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**Illicit drug traffic and supply: world situation
with regard to drug trafficking and action
taken by subsidiary bodies of the Commission**

Provision of international assistance to the most affected States neighbouring Afghanistan

Report of the Executive Director

Summary

Data collected in *Afghanistan: Opium Poppy Survey 2008, Executive Summary*, a publication prepared by the United Nations Office on Drugs and Crime (UNODC) and the Ministry of Counter Narcotics of Afghanistan, show that 159,000 hectares of land were under opium poppy cultivation in 2008, a decrease of 19 per cent compared with 2007. In 2008, however, favourable weather conditions resulted in the highest opium yields ever (48.8 kg per hectare) compared with the already high yield recorded in 2007 (42.5 kg per hectare). Afghanistan produced an extraordinary 7,700 tons of opium in 2008 (6 per cent less than in 2007), thereby remaining the largest supplier of opiates in the world (accounting for over 90 per cent of global production). Afghanistan's neighbouring States are affected by trafficking in opium, morphine and refined heroin, as well as by the diversion and smuggling of precursor chemicals, the operation of clandestine laboratories illicitly manufacturing drugs and the abuse of and addiction to opiates. In order to seek solutions to the drug problem, affected States are coming together through the Rainbow Strategy, which is based on the principle of shared responsibility. The Strategy, which encompasses seven segmented, impact-oriented initiatives, deals with the problem from within Afghanistan and in the subregion by dealing with border issues and cross-border cooperation, intelligence-sharing, precursor control, drug demand reduction, HIV prevention and efforts to stem the flow of illicit proceeds. The Rainbow Strategy remains of paramount priority for Paris Pact members and UNODC. As underscored on a number of occasions, the Afghan national challenge requires a regional solution.

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I. Introduction

1. In its resolution 2008/27, entitled “Provision of international assistance to the most affected States neighbouring Afghanistan”, the Economic and Social Council reaffirmed the commitments assumed by Member States in the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex) and the measures to enhance international cooperation to counter the world drug problem (Assembly resolutions S-20/4 A to E), 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, and welcomed the Paris Pact initiative on assistance to States affected by the transit of illicit drugs (S/2003/641, annex), which was issued at the end of the Conference on Drug Routes from Central Asia to Europe, held in Paris on 21 and 22 May 2003. The Commission on Narcotic Drugs, in its resolution 50/1, took note with concern of the report of the United Nations Office on Drugs and Crime (UNODC) entitled *Afghanistan: Opium Survey 2007*,¹ which emphasized that the cultivation of narcotic drug crops and the production of and trafficking in narcotic drugs had significantly increased and threatened the security and stability of that country and had negative regional and international implications; and commended the activities carried out by neighbouring States of Afghanistan to promote cooperation aimed at countering the threat from illicit opium poppy cultivation in Afghanistan and trafficking in narcotic drugs from Afghanistan, as well as cooperation in controlling the smuggling of precursors into Afghanistan.

2. In its resolution 2008/27, the Economic and Social Council noted the progress that Afghanistan had made in implementing the National Drug Control Strategy of the Government of Afghanistan (S/2006/106, annex); emphasized that international drug traffickers were constantly changing their modus operandi; acknowledged that transit States were faced with multifaceted challenges related to the increasing amount of illicit drugs transiting through their territory as a result of the increasing supply and demand on illicit drug markets; and kept in mind that the bulk of the illicit drugs originating in Afghanistan were smuggled through the Islamic Republic of Iran, Pakistan and other countries neighbouring Afghanistan before reaching their countries of destination.

3. Also in that resolution, the Economic and Social Council called upon the Government of Afghanistan to intensify, with the support of the international community, its efforts to continue implementing, in particular, the eight pillars (S/2006/106, annex A) of the National Drug Control Strategy; commended regional initiatives to strengthen international and regional cooperation aimed at countering the threat posed by the illicit production of drugs in Afghanistan and trafficking in drugs originating in that country; encouraged cross-border cooperation among Afghanistan, Iran (Islamic Republic of) and Pakistan; and urged the international partners, all relevant organizations of the United Nations and, in particular, UNODC and invited international financial and development institutions to assist transit States, in particular the States neighbouring Afghanistan that were most affected by the transit of illicit drugs, by providing them with adequate technical assistance to

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

effectively address the drug trafficking problem through a comprehensive and integrated shared plan.

4. The present report has been prepared based on information available to UNODC at the end of 2008, including data and other information contained in the Automated Donor Assistance Mechanism² (ADAM) and reports voluntarily submitted by Member States. ADAM is an Internet-based tool for coordinating technical assistance in the field of counter-narcotics developed by UNODC in the framework of the Paris Pact initiative. It securely and instantly provides users with information provided by Paris Pact partners on who is doing what, where and how in the field of counter-narcotics in Afghanistan, Iran (Islamic Republic of), Pakistan and other Central Asian countries, as well as in South-Eastern European countries and the Russian Federation. ADAM is intended to avoid duplication of activities and seeks a synergistic approach. Even though the number of active users of ADAM doubled between January and December 2008, reaching 154, data on bilateral technical assistance provided to Afghanistan and neighbouring countries were still incomplete at the end of 2008.

II. Afghanistan

5. Data collected in *Afghanistan: Opium Poppy Survey 2008, Executive Summary*, a publication prepared by UNODC and the Ministry of Counter Narcotics of Afghanistan show that 159,000 hectares of land in that country were under opium poppy cultivation in 2008, a decrease of 19 per cent compared with 2007. In 2008, however, favourable weather conditions resulted in the highest opium yield ever (48.8 kg per hectare) compared with the already high yield recorded in 2007 (42.5 kg per hectare). Consequently, Afghanistan produced an extraordinary 7,700 tons of opium in 2008 (6 per cent less than in 2007), thus remaining the largest supplier of opiates in the world (accounting for over 90 per cent of global production).

