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### Commission on Narcotic Drugs

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**Implementation of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem: follow-up to the high-level review by the Commission on Narcotic Drugs, in view of the special session of the General Assembly on the world drug problem to be held in 2016**

### **Strengthening international cooperation in combating illicit opiates originating in Afghanistan through continuous and reinforced support to the Paris Pact initiative**

#### **Report of the Executive Director**

##### *Summary*

The present report, submitted pursuant to Commission on Narcotic Drugs resolution 56/3 on strengthening international cooperation in combating illicit opiates originating in Afghanistan through continuous and reinforced support to the Paris Pact initiative, describes steps taken by the United Nations Office on Drugs and Crime (UNODC) to implement that resolution throughout the first year of the fourth phase of the initiative. In resolution 56/3, the Commission welcomed and reiterated its support for the Paris Pact initiative, one of the most important frameworks and a unique platform for genuine partnership between States, competent international organizations and other relevant stakeholders in the fight against opiates originating in Afghanistan. The Commission continued to call upon Member States, in cooperation with UNODC and other entities, to promote the full implementation of the Vienna Declaration, the outcome document of the Third Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan, held in February 2012, as the framework for all future interventions within the four agreed areas for enhanced cooperation.

\* E/CN.7/2015/1.



The Commission requested the Executive Director of UNODC to report to it at its fifty-eighth session on the measures taken and progress achieved in the implementation of resolution 56/3.

## **I. Background**

1. The Vienna Declaration,<sup>1</sup> adopted at the Third Ministerial Conference of the Paris Pact Partners on Combating Illicit Traffic in Opiates Originating in Afghanistan, held in February 2012, is a statement of international commitment to act in a balanced and comprehensive manner against the menace of opiates originating in Afghanistan. In the Declaration, participants prioritized four main areas for enhanced cooperation: regional initiatives; financial flows linked to illicit traffic in opiates; preventing the diversion of precursor chemicals; and reducing drug abuse and dependence. The Conference was an important landmark for the Paris Pact, as partners reaffirmed their common and shared responsibility to combat opiates. The Vienna Declaration serves as a blueprint for the Paris Pact initiative's activities by acknowledging the need to mainstream counter-narcotics efforts and policy in building security, democracy and prosperity in Afghanistan.

2. In recognition of the Paris Pact initiative, the Commission on Narcotic Drugs, at its fifty-sixth session, in March 2013, adopted resolution 56/3, in which it requested the United Nations Office on Drugs and Crime (UNODC) to provide regular reports to it on the progress achieved and measures taken in implementation of the fourth phase of the initiative.

3. The Commission took note with appreciation of the report of the Executive Director of UNODC prepared in compliance with resolution 56/3 for the fifty-seventh session of the Commission (E/CN.7/2014/14). The Commission also requested UNODC to continue to cooperate with Paris Pact partners in identifying and meeting technical assistance needs to tackle the problem of illicit opiates, in particular in the priority areas outlined in the Vienna Declaration.

## **II. Status of implementation of Commission resolution 56/3**

### **A. First year of the fourth phase of the Paris Pact initiative**

4. Ten years after the creation of the initiative and in the light of the Transformation Decade for Afghanistan, UNODC and Paris Pact partners continue to recognize the challenging circumstances and challenging period ahead for all stakeholders tackling the menace of opiates originating in Afghanistan. The Vienna Declaration symbolizes the initiative's concrete efforts to strengthen international and regional cooperation and recognizes the threat posed by opiates to international peace and the stability of different regions of the world.

5. Given that the implementation period of phase four is from 2013 to 2016, the partners noted at the eleventh Policy Consultative Group meeting that future priorities and actions defined by the Paris Pact initiative must be synchronized with and contribute to the integrated responses currently being prepared for the special session of the General Assembly on the world drug problem to be held in 2016, and must take into account the post-2015 development agenda.

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<sup>1</sup> See E/CN.7/2012/17.

