

**Economic and Social Council**Distr.: General
2 January 2009

Original: English

Commission on Narcotic Drugs**Fifty-second session**

Vienna, 11-20 March 2009

Item 6 (a) of the provisional agenda*

**Illicit drug traffic and supply: world situation with
regard to drug trafficking and action taken by
subsidiary bodies of the Commission****Follow-up to the Second Ministerial Conference on Drug
Trafficking Routes from Afghanistan****Report by the Executive Director***Summary*

The present report has been prepared pursuant to Commission on Narcotic Drugs resolution 51/1, entitled “Follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan”, in which the Commission requested the Executive Director of the United Nations Office on Drugs and Crime to report to it, at its fifty-second session, on the measures taken and on progress achieved in the implementation of that resolution. The present report contains an overview of progress made on the outcomes of three Paris Pact expert round tables held during 2008. However, the most significant aspect of the year under review was the continuation of the second phase of the Paris Pact project, launched in January 2007, which brought with it a drastic change in approach and a focus on impact and results. In an effort to move away from process in favour of action, Paris Pact recommendations were translated into action-oriented plans and goals (resulting in the Rainbow Strategy) with an immediate focus on Afghanistan and neighbouring countries. The result-oriented Rainbow Strategy was endorsed by all Paris Pact partners at the Policy Consultative Group meetings held in Vienna in 2007 and 2008. Initial concrete outcomes were already noted during 2008 within the precursor control segment of the Strategy, as significant seizures of precursor chemicals were made (the Targeted Anti-trafficking Regional Communication, Expertise and Training (TARCET) initiative).

* E/CN.7/2009/1.

I. Introduction

1. In its resolution 51/1, entitled “Follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan”, the Commission on Narcotic Drugs reaffirmed the commitments undertaken by Member States in the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex), in which Member States recognized that action against the world drug problem was a common and shared responsibility and expressed their conviction that it must be addressed in a multilateral setting; reaffirmed also the Paris Pact initiative emerging from the Paris Statement (S/2003/641, annex), issued at the end of the Conference on Drug Routes from Central Asia to Europe, held in Paris on 21 and 22 May 2003; and took note with concern of the report by the United Nations Office on Drugs and Crime (UNODC), entitled *Afghanistan: Opium Survey 2007*,¹ which emphasized that in 2007 Afghanistan had produced 8,200 tons of opium, making it virtually the sole supplier of the world’s deadliest drugs.

2. Also in its resolution 51/1, the Commission recalled the action plan approved at the Paris Pact expert round table on the control of precursors used in the manufacture of heroin, held in Vienna on 29 and 30 May 2007 within the framework of the Targeted Anti-trafficking Regional Communication, Expertise and Training (TARCET) initiative; also recalled its resolution 50/1, in which it welcomed the outcome of the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan, organized by the Government of the Russian Federation in cooperation with UNODC and held in Moscow from 26 to 28 June 2006, in continuation of the Paris Pact initiative; and called upon Paris Pact partners to promote international and regional initiatives against trafficking in opiates from Afghanistan and to strengthen cooperation with ongoing operations in the region, such as Operation Channel, Operation Containment and Operation Elena.

3. Also in its resolution 51/1, the Commission commended the input provided by existing training centres and institutions in enhancing the capacities of drug law enforcement agencies and underscored the importance of exploring additional possibilities and modalities for organizing training courses for drug law enforcement officers from Afghanistan, neighbouring States and States in Central Asia and in other subregions; welcomed the launch, under the guidance of UNODC and the Project Cohesion Task Force, of the TARCET initiative, targeting precursors used in the manufacture of heroin in Afghanistan, and urged Paris Pact partners to cooperate closely with the initiative in order to ensure its success; and encouraged time-bound operations focusing on trafficking in precursors, in particular acetic anhydride.

4. Also in its resolution 51/1, the Commission invited Paris Pact partners, acting in full conformity with the purposes and principles of the Charter of the United Nations and international law, to explore possibilities for strengthening control over the transnational movement of monetary proceeds of trafficking in illicit drug crops cultivated or illicit drugs produced on the territory of Afghanistan, money-laundering and other transnational criminal activities related to such proceeds, as well as the financing of terrorist activities in Afghanistan; called upon

¹ United Nations Office on Drugs and Crime, *Afghanistan: Opium Survey 2007* (October 2007).

