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Follow-up to the twentieth special session of the General Assembly

The world drug problem

Fourth biennial report of the Executive Director**

Summary

On the basis of the information provided by Member States in response to the fourth biennial reports questionnaire, the present report shows that Member States have made significant progress over the past eight years in implementing the goals and targets set at the twentieth special session of the General Assembly, devoted to countering the world drug problem together. A majority of responding States around the world have adopted national plans and established central coordination bodies to guide and monitor national drug control policy. Most States have made considerable progress in establishing national demand reduction strategies, assessing the drug abuse problem, providing prevention, treatment and rehabilitation services, focusing in particular on youth and vulnerable groups, and in data analysis and its application to policy formulation and monitoring. Overall the implementation rate for demand reduction actions stood at 54 per cent in 2004-2006, but compliance was higher for many specific interventions in most regions.

Progress was also achieved in the implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, encompassing measures to formulate national policies, detect and monitor trafficking in and abuse of amphetamine-type stimulants, promote prevention and combat the diversion of precursors. At the global level, compliance with the measures envisaged in the Action Plan increased from 42 per cent for the

* E/CN.7/2007/1.

** The preparation of the present document and its addenda was affected by the late submission of replies to the biennial reports questionnaire for the fourth reporting period (2004-2006).



period 1998-2000 to 53 per cent for the period 2004-2006.

Similarly, the prevalence of measures to combat money-laundering increased. At the global level the implementation rate for measures to criminalize drug-related money-laundering, including measures to seize, freeze and confiscate the proceeds, stood at 91 per cent for those reporting in the period 2004-2006.

The significant achievements made in reducing illicit crops at the global level were countervailed in 2006 by increased cultivation of opium poppy in Afghanistan. While coca bush cultivation was curtailed by 28 per cent between 2000 and 2005 in the Andean region, increased yields resulted in the production of cocaine remaining stable. Nevertheless, the majority of affected countries have adopted national plans or strategies and a marked improvement in technical capacities to implement alternative development programmes has been observed, though financial resources constrained implementation.

At the global level, much progress was made in judicial cooperation. Overall compliance with the measures envisaged in 1998 increased from under 65 per cent in 1998-2000 to 70 per cent in 2004-2006, though much remained to be achieved.

Limited progress was made in adopting measures for the control of precursors, with a compliance rate among reporting States of just 40 per cent in 2004-2006. However, there were significant regional variations with the implementation rate for legislation, import/export controls, codes of conduct, measures to prevent diversion and other measures ranging from 5 per cent to close to 100 per cent depending on the region.

Overall, the report reflects many positive trends for all sectors in most regions, though reaching the targets set in 1998 will require significantly increased commitments and investment by Members States in the years to come.

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I. Introduction

1. At its twentieth special session, the General Assembly adopted a Political Declaration (resolution S-20/2, annex), the Declaration on the Guiding Principles of Drug Demand Reduction (resolution S-20/3, annex) and measures to enhance international cooperation to counter the world drug problem, including the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (resolution S-20/4 A); measures for the control of precursors (resolution S-20/4 B); measures to promote judicial cooperation (resolution S-20/4 C); measures to counter money-laundering (resolution S-20/4 D); and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E). By its resolution 54/132 of 17 December 1999, the Assembly adopted the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction. In the Joint Ministerial Statement adopted at the ministerial segment of the forty-sixth session of the Commission on Narcotic Drugs, held in Vienna on 16 and 17 April 2003 (A/58/124, sect. II.A), ministers and government representatives participating in the segment reaffirmed their commitment to the outcome of the twentieth special session of the General Assembly.

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

2. In the Political Declaration, the General Assembly called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goals and targets set at the twentieth special session for the years 2003 and 2008, and requested the Commission to analyse those reports in order to enhance the cooperative effort to combat the world drug problem. In 2003, the Secretary-General presented to the Assembly a report containing a quinquennial evaluation of the implementation of the outcome of the twentieth special session (A/58/253). In its resolutions 60/178 of 16 December 2005 and 61/183 of 20 December 2006, the Assembly reaffirmed the commitment of Member States to implementing the outcome of the special session and meeting the targets set for 2003 and 2008.

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

4. The Commission urged Member States to submit by 30 June their replies to the biennial reports questionnaire. The 2004-2006 questionnaire was transmitted to Member States on 12 December 2005. Reminders were issued on 12 May and 27 July 2006. At the first and second intersessional meetings of the Commission, on

1 September and 4 October 2006, Member States were urged to return the questionnaire promptly as the delay in the submission of responses would prevent timely circulation of the report. By 30 June 2006, 33 States¹ had submitted responses to the fourth biennial reports questionnaire. By 18 October 2006, 94 States² and the European Commission had returned their responses; 65 per cent of the responses for the fourth reporting period were submitted after the deadline of 30 June 2006.