6. As a result, Afghanistan's neighbouring States and States in Central Asia and the Near and Middle East used as transit countries for smuggling heroin to illicit markets further west continue to be faced with the challenge posed by the smuggling of opium, morphine and refined heroin through their territory, as well as by the diversion and smuggling of precursor chemicals, the operation of clandestine laboratories illicitly manufacturing drugs and the expansion of drug trafficking networks within their territory. In turn, the shared drug problem is driving diverse regional and subregional cooperation efforts. The Rainbow Strategy of UNODC, which is based on the principle of shared responsibility, encompasses seven segmented, impact-oriented initiatives. The Strategy tackles the drug problem from within Afghanistan and in the subregion by addressing border issues and cross-border cooperation, intelligence-sharing, precursor control, drug demand reduction, HIV prevention and efforts to stem the flow of illicit proceeds. The Rainbow Strategy, developed largely but not exclusively through funding from

² Information about the Paris Pact initiative and ADAM is available in the report of the Executive Director of UNODC on follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan (E/CN.7/2009/8) and online (<http://www.paris-pact.net>).

Canada,³ remains of paramount priority for Paris Pact members and UNODC. As underscored on a number of occasions, the Afghan national challenge requires a regional solution.⁴

7. In 2008, UNODC continued to support the establishment of provincial offices of the Ministry of Counter Narcotics, including through construction, equipment and training. A report mapping investments made in alternative livelihoods, funding and changes in opium poppy cultivation between 2005 and 2008 was prepared by UNODC and issued in October 2008. Two rapid assessment surveys were carried out in the Afghan provinces of Balkh and Badakhshan with a view to improve understanding of the causes and driving forces of opium poppy cultivation and the impact of recent reductions in such cultivation. An additional 11 such assessments are ongoing. The results of that research have contributed to the provision, to farmers and communities at risk of a backlash, of emergency aid by the World Food Programme, a major partner of UNODC within the framework of the opium poppy-free road map laid out in the red paper (part of the Rainbow Strategy). The research has also resulted in support to the Good Performance Initiative and helped UNODC and some States (including the United Kingdom of Great Britain and Northern Ireland and the United States of America) to support the preparation of the provincial counter-narcotics plans currently being prepared by governors, in line with the main recommendation adopted by the Joint Coordination and Monitoring Board at its seventh meeting, held in Tokyo on 5 and 6 February 2008. A donor conference that was organized by UNODC and held at the end of May 2008 to increase support to Badakhshan province resulted in support being provided to the Counter-Narcotics Trust Fund for infrastructure activities in that province, to be implemented before the end of 2008. With regard to law enforcement, progress was recorded in three main areas: capacity-building of the Counter Narcotics Police of Afghanistan, border control management and precursor control. During 2008, the Governments of Canada, Germany and Japan contributed funds that enabled UNODC to build capacity in those critical areas.

8. With regard to the rule of law, UNODC has supported the drafting of the counter-terrorism law that the President of Afghanistan decreed during the summer recess of the National Assembly. UNODC advocated for and supported the approval of the law establishing the Independent Afghan Bar Association and the creation of

³ Other donors to projects carried out in the framework of the Rainbow Strategy 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 donated funds. Information on the Rainbow Strategy and related papers is available on the UNODC website (<http://www.unodc.org/unodc/en/regional/central-asia.html>).

⁴ In 2008, UNODC aligned its technical cooperation programme for Afghanistan and neighbouring countries with the seven segments of the Rainbow Strategy. The total cost of the UNODC technical cooperation programme for Afghanistan and neighbouring countries related to the Rainbow Strategy for the period 2007-2011 amounts to 189 million United States dollars, of which US\$ 114 million has been funded and US\$ 75 million remains unfunded. Additional information on the Rainbow Strategy is contained in the report of the Executive Director of UNODC on follow-up to the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan (E/CN.7/2009/8) and online (<http://www.unodc.org/unodc/en/regional/central-asia.html>).

its first National Assembly. UNODC also advised the Ministry of Justice of Afghanistan on the revision of a newly adopted anti-corruption law. The Ministry of Justice also established the High Office of Oversight and Anti-Corruption, in line with article 6 of the United Nations Convention against Corruption.⁵ The former anti-corruption body, the General Independent Administration for Anti-Corruption, was abolished. Finally, Afghanistan became a party to the Convention against Corruption. Among other activities, UNODC undertook a preliminary survey on corruption with the United Nations Development Programme in Afghanistan through pilot studies on integrity in the judiciary, the legal professions and public institutions in selected provinces. UNODC also conducted a training session on investigative journalism (in partnership with Internews, an international media development organization) in order to build capacity and advance the skills of selected journalists with a special focus on corruption and rule-of-law issues. In that regard, cooperation efforts between UNODC and the United Nations Interregional Crime and Justice Research Institute have resulted in the development of training manuals and curricula for judges and prosecutors on anti-corruption law and practice, which are to be finalized soon. Furthermore, UNODC helped the Director-General and Deputy Director-General of the High Office of Oversight and Anti-Corruption to finalize the central and regional organizational structure of the High Office, including with regard to staffing and the formulation of the High Office's first major policy speech to be delivered at the next meeting of the Joint Coordination and Monitoring Board. A governance assessment of the Attorney General's Office and a review of the rules and standards of professional ethics and conduct are under way. Further, assistance is being provided to the Ministry of Justice, the Supreme Court, the Attorney General's Office (the three permanent institutions of the judiciary) and the High Office of Oversight and Anti-Corruption so as to enable them to plan and formulate strategies and action plans aimed at strengthening both their capacity to review laws and the capacity of the Government as a whole to decide on future mechanisms for revising laws.

9. Under the coordination of the United Nations Assistance Mission in Afghanistan, international organizations in Afghanistan have contributed to addressing issues related to narcotic drugs and tackling associated problems at their roots by promoting development. In particular, the Food and Agriculture Organization of the United Nations (FAO) continues to provide the Government of Afghanistan with emergency assistance in the form of tools, seeds, fertilizers and similar resources that will help kick-start farming initiatives for people returning to their original communities after periods of exile. A number of quick-action projects have been implemented, many of them linked to the manufacture of the tools, wheelbarrows, watering cans and similar resources that have been provided as tool kits to returnees. Long-term projects have also been planned and implemented, in support of, inter alia, the following activities: seed production; the production, processing and marketing of fruits and vegetables; the training of para-veterinarians; poultry raising; silk production; and honey production. Funds have been provided to local non-governmental organizations for, inter alia, the restoration of irrigation systems and the renovation of crop-processing plants. Efforts have been made to strengthen sometimes fragile institutions and services required in agricultural production. In the area of alternative livelihoods, the European Commission, the

⁵ United Nations, *Treaty Series*, vol. 2349, No. 42146.

