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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

Summary

The fifth report of the Executive Director of the United Nations Office on Drugs and Crime on the world drug problem shows that Member States have made significant progress over the past 10 years in implementing the goals and targets set at the twentieth special session of the General Assembly, but that, in a number of areas and regions, Member States have not yet fully attained the goals and targets agreed in the Political Declaration adopted at that session and in the related action plans.

The majority of responding States throughout the world have adopted balanced and comprehensive national drug control strategies and have established central coordination bodies to guide national drug control policies, thus demonstrating a high degree of sustained political commitment to tackling the world drug problem. In relation to the drug abuse situation, the information available suggests that, at the global level, drug consumption is pointing towards stabilization and that a decline in consumption generally occurs in countries that have implemented long-term and sustained demand reduction strategies. Most States have made progress in establishing national demand reduction strategies, assessing the drug abuse problem

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** E/CN.7/2008/1.



and providing prevention, treatment and rehabilitation services.

Although considerable progress has been achieved in reducing the cultivation of opium poppy in South-East Asia, that progress has been offset by an increase in opium poppy cultivation and illicit opium production in Afghanistan. In Bolivia, Colombia and Peru, a decline in the total area under illicit coca bush cultivation was achieved between 1998 and 2006; however, higher crop yields resulted in an increase in cocaine manufacture during that period. Estimates of the United Nations Office on Drugs and Crime indicate a stabilization of cannabis herb production in recent years, though the overall potency of cannabis has risen. Since 1998, Member States have developed and improved national plans and strategies to address illicit drug crop cultivation, including alternative development and eradication measures. Financial constraints continue to pose difficulties for the sustainability of alternative development programmes.

Considerable progress has also been made in judicial cooperation. Adherence to the international drug control treaties is now virtually universal. Since the twentieth special session of the General Assembly, the measures relating to extradition, mutual legal assistance, controlled delivery and law enforcement cooperation have registered a high rate of implementation. However, while the legal and procedural framework exists in many States, difficulties remain in implementation.

Progress has also been achieved in the implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors through measures to formulate national policies, to detect and monitor trafficking in and abuse of amphetamine-type stimulants, to promote prevention and to engage in the fight against diversion of precursors. Nonetheless, significant efforts are still required in order to understand the problem better, to dismantle clandestine laboratories manufacturing amphetamine-type stimulants and to prevent abuse of those substances.

In the 10 years since the twentieth special session of the General Assembly, the percentage of countries having carried out precursor control measures has increased substantially. Most reporting States have placed under control the substances listed in the tables of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, and major successes have been noted in the area of international cooperation. However, adequate controls have not been universally established and States should be encouraged and supported to implement minimum and uniform control measures.

Compliance with measures to combat money-laundering has increased since 1998. Most Member States have made it a criminal offence to launder the proceeds derived from drug trafficking and have put in place related legislation and measures to counter drug-related money-laundering.

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I. Introduction

1. At its twentieth special session, the General Assembly adopted: (a) the Political Declaration (resolution S-20/2, annex); (b) the Declaration on the Guiding Principles of Drug Demand Reduction (resolution S-20/3, annex); and (c) measures to enhance international cooperation to counter the world drug problem, including the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (resolution S-20/4 A), measures for the control of precursors (resolution S-20/4 B), measures to promote judicial cooperation (resolution S-20/4 C), measures to counter money-laundering (resolution S-20/4 D) and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E). By its resolution 54/132 of 17 December 1999, the Assembly adopted the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction.

II. Action by the Commission on Narcotic Drugs and the General Assembly

2. In the Political Declaration, the General Assembly called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goals and targets set at the twentieth special session for the years 2003 and 2008, and requested the Commission to analyse those reports in order to enhance the cooperative effort to combat the world drug problem. In its resolutions 60/178 of 16 December 2005, 61/183 of 20 December 2006 and 62/176 of 18 December 2007, the Assembly reaffirmed the commitment of Member States to implementing the outcome of the special session and meeting the targets set for 2003 and 2008.

3. The Commission, in its resolutions 42/11 and 44/2, requested the Executive Director of the United Nations Office on Drugs and Crime (UNODC) to cover in his biennial reports on the world drug problem the efforts of Governments to meet the objectives and target dates established by the General Assembly at its twentieth special session, on the basis of a comprehensive, confidential and balanced treatment of information covering all aspects of the drug problem, and to refer to the difficulties encountered by Governments in meeting those goals. The Commission also requested that the reports contain information on global trends, organized by region and covering the action plans and measures adopted by the Assembly at its twentieth special session.

4. The Commission requested Member States to submit their replies to the questionnaire for the fifth reporting period by 30 June 2007. The questionnaire for that period (2006-2007) was transmitted to Member States on 20 December 2006. Reminders were issued on 25 May and 16 July 2007, and vigorous follow-up was carried out by the Commission during its intersessional work, by the Chairman of the fiftieth session of the Commission and by the Secretariat. At the intersessional meeting of the Commission held on 25 September 2007, those States that had not returned the completed questionnaire by the deadline were urged to do so promptly, as the delay in the submission of responses would prevent timely circulation of the

report. By 30 June 2007, 23 States¹ had submitted partial or complete responses to the questionnaire; by 6 November 2007, a total of 108 States² had returned their responses. In other words, 79 per cent of the responses to the questionnaire for the fifth (and final) reporting period were submitted after the deadline of 30 June 2007.

5. The Commission, in its resolution 50/12, requested the Executive Director to submit to it at its fifty-first session a report prepared pursuant to its resolution 42/11, drawing together information gathered through all previous biennial reports questionnaires and from the supplementary information obtained pursuant to its resolutions 49/1 and 50/12. The present report has been prepared in response to that request.³

III. Action by Governments

6. The present report provides an overview of progress made by Member States in implementing the goals and targets set at the twentieth special session of the General Assembly and is based on all responses provided by Governments to the questionnaire for each of the five reporting periods, from 1998 to 2007.⁴ The addenda to the present document (E/CN.7/2008/2/Add.1-6) provide a more detailed analysis of the action taken by Governments to implement the action plans and measures adopted in 1998.

7. The response rate for the fifth reporting period (55 per cent) was similar to that for the first (55 per cent), third (56 per cent) and fourth (52 per cent) reporting periods but was lower than that for the second reporting period (65 per cent). The utility of the analysis of the data collected through the questionnaire hinges on both the level of coverage and the quality of the information. Sixty States responded to

¹ Algeria, Austria, Bangladesh, Belarus, Belgium, Bhutan, Czech Republic, Ecuador, Egypt, El Salvador, Eritrea, Finland, Israel, Jordan, Lebanon, Monaco, Peru, Qatar, Sao Tome and Principe, Slovenia, Spain, Syrian Arab Republic and Tunisia.

² Afghanistan, Algeria, Angola, Argentina, Armenia, Australia, Austria, Bangladesh, Belarus, Belgium, Bhutan, Bolivia, Bosnia and Herzegovina, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Canada, Chile, China, Colombia, Costa Rica, Croatia, Cyprus, Czech Republic, Denmark, Dominican Republic, Ecuador, Egypt, El Salvador, Eritrea, Estonia, Finland, France, Georgia, Germany, Greece, Grenada, Guinea, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran (Islamic Republic of), Israel, Italy, Jamaica, Japan, Jordan, Kyrgyzstan, Lao People's Democratic Republic, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Madagascar, Malaysia, Malta, Mexico, Moldova, Monaco, Mongolia, Montenegro, Morocco, Myanmar, Nepal, Netherlands, New Zealand, Nigeria, Norway, Oman, Pakistan, Panama, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Republic of Korea, Romania, Russian Federation, Sao Tome and Principe, Sierra Leone, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Syrian Arab Republic, Thailand, the former Yugoslav Republic of Macedonia, Trinidad and Tobago, Tunisia, Turkey, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Uzbekistan and Zambia.

³ The Commission considered the first biennial report (E/CN.7/2001/2 and E/CN.7/2001/16), second biennial report (E/CN.7/2003/2 and Add.1-6), third biennial report (E/CN.7/2005/2 and Add.1-6) and fourth biennial report (E/CN.7/2007/2 and Add.1-6) at its forty-fourth, forty-sixth, forty-eighth and fiftieth sessions.

