coca products 2005 (millions of United States dollars)	Number of households involved in coca bush cultivation	Per capita income from coca (United States dollars)	GDP per capita (United States dollars)
Bolivia	180	40 000 ^a	900	974 ^b
Colombia	843	68 600 ^c	2 500	2 700 ^d
Peru	307	50 000 ^a	1 200	2 490 ^b

Source: United Nations Office on Drugs and Crime, *Coca Cultivation in the Andean Region: a Survey of Bolivia, Colombia and Peru* (June 2006), p. 16.

^a Estimate derived from the average field size per household.

^b World Bank, 2004.

^c Estimate based on field research.

^d National Department of Statistics of Colombia, 2005.

59. In Colombia, the area under coca bush cultivation declined significantly (52 per cent) from a peak of 163,000 ha in 2000 to 78,000 ha in 2006. Between

1998 and 2006, the total decline in area was 23 per cent. Colombia remains the country with the largest area of coca bush cultivation in the world, accounting for 50 per cent of the world total. At the end of 2006, coca bush was cultivated in 23 of the 32 departments in Colombia. The Government of Colombia reported record levels of eradication in 2006, which was achieved through a combination of aerial spraying and manual eradication.

60. In the reporting period 2006-2007, UNODC assisted the Government of Colombia within the framework of the country's alternative development plan. The focus of the UNODC-supported alternative development programme has been poverty alleviation through environmental conservation, sustainable productive management of strategic ecosystems and support for the marketing of alternative development products.

61. The UNODC-supported programme in the departments of Meta and Caquetá, initiated in 1999, was completed in 2007. The results of the programme have received national and international recognition and are considered an example of good practices on the part of the Government of Colombia. A total of 367 families and four farmers' organizations benefited from technical and managerial support for productive activities, including the production and marketing of organic coffee, cocoa and honey. The organic honey is now marketed through a major supermarket chain in Colombia and in the Café la Tienda de la Paz at the UNODC Office in Bogotá. In 2006, 55.5 tons of coffee, 1.1 tons of organic coffee and 3.8 tons of organic cocoa were exported to countries in Europe, to Japan and to the United States.

62. In 2007, UNODC began implementation of phase II of the Monte Bravo initiative, in coordination with the Social Action Plan of the Presidency of Colombia. The current phase builds on the results obtained earlier through the project of UNODC and the Food and Agriculture Organization of the United Nations (FAO) in the department of Nariño on the Pacific coast. Phase II broadens the scope of work aimed at the rational exploitation of natural forest resources in the departments of Nariño, Chocó and Norte de Santander and will continue close partnerships with farmers, indigenous groups and community councils. Phase I of the project in the period 2004-2006 improved the lives of 433 families through forest management, agro-forestry and food security activities. Community councils were strengthened, and women's associations were created. Three forest management plans secured over 22,000 ha free of coca plantations and the rehabilitation of 396 ha of cacao crops.

63. In 2007, UNODC launched an initiative in the department of Antioquia, with a substantial financial contribution from the departmental government, to strengthen the productive capacities of at least 200 families and community enterprises in the municipalities of Anorí and Briceño through support for agro-forestry, including coffee and cacao, to substitute illicit coca bush cultivation. The initiative will also identify areas that could qualify for projects under the framework of the Clean Development Mechanism related to the Kyoto Protocol.

64. In the reporting period 2006-2007, UNODC continued to monitor achievements in voluntary eradication, forest recovery and socio-economic development under the Forest Warden Families Programme of the Government of Colombia. The main objective of the programme is to recover and protect

ecosystems affected by illicit crops, while promoting the sustainable use of natural resources.

65. In 2006, 51,400 ha were under coca bush cultivation in Peru, up from 48,200 ha in 2005. The total area under coca bush cultivation in 2006 was roughly the same size as in 1998. Peru was the world's second largest coca producer in 2006, accounting for 32 per cent of the total area under coca bush cultivation in the world.

66. In Peru, UNODC-supported alternative development programmes assisted farmers in implementing modern management practices, meeting standards for international quality control and environmental protection and finding new national and export markets for their products. UNODC monitors the commercial performance of the farm enterprises supported under its projects on an annual basis. The 2006 survey focused on 13 businesses, which benefit 18,426 families, that are receiving, or have at one stage received, UNODC technical assistance to develop modern and commercially viable legal enterprises. Sales by those farm enterprises, including products such as coffee, cocoa, palm heart and palm oil, amounted to \$55 million in 2006, an increase of 38 per cent over 2005.

67. Other results achieved in the reporting period 2006-2007 include a project for rubber production in the Pichis-Palcazú area which benefited 32 communities (280 families) and led to the preservation of 28,000 ha of forest. In the Aguaytía and Tulumayo river basins, where ecosystems have been degraded by coca bush cultivation, areas for agro-forestry and reforestation, as well as participating farmers, were identified, and a native forestry association to manage 10,000 ha of forest was established.

