

Non-paper on Part II of the Plan of Action: Supply reduction and related measures*

A. Supply reduction

Introduction

At the high-level segment of the fifty-second session of the Commission on Narcotic Drugs, held in March 2009, heads of States, ministers and government representatives from 132 States adopted the Political Declaration and Plan of Action on International Cooperation towards an integrated and Balanced Strategy to Counter the World Drug Problem.² Part II of the Plan of Action focuses on Supply reduction and related measures.

In the Plan of Action, Member States noted that, while the majority of States have adopted and implemented supply reduction policies and made supply reduction an important priority, the commitment made by Member States in 1998 to attain significant and measurable results in the area of supply reduction has been attained only to a limited extent, owing, inter alia, to the lack of effective implementation of drug supply policies, the lack of appropriate national legislative frameworks for international cooperation, inadequate information-sharing and monitoring and control mechanisms and the lack of coordinated law enforcement operations, as well as the insufficient and unstable allocation of resources.

Member States also recommended a series of actions in this regard, including enhancing cooperation, coordination and law enforcement operations to reduce supply; addressing new trafficking trends; reducing violence related to drug trafficking; addressing supply and demand reduction together; strengthening of anti-corruption measures and provision of technical assistance and capacity-building; and control of precursors and of amphetamine-type stimulants.

General information³

Afghanistan remains, by far, the largest source country for opiates worldwide. As of 2011, global aggregate seizures of morphine and heroin increased by approximately one half (50 per cent) over a period of three years, in spite of the decreasing trend in production over the period 2007-2010. While heroin use was reportedly decreasing or stabilising in established markets in North America and West and Central Europe, data on seizures and heroin use suggest that heroin markets were expanding in some parts of Africa and Asia.

Cocaine manufacture remained unchanged at year end 2011 and reported cocaine seizures declined during both 2010 and 2011. Geographic distribution of production and trafficking has remained stable in the major producing and transit regions of South America, Central America and the Caribbean. This region accounted for 71 per cent of global seizures in 2011. Markets in North America and Europe appear to have stabilised, whilst there are indications of emerging cocaine consumption in countries in Asia and Africa.

Cannabis is the world's most widely-used illicit substance. Given the relative ease with which cannabis herb (marijuana) can be produced, demand is often met through local production, resulting in a pattern of trafficking flows tending to be rather localized in

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¹ See *Official Records of the Economic and Social Council, 2009, Supplement No. 8 (E/2009/28)*, chap. I, sect. C.

³ Report of the Secretary-General on International cooperation against the world drug problem, A/68/126

comparison with other plant-based illicit drugs. In contrast, production of cannabis resin remains concentrated in a small number of countries, primarily Morocco and Afghanistan.

Amphetamine-type stimulants (ATS) remain a significant global threat, with increasing reports of use and seized quantities. Manufacture of ATS is spreading to new markets and there are increasing reports of precursor chemical diversion. ATS seizures reached new highs across all regions, with Asia, North America and Europe registering the most marked increases.

Furthermore, the latest data available to UNODC show that Member States continue to seize significant quantities of illicit substances on a regular basis. Seizures of ATS, in particular methamphetamine, have been increasing since 2008. The increase in seizures of ATS shows that Member States are responding to changes in the type of drugs being illicitly trafficked. In 2011, there was a stable trend⁴ in seizures for most of the traditional illicit drugs (cannabis herb, cannabis resin, opium and cocaine), which indicates that law enforcement authorities are keeping pace with the ever-changing methods used by drug traffickers and organized criminal groups. Global seizures of heroin declined in 2011; this decrease is consistent with the stabilizing or decreasing trend⁵ in the use of heroin in North America and Europe.

The emergence of new psychoactive substances (NPS) continues to pose major challenges to authorities worldwide. The increasing number of NPS appearing on the market has also become a major public health concern, not only because of increasing use but also because of the lack of scientific research and understanding of their adverse effects. The number of NPS reported by Member States to UNODC rose from 166 at the end of 2009 to 251 by mid-2012, thus exceeding for the first time the total number of substances under international control.

Specific information

I. Achievements

Member States continue to actively engage in drug supply reduction activities. During 2011, ninety-one per cent of countries which responded to Part II of the Annual Reports Questionnaire reported monitoring amphetamine-type stimulants and illicit substances. Nearly all countries (95 per cent) reported actively monitoring precursor chemicals, while over three quarters (76 per cent) reported actively engaging in forensic intelligence activities to reduce the supply of illicit drugs. Seventy-one per cent of Member States had undertaken research and evaluation activities, while fifty-nine per cent conducted programmes for the eradication of illicit drug crops.