⁴ The analysis reflects as well those responses which were received too late to be included in the biennial reports. Questionnaires received after 6 November 2007 are not reflected in the present report.

the questionnaire for all five reporting periods, and 160 States returned a completed questionnaire at least once. The table provides an overview of the response rates for the five reporting periods and shows that in all reporting periods the responses allow conclusions to be drawn for more than 88 per cent of the world population aged 15-64, as non-responding Member States were, in most cases, small countries or small island States.

Questionnaire response rate, by reporting period

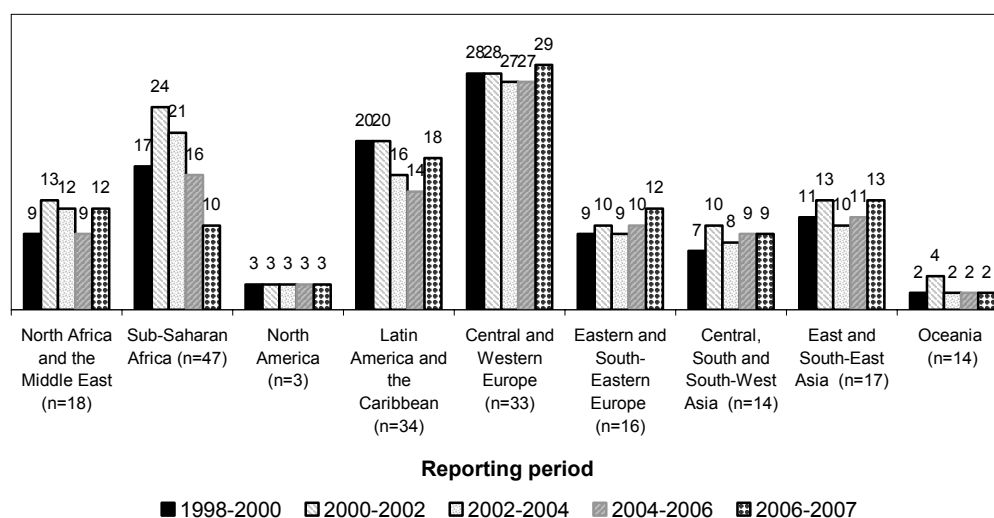
Reporting period	States responding		Approximate share of world population aged 15-64 in responding States (percentage)
	Number	Proportion (percentage)	
1998-2000	106	55	91
2000-2002	125	65	95
2002-2004	108	56	89
2004-2006	101	52	89
2006-2007	108	56	89
All reporting periods	60	31	79

8. In order to provide a representative picture of the regional situation, all countries responding in the various reporting periods were included in the analysis. Figure I provides a regional breakdown of the responses for the five reporting periods.

Figure I

Questionnaire response rate, by subregion and reporting period

(n = number of States in the subregion that could have responded to the questionnaire in 2007)



9. Notwithstanding the limitations in terms of the quality (validity, reliability and objectivity) of the information, the response rate and the significance of the sample of countries considered, the questionnaire provides important information on how

each State perceived its progress towards achieving the goals set at the twentieth special session of the General Assembly and was, in many cases, the only information available.

10. Disparities may, in some cases, be due to methodological limitations, including the following: (a) the fact that the questionnaire was substantially revised after the baseline period may have caused reporting biases; (b) different States responded during the five reporting periods; (c) information for subregions based on responses received from a small number of countries may reflect trends that are highly influenced by the responses of a single country; and (d) no definitions were provided for the concepts and terms used in the questionnaire, resulting possibly in different understandings and interpretations.

11. In Sub-Saharan Africa, where in all five reporting periods less than 50 per cent of the States responded and the responding States differed among the periods, the analysis must be interpreted with particular caution.

12. In order to facilitate the analysis and to provide a visual representation of the progress made by Member States, UNODC developed an analytical tool to quantify the responses to the various sections of the questionnaire.⁵ The tool was used for the first time in the reporting period 2002-2004 to report progress in drug demand reduction (E/CN.7/2005/2/Add.1) and was extended in the reporting period 2004-2006 to report progress in all thematic sections (except for section VI, on eradication of illicit crops and alternative development (E/CN.7/2007/2/Add.1 and 3-6)). In the present report, the information is presented by region and subregion⁶ to allow for a more appropriate analysis of trends.

⁵ The composite indices that have been developed summarize the responses provided by Member States through the questionnaire with regard to the reported implementation and estimated coverage of activities as requested under the various action plans. An analysis has been conducted using the data provided by all those countries that responded to the questionnaire in each reporting period. The indices are presented as regional averages, ranging from a minimum of 0 per cent to a maximum of 100 per cent. For example, a region reaches 100 per cent when all the reporting countries indicate having all the requested measures in place, while a region where all reporting countries report having none of those measures in place has a rating of 0 per cent.

⁶ In the present report, countries have been divided into the following regions and subregions:

- (a) The region of Africa and the Middle East, comprising the following subregions:
 - (i) North Africa and the Middle East;
 - (ii) Sub-Saharan Africa;
- (b) The region of the Americas, comprising the following subregions:
 - (i) Latin America and the Caribbean;
 - (ii) North America;
- (c) The region of Asia and Oceania, comprising the following subregions:
 - (i) Central, South and South-West Asia;
 - (ii) East and South-East Asia;
 - (iii) Oceania;
- (d) The region of Europe, comprising the following subregions:
 - (i) Central and Western Europe;
 - (ii) Eastern and South-Eastern Europe.

A. National drug control strategies

13. A national drug control strategy or plan constitutes the essential infrastructure for ensuring planning and coordinated action to address all aspects of the drug problem, including balanced interaction between areas such as law enforcement, health, education and sustainable development. Globally, the 108 States that responded to the questionnaire for the reporting period 2006-2007 achieved an implementation level of 89 per cent for the actions referred to in section II of the questionnaire. That section includes as indicators the establishment of a national drug control infrastructure, namely the establishment of national drug control strategies that are multisectoral (covering such sectors as health, social programmes, education, law enforcement, justice and employment) and have a national drug control coordinating body. Figures II-VI show the level of compliance in introducing such measures at the global and subregional levels for all States responding in each reporting period.

Figure II

All regions: establishment of a national drug control infrastructure, by reporting period

(Percentage)

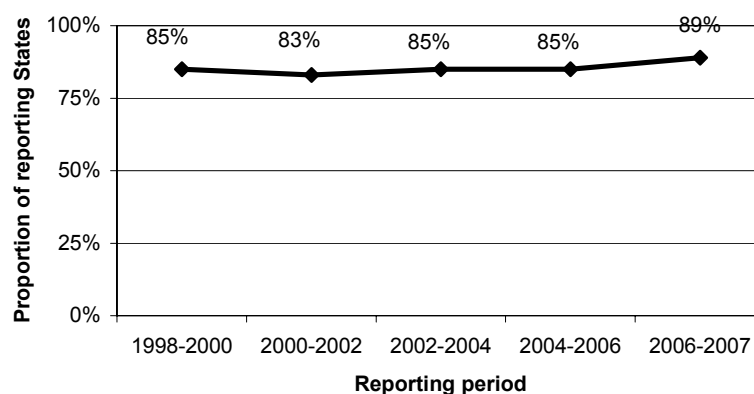


Figure III

Africa and the Middle East: establishment of a national drug control infrastructure, by subregion and reporting period
(Percentage)

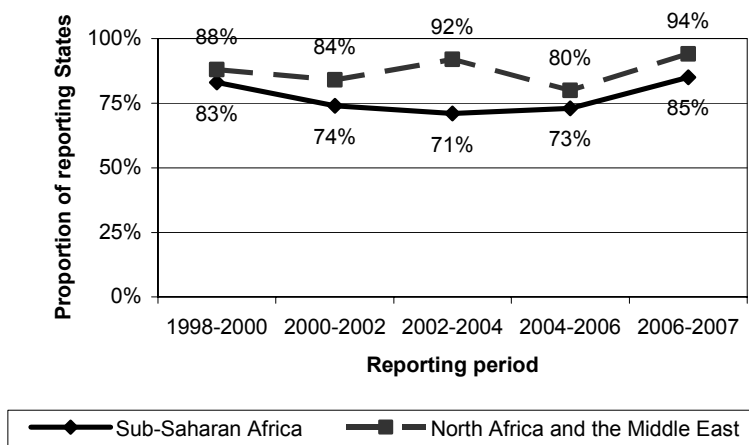


Figure IV

Americas: establishment of a national drug control infrastructure, by subregion and reporting period
(Percentage)