III. Action by Governments^{*}

5. The present report gives an overview of the progress achieved by Member States in implementing the goals and targets set at the twentieth special session of the General Assembly. The report and its addenda (E/CN.7/2007/2/Add.1-6) are based on the information provided by Governments in response to the questionnaires sent to them during the four biennial reporting periods (1998-2000, 2000-2002, 2002-2004 and 2004-2006). The addenda provide a more detailed analysis of the action taken by Governments to implement the action plans and measures adopted in 1998.

6. The response rate for the fourth reporting period was similar to that for the first and third reporting periods, but lower than that for the second reporting period. The success of the analysis made through the biennial reports questionnaire relies upon the level of coverage as well as the quality of the information. Only 56 States responded to the questionnaire in all of the four reporting periods. Apart from the reliability of the information, there is thus a problem of the validity of the sample, as can be seen in the table below.

^{*} The Commission considered the first, second and third biennial reports, respectively, at its forty-fourth regular and reconvened sessions and its forty-sixth and forty-eighth sessions (documents E/CN.7/2001/2 and E/CN.7/2001/16, E/CN.7/2003/2 and Add.1-6 and E/CN.7/2005/2 and Add.1-6, respectively).

¹ Algeria, Argentina, Bangladesh, Belarus, Brazil, Burundi, Cameroon, Congo, Costa Rica, Cyprus, Czech Republic, Denmark, Ecuador, El Salvador, Finland, France, Ghana, Guatemala, Hungary, Italy, Jordan, Latvia, Lebanon, Liberia, Luxembourg, Maldives, Malta, Paraguay, Poland, Romania, Sweden, Switzerland and Togo.

² The following countries returned at least one part of the biennial reports questionnaire: Albania, Algeria, Argentina, Australia, Austria, Bangladesh, Belarus, Belgium, Bolivia, Brazil, Brunei Darussalam, Burundi, Cambodia, Cameroon, Canada, Chile, China, Colombia, Congo, Costa Rica, Croatia, Cyprus, Czech Republic, Denmark, Ecuador, El Salvador, Ethiopia, Finland, France, Gambia, Germany, Ghana, Guatemala, Honduras, Hungary, India, Indonesia, Ireland, Iran (Islamic Republic of), Israel, Italy, Japan, Jordan, Kazakhstan, Latvia, Lebanon, Liberia, Liechtenstein, Lithuania, Luxembourg, Madagascar, Maldives, Malta, Mauritius, Mexico, Monaco, Morocco, Myanmar, Nigeria, Pakistan, Paraguay, Peru, Philippines, Poland, Portugal, Qatar, Republic of Korea, Romania, Russian Federation, Serbia, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Swaziland, Sweden, Switzerland, Syrian Arab Republic, Tajikistan, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Uzbekistan and Zimbabwe.

Countries responding to the biennial reports questionnaire, 1998-2000, 2000-2002, 2002-2004 and 2004-2006

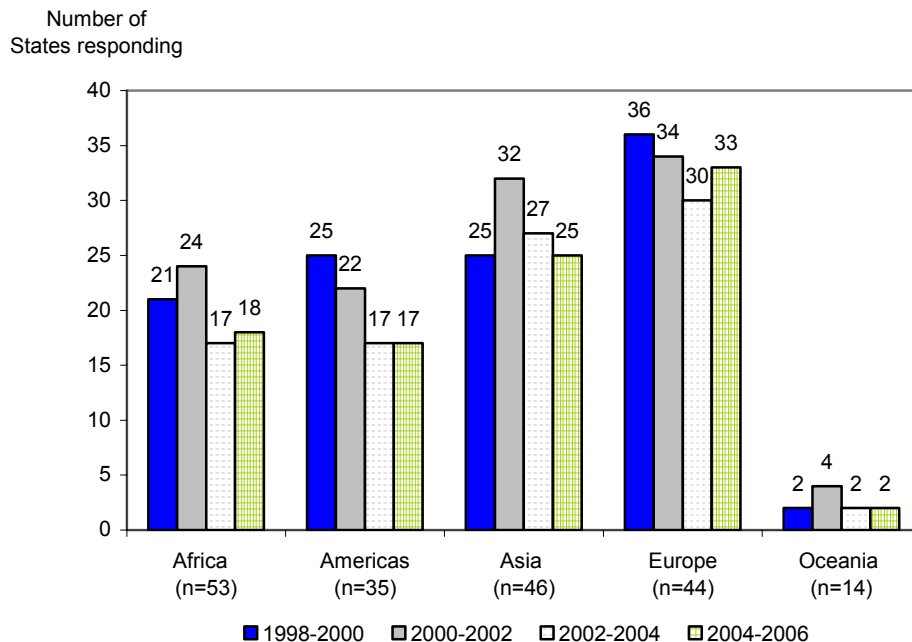
<i>Reporting period</i>	<i>Number of countries responding</i>	<i>Percentage of countries responding</i>	<i>Approximate percentage of world population aged 15-64 in responding countries</i>
1998-2000	109	57	90
2000-2002	116	60	92
2002-2004	93	48	62
2004-2006	94	49	87
All reporting periods	56	29	54

7. There is, however, a considerable overlap among the countries responding in different reporting cycles. For example, of the 94 countries responding for 2004-2006, 72 countries (77 per cent) had responded to the questionnaire for 2002-2004, 83 countries (88 per cent) for 2000-2002, and 73 countries (78 per cent) for 1998-2000. In order to ensure that the analysis provides a representative picture of the regional situation, all countries responding in different reporting periods have been included in the analysis. Figure I provides a regional breakdown of responses over the four reporting cycles.