Member States have provided many examples to UNODC of international co-operation among law enforcement agencies. These activities include cross-border information sharing, joint investigations and joint controlled delivery operations. As a result of this co-operation, Member States reported many arrests and the seizure of significant quantities of illicit drugs. The examples provided by Member States indicate that international co-operation between law enforcement authorities is causing considerable disruption to organized criminal groups.

Between 2010 and 2011, there has been an increase in the proportion of countries providing technical assistance in the area of drug supply reduction. In 2011, fifty-nine per cent of countries which responded to the Annual Reports Questionnaire provided technical assistance in the area of drug supply reduction (compared with fifty-two per cent in 2010).

⁴ Report of the Secretariat on the world situation with regard to drug trafficking E/CN.7/2013/4

⁵ Report of the Secretariat on the world situation with regard to drug abuse E/CN.7/2013/2

Between 2010 and 2011, the proportion of countries which reported receiving technical assistance in drug supply reduction from another country or from an international organization remained stable at seventy-one per cent.

In addition, the UNODC Synthetics Monitoring: Analysis, Reporting and Trends (SMART) programme, designed to improve the capacity of Member States to generate, manage, analyse, report and use information on illicit synthetic drugs has led to an improvement in the understanding of the phenomenon of ATS.

II. Challenges

With the significant growth in volumes of international trade and passenger movements by sea, air and across land borders, it is incumbent upon authorities to develop an effective law enforcement response that maintains the security of their borders, but does not add an additional burden or delay to the transit of legitimate persons and trade through their borders.

There is a need to review current practices and procedures related to undertaking the investigation of illicit drug trafficking and related organized crime offences conducted in multiple jurisdictions, together with a similar review of procedures related to the formal gathering of evidence from these jurisdictions, as many existing practices fail to meet the operational needs of their criminal justice system.

Because of their mobility and anonymity, cyber-technologies are offering new assistance to criminals and creating new offences that challenge existing legislation.

Effective policing of the trading practices of internet pharmacies is also a significant challenge to law enforcement authorities.

The increasing involvement of gangs in many aspects of drug trafficking, from street sales and distribution to the enforcement of sales territories and the collection of drug-related debts and money-laundering, is reflected in related violence and rising homicide statistics in many countries.

Insurgency and insecurity are closely linked to illicit drug manufacture and trafficking in a number of countries, seriously challenging the ability of law enforcement agencies to combat these activities.

Factors which facilitate corruption and which require addressing include poor training and insufficient funding or resources to perform official duties by law enforcement and criminal justice officials.

There is a need to undertake a comprehensive evaluation of domestic legal needs and requirements of controlled chemicals, in order to arrive at a baseline figure that will assist in the identification of attempts at illicit diversion.

Weak focus of regulatory controls over pharmaceutical preparations for pain management increases the threat of abuse of highly addictive preparations.

The purchase of alternative precursor chemicals as a substitute for those subject to international control is creating a new challenge to authorities seeking to prevent the manufacture of illicit drugs.

The illicit manufacture of amphetamine-type stimulants does not necessarily involve sophisticated chemical processes. Therefore, small-scale operators can manufacture large quantities of such stimulants in so-called “kitchen laboratory” operations.

A number of potentially dangerous new psychoactive substances which may pose risks to public health and safety continue to be marketed as legal alternatives to internationally controlled substances and provides an increasingly lucrative market for criminal groups.

III. Priorities

Access to well-developed intelligence is of key importance for authorities to be effective against traffickers, who remain quick to adapt to successful drug enforcement countermeasures through their flexible modus operandi and ready ability to access and utilize new and developing technologies.

To support the effectiveness of their law enforcement response, governments must ensure that a policy of inter-agency cooperation is supported as an integral part of their national strategy to combat illicit drug trafficking and organized crime.

To meet the challenge of new cybercrime offences, committed through the use of new communication technologies, steps should be taken to ensure that national legislation is adequate to secure the gathering of electronic evidence for successful prosecutions.

Many law enforcement agencies do not have the knowledge, training or technology to recover evidence or data to pursue investigations into trafficking offences from transmission or storage devices such as mobile phones and personal computers.

Agency guidelines, developed for their officers, should provide appropriate and practical steps on how to respond to threats occurring in the performance of their duties, in order to minimize the professional risks confronting staff.

Any threat against a drug law enforcement officer, while performing their official duties, should be treated as a high priority for investigation by their employer.

Law enforcement agencies have an important role to play in national demand reduction strategies, contributing their professional skills and experience to a comprehensive approach to addressing the challenge of reducing illicit drug use.

Procedures to enable drug abusers to obtain treatment and rehabilitation during imprisonment should be included within criminal justice systems.

Factors contributing to corruption affecting law enforcement agencies should be examined.