6. The global nature of the Paris Pact initiative serves as a vehicle for international cooperation and action to facilitate the fulfilment of international commitments related to combating the multi-faceted nature of the opiates threat that were set out at the Tokyo Conference, held in 2012, as a continuation of the London and Bonn commitments, and the pledges made in the framework of the Heart of Asia initiative at the Ministerial Conferences held in Kabul in 2012 and in Almaty, Kazakhstan, in 2013.

7. The fourth phase of the Paris Pact initiative emphasizes that it is a multi-layered partnership that assists in defining policy and translating it into action. Thus, underpinning policy with evidence in the light of emerging trends in the opiate threat is intrinsically linked to the need to strengthen coordination among Paris Pact partners and to orient the Paris Pact framework towards implementing the Vienna Declaration. The importance of increased international cooperation to combat illicit drug traffic by means of specific mechanisms such as the Paris Pact initiative was also noted at the forty-ninth session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held in Vienna from 10 to 13 November 2014, in which numerous Paris Pact partners participated.

8. The objective of phase four is to demonstrate the results of increased collaboration among partners in the four priority areas for intervention set out in the Vienna Declaration while taking an operationally oriented approach. The geographical diversity of the Paris Pact demonstrates its global rather than regional nature. When phase four was launched in June 2013, it was envisaged that the initiative might consider expanding to respond to evolving threats along emerging trafficking routes for opiates originating in Afghanistan. The initiative's current phase encompasses strategic and expert-level dialogue, the network of research and liaison officers and information management, all of which were established as global programme foundations to support the initiative.<sup>2</sup>

9. At the time of writing of the present report, the first year of phase four of the initiative has been successfully completed and has seen UNODC develop means to measure progress made in implementing all four pillars of the Vienna Declaration. This approach includes adjustments to the entire programme to conform to the four pillars of the Declaration by streamlining the strategic and expert-level dialogue process and realigning the Automated Donor Assistance Mechanism to support the partnership's role as a hub for information on matters related to the Paris Pact. The functions of the research and liaison officers network have also been tailored to facilitate cooperation in the four priority areas for intervention. In addition, the first Paris Pact report was prepared in response to the call in resolution 56/3 for the implementation of the Vienna Declaration.

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<sup>2</sup> The UNODC in-depth evaluation of Paris Pact phase three of 2012 highlighted the earlier omission of the Pact's two-dimensional approach: firstly, the UNODC global programme supports the partnership, and secondly, the partnership itself is responsible for defining, formulating and implementing priorities based on the Vienna Declaration. UNODC has a dual role to play: a coordinating role to support the partnership, and a role as an equal member of the partnership working to define policy and translate it into action.

## **B. Strategic and expert-level dialogue**

10. All targets at the strategic and operational levels for the first year of implementation of phase four were met: an expert working group meeting relating to each pillar of the Vienna Declaration was organized, and the first Policy Consultative Group meeting of phase four took place in September 2014. The working groups of global experts reviewed the status of implementation of priorities relating to all pillars of the Declaration that had been determined at the end of phase three. The working groups also provided an opportunity to build upon existing interthematic synergies in order to strengthen information-sharing and international and regional cooperation and to further the operationalization of phase four.

11. In the framework of the fourth pillar of the Vienna Declaration, the first meeting of the expert working group devoted exclusively to effective drug demand reduction interventions for children, adolescents and families was organized and hosted by UNODC in Vienna on 22 and 23 October 2013. The meeting reviewed and discussed frameworks for identifying key at-risk groups and assessing their needs, and also outlined potential methods to develop and implement effective interventions to prevent drug abuse and treat drug dependence in those particularly vulnerable groups.