Paris Pact partners to continue to implement prevention, treatment and rehabilitation initiatives and to exchange best practices in the area of demand reduction; expressed its satisfaction with the beginning of the pilot phase in the implementation of the initiative to establish the Central Asia Regional Information and Coordination Centre (CARICC); and noted the important role of the Automated Donor Assistance Mechanism (ADAM) in coordinating counter-narcotics technical assistance in countries along the main routes used for trafficking in opiates from Afghanistan.

5. Also in its resolution 51/1, the Commission requested the Executive Director of UNODC to report to it, at its fifty-second session, on the measures taken and on progress achieved in the implementation of that resolution.

II. Paris Pact initiative: process

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

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

8. Through the Paris Pact initiative, UNODC has facilitated periodical consultations and strategic thinking at the expert and policy levels between partners in order to jointly discuss, identify and set in motion coordinated action to stem the increasing levels of trafficking in opiates from Afghanistan and to address the drug abuse situation in priority countries. In addition, the Paris Pact initiative has promoted the coordination of counter-narcotics technical assistance through the use of ADAM (<http://www.paris-pact.net>). The initiative has further strengthened data collection and analytical capacities in Afghanistan and neighbouring countries, thus providing essential information for strategic planning and action, through the work of a team of national strategic analysts established in early 2007.

9. In 2008, three Paris Pact expert round-table meetings were held, each dedicated to discussing a specific geographical or thematic issue. Two of those round-table meetings brought together senior experts in counter-narcotic enforcement and drug demand reduction to focus on a specific geographical area. The first, which focused on the Black Sea area, was held in Bucharest from 9 to 11 July 2008. The second, which focused on East Africa, was held in Nairobi from 22 to 24 September 2008. The third expert round-table meeting, which focused on the financial flows linked to the illicit production of and trafficking in Afghan opiates, was held in Vienna on 6 and 7 November 2008.

10. Ahead of the first expert round-table meeting, two teams, made up of experts from UNODC and Paris Pact partners, visited one pre-selected seaport and airport in the Black Sea area between 21 May and 3 June 2008. As a result of the visits and meetings with national officials, the two teams were able to highlight good practices on border management in the field of counter-narcotics enforcement in each country visited and in the region as a whole and to jointly develop proposals to further strengthen border management and regional cooperation in that field. The findings and the outline of a regional plan for cooperation and action were presented at the Paris Pact expert round table on the Black Sea region held in Bucharest from 9 to 11 July 2008.

11. During that same expert round-table meeting, two working groups held meetings to discuss counter-narcotics enforcement and drug demand reduction in the Black Sea area. The working group on counter-narcotics enforcement made recommendations that included: supporting and utilizing existing communication and information networks; cooperating more closely in operations and improving the exchange of information between countries in the area; and promoting effective mechanisms with regard to cross-border prosecutorial and judicial cooperation. The recommendations of the working group on drug demand reduction included: establishing a governing body with a key role in the development of national policies and legislation; and expanding and further developing the prevention, treatment and harm reduction services available in prisons.

12. At the expert round-table meeting on East Africa, two working groups held meetings to discuss counter-narcotics enforcement and drug demand reduction in that subregion. The counter-narcotics enforcement working group made a number of recommendations, including: improving research and analysis to enable the development of evidence-based policies; strengthening legal and technical capacities to combat drug trafficking and organized crime; building the capacity of law enforcement agencies through training and the provision of adequate counter-narcotics tools; and strengthening cooperation at both the national and regional levels. The working group on drug demand reduction concluded, *inter alia*, that there was a need: to further collect and analyse information on drug abuse and to monitor trends and progress; to establish a fully fledged national drug control coordinating body where one did not already exist; to review and update drug control policies and legislation wherever appropriate; and to increase national drug dependence treatment capacity in line with national treatment standards and protocols.