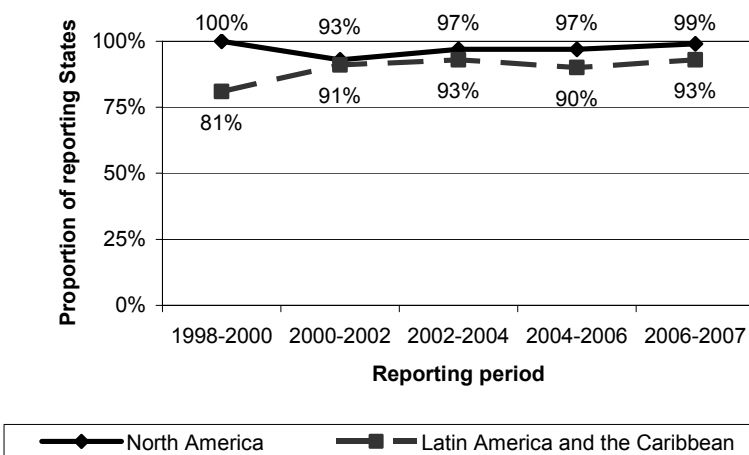


Figure V
Asia and Oceania: establishment of a national drug control infrastructure, by subregion and reporting period
 (Percentage)

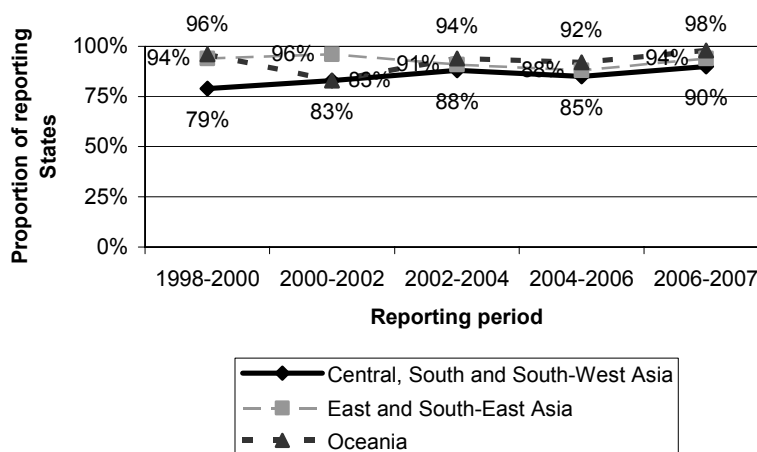
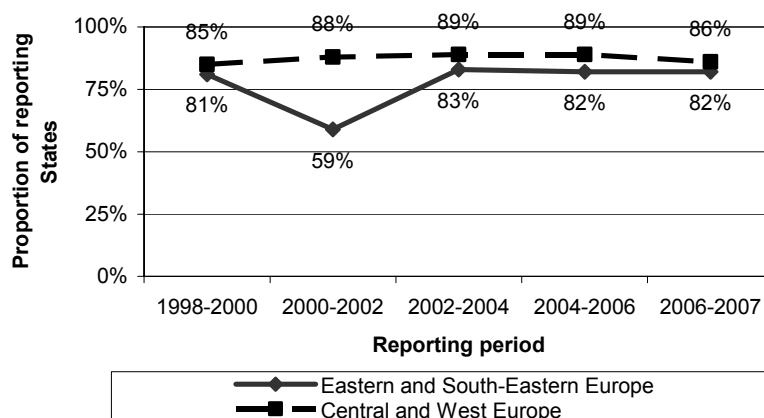


Figure VI
Europe: establishment of a national drug control infrastructure, by subregion and reporting period
 (Percentage)



14. Figures II-VI show that, notwithstanding intraregional fluctuations over the five reporting periods, the commitment to establishing a national drug control infrastructure remained high, with all regions reporting a compliance rate of over 80 per cent towards meeting the achievement indicators established in the questionnaire.

15. As figure IV shows, the subregion of Latin America and the Caribbean improved its overall implementation rate from 81 to 93 per cent between 1998 and 2007. Of the States in that subregion that sent replies to the questionnaire for the fifth reporting period, 88 per cent indicated having a national drug control strategy

or action plan, and all those replying in the second reporting period (2000-2002), the third reporting period (2002-2004), the fourth reporting period (2004-2006) and the fifth reporting period (2006-2007) had established national drug control coordinating entities. That trend in the subregion was similarly reported to UNODC by the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States.

16. The trend in East and South-East Asia remained stable at about 90 per cent throughout the five reporting periods (see figure V). The data from the questionnaire were supported by information provided by the Association of Southeast Asian Nations (ASEAN) and China Cooperative Operations in Response to Dangerous Drugs (ACCORD) for 11 countries of the region. Although most of the countries had measures in place before 1998, they improved the quality of their national drug control strategies during the 10-year period under review.

17. In Central, South and South-West Asia, the implementation of a national drug control infrastructure increased steadily over the period, from 79 per cent in 1998 to 90 per cent in 2007 (see figure V).

18. As can be seen in figure VI, the responses to the questionnaire indicated that overall no progress had been observed in Central and Western Europe. Of the 29 States reporting for the period 2006-2007, 5 States did not have a national drug control strategy and 4 did not have a coordinating entity for the implementation of such a strategy. A few European countries reported that they did not have a national drug control strategy because responsibilities in that area fell to the subnational authorities and were not coordinated centrally. However, data provided to UNODC by the European Monitoring Centre for Drugs and Drug Addiction present a different picture, reflecting a quantitative increase and a qualitative improvement in the area of national drug control strategies. According to those data, there are now coordinating entities in all countries of the region and the scope and domain of multidisciplinary drug control strategies had increasingly been enlarged.

19. The number of countries taking action and the level of achievement in the area of national drug control infrastructure in all regions over the five reporting periods demonstrate a high degree of sustained political commitment by Member States to tackling the world drug problem and must be regarded as a significant accomplishment.

20. It is important to note that, even if a country has developed a national drug control strategy and established a national authority to coordinate its implementation, there may still be a need to strengthen that strategy or authority politically or in terms of its technical, institutional or human resource capacity. In particular, the lack of an adequate budget or an effective mandate may prevent a national entity from implementing the strategy appropriately. The time lag that exists between the adoption of policies or measures and their subsequent impact should also be borne in mind.

B. Drug demand reduction

21. At the twentieth special session of the General Assembly, Member States established the year 2003 as a target date for developing new and enhanced demand

reduction strategies and programmes, and they committed themselves to achieving significant and measurable results by the year 2008. A detailed analysis of the action reported by Member States in that regard and a set of recommendations are contained in the addendum on drug demand reduction (E/CN.7/2008/2/Add.1).

22. On the basis of the data provided by Member States through the biennial reports questionnaire⁷ and the annual reports questionnaire, it is possible to draw some conclusions on progress made in the area of drug demand reduction.

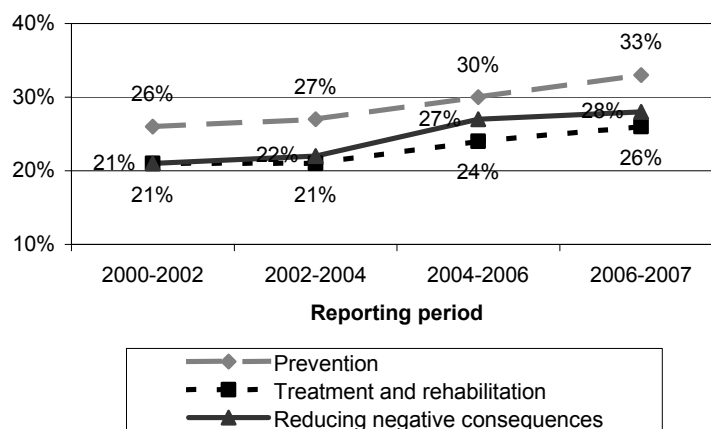
23. Available information on the drug abuse situation suggests that, at the global level, the consumption of coca and opium derivatives is stabilizing or even declining. The consumption of amphetamine-type stimulants is still increasing, but at a slower rate and it is pointing towards stabilization. Cannabis consumption continues to increase in most countries, even though some signs of stabilization and even of a decrease were reported by some high-prevalence countries. While it is difficult to prove that that situation is a result of the efforts made by Member States over the past 10 years, as drug abuse behaviour is influenced by multiple factors, it would appear that declines in consumption tend to occur in countries where long-term, sustained and well-resourced demand reduction strategies have been implemented.