The support and funding provided for the training and professional development of drug law enforcement officers should be regularly reviewed, and investment should be made in developing good management and decision-making skills, in order to strengthen integrity and resistance to corruption and improper influence.

Controlled delivery procedures should be included in bilateral agreements concluded with neighbouring States and trade partners, so as to expedite the authorization of such requests.

Authorities should familiarize themselves with the limited international special surveillance list of non-scheduled substances covering substitute chemicals and implement control measures on non-scheduled substances and on substitute chemicals used in the manufacture of traditional precursors.

A proactive approach should be encouraged to building the capacity of and providing training to chemical regulatory authorities and drug law enforcement agencies so as to enhance their knowledge of scheduled and non-scheduled precursors and substances that may be diverted for use in the illicit manufacture of drugs. The establishment of a global early warning system, taking advantage of existing national and regional mechanisms, as appropriate, and providing monitoring of, and timely reporting on the emergence of new

psychoactive substances, could benefit Member States' understanding of and responses to the complex and changing market for these substances.

IV. Further observations for consideration

Border agencies should develop strategies that support joint operations in order to leverage advantage through the pooling of legislative powers, access to information, greater human resources and broader technical support.

Governments should encourage their law enforcement authorities to develop a digital evidence strategy, as a first step to ensuring an effective response to handling and recovering digital evidence gathered during the investigation of illicit drug trafficking cases.

Governments should ensure that their law enforcement agencies have established procedures in response to threats received against officers in the course of carrying out their duties.

Governments are encouraged to strengthen national anticorruption policies and to adapt measures for building confidence in their law enforcement authorities among the general public, including such measures as limiting the potential for the abuse of power which could lead to a subsequent loss of effectiveness in combating drug trafficking and organized crime.

Governments should ensure that there is coordination between their national authorities responsible for precursor chemical control to prevent the diversion of chemicals to the illicit manufacture of drugs.

In order to effectively maintain control over chemicals that could be used as precursors, governments must continue to encourage well-promulgated and systematically applied controls over companies trading in chemicals that include pre-registration, monitoring of quantities and types of chemicals sold, concise details of suppliers and accurate details of their customers.

Governments should take steps to further strengthen mechanisms for the timely identification, collection and exchange of information on non-scheduled substances, including derivatives specifically designed to circumvent existing controls, utilising updated international special surveillance lists of non-scheduled substances. Governments should monitor emerging trends in the composition, production and distribution of new psychoactive substances, as well as patterns of use of those substances within their own national borders, and based on the principle of common and shared responsibility, to further cooperate, in accordance with national law, in judicial and law enforcement activities to tackle the trade in and distribution and manufacture of those new psychoactive substances that have already been identified as posing risks to public health.

B. Alternative development

Introduction

In the Plan of Action, Member States resolved to strengthen international cooperation on eradicating the illicit cultivation of crops used for the production of narcotic drugs and psychotropic substances and on alternative development. In particular, Member States emphasized the need for strengthening research, data-collection and assessment tools; increasing international cooperation on development-oriented drug control; developing and implementing a balanced, long-term approach to addressing the illicit cultivation of crops used for the production of narcotic drugs and psychotropic substances; and indentifying innovative strategies to support alternative development.

General information

Alternative Development (AD) continues to be recognized by Member States as a fundamental pillar of a comprehensive drug control strategy and plays an important role as a development oriented drug control approach.

The 2009 Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem places AD within a framework of broad national rural development, emphasizing the need to address a multitude of factors, such as poverty and food insecurity, inter alia, as well as to use non-traditional approaches to assessing the effectiveness of development oriented drug control strategies.

Assistance provided by UNODC in the area of AD consists of programmes which are currently implemented in Afghanistan, Bolivia, Colombia, Laos, Myanmar and Peru.

In South East Asia, AD programmes in Lao PDR and Myanmar strive to reduce levels of poverty and ensure food security. AD programmes in this region count to a high degree on international donor assistance. Although national funding for the programmes has increased, donor assistance has not kept the same pace, thus perpetuating a low coverage rate for farming communities engaged in illicit crop cultivation.

In Latin America, AD programmes in Colombia and Peru focus largely on increasing production of agricultural products for export markets. AD projects in Colombia are almost entirely funded by the Government and Peru has increased its national investment substantially.

Many AD projects continue to primarily measure impact by the reduction in the cultivation of crops used for the production of narcotic drugs and psychotropic substances. Yet one question is whether this is the only appropriate method to measure impact, as it does not take into account the conditions under which these crops are cultivated and does not take into consideration the issue of replanting following eradication.