German Agency for Technical Cooperation (GTZ) and UNODC have focused on counter-narcotics efforts in Asia and Latin America with a view to sharing experiences on how to boost understanding and promote alternative development as a national development priority in selected areas, including in Central Asia. In coordination with UNODC, the World Food Programme has developed a two-track approach composed of a short-term component and a long-term component. The short-term component contributes to reducing illicit economic activities in selected provinces through the provision of an integrated assistance package, including food aid, to vulnerable farmers who have stopped cultivating opium poppy or to farmers likely to cultivate opium poppy. The long-term component aims to implement a more comprehensive development oriented and poverty reduction programme, together with partners such as the World Bank and FAO, by promoting activities designed to increase crop production, generate employment opportunities and improve market access for small farmers in provinces supported by the international community and UNODC. Joint UNODC and World Food Programme food-for-work projects aimed at supporting former opium poppy growers have been operational in eight districts in Balkh and three districts in Badakhshan since July 2008.

10. Throughout the 2007/2008 opium poppy cultivation season, the United States reported that it had enhanced its five-pillar counter-narcotics strategy for Afghanistan, which called for decisive action to be taken in the short term and identified a broader range of measures in all sectors. Such measures included the use of public information campaigns to win support for the counter-narcotics programme of the Government of Afghanistan. The United States also reported that it had continued to increase support for radio, print media and person-to-person outreach campaigns. Particular emphasis had been placed on grass-roots, person-to-person community outreach activities through the Multiplying Messengers and Poppy Eradication Programs, which engaged local community, religious and tribal leaders in counter-narcotics issues. A second measure consisted of attacking the problem at the provincial level. The United States reported that it would continue to expand the Good Performance Initiative to provide greater incentives to governors, including those who succeeded in keeping their provinces free of opium poppy. Provincial counter-narcotics planning had been integrated with military planning at local commands in key provinces such as Helmand and Nangarhar. A third measure of the United States was to engage in a stronger eradication campaign. The United States noted that it would continue to support the Central Poppy Eradication Force, which was conducting non-negotiated eradication activities to increase the impact of eradication by targeting large landowners and encouraging governors to eradicate in areas where doing so would have the greatest deterrent effect. It had also supported the development of the Counter-Narcotics Infantry Kandak to provide protection to the Central Poppy Eradication Force. A fourth measure adopted by the United States involved the development of alternative sources of income in rural areas. The United States Agency for International Development (USAID) continued its comprehensive alternative development programme, which provided US\$ 228,950,000 for alternative development projects in major opium poppy cultivation areas in Afghanistan. In 2008, USAID also facilitated access to market for more than 1,500 tons of exports, valued at over US\$ 6 million in sales. A fifth measure was aimed at accelerating narcotic-related investigations, arrests, prosecutions and incarcerations. In keeping with the overall justice-sector strategy pursued jointly by Afghanistan, the United States and international partners, the

United States expanded its training efforts in Afghanistan for provincial and district-level prosecutors during 2008. The sixth measure consisted of destroying laboratories used to manufacture illicit drugs and stockpiles of such drugs. The National Interdiction Unit of the Counter-Narcotics Police of Afghanistan and the Afghan Special Narcotics Force (sponsored by the United Kingdom), in cooperation with the Drug Enforcement Administration (DEA) of the United States, focused on targeting drug-manufacturing laboratories and seizing stockpiles of drugs. A seventh measure was to dismantle drug trafficking and refining networks. DEA was working closely with the Counter-Narcotics Police of Afghanistan, including its National Interdiction Unit, and the Afghan Special Narcotics Force in pursuing criminal investigations and disrupting the illicit trade in narcotics. The United States also reported having addressed drug demand reduction needs by funding seven treatment centres for drug addicts in Afghanistan, providing a combination of residential and outpatient services, including the only residential facility in the country for female addicts, and six mobile treatment clinics for drug addicts. In 2007, the United States also supported 27 mosque-based drug education programmes, five pilot drug abuse prevention and life-skills training programmes in Afghan schools, programmes to raise awareness of drug abuse prevention and a research study on the effects of the passive smoking of opium.

III. Cooperation involving Afghanistan, Iran (Islamic Republic of) and Pakistan

11. Cooperation among Afghanistan, Iran (Islamic Republic of) and Pakistan has progressed on several fronts during recent months. In particular, coordination in many sectors has started to improve through existing regional mechanisms for strengthening border cooperation and information exchange, for example through the Triangular Initiative involving the three countries and the action plan set out in the green paper of the Rainbow Strategy.

12. In February 2008, the UNODC Country Office in the Islamic Republic of Iran organized the third meeting of law enforcement experts, which was attended by representatives of the UNODC country offices in Afghanistan, Pakistan and Turkmenistan and the UNODC Regional Office for Central Asia. The purpose of the meeting was to discuss preparations for the following senior technical and ministerial-level meeting within the framework of the Triangular Initiative.

13. In February 2008, the UNODC Country Office in the Islamic Republic of Iran, together with the Drug Control Headquarters of the Government of the Islamic Republic of Iran, organized the second meeting of communications experts among Afghanistan, Iran (Islamic Republic of) and Pakistan. The purpose of the meeting was to discuss and agree on modalities for cross-border communication among the three countries within the framework of the Triangular Initiative and to discuss what equipment would be required for such communication.

14. The UNODC Office in the Islamic Republic of Iran organized the fourth meeting of law enforcement experts in Tehran in May 2008, within the framework of the Triangular Initiative. Officials from the UNODC Country Office in Afghanistan and the UNODC Country Office in Pakistan participated in the

meeting, which was followed by the second ministerial meeting of the Triangular Initiative.