13. In February and March 2008, UNODC requested relevant authorities from the United Arab Emirates to consider the possibility of hosting the third expert round-table meeting in the last quarter of 2008. In July 2008, the Ministry of the Interior of the United Arab Emirates informed UNODC that it would not be able to host the meeting due to other commitments. UNODC then decided to host the meeting at its headquarters, in Vienna. A working group of experts was established in early 2008 by UNODC to produce a study on the financial flows linked to the illicit production of and trafficking in Afghan opiates and an action plan to effectively address the challenges and vulnerabilities identified at the national, regional and international levels for implementation in the short and medium term. That study, known as the “orange paper”, was reviewed at an expert round-table meeting held in Vienna on 6 and 7 November. Experts at the meeting agreed on the

following three recommendations: (a) to increase knowledge in that field; (b) to address potential vulnerabilities; and (c) to increase national and international cooperation. The “orange paper”, which provides a strategic outline, will facilitate the development of an action plan by an inter-agency working group made up of representatives from the International Monetary Fund, the Eurasian Group on Combating Money Laundering and Financing of Terrorism, the Egmont Group of Financial Intelligence Units, the Financial Action Task Force on Money Laundering, UNODC, the World Bank and other Paris Pact partners. The action plan will be completed in 2009.

14. In the Paris Statement it was viewed as necessary to reactivate a “clearing-house” mechanism grouping together all technical assistance projects in affected countries to avoid duplicating projects. That would also ensure the most effective use of scarce donor resources. In response to that challenge, ADAM was proposed as a solution. ADAM was developed by the Regional Programme Office for South Eastern Europe of UNODC during the first phase of the Paris Pact initiative and piloted during the period 2004-2006 before being officially launched in Vienna in September 2006. ADAM is an Internet-based tool for coordinating counter-narcotics technical assistance in countries along the main routes used for trafficking in opiates from Afghanistan. The tool securely and instantly provides partners with information on who is doing what, where and how in the field of counter-narcotics in Afghanistan, Iran (Islamic Republic of), Pakistan and the Russian Federation and in the Central Asian and South-Eastern European countries. ADAM is meant to avoid duplication of activities and seeks a synergistic approach. The enhancement of ADAM has continued throughout 2008. In order to ensure the long-term sustainability of ADAM and increase the number of users, the projects within ADAM have undergone a review and data cleaning process to improve the quality and relevance of the project information. In terms of data input, an electronic Extensible Markup Language (XML) schema function was successfully designed, developed and piloted in 2007 and is now available for further development with partners. The schema function allows partners to upload data into ADAM automatically. In February 2008, all Paris Pact partners that had not already done so were invited to nominate ADAM national and agency focal points and to validate the details of the focal points that had already been nominated. Partners were also encouraged to review and validate project data and were informed about the benefits of the XML schema function. The number of active users of ADAM has more than doubled since the start of 2008. Currently, 154 active users take advantage of ADAM, accessing information on 239 projects related to counter-narcotics enforcement in Afghanistan and neighbouring countries. Of the Paris Pact partners, 66 per cent have assigned a national focal point for ADAM and 27 per cent have assigned an agency focal point.

15. Data collection and analytical capacities in priority countries have been strengthened further through the establishment of a network of Paris Pact national strategic analysts. Participating analysts are based in UNODC field offices in Afghanistan, Iran (Islamic Republic of), Pakistan and the Russian Federation, in the Regional Office for Central Asia and in Turkmenistan. As a result of the work carried out by the national strategic analysts, the quality and quantity of data and information on drug-related issues from the Government of Afghanistan and the Governments of neighbouring countries has increased substantially. For example, the Paris Pact national strategic analysts launched four reports on illicit drug trends

in early 2008 dealing, inter alia, with: opium cultivation; opiate production, trafficking and seizures; trafficking in precursor chemicals; and drug abuse and HIV/AIDS in Afghanistan, Pakistan and countries in Central Asia. The report on the Islamic Republic of Iran will be available by the end of June 2009. In addition, the data mapping and analytical capacities of counterparts in Central Asia have been increased through training delivered by the national strategic analysts to law enforcement officials and CARICC staff. The national strategic analysts have also increased awareness of ADAM and its benefits through promotional activities targeting Government counterparts in Central Asia and have assisted in facilitating the designation of ADAM national focal points.

16. At the Paris Pact Policy Consultative Group meeting held in Vienna on 15 and 16 December 2008, Paris Pact policymakers endorsed the recommendations made at expert round-table meetings in 2008, took stock of progress made in the implementation of recommendations made at previous expert round-table meetings held in the period 2004-2008 on Afghanistan and its neighbouring countries and shared information on how each Paris Pact partner had contributed or would contribute to the implementation of those recommendations. In addition, policymakers identified the following priorities for the three Paris Pact expert consultations to be held in 2009: (a) Afghanistan and neighbouring countries; (b) Western Europe; and (c) heroin trafficking and abuse in Central Asia and western China. The first expert round-table meeting in 2009, tentatively scheduled to be held in Kabul after the elections, will take stock of progress made in the implementation of the Rainbow Strategy,² and reaffirm the commitment of the Government of Afghanistan and Paris Pact partners to continue progress in the field of drug demand and supply reduction. The second expert round-table meeting, tentatively scheduled to be held in the first half of 2009 in a Western European city still to be determined, will provide an opportunity to address the issue of heroin demand and supply reduction, keeping in mind also the question of public health, in the region. The third expert round-table meeting is tentatively scheduled to be held in Almaty, Kazakhstan.