Figure I

Number of States responding to the biennial reports questionnaire, by region, 1998-2000, 2000-2002, 2002-2004 and 2004-2006

(n = number of States in the region that could have responded to the questionnaire in 2006)



8. Notwithstanding the limitations in terms of the quality of the information, the response rate and the significance of the sample of countries considered, the biennial reports questionnaire still provides important information on how each country perceives itself to be progressing towards achieving the goals set out in the Political Declaration and the action plans and measures adopted by the General Assembly at its twentieth special session.

9. In order to facilitate the analysis and provide a visual representation of progress in meeting the goals and targets set at the special session, the United Nations Office on Drugs and Crime has developed an analytical tool to quantify the replies to the various sections of the biennial reports questionnaire.³ This analytical tool was applied for the first time in the period 2002-2004 to report progress in drug demand reduction (see E/CN.7/2005/2/Add.1). The present report and its addenda apply the methodology on a thematic and regional basis. The reporting States are grouped into four regions and nine subregions⁴ to allow for a more appropriate analysis of trends. Caution must be exercised when examining information from subregions composed of a small number of countries, particularly Oceania and North America, since the trend is highly influenced by the responses of a single country.

A. National drug control strategies

10. A national drug control strategy or plan constitutes the essential infrastructure to enable planning and coordinated action addressing all aspects of the drug problem and balanced interaction between areas such as law enforcement, health, education and sustainable development. Globally, the 94 countries that responded to the 2004-2006 reports questionnaire achieved a score of 88 per cent implementation of the actions referred to in section II of the questionnaire as indicators of the existence of a national drug control infrastructure, namely (a) the establishment of national drug control strategies that are multisectoral, i.e. covering two or more sectors such as health, social programmes, education, law enforcement, justice or employment, and had (b) the establishment of a national drug control coordinating body. Figure II below shows the degree of adoption of such measures at the global and regional levels by all States responding in each cycle.

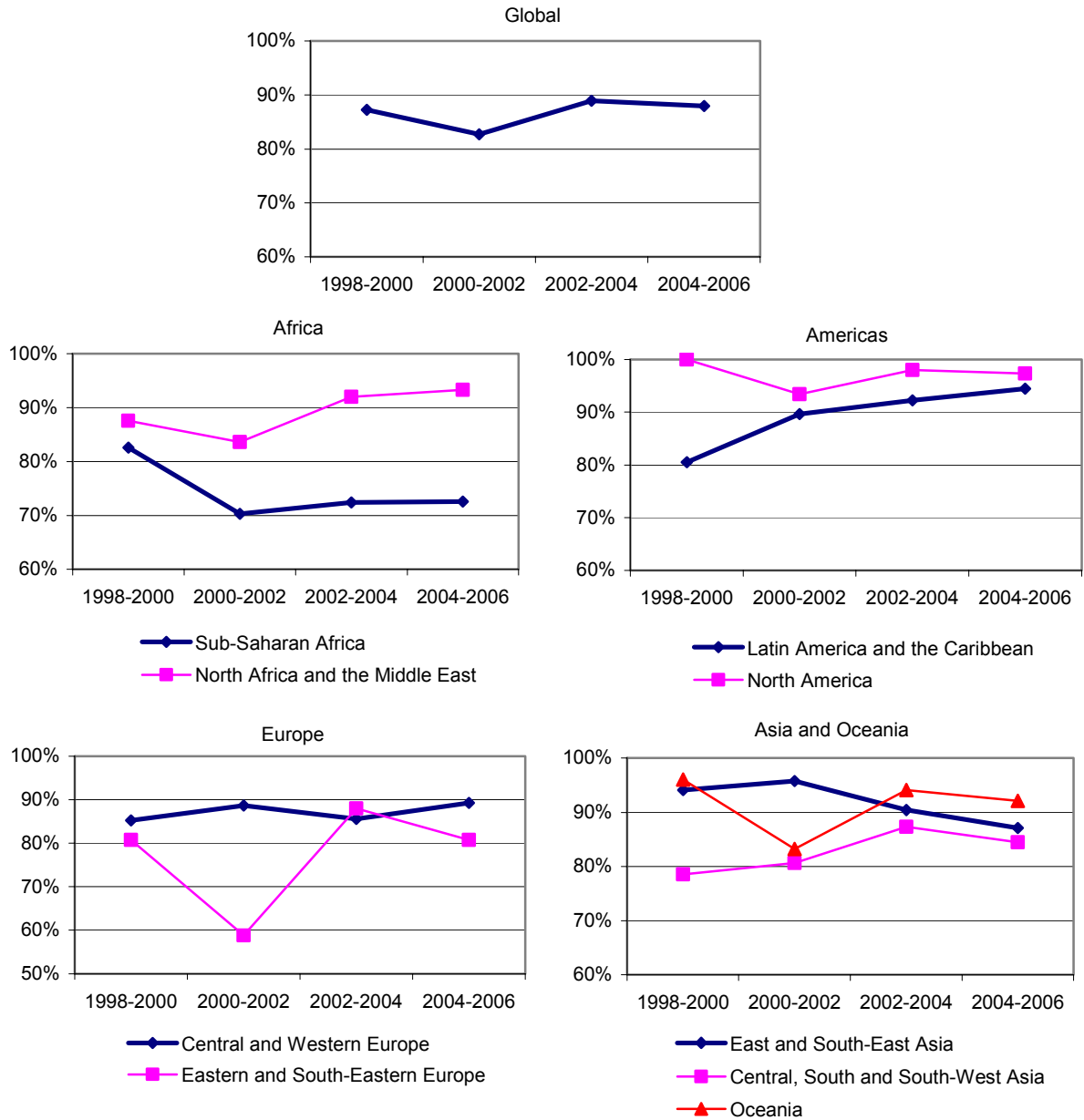
11. Figure II shows that, notwithstanding the fluctuations within regions over the four reporting cycles, the degree of commitment to establishing national drug control infrastructures remained high, with all regions attaining a compliance rate of