15. The Government of the Islamic Republic of Iran hosted the second meeting of senior officials of the Triangular Initiative in Tehran on 6 May 2008. That meeting was followed by the first such meeting, which was held between Afghanistan, Iran (Islamic Republic of), Pakistan and UNODC in Vienna on 12 June 2008. The purpose of the meeting was to discuss, within the framework of the Triangular Initiative, a common regional strategy to face the growing and destabilizing threat posed by crime and drug trafficking across sensitive borders. The issues discussed during the second meeting of senior officials included the need for a joint operational centre in order to plan and implement joint drug control operations; the establishment of border liaison offices for easy communication and exchange of intelligence; the organization of joint training sessions; the provision of communication equipment and language learning courses; and the integration of the Targeted Anti-trafficking Regional Communication, Expertise and Training (TARCET) initiative in activities implemented in the framework of the Triangular Initiative.

16. The second meeting of senior officials was followed by the second ministerial meeting of the Triangular Initiative, which was held in Tehran on 7 May 2008. The meeting was hosted by the Government of the Islamic Republic of Iran and organized jointly by the Drug Control Headquarters of the Government of the Islamic Republic of Iran and UNODC. The objective of the meeting was to endorse operational measures to improve cooperation in drug control among Afghanistan, Iran (Islamic Republic of) and Pakistan. Recommendations proposed by representatives at the second meeting of senior officials were adopted at the ministerial meeting of the Triangular Initiative. Since the second ministerial meeting was held in May 2008, a site in Tehran has been identified for the establishment of a joint planning cell and work has begun on making the building ready for operations, which will include planning and intelligence exchange in view of engagement in joint operations involving the three countries.

17. Following the second ministerial meeting, at which the Governments of Afghanistan, Iran (Islamic Republic of) and Pakistan suggested the establishment of border liaison offices along their borders, a workshop was held in Herat, Afghanistan, in November 2008. The overall purpose of the workshop was to assess the feasibility of establishing border liaison offices along the border between Afghanistan and Iran (Islamic Republic of) and along the border between Afghanistan and Turkmenistan and to discuss what training and equipment would be required.

18. A follow-up meeting of senior officials from Afghanistan, Iran (Islamic Republic of) and Pakistan was held in Vienna on 15 and 16 December 2008, on the margins of the sixth meeting of the Paris Pact Policy Consultative Group. During the meeting, which was facilitated by the Executive Director of UNODC and other senior UNODC officials, participants from the three countries agreed upon the following eight points, designed to move forward the Triangular Initiative:

(a) An additional workshop on telecommunications is to be held to finalize discussions on modalities to facilitate cross-border communication;

(b) In order to speed up the setting up of border liaison offices, the representative of the Islamic Republic of Iran stated that a joint assessment mission to the relevant borders would be organized, together with staff at the UNODC Country Office in the Islamic Republic of Iran, during the weeks following the meeting. The representative of Pakistan stated that preparatory work for the border liaison offices had been finalized and expressed the Government's readiness to make those border liaison offices operational soon. The representative of Afghanistan said that certain conditions still needed to be met before the border liaison offices on the Afghan side of the border could be set up;

(c) Welcoming the allocation of a building by the Islamic Republic of Iran to host a joint planning cell, the representatives at the meeting expressed their Governments' commitment to appoint a liaison officer to the cell. Meanwhile, experts from Afghanistan, Iran (Islamic Republic of) and Pakistan would study the document prepared by UNODC on the structure and procedures related to the cell and, on the basis of that document, agree on a set of rules and regulations. It was agreed that those rules and regulations should be very simple, thus allowing the cell to become operational as soon as possible;

(d) One operation against drug trafficking networks would be launched shortly on the basis of a draft plan already prepared by the anti-narcotic police of the Islamic Republic of Iran. Such an operation was planned for February 2009 and would involve forces from Iran (Islamic Republic of) and Pakistan (with the possible participation of Afghanistan). That first operation would serve as a learning experience for future joint operations;

(e) The three countries agreed to further expand operational cooperation even before the formal establishment of the joint planning cell by using already existing communication channels to exchange information, including intelligence. The representative of Afghanistan informed participants that a representative at the Embassy of Afghanistan in Tehran would act as a liaison for such operations, while Pakistan would mobilize its drug liaison officer and expert based in the Islamic Republic of Iran. Those experts would be requested to act as focal points within the joint planning cell until full-time liaison officers were formally appointed by the Governments of Afghanistan and Pakistan;

(f) Once the joint planning cell had become fully operational, joint operations would be planned. The cell would be mandated not to gather intelligence but, rather, to use intelligence provided by the States participating in the Triangular Initiative to plan joint operations;

(g) UNODC would provide the technical assistance required through ongoing and planned projects, funding permitting and in accordance with its technical cooperation mandates;

(h) The next senior law enforcement and ministerial meetings of the Triangular Initiative would be held in Islamabad in May or June 2009.

IV. Cooperation with the Islamic Republic of Iran

19. UNODC provides technical cooperation assistance to the Government of the Islamic Republic of Iran in the areas of drug law enforcement, drug demand

reduction, HIV/AIDS and the rule of law. In each of those areas, UNODC activities in the Islamic Republic of Iran facilitate dialogue between the international community and that country and, thus, the provision and implementation of technical assistance at the bilateral and multilateral levels. UNODC activities also facilitate the implementation in the Islamic Republic of Iran of the following three segments of the Rainbow Strategy: (a) the “green paper”, on the Trilateral Initiative, which consists of an action plan to strengthen cross-border cooperation in the field of counter-narcotics enforcement among Afghanistan, Iran (Islamic Republic of) and Pakistan; (b) “the red paper”, on the TARCET initiative, which consists of an action plan that targets the smuggling of precursors used in heroin manufacturing in and around Afghanistan; and (c) “the indigo paper”, which consists of an action plan to improve responses to the abuse of opioids and the HIV situation in Afghanistan and neighbouring countries. The UNODC country programme for the Islamic Republic of Iran for the period 2008-2011 is made up of 13 projects, seven of which were ongoing in 2008; because of a lack of funding, six projects were still in the planning stage. The total budget of the programme amounts to approximately US\$ 22 million, of which a total of US\$ 8.5 million had been provided by the Governments of Belgium, France, Ireland, Italy, the Netherlands, Norway, Sweden and Switzerland. The European Commission has also provided funds.