17. Use of ADAM will continue to be promoted throughout 2009, while further technical developments will be made to enhance the tool's reporting functionality. Strengthening analytical capacity will also continue to be a focus throughout 2009, through the work of the national strategic analysts in Central Asia. A project evaluation will be carried out in April 2009 to review progress made in achieving the Paris Pact objectives. The results of the evaluation will be presented to Paris Pact partners in June 2009 in Vienna and informal consultations will take place to define priorities for this initiative in the future, beyond the current planned end date of December 2009.

III. From process to action: the Rainbow Strategy

18. Following the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan held in Moscow in June 2006 and in line with the findings of the external evaluation of the first phase of the Paris Pact initiative and of

² Information about the Rainbow Strategy and related papers is available on the UNODC website (<http://www.unodc.org/unodc/en/regional/central-asia.html>).

consultations with Paris Pact partners, the second phase of the project was launched in January 2007. The second phase of the project will run for three years, from January 2007 to December 2009, and has an estimated budget of 3.2 million United States dollars. The most visible element of that second phase is the inclusion of drug demand reduction issues in the agenda of Paris Pact consultations. However, the most significant change has been the move away from process in favour of action, a shift that has meant translating the Paris Pact recommendations into action-oriented plans and goals (resulting in the Rainbow Strategy) with an immediate focus on operational collaboration between Afghanistan and its neighbouring countries.

19. The Rainbow Strategy reflects the emphasis placed on the important role that the Governments of neighbours and regional partners of Afghanistan can play in promoting the country's development and stability, as mentioned in the Secretary-General's recent report on the situation in Afghanistan (A/63/372-S/2008/617). In the report, it was highlighted that the Special Representative for Afghanistan and head of the United Nations Assistance Mission in Afghanistan (UNAMA) had discussed questions relating to bilateral and regional cooperation during his visits to Tehran and Islamabad, in particular counter-narcotics and refugee issues. The Special Representative had emphasized the central role that both countries had to play in achieving stability in Afghanistan and the region and the potential for regional economic development. The Special Representative had offered to provide assistance in accordance with his mandate.

20. The second phase of the Paris Pact initiative is mainly concerned with implementing the Paris Pact recommendations made since 2004. In the Rainbow Strategy, UNODC clustered the outcomes and recommendations of Paris Pact expert round-table meetings related to Afghanistan and neighbouring countries into seven priority areas: (a) the road map for making Afghanistan opium poppy-free (the "blue paper"); (b) counter-narcotics enforcement cooperation among Afghanistan, Iran (Islamic Republic of) and Pakistan, which form the southern trafficking route (the "green paper"); (c) counter-narcotics enforcement cooperation among Afghanistan and Central Asian countries, which form the northern trafficking route (the "yellow paper"); (d) counter-narcotics enforcement cooperation among Afghanistan, Iran (Islamic Republic of) and Turkmenistan, as well as among Caspian Sea countries (the "violet paper"); (e) targeting precursors used in heroin manufacture through the TARCET initiative (the "red paper"); (f) targeting financial flows linked to the production of and trafficking in Afghan opiates (the "orange paper"); and (g) preventing and treating drug abuse and HIV/AIDS and related epidemics in Afghanistan and neighbouring countries (the "indigo paper"). The result-oriented Rainbow Strategy was endorsed by all Paris Pact partners at the Policy Consultative Group meetings held in Vienna in 2007 and 2008. Concrete benchmarks and achievement indicators were included in an umbrella programme funded by the Government of Canada. Initial concrete outcomes were noted during 2008 with regard to the priority area identified in the "red paper", which targeted precursor chemicals used in the illicit manufacture of heroin, with significant seizures of acetic anhydride throughout the region and multi-ton seizures in both Iran (Islamic Republic of) and Pakistan. The Governments involved were congratulated for the achievement.