12. The expert working group on precursors, in relation to the third pillar of the Vienna Declaration, was hosted by the European Police Office (Europol) in The Hague with the financial support of the European Union-funded project “Heroin route II: information networks along the heroin route”. Updates on the latest trends, routes and techniques used to smuggle precursor chemicals destined for use in illicit heroin production were discussed, building on the successes of existing operationally oriented frameworks for cooperation, including the regional intelligence working group on precursors. Other topics discussed were the importance of strengthening interregional cooperation; the promotion of information-sharing; strengthening precursor regulations; standardizing analytical forensic methodologies to allow comparable results to be shared and analysed and forensic intelligence and investigative capacities to be strengthened; and building on new operational initiatives to improve risk profiling and promote cooperation with the chemical industry.

13. The meeting of the expert working group on improving bilateral and multilateral information-sharing and coordination of investigations, relating to the first pillar of the Vienna Declaration on cross-border cooperation and legal frameworks, was hosted by the Government of Turkey with the support of the Turkish National Police in Antalya on 18 and 19 February 2014, with the financial support of the above-mentioned European Union-funded “Heroin route II” project. The meeting focused on building on the outcome of the “networking the networks” meeting held in Istanbul in December 2013, an operational response to earlier expert working group findings on strengthening cross-border cooperation. Discussions also revolved around enhancing information exchange, strengthening existing channels for sharing information, assessing potential opportunities and new channels for sharing information, promoting joint operational activities and controlled deliveries, and identifying the problems that hinder international, regional and inter-agency cooperation.

14. The meeting of the expert working group on illicit financial flows deriving from the trafficking of opiates originating in Afghanistan, under the second pillar of the Vienna Declaration, was organized and hosted by UNODC in Vienna on 8 and 9 April 2014. An analysis of the 2009 Tashkent questionnaire,<sup>3</sup> led by the UNODC Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism, attempted to elicit new and updated information on financial flows linked to the illicit production and trafficking of Afghan opiates. Based on the findings, the meeting produced an analytical report and draft delivery plan for the Paris Pact partnership to develop its understanding of the illicit economy and bring about cost-effective and sustained disruptions in the global opiate enterprise. The results of all four expert meetings were presented for endorsement at the eleventh Policy Consultative Group meeting.

15. That eleventh Policy Consultative Group meeting was organized and hosted by UNODC in Vienna on 29 and 30 September 2014. The partnership noted the ongoing need to bolster the implementation of an operationally oriented approach under the Paris Pact framework and reiterated the importance of international and regional cooperation in addressing the opiates threat based on the principle of shared responsibility and the application of a comprehensive approach.

16. At that meeting, in line with its implementation review function, the partnership endorsed the recommendations and key points stemming from the four expert meetings. The policy meeting facilitated discussions and made it possible to set the initiative's strategic and operational workplan and agenda for 2015 across the four pillars of the Vienna Declaration, as determined by a survey designed by UNODC thematic experts to facilitate policy-level decision-making by the partnership. In recognition of the fact that illicit financial flows cut across all aspects of drug supply, the first-ever integrated Expert Working Group on illicit financial flows and precursors was planned for 2015, the second year of phase four implementation. Updates were provided at the meeting with regard to current and emerging drug trafficking trends and partners' recent operational developments, including those of the Economic Cooperation Organization and the above-mentioned European Union-funded "Heroin route II" project, as well as those under the auspices of the regional programme for Afghanistan and neighbouring countries and the regional programme for South Eastern Europe. The *Paris Pact Report 2014*, developed in response to Commission resolution 56/3, and the related questionnaire process were formally introduced to the partnership.

17. At the time of writing, discussions and planning are under way between UNODC and those partners (Kyrgyzstan, Pakistan, Turkey and the Central Asian Regional Information and Coordination Centre for combating the illicit trafficking of narcotic drugs, psychotropic substances and their precursors) that have offered to host expert working group meetings during the second year of phase four.

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<sup>3</sup> In 2009, a technical expert group (a forerunner of the expert working groups) designed the Tashkent questionnaire as a means to implement the recommendations set out in the "orange paper" developed within the framework known as the Rainbow Strategy.