24. As figure VII shows, programmes and coverage in the key areas of demand reduction (prevention; treatment and rehabilitation; and reducing the negative health and social consequences) have increased, even if the increase has been relatively modest. It should be borne in mind, however, that the reported interventions focused on approaches that did not always prove to be the most effective ones.

⁷ A total of 108 States responded to the section on drug demand reduction in the questionnaire for the fifth reporting period (2006-2007).

Figure VII

All regions: implementation of demand reduction measures, by area of intervention, selected reporting periods
(Composite index)



25. For example, in the area of prevention, fewer programmes were implemented for life-skills education than for information and education.

26. While the demand for treatment increased globally, treatment and rehabilitation programmes also increased, although in some regions the level of provision of services was very low and key elements of the continuum of services (such as substitution treatment) were not commonly available.

27. Interventions to reduce the negative health and social consequences of drug abuse have registered a strong increase at the global level. That trend appears to be associated with efforts to prevent the spread of HIV and other infections among injecting drug abusers. Nonetheless, if the coverage and the availability of all the services are considered, the level of compliance with the requirements of the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction was rather low in most regions.

28. Most countries indicated that they had implemented programmes targeting vulnerable and special population groups, though more needed to be done. Considerable resources had been invested in media and public information campaigns whose results were not always evaluated.

29. Most States declared a high political commitment to implementing the measures adopted at the twentieth special session of the General Assembly. Even though they reported that programmes and strategies were informed by research and analysis, there was a need to improve the information base and evaluation capacity in order to strengthen the evidence base for action.

30. Partnerships have to be broadened to involve all stakeholders. There continues to be a gap between countries having long experience in drug demand reduction and sustained programmes and countries lacking sufficient experience and resources. That indicates the need for networking and for disseminating lessons learned and good practices among States.

C. Eradication of illicit crops and alternative development

31. Section VI of the questionnaire elicited 105 responses for the fifth reporting period, compared with 100 responses for the fourth reporting period. The responses were distributed by region as follows: Africa and the Middle East, 21 per cent; the Americas, 19 per cent; Asia, 19 per cent; Europe, 39 per cent; and Oceania, 1 per cent. A detailed analysis of the responses and a set of recommendations are contained in the addendum on the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (E/CN.7/2008/2/Add.2).

32. Global illicit opium poppy cultivation declined by 2 per cent, from 238,000 hectares (ha) in 1998 to 234,000 ha in 2007. Over that same period, opium poppy cultivation in the Lao People's Democratic Republic, Myanmar and Thailand decreased from an estimated 157,900 to only 29,400 ha, a reduction of 81 per cent in nine years.

33. However, the significant decline in South-East Asia could not offset the increase that occurred 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 amount produced in 1998. Afghanistan currently accounts for 82 per cent of global opium poppy cultivation and 93 per cent of global illicit opium production.

34. Between 1998 and 2006, the total area under illicit coca bush cultivation in Bolivia, Colombia and Peru declined by 18 per cent, from 190,800 to 156,900 ha. Despite that decline, estimated global cocaine production stood at 984 tons in 2006, an increase of 19 per cent over 1998. That trend can be attributed to improved cultivation techniques such as the harvesting of more crops each year, the use of higher-yield varieties and an increase in the number of plants per hectare. In addition, clandestine cocaine laboratories are believed to have become more efficient in recent years. In 2006, Colombia accounted for 62 per cent of estimated global cocaine manufacture, Peru for 28 per cent and Bolivia for 10 per cent.

35. According to UNODC estimates, approximately 42,000 tons of cannabis herb were produced in 2005, which suggests stabilization in cannabis production.⁸ Reliable estimates of the total area under cannabis cultivation worldwide are not available. Indoor cultivation continues to expand, with several countries emerging as important producers, supplying illicit markets on their territory and elsewhere. In addition, scientific analysis of cannabis suggests a continued increase in the level of tetrahydrocannabinol.

National plans

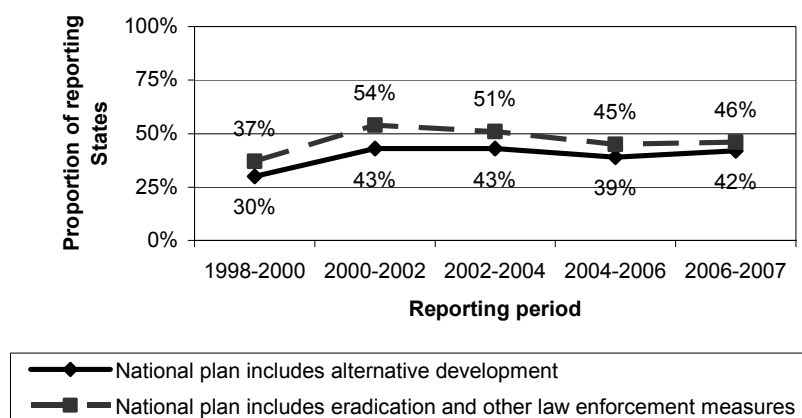
36. For the fifth reporting period (2006-2007), 44 States (42 per cent of respondents) reported having national plans or programmes that included alternative development. As can be seen in figure VIII, that percentage reflected a slight increase over the previous reporting period and an increase of 12 per cent over first reporting period (1998-2000), the baseline period. The total number of States

⁸ *World Drug Report (2007)* (United Nations publication, Sales No. E.07.XI.5), p. 95.

reporting that their national plans or programmes included eradication or other enforcement measures stood at 48 (46 per cent of respondents) in the fifth reporting period, compared with 40 States (38 per cent of respondents) in the first reporting period.

Figure VIII

All regions: existence of a national plan or programme to reduce or eliminate the cultivation of illicit drug crops, by type of plan and reporting period
(Percentage)



37. Recent assessments of alternative development have noted that a long-term political commitment to bringing development to the affected areas and populations was a crucial requirement in realizing the full potential of alternative development.

International cooperation

38. For the reporting period 2006-2007, 21 States reported providing assistance in alternative development to other States on a bilateral, regional or multilateral basis. For that same period, a total of 11 States (10 per cent of respondents) reported having received technical assistance to carry out alternative development programmes and 11 States reported receiving such assistance for eradication programmes. That compared with 15 States (14 per cent of respondents) that reported receiving technical assistance for alternative development programmes in the reporting period 1998-2000 and 17 States (14 per cent of respondents) that reported receiving technical assistance for eradication programmes for the reporting period 2000-2002 (the first reporting period in which the question on technical assistance for eradication programmes was included in the questionnaire).

39. Most States reporting on multilateral assistance provided for alternative development indicated that their support had been channelled through UNODC. A number of States also reported on bilateral assistance provided in support of alternative development.

Constraints

40. For the reporting period 2006-2007, a total of 32 States (31 per cent of respondents) cited financial constraints as the greatest obstacle to the

implementation of alternative development programmes. That figure had remained largely unchanged since the reporting period 2002-2004 but represented an improvement over the 47 States (40 per cent of respondents) citing those constraints in the reporting period 2000-2002.⁹ Other obstacles identified were the lack of supporting structures for delivering development assistance (cited by 21 States), lack of technical expertise (15 States) and coordination problems (15 States). The hierarchy of the obstacles in terms of the reported degree to which they hindered the implementation of alternative development programmes remained unchanged throughout the 10-year period 1998-2007.

41. In the UNODC report entitled "Alternative Development: A Global Thematic Evaluation",¹⁰ it was noted that, in the Andean countries, illicit coca bush growers had identified the lack of viable, stable markets as a major obstacle they faced, in addition to poor roads, lack of credit and absence of agro-industry. In South-East Asia, which was faced with many of the same difficulties, ethnic issues and gaining entrance to the national society and access to its services had been highlighted.