21. The total cost of UNODC technical cooperation programmes related to the Rainbow Strategy for the period 2007-2011 amounts to US\$ 189 million, of which US\$ 114 million has been funded and US\$ 75 million remains unfunded. The Rainbow Strategy could not have started without the financial support of the Government of Canada. Other Governments that have donated funds to Rainbow Strategy projects include Australia, Austria, Belgium, the Czech Republic, Finland, France, Germany, Greece, Ireland, Italy, Liechtenstein, Luxembourg, the Netherlands, Norway, the Russian Federation, Sweden, Switzerland, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The European Commission has also provided funds.

22. The first component of the Rainbow Strategy is the “blue paper”, which is entitled *Afghanistan: Opium Poppy Free Road Map and Provincial Profiles*. It aims to increase the number of provinces free of opium poppy and to improve governance records in Afghanistan. That twofold purpose is enshrined in the Good Performance Initiative and is fully in line with the National Drug Control Strategy of the Government of Afghanistan and the Afghanistan National Development Strategy. In the “blue paper”, priority provinces in Afghanistan and nearby areas are identified as targets for the provision of incentives and rewards and the building of synergies among all stakeholders and partners. A concrete outcome has been the allocation of US\$ 6.5 million from the Counter-Narcotics Trust Fund to Badakhshan Province on the basis of an analytical profile provided by UNODC. That funding allows other agencies to undertake alternative livelihood activities in that province. The “blue paper” was last updated in November 2008.

23. To enhance border management cooperation in drug control among Afghanistan, Iran (Islamic Republic of) and Pakistan is the objective of the “green paper”, an action plan developed by UNODC and approved by the authorities of those three countries in June 2007 during a ministerial meeting on strengthening cross-border cooperation in drug control. The goals of the action plan are to be achieved through a step-by-step approach that includes both confidence-building measures, information exchange and operational activities, and will be implemented over three years. Ultimately, the action plan aims to block the southern and eastern drug trafficking routes by strengthening control over the borders of Afghanistan, Iran (Islamic Republic of) and Pakistan. At a second triangular ministerial conference held in Tehran on 6 and 7 May 2008, it was agreed: (a) to create pilot border liaison offices at agreed specific locations along each of the borders; (b) to commence intelligence-based joint operations, respecting national sovereignty, as soon as possible and to start at least one operation within 12 months; (c) to formulate guidelines for controlling trade under the Afghan Transit Trade Agreement between Afghanistan and Pakistan and the 1975 Customs Convention on the International Transport of Goods under Cover of TIR Carnets³ between Afghanistan and Iran (Islamic Republic of); and (d) to establish a joint intelligence planning cell in Tehran with operational headquarters, capable of supporting joint operations and located in those areas closest to action. A site in Tehran has been identified for the establishment of such a cell and work is in progress for preparing the operational phase. Regarding the Afghan Transit Trade Agreement, a revised version of that agreement was approved by the Government of Afghanistan

³ United Nations, *Treaty Series*, vol. 348, No. 4996.

in June 2008, for possible review by the authorities of Pakistan. The next ministerial meeting will take place in 2009.

24. The “yellow paper”, entitled *Securing Central Asia’s Borders with Afghanistan*, is an action plan that aims to strengthen narcotic interdiction efforts at the start of the northern trafficking route (leading from Afghanistan to Central Asia, the Russian Federation and Europe). Given that much work has already been done at the official border posts by national and international stakeholders, the action plan looks at strengthening the “green borders” (the uncontrolled areas between official border posts) by establishing mobile interdiction teams to be guided through the provision of intelligence and to be coordinated across borders through the work of border liaison offices. A concrete outcome was the biggest single seizure of narcotics in the history of Tajikistan, in which 560 kg of drugs were seized by the UNODC-trained and supported mobile deployment team of the Ministry of the Interior of Tajikistan.

25. The ongoing work of CARICC is an integral part of the action plan contained in the “yellow paper”. Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan have all signed the CARICC agreement. On 17 September 2008, the President of the Russian Federation issued an order supporting a proposal that his Government also sign the CARICC agreement. CARICC is in its pilot phase, which allows for the recruitment of essential staff, the secondment of liaison officers from each of the participating countries, the procurement of basic equipment and the installation of the International Criminal Police Organization (INTERPOL) I-24/7 encrypted and secure communication and database access system. The first director of CARICC has been appointed and, as agreed by the participating countries, is from the host country, Kazakhstan. The director will fill this post for the first two years of operation. The UNODC project for CARICC has been extended until the end of 2011 to ensure support for the Centre during the first few years of its operation. A report of the UNODC Executive Director on the provision of international assistance to the most affected States neighbouring Afghanistan contains additional information about implementation of the CARICC project (E/CN.7/2009/7).