20. The UNODC country programme for the Islamic Republic of Iran has contributed to the achievement of a series of results, including: the adoption of a law against money-laundering in January 2008; the ratification of the Convention against Corruption in October 2008; increasing the role played by national non-governmental organizations in the field of drug demand reduction through the mainstreaming of prevention, treatment and rehabilitation measures in the country; and the integration of Iranian efforts into regional and subregional initiatives such as the Paris Pact initiative, the Triangular Initiative and the TARCET initiative. Through its technical cooperation programme for the Islamic Republic of Iran, UNODC has promoted South-South cooperation in the form of policy support and capacity-building activities, including through the sharing of experiences and the introduction of best practices on dealing with injecting drug users in the community and in prison settings. Furthermore, the UNODC Country Office in the Islamic Republic of Iran has acted as secretariat for the Mini-Dublin Group meeting held with representatives of the Drug Control Headquarters of the Islamic Republic of Iran. Cooperation between the Drug Control Headquarters and the Mini-Dublin Group resumed in November 2008.

21. With regard to the rule of law, UNODC organized a study visit to Italy for Iranian officials from the judiciary, the Ministry of Foreign Affairs and law enforcement entities involved in efforts to counter organized crime and money-laundering and in mutual assistance. The study visit was followed, in January 2008, by a workshop on international standards, best practices, legislation and institutions dealing with organized crime, money-laundering and mutual legal assistance and the outcomes of the study visit to Italy. UNODC organized another two study visits, one to Italy in July 2008 and the other to Thailand, in August 2008 for Iranian judges, prosecutors, diplomats and representatives from other governmental and private institutions. The purpose of those study tours was to study information technology and database solutions adapted to counter organized crime, money-laundering and cybercrime and to develop and enhance effective mutual legal assistance mechanisms.

22. In relation to drug abuse prevention and HIV-related issues, UNODC technical cooperation assistance enabled representatives of the Islamic Republic of Iran to participate in the First Asian Consultation on the Prevention of HIV Related to Drug Use, held in Goa, India, from 28 to 31 January 2008. The purpose of the meeting was to introduce and share the experiences of the Islamic Republic of Iran in the area of HIV prevention and care for injecting drug users. In addition, UNODC and the Drug Abuse Research and Intervention Unified Strategy (DARIUS) Institute organized a training workshop on primary drug abuse and HIV/AIDS prevention among spouses of drug users in May 2008. The main objective of the workshop was to increase the knowledge of experts active in drug abuse prevention and treatment, especially experts from non-governmental organizations working on methods and principles of primary drug abuse prevention among spouses of drug abusers.

23. With reference to the participation of Iranian law enforcement authorities in the TARCET initiative, a UNODC-led regional initiative targeting the smuggling of precursors used in heroin manufacturing in and around Afghanistan, UNODC, in cooperation with the Drug Control Headquarters of the Islamic Republic of Iran and the Guardia di Finanza of Italy, organized a one-week training course that was held in Bandar Abbas, Islamic Republic of Iran, in August 2008. The training course focused on chemical precursors used in heroin manufacture, container control and risk profiling. In the framework of the TARCET initiative, Iranian authorities seized 16 tons of acetic chloride and 5 tons of acetic anhydride at the seaport of Bandar Abbas. Both consignments of seized substances were destined for Afghanistan and had been transported through Dubai, United Arab Emirates. Further information on the results of the TARCET initiative in 2008, as well as activities planned for the period 2009-2011, is available on the UNODC website (<http://www.unodc.org/unodc/en/regional/central-asia.html>).

24. The memorandum of understanding signed by Brunei Darussalam, India, Iran (Islamic Republic of) and Turkey is aimed at curbing smuggling operations and fostering security cooperation in that field. To strengthen control over the Omani coast and intercept smuggling operations, the Government of Oman has strengthened the capabilities of the relevant security agencies by providing a fleet of fast, modern boats and modern aircraft capable of flying in difficult conditions.

25. Within the framework of South-South cooperation, UNODC organized in July 2008 a study visit to the Islamic Republic of Iran on HIV prevention and care programmes in prisons and communities for a group of representatives from the following South Asian countries: Bangladesh, Bhutan, India, Maldives, Nepal and Sri Lanka. With the cooperation of the Drug Control Headquarters of the Islamic Republic of Iran, UNODC organized in September 2008 a study visit to the Netherlands and Sweden on drug abuse prevention for Iranian senior experts. One of the objectives of that study tour was to visit and study organizations in the Netherlands and Sweden and learn about successful drug demand reduction programmes, in particular programmes focusing on primary drug abuse prevention; another objective was to expose Iranian experts to organizations, experts and preventive and health promotion programmes, including on HIV/AIDS prevention, that had been designed to respond to the needs of the community affected by drug abuse and that were being implemented in local communities, the education system, prisons, the workplace and the family.

V. Cooperation with Pakistan

26. In recent years, the Government of China has strengthened its cooperation in the control of narcotic drugs with countries in the “new crescent” region. Concrete results have been achieved in assisting drug control authorities in the countries concerned (Afghanistan, Pakistan, Tajikistan and Uzbekistan) to strengthen, through personnel training, their capacity to detect and seize narcotic drugs. In accordance with the understanding reached between China and Pakistan, China completed in May 2008 the task of assisting the drug control authorities of Pakistan at the airports of the cities of Karachi, Kida, Peshawar, Lahore and Islamabad.

27. Malaysia has not yet cooperated directly with Pakistan, but it has participated in regional projects in the framework of the Colombo Plan for Cooperative Economic and Social Development in Asia and the Pacific. The possibility of cooperation was broached at the Twenty-ninth Meeting of Association of Southeast Asian Nations Senior Officials on Drug Matters, held in Bandar Seri Begawan from 24 to 27 August 2008. Specific areas for cooperation still need to be discussed further. Malaysia is willing to cooperate with all countries to counter the world drug problem, in line with the international drug control conventions.