Cross-cutting issues

42. For the fifth reporting period, slightly over 20 per cent of the responding States reported having extended financial support to community initiatives through their alternative development or eradication programmes and having supported the establishment and training of community organizations.

43. For the same period, an increased percentage of States indicated that their alternative development programmes had supported participatory approaches, incorporated a gender dimension and environmental considerations, included measures to reduce illicit drug demand and considered the poorest and most vulnerable population groups.

44. Over the past decade, alternative development projects had focused as well on reducing the negative impact on the environment of illicit drug crop cultivation and drug production.

Monitoring and evaluation

45. Throughout the 10-year reporting period, ground surveys were the monitoring and evaluation method most often reported by States, followed by aerial photography and the use of satellite imagery.¹¹ A number of States consistently reported on monitoring through human intelligence, community policing, information networks, ground patrols and surveillance by helicopter. The number of States indicating that they had shared information on the monitoring of illicit drug crop cultivation at the national, regional and international levels declined from 59 in the reporting period 1998-2000 to 45 in the reporting period 2006-2007.

46. For the fifth reporting period (2006-2007), more States (23, compared with 17 in the reporting period 1998-2000) reported having systems to monitor and evaluate

⁹ The related question was first introduced in the biennial reports questionnaire for the reporting period 2000-2002.

¹⁰ United Nations publication, Sales No. E.05.XI.13.

¹¹ The related question was first introduced in the biennial reports questionnaire for the reporting period 2000-2002.

the qualitative and quantitative impact of programmes for alternative development and the eradication of illicit drug crops. That suggests that only half of the States implementing such programmes had mechanisms in place to evaluate their impact. The lack of technical expertise and financial constraints were reported as the reasons for not having such programmes.

47. A number of recent assessments of alternative development have recommended the use of socio-economic parameters to measure the impact and sustainability of alternative development,¹² including on education, health, employment, environment and gender-related issues, institution-building and governmental capacity.

D. Judicial cooperation

48. In the Political Declaration adopted at the twentieth special session of the General Assembly, Member States undertook to promote multilateral, regional, subregional and bilateral cooperation among judicial and law enforcement authorities to deal with drug offences and related criminal activities. To that end, States were encouraged to review and strengthen by the year 2003 the implementation of the measures to promote judicial cooperation adopted at the twentieth special session. Those measures included extradition, mutual legal assistance, transfer of proceedings, controlled delivery, cooperation in law enforcement, targeting drug trafficking by sea, measures to support the judicial process and other forms of cooperation. A detailed analysis of the action taken by Governments¹³ to implement the action plans and measures adopted in 1998 and a set of recommendations are contained in the addendum on measures to promote judicial cooperation (E/CN.7/2008/2/Add.3).

49. In 1998, Member States agreed to take steps to review, and if necessary simplify, their extradition laws and procedures, including by reviewing legislation; and to facilitate cooperation with other States concerning extradition. In both the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988¹⁴ and the measures adopted by the General Assembly at its twentieth special session, States were called upon to remove impediments to extradition. States were requested to consider extraditing their nationals for serious drug offences on the agreement that accused offenders would be surrendered for prosecution but could be returned to serve any sentence handed down. The data collected throughout the reporting periods indicate that as one of the major remaining impediments to extradition. Other legal and practical difficulties also remain, although most States have adopted laws and entered into bilateral and multilateral treaties providing for the extradition of accused drug offenders; and many have revised their legislation since the twentieth special session of the General Assembly. Most of the progress in adopting bilateral and multilateral agreements on extradition has been made within regional frameworks. Globally, the rate of implementation of the General Assembly objectives on extradition increased

¹² See, for example, the report of the Commission on its forty-ninth session (*Official Records of the Economic and Social Council, 2006, Supplement No. 8* (E/2006/28), paras. 10-24).

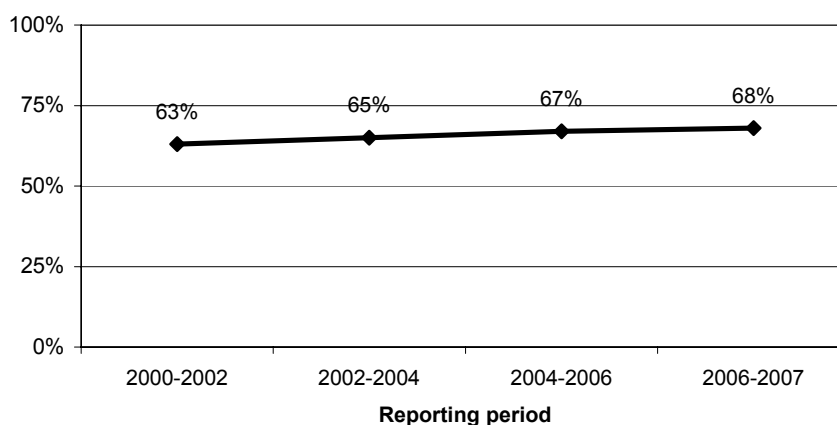
¹³ A total of 105 States responded to this section of the questionnaire for the period 2006-2007.

¹⁴ United Nations, *Treaty Series*, vol. 1582, No. 27627.

over the 10-year period (see figure IV), though the increase was not constant in all regions.

Figure IX

All regions: measures taken in the area of extradition, selected reporting periods
(Composite index)



50. Member States undertook to ensure that their national legislation enabled them to implement article 7 of the 1988 Convention (on mutual legal assistance) and to take specific steps to facilitate mutual legal assistance. While most States had adopted legislation and entered into bilateral and multilateral treaties on mutual legal assistance in drug trafficking cases and many had revised their procedures since 1998, it was not possible to assess the impact of those measures owing to the lack of data. Globally, the implementation of measures to achieve the General Assembly objectives in the area of mutual legal assistance has steadily increased but has varied among subregions. Africa and Asia were the regions where rates were the lowest throughout the reporting periods.

51. At the twentieth special session of the General Assembly and in the 1988 Convention, States were encouraged to consider enacting legislation to transfer or receive proceedings in criminal matters and to take other steps to facilitate the transfer of such proceedings. Article 8 of the 1988 Convention obliges parties to consider the possibility of transferring to one another proceedings for criminal prosecution of offences established in accordance with article 3, paragraph 1, of the Convention in cases where such transfer is considered to be in the interests of the proper administration of justice. The implementation of measures increased globally over the 10-year period but remained low, and it varied among subregions and reporting periods. The transfer of proceedings should be considered as an alternative measure when a State does not extradite its nationals and has no legal basis for prosecuting the alleged offender.

52. With respect to law enforcement and the exchange of information, Member States had been encouraged to consider developing or expanding programmes for the exchange of law enforcement personnel and to enhance cooperation among law enforcement agencies. In that regard, law enforcement cooperation appears to have made progress in all regions, and the implementation of measures in the area of law

enforcement cooperation increased slightly between 1998 and 2007. However, cooperation at the international level outside regional frameworks seemed to be lacking.

53. Controlled delivery, at both the national and international levels, was noted as an effective means of international cooperation during the fifth reporting period. Although controlled delivery was widely used by States in all regions, the percentage of States having legislation permitting its use remained largely the same as in the previous reporting periods. That was clearly an area where many States still had difficulties in performing effectively.

54. In the area of drug trafficking by sea, which is regulated under article 17 of the 1988 Convention, States had been called on to review their national legislation to ensure that the legal requirements of the 1988 Convention were met. The fifth reporting period saw a significant increase in the percentage of countries having legislation permitting cooperation in the area of combating drug trafficking by sea and in those entering into bilateral or multilateral agreements, although much remained to be done. The implementation of measures in the area of drug trafficking by sea increased globally between 1998 and 2007 but varied among subregions and reporting periods.

55. Member States had been invited to consider developing measures for the protection not only of judges, prosecutors and other members of surveillance and law enforcement agencies but also of witnesses. While most States reported having legislation, rules or procedures in that area, regional disparities remained. Compared with the previous reporting periods, in the fifth reporting period more States had enacted legislation and revised their procedures on the protection of witnesses, and the implementation of witness protection measures had increased globally.