26. The smuggling of opiates originating in Afghanistan across the Caspian Sea has received little attention until recently. It is believed that all major seaports have been used for such smuggling and increasing quantities of opiates are being seized along a route that crosses the Caspian Sea, proceeding overland to the Black Sea and then into Europe. Turkmenistan, one of the six countries bordering the Caspian Sea, has been affected by the record level of production of Afghan opiates and has taken a leading role in addressing the issue. At the Paris Pact expert round-table meeting held in Turkmenbashi, Turkmenistan, in September 2007, the Government of that country agreed to play a main role in the Caspian Sea initiative. Following those positive developments, the Turkmen border initiative was agreed upon in February 2008 by UNODC and the Government of Turkmenistan to address the threat of drug trafficking in the area of its borders with Afghanistan and Iran (Islamic Republic of). The goals of the Turkmen border initiative are threefold: (a) to strengthen capacity to investigate drugs and crime-related issues (including through the establishment of a drug control agency); (b) to increase national interception rates through the deployment of mobile team units inside the country and along its borders; and (c) to strengthen inter-agency and cross-border cooperation, with a specific focus on Afghanistan and Iran (Islamic Republic of),

through joint multi-agency meetings and training and the establishment of border liaison offices. The “violet paper”, which was finalized at the end of 2008, outlines the Caspian Sea and Turkmen border initiatives to facilitate the implementation of counter-narcotics enforcement priority actions in the region. UNODC also cooperates with and supports the United Nations Regional Centre for Preventive Diplomacy, based in Ashgabat. The Centre deals with the multiple threats faced by States in Central Asia, including international terrorism and extremism, drug trafficking, organized crime and environmental degradation.

27. Preventing the smuggling of precursor chemicals into Afghanistan is an essential tool in countering the illicit manufacture of heroin in the country. The action plan contained in the “red paper”, which was approved by Paris Pact partners at the expert round-table meeting on precursors used in heroin manufacture held in Vienna on 29 and 30 May 2007, calls for the launch of time-bound operations focusing on trafficking in acetic anhydride in Afghanistan, China, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan, as well as in India and the United Arab Emirates, in collaboration with several Paris Pact partners. The TARCET initiative was launched in November 2007 and partnerships for the operation were established between France and Kyrgyzstan; Germany and Tajikistan; Iran (Islamic Republic of) and Italy; the Russian Federation and Uzbekistan; Turkey and Turkmenistan, the United Kingdom, the United States and Afghanistan; and Pakistan and UNODC. The Security Council, in its resolution 1817 (2008) of 11 June 2008, welcomed the launch, under the guidance of UNODC and the Project Cohesion Task Force, of the TARCET Initiative, targeting precursors used in the manufacture of heroin in Afghanistan, and urged the Paris Pact partners to cooperate closely in a view to achieve its successful implementation. During the operational time frame of the initiative, over 19 tons of acetic anhydride and over 27 tons of other chemicals were seized in Afghanistan, Iran (Islamic Republic of), Kyrgyzstan, Pakistan, Tajikistan and Uzbekistan.

28. The results of the TARCET initiative were reviewed in Izmir, Turkey, from 21 to 23 October 2008. In order to improve operational activities, the following points were identified: (a) China, India and the United Arab Emirates were to be invited to participate in the following operation; (b) an information platform between Afghanistan, Iran (Islamic Republic of) and Pakistan was needed, as envisaged by the creation of a joint planning cell within the Triangular Initiative (contained in the green paper of the Rainbow Strategy); (c) links with other initiatives, such as Operation Channel of the Collective Security Treaty Organization should be established; and (d) expertise developed during operations should be retained. The following supporting actions were also identified: (a) to enhance the collection, analysis and dissemination of operational information in the region for target-oriented intervention actions; (b) to enhance forensic information capacity in the region; (c) to apply advanced investigative techniques; (d) to establish effective container control programmes at ports of entry (including railway and dry ports) in the region and; (e) to prevent the misuse of the 1975 TIR Convention and the Afghan Transit Trade Agreement by ensuring that national legislation and regulations are assessed and brought in line with the provisions of those agreements.