³ The indexes that have been developed are based on the responses by Member States to the biennial reports questionnaire. They reflect the implementation and coverage of related activities and measures taken in each specific field. The analysis is based on the information provided by all the countries that responded to the biennial reports questionnaire in each reporting cycle. The values shown represent the regional average in the extent of implementation of the measures envisaged, derived from the responses received from the countries in the respective region.

⁴ Asia and Oceania: Central, South and South-West Asia, East and South-East Asia and Oceania; Europe: Central and Western Europe and Eastern and South-Eastern Europe; the Americas: North America and Latin America and the Caribbean; and Africa: sub-Saharan Africa and North Africa and the Middle East.

over 70 per cent in respect of the achievement indicators established in section II of the biennial reports questionnaire.

Figure II
Percentage of responding States having a national drug control infrastructure, global and regional levels, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



12. The countries covered, and the degree of achievement in the area of national drug control infrastructure in all regions over the four reporting cycles, demonstrate a high degree of sustained political commitment by Member States to tackling the world drug problem and must be regarded as a significant accomplishment.

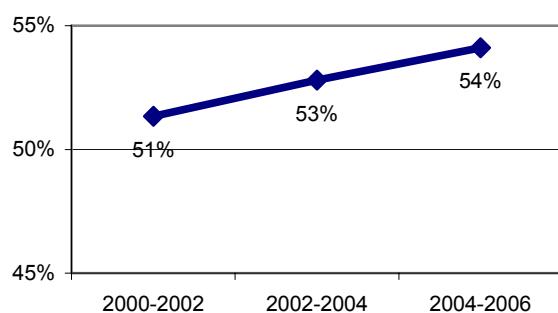
B. Drug demand reduction

13. At the twentieth special session of the General Assembly, Member States established the year 2003 as a target date for developing new and enhanced drug demand reduction strategies and programmes, and committed themselves to achieving significant and measurable results by the year 2008. In section VIII of the biennial reports questionnaire, they reported on (a) the existence of a national drug demand reduction strategy; (b) the capacity to assess the problem by data collection and analysis; (c) the capacity to tackle the problem through interventions focusing on prevention, treatment and rehabilitation and on reducing the negative consequences of drug abuse; (d) the forging of partnerships and networking mechanisms; (e) the existence of programmes focusing on the most vulnerable or special population groups; (f) the use of media and public information campaigns; and (g) the capacity to evaluate and incorporate the lessons learned. The answers received have been quantified drawing on the Demand Reduction Index, an analytical tool providing a visual representation of changes since 1998 at the regional and subregional levels. A detailed analysis of the action reported by Member States in this regard is contained in document E/CN.7/2007/2/Add.1.

14. Globally, considerable progress has been made in complying with the measures prescribed in the area of demand reduction, as shown in figure III.

Figure III

Reported compliance with drug demand reduction measures, global average, 2000-2002, 2002-2004 and 2004-2006



15. Commitment remained stable at a high level. In most regions, States reported having implemented over 75 per cent of the activities mentioned in the questionnaire. In Central, South and South-West Asia a notable increase was registered, from 50 per cent in 1998-2000 to over 75 per cent in the fourth reporting period. Countries of Eastern and South-Eastern Europe were approaching the level seen in Central and Western Europe. In East and South-East Asia and North America the extent of measures taken remained stable at a high level across all reporting cycles. In Oceania the extent of policy and strategic responses has increased

substantially during the past three reporting cycles. Countries of Sub-Saharan Africa and Latin America and the Caribbean seem to have experienced some difficulties in the fourth reporting period after having scored 75 per cent or higher in 2000-2002.