## C. Information management

18. At the request of the partnership, and in support of its objectives, the streamlining of the Paris Pact initiative in phase four culminated in the preparation of the Paris Pact report, in response to the call in Commission resolution 56/3 for the implementation of the Vienna Declaration and to a direct request by the Minister of Counter-Narcotics of Afghanistan at the September 2012 Policy Consultative Group meeting. The report may be considered by partners as a mechanism to review progress made by the partnership, including by UNODC. The Report, which is based on information shared by partners, is focused on the implementation of priorities and recommendations emanating from the expert working groups.

19. The report is a work in progress and represents a first attempt to address the complex request set forth in resolution 56/3. The aim of the first Report is to create baselines for each pillar of the Vienna Declaration. It is not intended to serve as a comprehensive analytical document, but rather as a snapshot of the partnership's positioning and of information available to UNODC. The information contained in the report is in line with the Paris Pact priority country approach, focusing on the countries covered by the regional programme for Afghanistan and neighbouring countries and the regional programme for South Eastern Europe.

20. The Paris Pact questionnaires were designed as a supplement to the Paris Pact report to enhance reporting processes and to generate additional evidence for action based on key information that is needed in order to obtain more comprehensive updates on the implementation of three of the four pillars of the Vienna Declaration. A questionnaire relating to pillar two, on illicit financial flows, was not developed in order to avoid duplication of the Tashkent questionnaire process. The questionnaires are based on the principle of voluntary information-sharing and results are to be integrated with those of other Paris Pact and UNODC reporting activities, where applicable.

21. The Drugs Monitoring Platform, the result of joint efforts of the Paris Pact, the Afghan opiate trade programme and the UNODC Regional Office for Central Asia, is a powerful online tool for monitoring drug-related data and for obtaining information on counter-narcotics developments and on measures taken in support of the four pillars of the Vienna Declaration. Operated by the Coordination and Analysis Unit based in Tashkent, the Platform is aimed at creating a comprehensive picture of the situation in the region and at providing information on drug trafficking to stakeholders. To facilitate the partnership's implementation of resolution 56/3, an additional function was created within the Platform to enable multilayer mapping of partner activities in priority countries related to the Vienna Declaration. The mapping was populated with the extensive information collected by the field-based research and liaison officer component of the Paris Pact.

22. Since the start of phase four, the interdivisional Drugs Monitoring Platform has benefited from the development of significant new features and improvements to existing functionalities. A function for gathering and mapping training-related data is currently being developed in order to strengthen the Platform's role as a common advocacy tool within UNODC and to improve connectivity with other programmes. The Paris Pact and the Organized Crime and Illicit Trafficking Branch are exploring how the functionalities of the Drugs Monitoring Platform can best

support the UNODC interregional approach to establish a network of law enforcement training institutions. Interdivisional planning is under way, in support of the Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism, to generate a global map of the exchange of financial information on organized crime. The aim is to assist and complement partner efforts to ensure the reliable and secure exchange of information to combat organized crime. The relocation of the online tool from Tashkent to Almaty, Kazakhstan, is intended to support the continuous development and enhancement of the Platform in collaboration with the regional programme for Afghanistan and neighbouring countries and the Afghan opiate trade programme.

23. During the reporting period, the Automated Donor Assistance Mechanism was expanded through the addition of a variety of functionalities to make it a “living hub of information” on a wide array of issues related to the Paris Pact, in particular the implementation of the Vienna Declaration. The adaptation of existing content is expected to continue in 2015. The comprehensiveness of the Mechanism, an important information tool for the Paris Pact initiative, is directly related to content made available by partners. The Automated Donor Assistance Mechanism and the Drugs Monitoring Platform are interlinked, online tools intended to enhance interconnectivity among Paris Pact partners.

#### **D. Synergies**

24. Given the global, interregional and interthematic nature of phase four and, as mandated by the conclusions and recommendations of the phase three evaluation, UNODC continues to build and enhance coordination among Paris Pact partners, in particular with all relevant interdivisional UNODC specialist sections and programmes: the Organized Crime and Illicit Trafficking Branch, through the Implementation Support Section; the Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism and the global Container Control Programme; the Drug Prevention and Health Branch, through the Prevention, Treatment and Rehabilitation Unit; and the Research and Trend Analysis Branch, through the Statistics and Survey Section and the Afghan opiate trade programme.