29. UNODC estimates that the total export value of opiates produced in and smuggled out of Afghanistan in 2007 amounted to US\$ 4 billion.⁴ Approximately one quarter of that amount was earned by opium poppy growers, while the remainder went to criminal groups and warlords who controlled the production and distribution of the drugs and to promoting terrorism in the wider region. The “orange paper” of the Rainbow Strategy deals with the financial flows to and from Afghanistan linked to drug production and trafficking and presents a series of priority actions to increase the knowledge about those financial flows and address the challenges and vulnerabilities to money-laundering at the national, regional and international levels. The “orange paper” is a work-in-progress that was produced at the end of 2008 and that consists of two parts. The first part contains the executive summary of a background paper produced in October 2008 by a Paris Pact working group of experts on financial flows linked to Afghan opiates production and trafficking, with the assistance of two United Nations consultants. The background paper was primarily based on publicly available information and was produced thanks to contributions from the Eurasian Group on Combating Money Laundering and Financing of Terrorism, the Egmont Group of Financial Intelligence Units, the Financial Action Task Force on Money Laundering, INTERPOL, the International Monetary Fund, the World Bank and UNODC. The second part of the “orange paper” lists the recommendations of the expert round-table meeting on financial flows linked to Afghan opiates production and trafficking held in Vienna in November 2008. Unfortunately, because of the absence of experts from certain key countries and the sensitivity of the issue, the meeting’s participants were not able to come up with an action plan; negotiations are to be continued in the course of 2009.

30. More than half of the world’s opiate-using population lives in Asia (9.3 million people). The highest levels of opiate use are found along the main trafficking routes originating in Afghanistan, and heroin remains the primary opiate used in the region. The “indigo paper” of the Rainbow Strategy was the result of the negotiations held in the framework of the Paris Pact expert round-table meetings, at which topics related to drug demand reduction were also discussed. The “indigo paper” outlines an action plan for improving responses to opioid abuse and the spread of HIV in Afghanistan and countries of South, West and Central Asia. It provides an analysis of the drug abuse and related HIV/AIDS challenges at the regional and national levels, assesses national and regional challenges in the area of opiate use and HIV/AIDS among injecting drug users and identifies key principles and effective approaches for successful drug abuse prevention, and addresses drug dependence treatment and rehabilitation, as well as HIV prevention, treatment and care. It further outlines national and regional activities for the period 2008-2011.

IV. Conclusions and recommendations

31. The Commission on Narcotic Drugs may wish to consider:

(a) Inviting all Paris Pact partners to establish time-bound national or organizational goals that include: increasing drug seizures by a factor of two; cutting by half the amount of precursors flowing into Afghanistan; listing the names of individuals and entities participating in the financing or support of acts or

⁴ United Nations Office on Drugs and Crime, *Afghanistan: Opium Survey 2007* (October 2007).

activities carried out by Al-Qaida, Usama bin Laden and the Taliban, as well as other individuals, groups, undertakings and entities associated with them, as described in paragraph 2 of Security Council resolution 1617 (2005) of 29 July 2005, by any means, including but not limited to using proceeds derived from illicit cultivation and production of and trafficking in narcotic drugs originating in Afghanistan, and their precursors, as requested by the Council in its resolutions 1735 (2006) of 22 December 2006 and 1822 (2008) of 30 June 2008; and cutting demand for opiates by half. Paris Pact partners could then be invited to verify progress through a peer-review mechanism;

(b) Urging all Member States and UNODC to judge success by results, not by processes, and to contribute, in financial and operational terms, to the achievement of tangible and concrete results for each of the seven priority targets set out in the Rainbow Strategy;

(c) Welcoming the fact that the Rainbow Strategy reflects the important role that the neighbours and regional partners of Afghanistan could play in promoting the development and stability of that country, as mentioned in the Secretary-General's recent report on the situation in Afghanistan (A/63/372-S/2008/617), and encouraging strong interaction between the Office of the Special Representative for Afghanistan, UNAMA and UNODC in jointly promoting the Rainbow Strategy;

(d) Requesting the Executive Director of UNODC to report to the Commission, at its fifty-third session, on measures taken and progress achieved in the implementation of the Rainbow Strategy.