68. In Bolivia, 27,500 ha of coca bush were cultivated in 2006, compared with 25,400 ha in 2005.³⁰ Between 1998 and 2006, the area under coca bush cultivation declined 28 per cent. Bolivia remained the world's third largest coca-producing country in 2006, accounting for 18 per cent of total coca bush cultivation.

69. Throughout the 10-year period 1998-2007, the focus of the UNODC alternative development programme in Bolivia was poverty alleviation through income-generating activities and environmental protection. In the tropics of Cochabamba, as a result of experience accumulated over more than 20 years, a number of viable products were identified. UNODC is investing in the sustainable management of forest resources and the marketing of wood products that have proved a viable and ecologically sustainable option.

70. Between 1997 and 2005, UNODC, in partnership with FAO and other stakeholders, including through the Jatun Sach'a project, provided over 10,000 households with support for sustainable forest management activities covering over 200,000 ha and support for agro-forestry activities covering 9,500 ha. In 2006, building on the achievements and experiences of the project, a new, four-year phase of the agro-forestry programme was launched, which is expected to benefit 4,500 families in the tropics of Cochabamba and the Yungas region of La Paz.

³⁰ That amount includes 12,000 ha of cultivation permitted for traditional uses, such as leaf-chewing, medicinal preparations and coca tea, by Bolivian Law No. 1008 of 19 July 1988.

71. In the reporting period 2006-2007, UNODC-supported activities in the areas of vocational training and microenterprise development continued to generate employment and livelihood opportunities for young people in the tropics of Cochabamba, making them less dependent on coca bush cultivation. Since the inception of the project in 2001, UNODC, in partnership with the International Labour Organization and 264 local educational institutions and municipalities, has assisted over 22,200 young people (with almost equal gender parity), created 90 new microenterprises and strengthened 122 existing ones, providing employment to over 2,000 individuals.

4. North Africa

72. Since 2003, UNODC has supported the Government of Morocco through the preparation of cannabis cultivation surveys. The results of the 2005 survey,³¹ published in January 2007, showed a decline of 40 per cent in the total area under cannabis cultivation, from 120,500 ha in 2004 to 72,500 ha in 2005. The survey indicated that in 2005, 89,900 households had been involved in cannabis cultivation.

73. The Government of Morocco has requested UNODC assistance with strategic and programmatic advisory services for alternative development. UNODC is currently developing a plan of action in that respect, focused on the provinces of Larache and Taounate.

IV. Conclusions and recommendations

A. Conclusions

74. Despite the impressive progress made in certain areas, efforts have not led to a significant overall reduction in global illicit drug crop cultivation and production.

75. The lack of long-term national and international political and financial commitment, combined with ambiguous drug laws and sometimes narrowly focused international development assistance strategies, have impeded the ability of Governments to sustain the gains achieved.

76. In Afghanistan, the driving forces of illicit opium poppy cultivation are not yet fully understood. Thus, actions have not yet been designed and implemented to fully address those forces. Despite the progress made in 2007, during which 13 provinces became free of opium, the security situation in the southern provinces continued to deteriorate, and illicit opium poppy cultivation increased substantially.

77. The progress made by the Governments of the Lao People's Democratic Republic and Myanmar in reducing illicit opium poppy cultivation has been remarkable. However, those results cannot be sustained if poverty continues unabated.

78. The Andean countries of Bolivia, Colombia and Peru have also obtained measurable results in reducing the area under illicit coca bush cultivation. In order

³¹ United Nations Office on Drugs and Crime, *Morocco: Cannabis Survey 2005, Executive Summary* (January 2007).

to consolidate that progress, the poverty of farmers, which leaves them vulnerable to the temptation of growing lucrative illicit crops, must addressed.

B. Recommendations

79. The following recommendations aimed at enhancing the effectiveness of alternative development as a tool to reduce and eventually eliminate illicit drug crop cultivation are brought to the attention of the Commission on Narcotic Drugs:

(a) Donor States and international financial institutions are urgently requested to assist former opium poppy growers who are currently living in extreme poverty in the Lao People's Democratic Republic and Myanmar;

(b) The Governments of the Lao People's Democratic Republic and Myanmar are urged to address basic humanitarian needs and facilitate the provision of development assistance to the affected communities;

(c) The Government of Afghanistan and States assisting the Government of Afghanistan with reconstruction and counter-narcotics efforts are urged concomitantly to tackle poverty and strengthen the rule of law in all provinces, particularly in the southern part of the country;

(d) The Government of Afghanistan and States assisting the Government of Afghanistan with reconstruction and counter-narcotics efforts are urged to provide development assistance to those farmers who have given up opium poppy cultivation;