Poverty and food insecurity remain some of the key factors driving the illicit cultivation of crops used for the production of narcotic drugs and psychotropic substances. Therefore, the focus of AD programmes should be oriented at addressing the underlying causes of poverty and food insecurity and improving the socioeconomic conditions of these communities. For example, an opium risk assessment was conducted in Afghanistan in early 2012, where the study found a strong association between insecurity, lack of agricultural assistance and opium cultivation. Villages with a low level of food security and that had not received agricultural assistance in the previous year were significantly more likely to grow poppy

than villages that had good food security and had been targeted by an anti-poppy awareness campaign.

Specific information

I. Achievements

Over the past 3 years, in Peru and Colombia, AD programmes improved the social and economic situation of families in targeted coca bush-growing areas through farmer-led small business enterprises, which were able to increase revenues on the international markets. In Peru alone, exports of products stemming from AD reached in excess of \$150 million in 2012. In Colombia, many families acquired land titles, vast areas of coca plantations were voluntarily eradicated and large amounts of carbon dioxide were sequestered through reforestation programmes.

In Bolivia, the focus of the AD programmes was to generate jobs and legitimate income through productive forestry and agroforestry practices and to halt the deterioration in natural resources due to the coca monoculture.

In Myanmar and Lao Peoples' Democratic Republic, AD programmes targeted the improvement of food security in opium poppy growing communities. The programmes promoted advanced farming practices to increase basic food crops and the diversification of farm and off-farm income-generating activities.

In Afghanistan, illicit crop cultivation was addressed through strengthening of national policies and capacities to implement AD programmes and improve coordination between government and non-government stakeholders.

With a view to fostering South-South cooperation, the Government of Thailand, in association with the Government of Peru, organized the International Seminar/Workshop on Sustainable Alternative Development held in Thailand in November 2011. The outcome consisted of inputs for the draft international guiding principles on AD, which were developed at a follow up High-Level International Conference on Alternative Development in November 2012 in Lima organized by the Government of Peru. The outcome of the Conference was the adoption of the "Lima Declaration", including a set of International Guiding Principles on Alternative Development meant to provide both policy and technical guidance to Members States and international organizations on AD. At its fifty-sixth session in March 2013, the Commission on Narcotic Drugs recommended to the Economic and Social Council the adoption by the General Assembly of the International Guiding Principles, (as United Nations Guiding Principles on Alternative Development).

Furthermore, the Commission on Narcotic Drugs at its fifty-sixth session adopted resolution 56/15, which, inter alia, invited interested Member States, consistent with applicable international trade rules, to explore, in close cooperation with relevant international organizations, international financial institutions, private sector partners, civil society and other interested parties, opportunities for international cooperation to expand their efforts with regard to the development of strategies on voluntary marketing tools for products stemming from alternative development, including preventive alternative development.

II. Challenges

Poverty and food insecurity remain the key driving factors of illicit crop cultivation.

AD is a high-investment endeavour. It can only yield results if implemented over a long term with adequate funding. A serious problem facing AD programmes is that traditional

sources of funding are becoming scarcer. Against this background, international financial institutions and relevant development organizations are encouraged to incorporate illicit crop control strategies into poverty reduction strategies, country assistance strategies and other forms of development assistance.

Promotion of value added AD products, access to markets for products stemming from AD projects and inclusion of environmental protection into AD programmes need to be further strengthened.

The focus on opportunities for legitimate income generation must be diversified and options outside of the traditional agricultural sector must be assessed.

Given that a small fraction of farming communities engaged in illicit crop cultivation are provided with AD assistance, more must be done to broaden the coverage.

III. Priorities

There is a need to incorporate AD into broader national development strategies in order to mainstream actions and provide wider financial and technical support to achieve expected results and successfully contribute to poverty reduction and socio-economic development.

New and innovative strategies are needed in order to ensure long-term success and sustainability of AD; this includes the need for a market-driven approach to product identification and development and the need to enhance market access and explore market niches for AD products.

New funding mechanisms must be identified so that programmes can be sustainable and farming communities requiring assistance can be supported.

Legitimate income generating opportunities offered to small rural farming communities must look at both on and off farm activities and seek to establish small farmer enterprise through the entire cycle, from production – value added – to market.

There is a need to strengthen international cooperation, including South-South cooperation for the sharing of best practices and lessons learned.

IV. Further observations for consideration

It is recommended that AD programmes be designed in line with the United Nations Guiding Principles on Alternative Development to ensure that both a reduction in illicit crop cultivation and an improvement in social and economic conditions in target areas are achieved.

Countries should be further encouraged to facilitate market access for products stemming from AD to contribute to long-term legitimate income generation for small farming communities.

It is also important to enlarge the concept of alternative development in order for AD to move from a rural development to a more market-oriented approach.

There is a need for long-term commitment to scale up AD programmes to achieve a long-term sustainable impact.

The need to understand the nexus between development and security is critical if programmes in areas with weak governance systems are to be successful.