28. UNODC provides technical cooperation to the Government of Pakistan in the areas of drug law enforcement, drug abuse prevention, treatment and rehabilitation, HIV/AIDS prevention and the fight against organized crime. UNODC also supports the Government of Pakistan in the areas of border management and container control and promotes cross-border cooperation aimed at combating transnational organized crime (for example, through the Trilateral Initiative). Through its efforts in Pakistan, UNODC aims to positively affect international efforts to bring peace and stability to Afghanistan and also to have an impact on the security situation elsewhere. The UNODC approach of advocating the use of evidence-based policy has assisted the Government of Pakistan in completing the new national drug control master plan and in carrying out the 2006 national assessment of drug abuse. UNODC also focuses on drug abuse prevention and treatment, targeting vulnerable groups such as street children, women and prisoners, and advocates the scaling up of services for injecting drug users. At the end of 2008, the UNODC programme portfolio for Pakistan was made up of eight ongoing projects with a total budget of US\$ 8.2 million. The country programme, which had a shortfall of US\$ 1.6 million at the end of 2008, has received funding and pledges from the Governments of Austria, Canada, Denmark, Sweden, Switzerland, the United Kingdom and the United States.

29. The United States reported that, through its Counternarcotics Program and Border Security Project (funded by the United States Department of State), it had provided operational support, commodities and training to the Anti-Narcotics Force of Pakistan and many other law enforcement agencies with counter-narcotics or border security mandates. Furthermore, the United States had provided funding for drug demand reduction activities and technical and operational assistance for the following: (a) building and refurbishment of outposts in Baluchistan and the North West Frontier Province; (b) road construction in order to open up remote areas to law enforcement; (c) development projects to provide water and electricity to remote areas and encourage the cultivation of crops other than opium poppy; (d) funding for a narcotics control cell to be established within the Federally

Administered Tribal Areas (FATA) Secretariat to help coordinate counter-narcotics efforts in tribal areas, where the overwhelming majority of opium poppy crops are grown; (e) enhancement of national counter-narcotics efforts through the provision of support to the Ministry of the Interior air wing programme; (f) strengthening of border security by training border forces, providing vehicles and surveillance and communications equipment to enhance the patrolling of remote border areas; (g) operational missions for transporting law enforcement forces to raid suspected drug compounds and drug processing facilities, opium poppy surveys, casualty evacuations and border reconnaissance missions; and (h) support the FATA Sustainable Development Plan of the Government of Pakistan.⁶ The United States also announced plans to continue assisting the Government of Pakistan in its efforts to eradicate opium poppy crops, enhance border management capacity, conduct investigations aimed at dismantling drug trafficking organizations, increase conviction and asset forfeiture rates and reduce the demand for illicit drugs by enhancing prevention, intervention and treatment measures. Implementation of the Plan by the United States will require the Government of Pakistan to persevere in its efforts to strictly enforce the opium poppy ban, eradicate opium poppy crops, develop an indigenous drug intelligence capability, foster inter-agency cooperation, improve the utilization of resources and training opportunities and enhance regional cooperation and information-sharing.

VI. Cooperation with other Central Asian States

30. Central Asia continues to be a key corridor for trafficking in opium and heroin originating in Afghanistan. In 2006, about 15 per cent of all the heroin smuggled out of Afghanistan is transported along the northern route through the Russian Federation and on to Europe, while undetermined amounts are also smuggled into western China (Autonomous Region of Xinjiang). With Afghanistan producing quantities of opiates that far exceed world demand, an increasing amount of the drugs is being absorbed in areas along the smuggling routes.

31. In the course of 2007 and 2008, the UNODC Regional Office for Central Asia focused on implementing the action plans comprising the Rainbow Strategy. Particular attention was paid to the “red paper”, entitled *Targeting Precursors Used in Heroin Manufacture*, the “yellow paper”, entitled *Securing Central Asia’s Borders with Afghanistan*, and the “violet paper”, entitled *The Caspian Sea and Turkmen Border Initiatives*. Those actions plans have come to play a key role in the UNODC strategy for Central Asia and various activities are under way to ensure a coordinated and concerted response to drug control interventions in that subregion.

32. As part of the strategy for targeting precursors used in heroin manufacture, the UNODC Regional Office for Central Asia has, in close cooperation with the Paris Pact initiative, launched the TARCET initiative. In the course of the TARCET

⁶ The United States has launched a five-year, US\$ 750 million FATA development strategy that includes measures on job creation, health and educational services, institution-building, the development of infrastructure and the expansion of the local economy. In addition, in 2007 the United States allocated US\$ 17 million to expand road and bridge construction activities and on programmes to upgrade law enforcement institutions and forces and establish a FATA internal police force whose officers would be recruited from local tribes.

initiative, existing UNODC projects in the region were used as platforms to assist Governments in conducting coordinated intervention activities aimed at identifying and intercepting consignments of precursor chemicals, in particular acetic anhydride, entering Afghanistan. The results of the initiative, in which the competent authorities of Afghanistan, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan and Uzbekistan participated, were encouraging and, for the first time since 2001, Afghanistan's neighbours seized consignments of chemicals that were being smuggled through the region. Furthermore, synergies were developed with other UNODC projects, including the Central Asia Regional Information and Coordination Centre (CARICC), which served, for the first time, as an independent operational entity by functioning as the operational control unit for the TARCET initiative. The international trainers participating in the initiative passed training and operational skills on to national authorities, and a number of acetic anhydride consignments were seized. The seizure of those consignments avoided the illicit manufacture of over 15 tons of heroin.

33. The action plan contained in the "yellow paper" merges existing projects for promoting intelligence exchange and cooperation among border authorities with the establishment of mobile interdiction teams to form a cohesive strategy for securing the borders between Afghanistan and its neighbours. In the framework of that action plan, UNODC is facilitating cross-border cooperation among authorities in Afghanistan and Central Asian States that will, in time, lead to the establishment of border liaison offices in selected high-risk areas, not only along the Afghan border but also at key border crossings within the subregion and, potentially, along the borders between Central Asian States, China and Iran (Islamic Republic of). Such border liaison offices are essential for increasing the capabilities of border guards, customs officers and law enforcement authorities posted in those areas by promoting cross-border communication, cooperation and coordination. In order to complement activities aimed at securing and improving fixed border crossings through the establishment of border liaison offices, the strategy also promotes the creation and use of mobile interdiction teams to secure the borders of Central Asian States. To date, mobile interdiction teams have been established in Kyrgyzstan and Tajikistan. The UNODC Regional Office for Central Asia, with support from United States Central Command and DEA instructors, has organized targeted induction training sessions for the first four mobile interdiction teams (33 officers).