(e) The Government of Afghanistan is urged to address competition among ministries, duplication of mandates and corruption to ensure that development assistance is focused and timely;

(f) States and institutions delivering development assistance in Afghanistan are urged to improve coordination of their activities within the framework of a balanced approach and in accordance with the guidelines of the road map for making Afghanistan free of opium poppy prepared by UNODC. UNODC can serve as a catalyst for action and assist the Government of Afghanistan with donor coordination through the identification of development requirements, the sequencing of activities, the prioritization of objectives, assessments and verification mechanisms;

(g) Donor States are urged to provide continued support to the Andean countries of Bolivia, Colombia and Peru in order to address rural poverty in areas affected by illicit coca bush cultivation;

(h) The Governments of Bolivia, Colombia and Peru are urged to develop regional cooperation mechanisms that include the exchange of experiences in the areas of alternative development and eradication, the sharing of intelligence on trafficking flows and the undertaking of joint operations;

(i) In both Asia and Latin America, States affected by illicit drug crop cultivation are urged to strengthen cross-border, subregional and regional technical assistance and cooperation, including South-South cooperation. UNODC, the

international development community and other key stakeholders should promote and support relevant cooperation mechanisms;

(j) Affected States, the international development community, international financial institutions, United Nations organizations, non-governmental organizations and the private sector are urged to include alternative development strategies and objectives into broad-scale development strategies and programmes;

(k) Donor States are urged to increase efforts to harmonize, align and manage international development assistance to the States affected by illicit drug crop cultivation in accordance with the principles of the Paris Declaration on Aid Effectiveness. In that connection, mechanisms such as the Global Donor Platform for Rural Development should be better utilized, in line with the importance of addressing alternative development within traditional aid assistance;

(l) Other donor mechanisms, relevant international financial institutions, United Nations organizations, non-governmental organizations and the private sector are urged to increase their rural development support for regions and populations affected by illicit drug crop cultivation. Affected States themselves must make a stronger commitment to financing alternative development;

(m) States affected by illicit drug crop cultivation are urged to develop development schemes or take advantage of existing ones such as debt-swaps and free trade arrangements and to explore the possibility of increasing national financing for alternative development programmes;

(n) States not affected by illicit drug crop cultivation and, in particular, the private sector, are urged to provide greater access to markets for alternative development products. Brand labels and fair trade cooperation agreements appear to have had some success. High tariffs and other trade barriers should be examined, and, to the extent possible, in accordance with World Trade Organization guidelines, trade barriers should be relaxed to facilitate the entry of such products into international markets;

(o) States with the relevant expertise, UNODC and other relevant United Nations organizations should support affected States to design and improve systems to monitor and assess the qualitative and quantitative impact of alternative development and eradication programmes with respect to socio-economic development and the sustainability of illicit crop reduction;

(p) Affected States, UNODC and other relevant key actors should strengthen their efforts to share the results of alternative development programmes with the broader development community. In that regard, increased efforts need to be made to highlight the work accomplished and the benefits provided to affected communities. Best practices and lessons learned should be identified and shared, failures should be evaluated, and the conclusions drawn should be disseminated to the broader development community. In that way, practitioners can use that valuable information and better allocate scarce resources in future programmes

(q) Donor States and affected States and other relevant key development actors should examine innovative ways to promote alternative development programmes that are environmentally friendly. One important mechanism is the Clean Development Mechanism related to the Kyoto Protocol, specifically the Community Development Carbon Fund and the BioCarbon Fund administered by

the World Bank, which have specific components oriented towards poverty reduction and sustainable rural development;

(r) Donor States, international financial institutions and UNODC should provide technical and financial support to States that are engaged in alternative development by carrying out proactive development interventions to prevent the expansion of illicit crops and the migration of labour to illicit crop cultivation zones and prevent new illicit crop cultivation;

(s) Donor States, international financial institutions and UNODC should support States in addressing cannabis cultivation through sequenced activities such as assessing the extent of cultivation, identifying the social and economic drivers of cultivation and, ultimately, designing appropriate interventions to tackle the problem;

(t) All States in which cocaine, heroin and cannabis are consumed are urged to address the problem aggressively by allocating funds for drug abuse prevention, treatment and rehabilitation and incorporating those strategies into alternative development programmes in States in which illicit coca, opium poppy and cannabis are produced;

(u) All States must view alternative development in a new context. Alternative development must be assessed using human development indicators and not solely based on illicit crop production statistics. Future internationally agreed action plans should include baseline indicators and monitoring mechanisms related to socio-economic development;

(v) The Commission may wish to consider the above-mentioned recommendations, in addition to further possible measures to strengthen international cooperation for alternative development, with a view to improving the livelihoods of small-scale farmers and eventually eliminating illicit drug crop cultivation.