25. During the reporting period, extensive collaboration with several interdivisional UNODC specialist sections and programmes facilitated strategic and expert-level achievements. This collaboration included the planning, coordination and implementation of the work of the four expert working groups of the first year of phase four, as well as the eleventh Policy Consultative Group meeting, where UNODC thematic experts presented the findings of each expert working group. The Paris Pact notes that such extensive cooperation also occurs in the context of the regional programmes as one of the many UNODC delivery mechanisms.

26. The Paris Pact notes with appreciation the use of the Vienna Declaration framework to enhance coordination through initiatives such as “networking the networks”; the current efforts to establish a network of law enforcement training



institutions, as part of the interregional drug control approach; and the 2014 regional anti-money-laundering group of experts for West and Central Asia.<sup>4</sup>

27. On the basis of the conclusions of the 2013 expert working group relating to the second pillar of the Vienna Declaration, on illicit financial flows the UNODC Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism, under the Paris Pact initiative, undertook the Tashkent questionnaire exercise for 2013-2014. This resulted in an analytical report that provided the first consolidated basis for the Paris Pact partnership to develop its understanding of the illicit economy, and a draft delivery plan for technical assistance implementation that cuts across the four pillars of the Vienna Declaration.

28. With regard to other members of the partnership, the International Narcotics Control Board developed measures to address the prevailing *modi operandi* used by traffickers of diverted acetic anhydride in recent years by launching the international operation called Eagle Eye in 2013, so as to understand the movements of acetic anhydride and how it enters Afghanistan. The workshop on the topic “Enhancing chemical industry-government cooperation through partnership”, organized by the International Narcotics Control Board and hosted by Bahrain in April 2014, resulted in a draft model memorandum of understanding for government use to promote voluntary partnership with the chemical industry.

29. The Paris Pact report and related questionnaires are the result of an intensive, interdivisional UNODC participatory process actively engaged in the Paris Pact initiative. Numerous Paris Pact partner organizations, including the International Narcotics Control Board, the Organization for Security and Cooperation in Europe, Europol and several other European Union programmes, also contributed significantly to the development of the report.

30. Over the reporting period, in support of the implementation of the Paris Pact mandate linked to developments along major trafficking routes for opiates originating in Afghanistan, the Paris Pact research and liaison officer network has assisted in the drafting of reports on key trafficking routes and demand reduction. Those reports, spearheaded by the Research and Trends Analysis Branch, under the interregional drug control approach and implemented by the regional programmes, include the southern route study, the illicit drug trade through South-Eastern Europe report and the study on the socioeconomic impacts of drug use in Afghanistan.

31. Among the network of Paris Pact research and liaison officers, capacity-building activities for national stakeholders are generally carried out by the Coordination and Analysis Unit in support of several UNODC projects in the region aimed at improving the capacity of law enforcement agencies in Central Asia and elsewhere to collect and process data on drug demand and trafficking. During the first year of phase four there has been intensive training collaboration with the Afghan opiate trade programme, the regional programme for Afghanistan and neighbouring countries and the UNODC Regional Office for Central Asia.

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<sup>4</sup> A joint activity implemented under the Central Asia and Southern Hub initiative by the regional programme for Afghanistan and neighbouring countries and the Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism.

## **E. Sustainability**

32. At the time of writing, the phase four Paris Pact donors are France, India, Norway, the Russian Federation and the United States of America; they have contributed to the implementation of the programme. The evaluation of phase three recommended consistent funding coupled with a broadening of the donor base to allow the initiative to move forward with planned activities for 2015 in accordance with the global programme document endorsed by partners at the tenth Policy Consultative Group meeting, held in March 2013 and the strategic workplan endorsed at the eleventh Policy Consultative Group meeting.

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