E. Amphetamine-type stimulants and their precursors

56. In the Political Declaration adopted by the General Assembly at its twentieth special session, Member States established the year 2008 as a target date for States to eliminate or significantly reduce the illicit manufacture and marketing of and trafficking in psychotropic substances, including synthetic drugs, and the diversion of precursors. In section VII of the questionnaire, States were asked to provide information on their implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors in the following key areas: policy and strategic responses; capacity to collect and analyse information; international and multisectoral cooperation; measures to improve technical capacity to detect and monitor the problem of amphetamine-type stimulants, including capacity to better understand it; and measures to raise awareness and reduce demand.

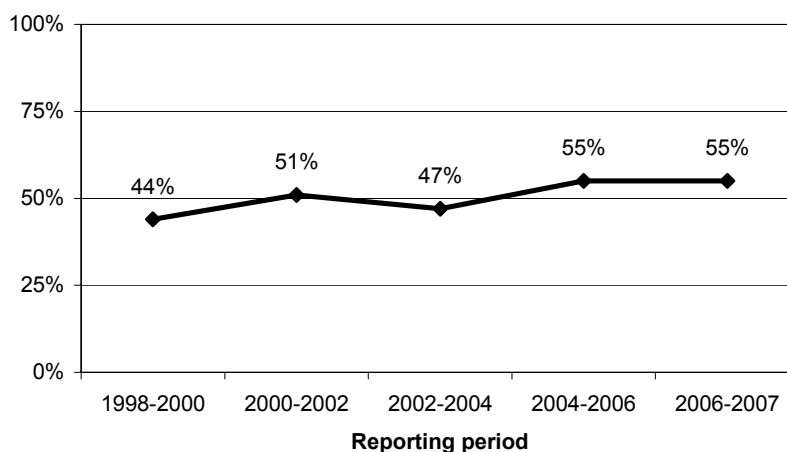
57. A total of 107 States replied to section VII of the questionnaire for the fifth reporting period. A detailed analysis of the action reported by Member States and a set of recommendations are contained in the addendum on the implementation of the Action Plan (E/CN.7/2008/2/Add.4).

58. Overall implementation of the Action Plan stood at 55 per cent for the fifth reporting period, up from 44 per cent in the period 1998-2000 and suggesting clear

but insufficient progress by Member States in the area during the 10-year period 1998-2007 (see figure X).

Figure X

All regions: implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, by reporting period
(Composite index)



59. In general, the key area in which the most progress was made over the five reporting periods was the capacity to collect and analyse information, followed by policy and strategic responses, measures to improve awareness and reduce demand and measures to improve technical capacity to detect and monitor the problem of amphetamine-type stimulants, including capacity to better understand it. International and multisectoral cooperation was located at the low end.

60. At the subregional level, implementation of the Action Plan over the 10-year period was highest in Oceania, North America, East and South-East Asia and Central and Western Europe (see figures XI-XIV). The analysis revealed a difference between Member States with long experience in the implementation of sustained programmes and action plans and those that lacked resources and had limited experience in that area. That applied, in particular, to Africa, where political instability, weak monitoring capabilities and lack of dedicated resources contributed to the low implementation level in a number of countries. To a lesser extent, the same applied to Latin America and the Caribbean.

61. Improvement in implementation was greatest in the subregions that had low implementation rates in the first reporting period (1998-2000).

62. Even though progress was made across the board in the implementation of the Action Plan, albeit to varying degrees in different regions, significant efforts were still required in order to understand the problem of amphetamine-type stimulants better and to tackle it effectively.

Figure XI
Africa and the Middle East: implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, by subregion and reporting period
 (Composite index)

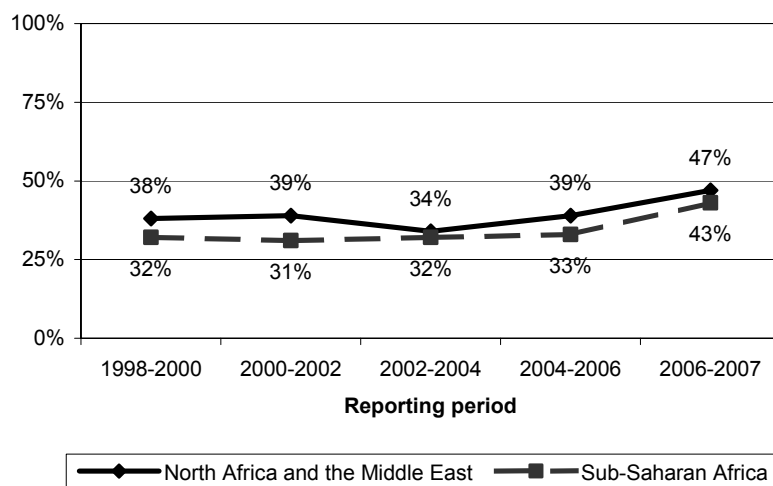


Figure XII
Americas: implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, by subregion and reporting period
 (Composite index)

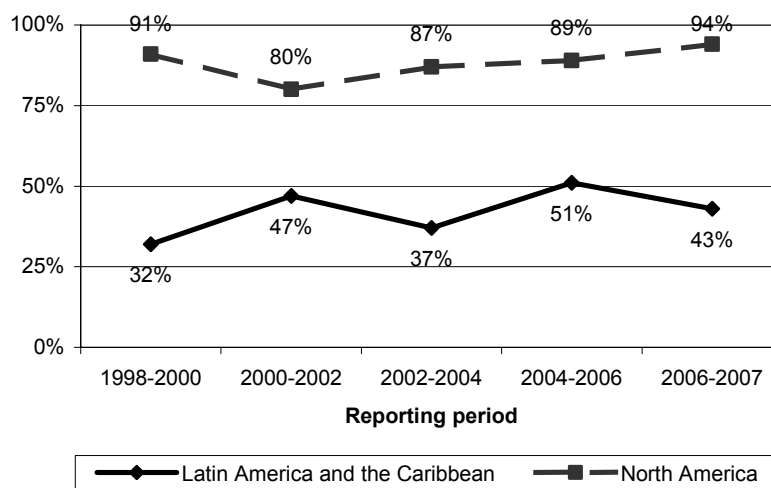


Figure XIII

Asia and Oceania: implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, by subregion and reporting period

(Composite index)

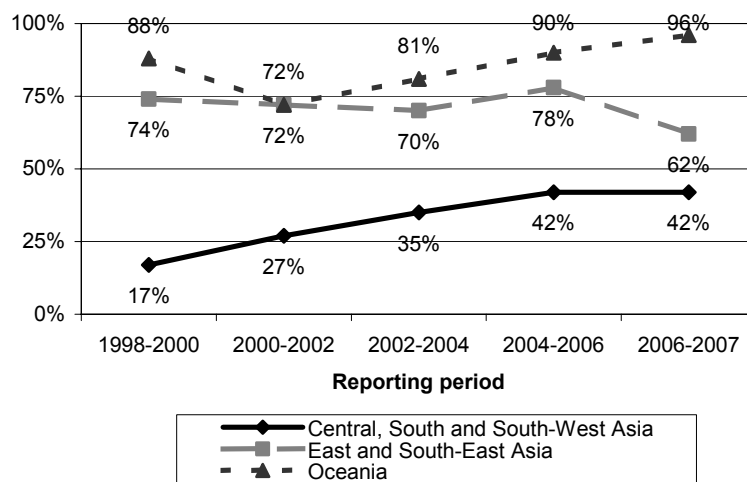
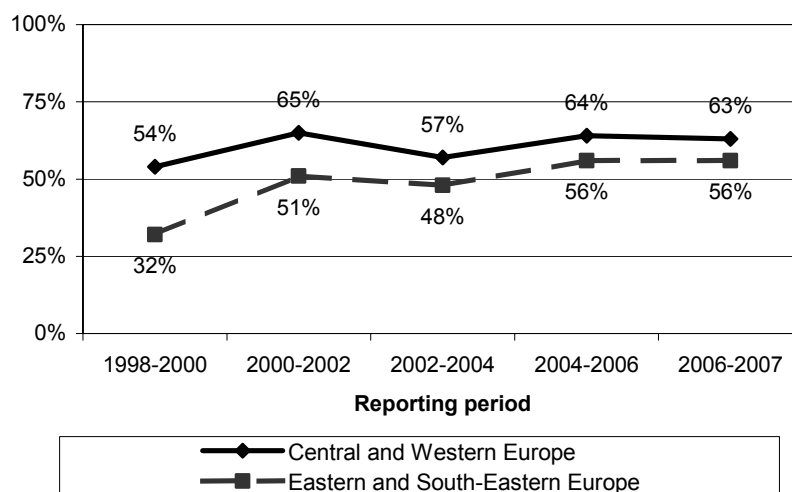


Figure XIV

Europe: implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, by subregion and reporting period

(Composite index)



63. In that regard, more needed to be done to effectively curb the manufacture of, trafficking in and abuse of amphetamine-type stimulants at the national, regional and international levels, especially in regions where implementation of the Action Plan was not sufficiently developed, response rates were poor or responses were inconsistent with available complementary data.