Investing in demand reduction

16. Increased investments in demand reduction programmes have been registered in nearly all regions since 1998.

17. Nearly all countries responding for 2004-2006 (96 per cent) had a national demand reduction strategy, and 81 per cent based their national strategy on the assessment of the drug problem. Nearly nine out of 10 countries (88 per cent) reported that their national strategies were multisectoral, while 65 per cent reported having a dedicated budget for demand reduction.

Assessing the problem

18. The capacity to collect and analyse information was generally on the increase. Efforts to enhance drug information systems made notable progress in East and South-East Asia, Central, South and South-West Asia, Central and Western Europe, North America and Oceania.

19. Regarding capacities for assessing the nature and magnitude of drug abuse, the analysis showed improving trends, particularly in East and South-East Asia, Central, South and South-West Asia, Central and Western Europe and Latin America and the Caribbean. In those regions the coverage of drug abuse assessment activities improved by 20 to 30 per cent between 1998-2000 and 2004-2006. In North America coverage was reported to be at or near 100 per cent in all periods.

20. A considerable gap existed between regions with long-established drug abuse monitoring structures, namely North America, Oceania and Central and Western Europe, and those with less developed infrastructure, expertise or coordination mechanisms for demand reduction and related monitoring, particularly Sub-Saharan Africa and North Africa and the Middle East. The overall picture underlined the role played by national and regional coordination, training and the dissemination of best practices in supporting drug abuse data collection and the development of monitoring mechanisms over the past eight years.

Prevention

21. The global trend in prevention remained positive (see figure IV). One region (North America) reached an excellent level of coverage. The countries in six out of nine subregions reported an increase in the overall level of prevention measures compared to the previous period (Central, South and South-West Asia, Central and Western Europe, Latin America and the Caribbean, North Africa and the Middle East, North America and Oceania). However, the global trend of increasing coverage appeared to be slowing down in 2004-2006. In order for the interventions to have an impact on drug abuse trends, they need to reach a high level in all settings and to be sustained.

22. Information services were the interventions with the widest coverage; most subregions (8 out of 9) reported compliance rates of over 25 per cent. North America had the highest figure (81 per cent), followed by Oceania (53 per

cent) and East and South East-Asia (52 per cent). Most subregions (5 out of 9) reported coverage of over 25 per cent in the provision of life-skills education, ranging from 14 per cent in Eastern and South-Eastern Europe to 64 per cent in North America.

23. While the global trend remained positive, with prevention interventions being expanded and generally maintained at an improved level, the increase in coverage was at a slower rate than in previous cycles. The situation is certainly improving, but increased prevention efforts are called for if Member States are to meet the commitments made at the special session.

Treatment and rehabilitation

24. Overall, the implementation of treatment and rehabilitation interventions was on the increase, but at a rate that could be stronger (see figure IV). Detoxification remained the most common intervention, while substitution treatment was the least prevalent across all regions.

25. In the fourth reporting cycle, the extent of provision of treatment and rehabilitation services ranged from 11 to 71 per cent depending on the subregion. The global situation remained stable in relation to the period 2002-2004.

26. There was an increase in the level of all treatment interventions in Central and West Europe, Central, South and South-West Asia and North America. East and South-East Asia showed the clearest improvement from the previous cycle (from 20 to 30 per cent), while Oceania reported a steady increase in coverage through all reporting periods, reaching 71 per cent in 2004-2006.

27. In Eastern and South-Eastern Europe and in Latin America and the Caribbean the coverage remained stable.

28. The overall decrease in treatment interventions reported in Sub-Saharan Africa was attributable to the decrease in the coverage of detoxification, substitution and social reintegration interventions.

29. Detoxification remained the most common treatment intervention globally. The coverage of detoxification increased in all regions, except for Sub-Saharan Africa and Eastern and South-Eastern Europe, where it declined. Oceania and North America registered the highest levels for detoxification, at 70 and 61 per cent respectively.

30. Substitution treatment remained the least common type of intervention. In East and South-East Asia some countries, e.g. Indonesia and China, were scaling up substitution treatment. Latin America and the Caribbean and Sub-Saharan Africa reported decreases in the use of substitution therapy.

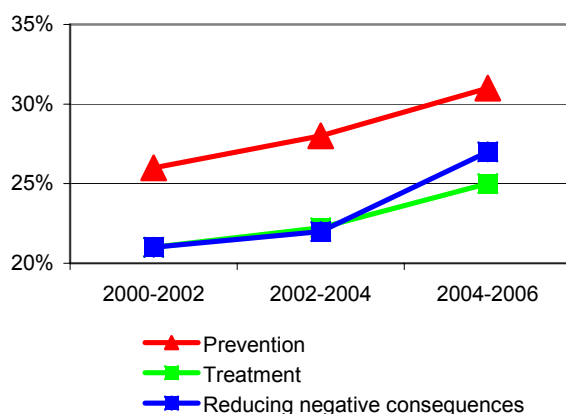
31. Globally, the coverage of non-pharmacological treatment showed minor increases in relation to the 2002-2004 period. Central, South and South-West Asia, East and South-East Asia, Central and Western Europe and Latin America and the Caribbean reported modest increases in their scores. Oceania reached an impressive 88 per cent coverage for non-pharmacological treatment. The situation remained stable in North Africa and the Middle East, Sub-Saharan Africa and Eastern and South-Eastern Europe.