34. The Caspian Sea Initiative was the principal outcome of the expert round-table meeting held in Turkmenbashi, Turkmenistan, in September 2007 to coordinate the delivery of technical assistance on drug control in the Caspian Sea area. In the framework of the Caspian Sea Initiative, UNODC will work to increase the analytical capacity of the law enforcement forces of States in the area with a view to generating more effective and better-targeted strategies. The Initiative will be piloted in Turkmenistan, a country that will become a hub for seaport and maritime cooperation in the area of the Caspian Sea. UNODC (through the Container Control Programme and the creation of inter-agency port control units) and the European Commission (through the drug profiling units of the Border Management Programme in Central Asia) are to coordinate activities in the seaport of Turkmenbashi. In the framework of the Caspian Sea Initiative, UNODC hosted, with the support of the Government of Turkmenistan, a meeting of senior law enforcement officials in June 2008 to develop an action plan for the

period 2008-2010. Similar activities are also under way elsewhere in Turkmenistan under the project "Strengthening border control along the Turkmen-Afghan border, in particular at Imam-Nazar checkpoint". In 2008, a study tour to Turkey was organized to introduce law enforcement authorities to operational drug interdiction practices, including risk profiling and database management with scanning and monitoring equipment applications, at airports and land borders. In addition, UNODC facilitated on-site training on search techniques and risk profiling for land border control operations (which involve searching passengers, vehicles, luggage and cargo), held at Imam-Nazar in May 2008.

35. UNODC has continued to support cooperative efforts aimed at increasing information exchange among law enforcement agencies in Central Asia, including through the expansion of a regional project for developing national intelligence databases in Afghanistan and Azerbaijan. CARICC will provide the legal framework and mechanisms enabling the information to be shared. The necessary legal and institutional instruments have been finalized but, as of October 2007, have only been signed by six of the seven CARICC participating States. Turkmenistan ratified the agreement establishing CARICC on 28 December 2007. Kyrgyzstan ratified the agreement on 19 September 2008. According to a resolution of the Cabinet of Ministers of Kazakhstan dated 1 July 2008, the agreement was endorsed and submitted to Parliament. The strategic plan for CARICC provides the basis for the Centre to become a fully operational agency as soon as the ratification process has been successfully concluded. In 2007 the heads of the legal departments of the ministries of foreign affairs and high-ranking officers of the law enforcement agencies of the participating countries endorsed the pilot phase of CARICC and recommended its initiation by 1 November 2007. During the pilot phase, CARICC played an operational and coordination role for a number of law enforcement projects and initiatives in the region, the prime example being the TARCET initiative. In addition, a number of foreign liaison officers have already established operational contact with staff at CARICC, a number of operations have been conducted based on the information provided through the network of liaison officers, and working links with law enforcement liaison officers in a number of countries have been established. Measures being taken to ensure cooperation with Afghan authorities are expected to result in the granting of observer status in CARICC to Afghanistan and in the posting of an Afghan liaison officer to the Centre. Links are also being established with counterparts in China. There is strong support for the project from the European Police Office (Europol), the International Criminal Police Organization (INTERPOL) and the World Customs Organization. INTERPOL will have an office within CARICC. The INTERPOL I-24/7 system was installed in December 2007, and training was provided to CARICC staff by INTERPOL officers. Work is under way to complete the testing of CENcomm, a secure communication tool provided to CARICC by the World Customs Organization.

36. UNODC has continued to provide legal assistance for improving legislation and practice in cases of extradition and mutual legal assistance. UNODC organized, jointly with the Organization for Security and Cooperation in Europe, a workshop entitled "Seizing, Confiscating and Sharing/Returning of Proceeds/Instrumentalities of Crime Transferred to Foreign Jurisdictions" in Almaty, Kazakhstan, from 9 to 11 July 2008. The workshop was attended by representatives of agencies from Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan, Turkmenistan, Ukraine

and Uzbekistan. Other participants included judges, prosecutors, law enforcement officers and experts from Ireland, the Netherlands and the United Kingdom, as well as from financial intelligence units of Afghanistan. Representatives of INTERPOL and Europol also participated.

37. As regards drug demand reduction projects, UNODC has continued to assist States of the subregion in developing their capacity in order to improve responses to HIV prevention and treatment, and the care of people living with HIV, in particular among injecting drug users and in prison settings, and the treatment and rehabilitation of drug abusers. In 2007 and 2008, some key projects providing technical assistance for the diversification of HIV-related services for injecting drug users, policy advice to national counterparts and the prevention of drug abuse using the media, journalists and civil society organizations, were successfully completed.

38. The United States has reported providing technical and operational assistance to help the Government of Tajikistan to increase its law enforcement and counter-narcotics capabilities. The Office of Defense Cooperation of the United States is installing a major communications system that will link all border posts and border guard headquarters. Eventually, that system will be expanded to include links with all law enforcement and security agencies in Tajikistan, thus contributing to regional efforts, such as CARICC, meant to improve the flow of information and intelligence among Central Asian States to better combat the increase of transnational organized crime networks in the subregion. The Bureau of International Narcotics and Law Enforcement Affairs of the United States Department of State and the United States Department of Defense have also funded renovations to border outposts and provided training and substantial operational and investigative equipment to various security-related Government agencies. The United States has continued to increase assistance to the Ministry of the Interior of Tajikistan and announced plans to increase its cooperation with other law enforcement agencies on crime involving narcotic drugs. As United States assistance to the Drug Control Agency of Tajikistan enters its eighth year, the United States is providing funding to support operational capacity that would complement other programmes it funds, such as the cooperative programmes with DEA. The United States has announced plans to further increase local capacity for law enforcement, strengthen rule-of-law institutions and support drug demand reduction and anti-corruption campaigns. The United States reported that it would continue to focus on the following: building the basic capacity of the major law enforcement agencies, in particular the Ministry of the Interior and the Tajik border guards; expanding mid-level management and leadership training to those entities; and continuing to push for meaningful anti-corruption efforts throughout the Government. An expanded DEA presence, more sophisticated training and mentoring of the Drug Control Agency and a greater emphasis on recruiting and developing a network of reliable sources that will enable the Drug Control Agency and the Ministry of the Interior to initiate cases against major trafficking organizations operating in Central Asia are key goals for future programmes. The United States will also begin to provide technical and operational support to strengthen the ability of Tajikistan to investigate and prosecute major drug traffickers and organized crime syndicates, improve and reform judicial sector training and support national anti-corruption efforts.