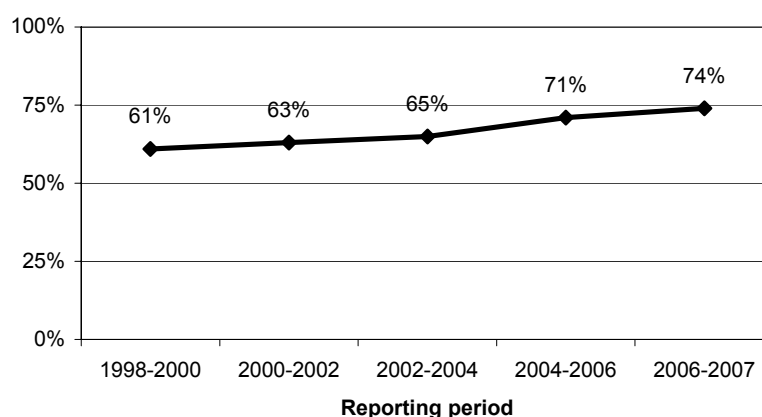
F. Control of precursors

64. At the twentieth special session of the General Assembly, Member States identified precursor control as one of the important areas requiring time-bound action. The diversion of precursor chemicals used to manufacture illicit drugs had become one of the most serious challenges confronting international drug control efforts. To prevent such diversion, States agreed to monitor the national and international movement of specific precursor chemicals. At the twentieth special session, Member States agreed to promote concerted global action by adopting measures to further strengthen the control of precursor chemicals, and they set 2008 as the target date for a significant reduction in the diversion of such chemicals.

65. In the 10 years since the twentieth special session of the General Assembly, the global compliance rate with general precursor control measures increased from 61 per cent in the reporting period 1998-2000 to 74 per cent in the reporting period 2006-2007 (see figure XV). A detailed analysis of the action reported by Member States¹⁵ and a set of recommendations are contained in the addendum on the control of precursors (E/CN.7/2008/2/Add.5).

Figure XV

All regions: compliance with measures on precursor control, by reporting period
(Composite index)



66. In addition to an improved picture of precursor control at the global level, all regions also strengthened their control measures throughout the 10-year period under review. North America reported the most consistent implementation rates regarding precursor control, with a 100 per cent level of confirmation of controls for three of the five reporting periods. The subregion whose precursor control measures improved most was Oceania, where overall compliance increased by 30 per cent and reached full compliance in the reporting period 2006-2007.¹⁶

¹⁵ A total of 107 States responded to the section on control of precursors in the questionnaire for the reporting period 2006-2007.

¹⁶ Only two States of the subregion responded to the questionnaire for the first, third, fourth and fifth reporting periods. Four States responded for the second reporting period.

67. Latin America and the Caribbean reported considerably improved precursor control measures, rising from 57 to 70 per cent between the reporting periods 1998-2000 and 2006-2007. In North Africa and the Middle East, the compliance rate with regard to precursor control measures ranged between 60 and 70 per cent throughout the 10-year period, with the most improvement being made towards the end of the period.

68. In Central, South and South-West Asia, the compliance rate improved from 62 per cent in the reporting period 1998-2000 to 71 per cent in the reporting period 2006-2007, while in East and South-East Asia that rate remained at about 75 per cent. Sub-Saharan Africa considerably improved its compliance rate with precursor control measures, rising from 44 per cent in the reporting period 1998-2000 to 61 per cent in the reporting period 2006-2007.

69. In Eastern and South-Eastern Europe, the implementation of precursor control measures rose from a compliance rate of 59 per cent in the reporting period 1998-2000 to 65 per cent in the reporting period 2006-2007. In Central and Western Europe, the compliance rate also increased during the 10-year period, from 65 to 82 per cent.

70. Although the overall trend in the implementation of precursor control measures was positive, attention should be given to emerging issues associated with precursor control. Those include the increasing use of advanced technology for the trafficking in controlled substances, use of third-country parties in diversion operations and substitute chemicals not currently subject to international control.

71. The diversion from legitimate commerce of chemicals used to process and refine drugs is becoming an increasingly serious problem. Effective systems of control and appropriate sanctions are needed to prevent and deter such activity.

G. Countering money-laundering

72. A detailed analysis of the action reported by Member States in the area of combating money-laundering¹⁷ and a set of recommendations are contained in the addendum on countering money-laundering (E/CN.7/2008/2/Add.6).

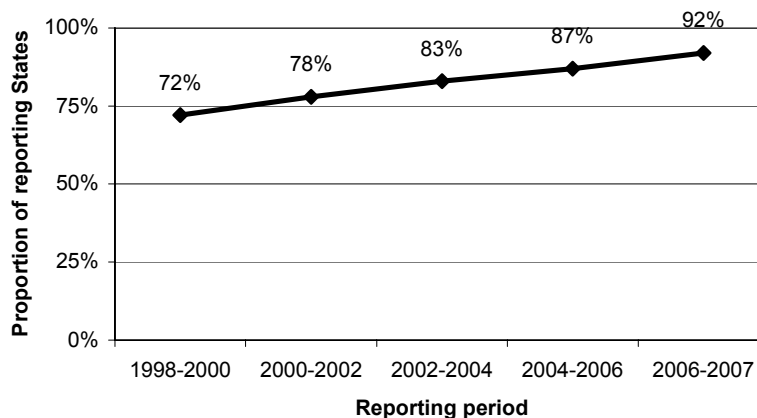
73. Regarding the adoption of national money-laundering legislation by all Member States, the global trend showed a steady increase between the reporting periods 1998-2000 and 2006-2007 (see figure XVI). For the fifth reporting period, 92 per cent of the responding Member States reported having legislation that criminalized the laundering of proceeds derived from drug trafficking and other serious crimes.

¹⁷ A total of 107 States responded to the section on countering money-laundering in the questionnaire for the period 2006-2007.

Figure XVI

All regions: criminalization of the laundering of the proceeds of drug trafficking and other serious crimes, by reporting period

(Percentage)



74. With regard to the freezing, seizure and confiscation of the proceeds of drug trafficking and other serious crimes, the trend steadily increased from 71 per cent in the reporting period 1998-2000 to 89 per cent in the reporting period 2006-2007.

75. At the global level, a steadily rising trend (reaching 77 per cent) in the number of Member States in which money-laundering was an extraditable offence was observed over the five reporting periods, stabilizing in the fourth and fifth reporting periods. Nevertheless, that percentage was low compared with the requirements of the international standards, as all Member States had been called upon to increase cooperation and mutual legal assistance and to make money-laundering an extraditable offence.

76. The number of reporting Member States that had adopted legislation requiring the declaration of the cross-border transportation of cash in amounts exceeding specific values rose from 49 per cent in the first reporting period to 83 per cent in the fifth reporting period. The trend was still far from reflecting full compliance.