32. Despite some small increases in treatment interventions in Sub-Saharan Africa, the efforts in the region need to be strengthened in order to meet the goals set in 1998.

33. Other types of treatment services need to be developed and strengthened. Different target groups should be considered and the services made accessible for all drug abusers. Except for Oceania, the increases in the coverage of services were modest in the most recent reporting cycle. Intense and dedicated efforts are needed to reach the targets by 2008, particularly in Latin America and the Caribbean and Eastern and South-Eastern Europe.

Figure IV

Extent of responses in prevention, treatment and reducing the health and social consequences of drug abuse, global level, 2000-2002, 2002-2004 and 2004-2006



Social reintegration

34. The global prevalence of social reintegration measures remained stable. Central, South and South-West Asia, East and South-East Asia, Latin America and the Caribbean and Eastern and South-Eastern Europe all reported increases of less than 10 per cent. Oceania reached 60 per cent while the provision rate in North America remained at 59 per cent. Coverage in Central and Western Europe remained stable; Sub-Saharan Africa and North Africa and the Middle East reported decreases in the coverage of social reintegration services.

Conveying the message

35. The global trend in activities to improve media and public campaigns was positive, reaching 76 per cent compliance in 2004-2006. However, the proportion of countries that based their campaigns on needs assessment decreased from 75 to 67 per cent, most notably in Central and Western Europe (from 94 to 67 per cent).

36. Most States (82 per cent) provided demand reduction practitioners with training in conveying the message. Such training needs to be sustained as it is one of the foundations upon which consistent and effective drug reduction interventions are based.

37. The proportion of Member States evaluating the effectiveness of campaigns was still rather low, at 43 per cent.

C. Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors

38. In the Political Declaration adopted at the twentieth special session of the General Assembly (see para. 1 above), Member States agreed to devote particular attention to the illicit manufacture of, trafficking in and consumption of synthetic drugs, called for the establishment or strengthening of national legislation and programmes giving effect to the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, and established the year 2008 as a target date for States to significantly reduce the illicit manufacture, marketing and trafficking of psychotropic substances, including synthetic drugs, and the diversion of precursors. In section VII of the biennial reports questionnaire, States were asked to provide information on their implementation of the Action Plan in the following key areas: policy and strategic responses; capacity to collect and analyse information; international and multisectoral cooperation; measures to improve technical capacity to detect and monitor the problem of amphetamine-type stimulants, including the capacity to understand it; and measures to improve awareness and reduce demand.

39. A total of 90 States replied to section VII of the questionnaire in 2004-2006; 88 States did so in 2002-2004, 113 in 2000-2002 and 109 in 1998-2000. A detailed analysis of the action reported by Member States is contained in document E/CN.7/1007/2/Add.4.