39. United States counter-narcotics assistance to Uzbekistan has focused on the prevention of illicit drug activities in and through Uzbekistan and on the need to

increase the capacity of Uzbek law enforcement agencies to combat those activities. Assistance has most often been provided in the form of technical assistance and training and, to a limited extent, the donation of equipment. Some agencies of the Government of Uzbekistan participated in training sponsored by the United States in 2007. Assistance programmes funded by the United States Department of State provided additional specialized inspection equipment and related training at customs posts throughout Uzbekistan, including at the strategically important port in Termez and a key railroad station in Sarasiya, on the Tajik border. Those programmes have also provided assistance for improving infrastructure at some of the country's most remote border posts, in order to improve living conditions and increase control of the border. The USAID Drug Demand Reduction Project continues to be implemented at key points along drug trafficking routes to prevent young people at high risk of becoming injecting drug users. Project staff cooperate with local organizations to deliver key messages aimed at preventing drug abuse and offer alternative activities through innovative "Youth Power centres". Those activities serve as models for the national HIV control strategy of Uzbekistan, since the HIV epidemic is fuelled primarily by the abuse of drugs by injection.

40. The United States also reported on the counter-narcotics technical assistance it provided to the Government of Turkmenistan. The Bureau of International Narcotics and Law Enforcement Affairs of the United States Department of State has assisted the Ministry of the Interior of Turkmenistan in improving the forensic analyses used by that Ministry in drug-related investigations. The Bureau has also provided UNODC with funds to provide border guards with drug interdiction training. The United States Department of Homeland Security has, through the United States Customs and Border Protection Agency, provided training to Turkmen law enforcement authorities on the interdiction of goods smuggled by air cargo, by international rail and across land borders. The United States also reported on its plans to expand the provision of practical drug law enforcement training. As both Turkmen and United States officials identify areas for improving drug control efforts, the United States will provide an appropriate, integrated and coordinated response. The Government of the United States encourages the Government of Turkmenistan to institute long-term drug demand reduction efforts. The United States will foster supply reduction through interdiction training, law enforcement institution-building, the promotion of regional cooperation and the exchange of drug-related intelligence.

41. The Government of Thailand has offered scholarships to officials from Kazakhstan, Tajikistan and Uzbekistan to receive training in drug law enforcement. It has also provided financial support for alternative livelihood projects in Afghanistan implemented by the Mae Fah Luang Foundation.

VII. Conclusions and recommendations

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

(a) Encouraging continued support to Afghanistan and neighbouring countries to ensure that the seven priority targets set out in the Rainbow Strategy are sufficiently well funded to achieve the result-based impact aimed for and

encouraging bilateral and multilateral support with a view to maximizing the operational impact of that Strategy;

(b) Supporting the Good Performance Initiative, in order to ensure that provinces free of opium poppy remain that way, and the UNODC road map for opium poppy-free provinces (in line with the “blue paper” of the Rainbow Strategy), with the understanding that UNODC aims, given the limited resources available to it, to target a few selected provinces in order to obtain maximum impact through its interventions;

(c) Encouraging the provincial roll-out of technical assistance in Afghanistan, thereby merging drug control efforts such as law enforcement, alternative livelihoods and demand reduction, with criminal justice assistance and supplementing those provincial efforts with activities aimed at strengthening the borders of those Afghan provinces adjacent to neighbouring countries (e.g. Iran (Islamic Republic of Iran) and Pakistan along the southern route and Tajikistan, Turkmenistan and Uzbekistan along the northern route);

(d) Welcoming the creation of the joint planning cell, in the framework of the Triangular Initiative (in line with the “green paper” of the Rainbow Strategy), encouraging joint operations and intelligence exchange between Afghanistan, Iran (Islamic Republic of) and Pakistan and urging those three countries to execute joint operations designed by staff working at the joint planning cell;

(e) Bearing in mind the importance of exchanging information and intelligence, of cooperating across borders and of using modern interdiction techniques in tackling drug smuggling groups, urging Central Asian States to make the best use possible of CARICC, the border liaison offices and the mobile interdiction teams (in line with the “yellow paper” of the Rainbow Strategy) and to connect those initiatives with similar interventions (i.e. the joint planning cell and the Gulf Centre for Criminal Intelligence) in Afghanistan and throughout the wider region;

(f) Supporting cooperation among States in the Caspian Sea area and among Afghanistan, Iran (Islamic Republic of) and Turkmenistan (in line with the “violet paper” of the Rainbow Strategy) and encouraging similar cross-border collaboration among Afghanistan, China, Tajikistan and Uzbekistan;

(g) Considering the regional, international and inter-agency collaboration demonstrated during the implementation of the TARCET initiative (in line with the “red paper” of the Rainbow Strategy), an example of best practice, calling for the continuation of the TARCET initiative in 2009 for three more years and the continuation of similar initiatives with regard to other aspects of the Rainbow Strategy, not only the control of precursor chemicals;

(h) Urging Member States to support Afghanistan and neighbouring States in preventing and treating addiction to opiates and HIV/AIDS (in line with the “indigo paper” of the Rainbow Strategy);

(i) Welcoming the development, in 2009, of an action plan to tackle the financial flows linked to the production of and trafficking in Afghan opiates (in line with the “orange paper” of the Rainbow Strategy), encouraging Afghanistan and neighbouring States, as well as other Member States and Paris Pact partners, to

actively support that work, which is to be facilitated by UNODC and other specialized international organizations;

(j) Urging Paris Pact partners, particularly those that have funded activities in the field of counter-narcotics law enforcement in Afghanistan, Iran (Islamic Republic of), Pakistan and other Central Asian countries, to make available data and other information on the bilateral assistance provided, in the area of drug control, through ADAM (see para. 4 above).