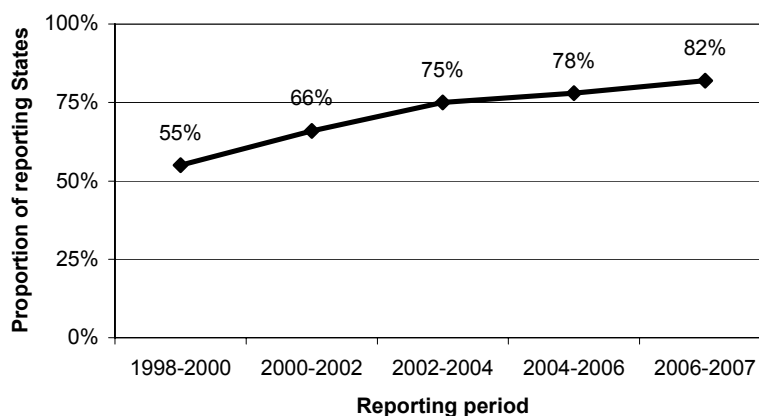
77. Regarding legislation on declaring the cross-border transportation of negotiable bearer instruments, the trend remained low at the global level, although a strong increase was observed between the fourth (47 per cent) and fifth reporting periods (62 per cent). The discrepancies between regions were significant, with North America being the only subregion that had reached full compliance, whereas many other areas remained below 60 per cent.

78. The global trend in the adoption of measures taken by the financial system showed a progressive increase (see figure XVII). For the fifth reporting period, 82 per cent of States reported having implemented measures to counter money-laundering in the financial system. Such measures included the reporting of suspicious or unusual transactions, “know-your-client” practices and the identification of the beneficial owners of accounts.

Figure XVII

All regions: implementation of measures to prevent and detect money-laundering in the financial system, by reporting period

(Percentage)



79. Pursuant to Commission on Narcotic Drugs resolution 49/1, the data obtained from Member States through the questionnaire have been supplemented with information received from the mutual evaluation reports of the financial action task forces, Financial Action Task Force on Money Laundering-style regional bodies and international financial institutions (E/CN.7/2008/2/Add.6). In order to obtain a broader overview and validate the data received from Member States through the questionnaire, a second database was created and analysed. It compiled data received from Member States through the questionnaire for the reporting period 2006-2007 and the mutual evaluation reports. The database included countries that had responded to the questionnaire for the fifth reporting period but for which more objective information was available from the mutual evaluation reports and also countries that had not responded but for which the only data available were those contained in the mutual evaluation reports.

80. At the global level, the comparison between the data elicited by the questionnaire for the fifth reporting period (comprising only the responses to the questionnaire) and the data culled from the mutual evaluation reports reflects a similar trend, which tends to validate the information provided by Member States through the questionnaire.

IV. Conclusions and recommendations

81. Over the five reporting periods, Member States continued to make progress in all areas of the Political Declaration and related measures adopted by the General Assembly at its twentieth special session, in 1998. For the fifth reporting period (2006-2007), 87 per cent of the Member States reported the existence of a national drug control strategy, and the overall compliance rate with multisectoral and coordinated national drug control strategies had reached 89 per cent. However,

in many areas, Member States had yet to reach the goals and targets set by the Assembly at its twentieth special session.

82. In the Political Declaration, Member States established the years 2003 and 2008 as target dates for achieving significant results in demand reduction, alternative development and the reduction of illicit crop cultivation, judicial cooperation, control of amphetamine-type stimulants and their precursors and efforts to counter money-laundering.

83. The analysis of the data received from Member States through the annual reports questionnaire and the biennial reports questionnaire and of the complementary data received from intergovernmental organizations indicates that those goals have not yet been fully achieved.

84. The recommendations below are brought to the attention of the Commission for follow-up and action on those goals beyond 2008; they are drawn from the addenda to the present report, where a fuller set of recommendations can be found.

Demand reduction

85. With regard to demand reduction, the following recommendations are made:

(a) Member States should further expand and improve the coverage of demand reduction programmes and services, including in the areas of prevention, treatment and rehabilitation, and should aim to reduce the negative health and social consequences of drug abuse;

(b) Member States should broaden partnerships and seek more opportunities to network and exchange lessons learned and best practices with other States;

(c) Member States should improve data collection and evaluation and should standardize methods, concepts and reporting tools in cooperation with relevant bodies.

Illicit drug crop eradication and alternative development

86. With regard to illicit drug crop eradication and alternative development, the following recommendations are made:

(a) Member States affected by illicit drug crop cultivation are urged to strengthen cross-border, subregional and regional technical assistance and cooperation, including South-South cooperation;

(b) The international community is urged to include alternative development strategies and objectives in broad-scale development strategies and programmes and to increase support for rural development in regions and populations affected by illicit drug crop cultivation;

(c) Member States affected by illicit drug crop cultivation are urged to develop or take advantage of existing schemes for alternative development products, and those not affected by illicit drug crop cultivation are urged to provide greater access to their markets for those products;

(d) States with relevant expertise, UNODC and other relevant United Nations entities should support affected States in designing and improving systems for monitoring and assessing the qualitative and quantitative impact of alternative

development and eradication programmes, and should share the results with the rest of the development community;

(e) Donors, affected States and other relevant key development partners should examine innovative ways to promote environmentally sound alternative development programmes.

Judicial cooperation

87. With regard to judicial cooperation, the following recommendations are made:

(a) Member States should adopt or revise national legislation to permit extradition, mutual legal assistance and controlled delivery;

(b) Member States should, in particular, adopt legislation or procedures both to enable the transfer of proceedings and cooperation in countering drug trafficking by sea and to protect witnesses, judges, prosecutors and law enforcement officers;

(c) Member States should consider making use of model legislation and legislative guides, best practice guidelines in extradition and mutual legal assistance casework and other tools developed by UNODC and its partners to train and assist competent authorities in drafting and executing effective requests for judicial cooperation;

(d) Member States should consider standardizing universal mechanisms to facilitate extradition, providing the widest possible range of mutual legal assistance and enhancing cooperation among countries in the areas of controlled delivery and information exchange.

Amphetamine-type stimulants and their precursors

88. With regard to amphetamine-type stimulants and their precursors, the following recommendations are made:

(a) Member States should consider, with the participation of regional entities as appropriate, supporting the establishment of a global system for monitoring illicit synthetic drugs, further linking relevant activities around the world in a more systematic way and building and strengthening monitoring activities;

(b) Member States should therefore integrate forensic laboratory data and qualitative information on illicit synthetic drugs and precursors more systematically into monitoring activities and law enforcement investigations. That information should be shared among laboratories, law enforcement agencies, other national authorities and regional and international organizations;

(c) Member States should further strengthen their capacity for the safe investigation and handling of seized clandestine laboratories and precursor chemicals using existing national laboratory resources and, where needed, developing and strengthening capacity in that area.

Control of precursors

89. With regard to the control of precursors, the following recommendations are made:

(a) Member States should continue to address deficiencies in national legislation and regulatory frameworks for the control of precursor chemicals and to include in their precursor control framework a system of prior import/export authorization;

(b) Member States should establish codes of conduct to enable effective collaboration with the chemical industry and should take measures to prevent trade in and diversion of materials and equipment used for the illicit production or manufacture of narcotic drugs and psychotropic substances;

(c) Member States should make full use of new and developing technologies to support effective national and international control measures. In addition, the growing importance of forensic work in the area of precursor control should be supported.

Money-laundering

90. With regard to money-laundering, the following recommendations are made:

(a) Member States should ratify and adhere to the relevant United Nations conventions and should adopt and implement the recommendations of the Financial Action Task Force on Money Laundering;

(b) Member States should establish legislative frameworks to criminalize the laundering of moneys derived from drug trafficking and other serious crimes and should adopt legislative measures to identify, freeze, seize and confiscate the proceeds of criminal activities;

(c) Member States should endeavour to remove all legal and other obstacles that unnecessarily detract from the effectiveness of their systems for countering money-laundering;

(d) Cooperation between Member States should be strengthened in order to combat money-laundering more effectively.

91. In 1998, Member States assumed a series of major commitments to combating the world drug problem. Those commitments were made not just to other Governments but, more importantly, to the peoples of the world. The impact of the world drug problem on the social, economic, health, political and governance aspects of the world's societies continues to be significant, though in some cases and in some regions it is reported to be at lower or stabilizing levels. Member States have an obligation to give serious consideration to the commitments made at the twentieth special session of the General Assembly, to review what has been achieved and to reaffirm that political commitment by developing new actions, when and where required, and to deepen the reach of interventions that have proved effective and efficient. Moreover, States need to reaffirm their commitment to developing and implementing arrangements to assess the impact of their global efforts to combat the world drug problem.