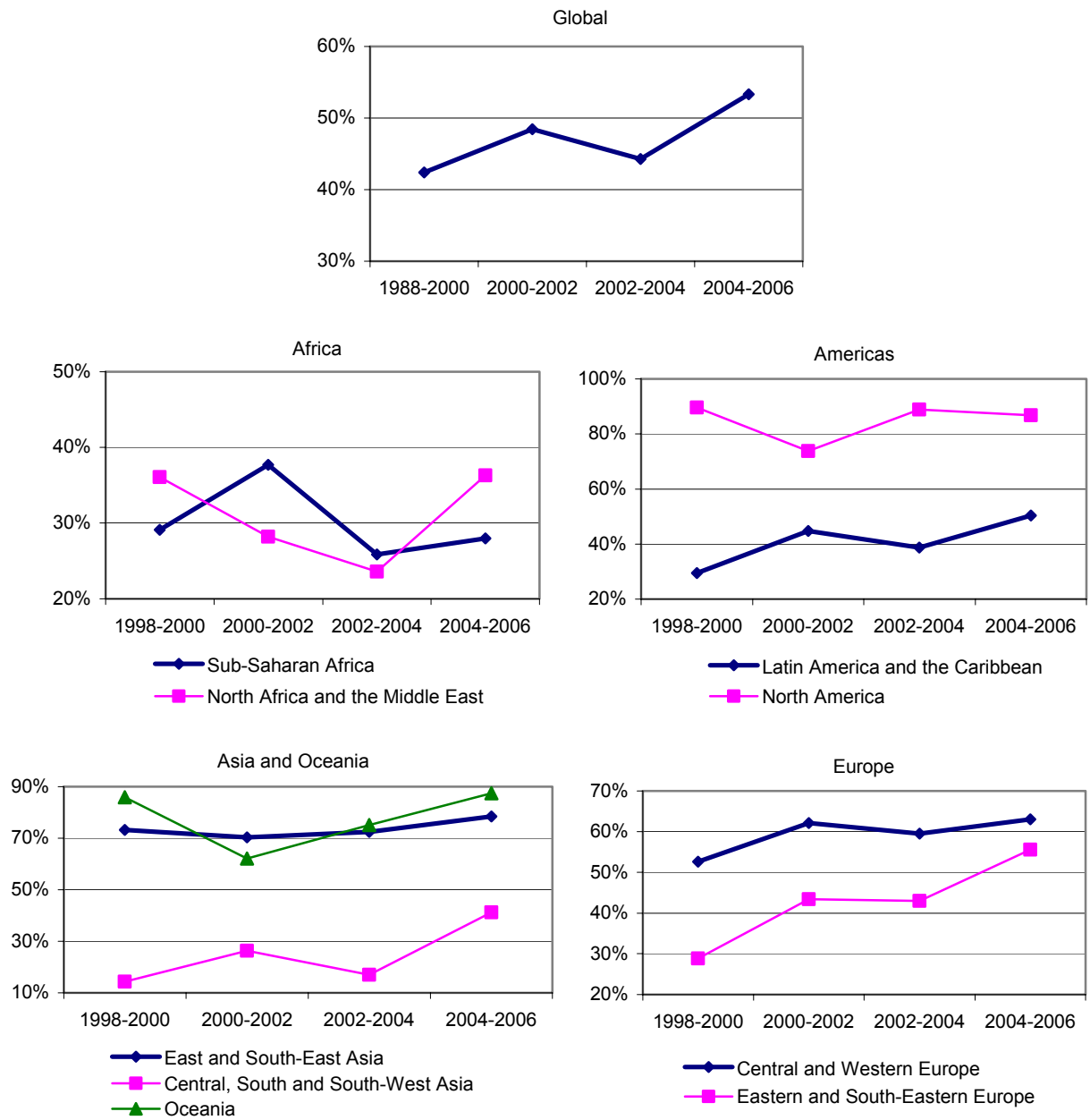
40. Significant, but insufficient progress was achieved at the global level: overall compliance by reporting countries with the measures envisaged in the Action Plan stood at 53 per cent for 2004-2006. At the regional level, compliance varied among regions and from one reporting period to another (see figure V)

41. At the subregional level the highest degree of implementation was found in Oceania and North America (both 87 per cent), followed by East and South-East Asia (78 per cent), Central and Western Europe (63 per cent) and Eastern and South-Eastern Europe (56 per cent). The implementation of the Action Plan was thus strongly correlated with the levels of manufacture of, trafficking in or abuse of amphetamine-type stimulants in a given region. The lowest level of implementation continued to be found in Sub-Saharan Africa (28 per cent).

42. When changes from the previous reporting period are considered, significant improvements in the implementation of the Action Plan were reported in most regions, notably Central, South and South-West Asia, Eastern and South-Eastern Europe, North Africa and the Middle East and Latin America and the Caribbean.

43. The separate analysis of the five key areas of the Action Plan (see para. 38 above) shows that the highest levels of implementation and the most dramatic improvements at the global level have been achieved with regard to policy and strategic responses (59 per cent), improvement of awareness and demand reduction (56 per cent) and capacity to collect information (56 per cent). Although international and multisectoral cooperation was still the least developed area (46 per cent), it too showed improvement in relation to the 2002-2004 period.

Figure V
Degree of implementation of the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors, global and regional levels, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



D. Countering money-laundering

44. At its twentieth special session, the General Assembly recognized that the problem of money-laundering derived from drug trafficking and other serious crimes had become a global threat to the integrity, reliability and stability of financial and trade systems and even government structures, and urged all States to implement the provisions against money-laundering contained in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988⁵ and other relevant international instruments (resolution S-20/4 D). This section summarizes progress by Member States in implementing the measures envisaged at the special session; a detailed analysis of the action reported by Member States can be found in document E/CN.7/2/Add.6.

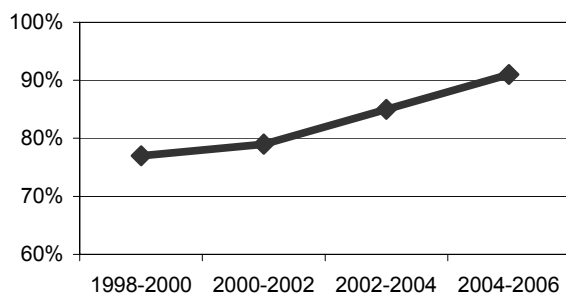
Criminalizing money-laundering

45. Money-laundering legislation has not yet been adopted everywhere and there are still some regions where Member States need to enhance their efforts to criminalize laundering of the proceeds derived from drug trafficking and other serious crimes. In the fourth reporting period (2004-2006), Latin America and the Caribbean region showed a slight increase (3 per cent) in the number of countries complying with this requirement. A 15 per cent increase was registered in Central, South and South-West Asia, while a 7 per cent decline was observed in Sub-Saharan Africa.

46. Globally, there was a steady increase through all four periods in the proportion of Member States that criminalized money-laundering and a 6 percentage point increase between 2002-2004 and 2004-2006, bringing the compliance rate to 91 per cent (see figure VI).

Figure VI

Criminalizing money-laundering: global compliance, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



Freezing, seizure and confiscation of the proceeds of crime

47. Most countries responding in 2004-2006 indicated that their legislation provided for the freezing, seizure and confiscation of the proceeds of crime. Eastern and South-Eastern Europe showed a steady increase from 1998-2000, while East

⁵ United Nations, *Treaty Series*, vol. 1582, No. 27627.

and South-East Asia suffered a 4 per cent decline. North Africa and the Middle East showed a 28 per cent increase from the third reporting period; 88 per cent of the countries in this region responding for 2004-2006 said that their legislation provided for temporary prohibition of the transfer, conversion, disposition or movement of property or the temporary assumption of custody or control of property as well as the permanent deprivation of property.

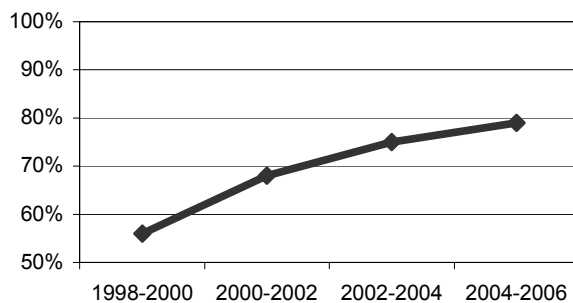
48. From a global perspective, 91 per cent of the States responding in 2004-2006 noted that their legislation provided for the freezing, seizure and confiscation of the proceeds of illicit drug trafficking and other serious crimes.

Making money-laundering an extraditable offence

49. Globally, a significant proportion of reporting States have made money-laundering an extraditable offence; the figure reached 79 per cent in the period 2004-2006 (see figure VII).

Figure VII

Percentage of reporting States making money-laundering an extraditable offence, global level, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



Cross-border transportation of cash and negotiable bearer instruments

50. An increased percentage of responding States had legislation requiring the declaration of the cross-border transportation of cash and negotiable bearer instruments. In North America and Oceania the reported compliance rate was 100 per cent for 2004-2006, while in Eastern and South-Eastern Europe it reached 71 per cent. Less than 50 per cent of the responding States in North Africa and the Middle East, Sub-Saharan Africa and Central, South and South-West Asia had legislation requiring a declaration of cross-border transportation.

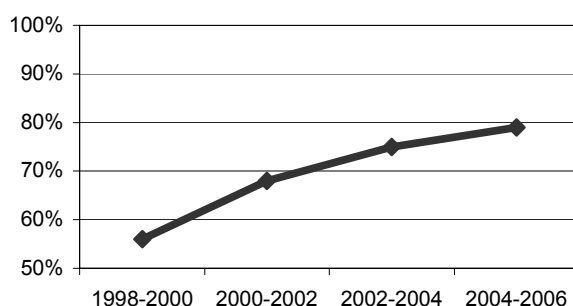
Preventing money-laundering in financial entities

51. Most of the world's subregions had taken measures to prevent and detect money-laundering in financial entities, including the reporting of suspicious and/or unusual transactions, "know-your-client" practices, the identification of the beneficial owners of accounts and the establishment of financial intelligence units. However, decreases were reported for North America (7 per cent), Sub-Saharan Africa (8 per cent) and Eastern and South-Eastern Europe (31 per cent) from 2002-2004 to 2004-2006.

52. Globally there was an increase of 4 percentage points, from 15 to 19 per cent, between the third and fourth reporting periods in the implementation of measures such as the reporting of suspicious and/or unusual transactions, “know-your-client” practices, the identification of beneficial owners of accounts and the establishment of financial intelligence units (see figure VIII).

Figure VIII

Percentage of reporting States taking measures to prevent money-laundering in the financial system, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



E. Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development

Illicit crop cultivation

53. The global area under illicit opium poppy cultivation declined by 27 per cent from 277,400 hectares in 1993 to 201,900 hectares, equivalent to 6,630 tons of opium poppy production, in 2006. However, cultivation increased by 33 per cent between 2005 and 2006 as a result of a 59 per cent spike in Afghanistan’s production (165,000 hectares and 6,100 tons of opium harvested in 2006), which accounted for 92 per cent of global opium production.

54. Illicit opium production declined by 85 per cent in South-East Asia and by 83 per cent in Myanmar between 1998 and 2006; the Lao People’s Democratic Republic and Thailand were virtually opium-free.

55. Illicit cultivation of the coca bush in Bolivia, Colombia and Peru declined by 28 per cent between 2000 and 2005, from 221,300 hectares to 159,600 hectares. Better yields and improved know-how resulted in potential cocaine production remaining at 910 tons in 2005, largely unchanged from estimates for the mid-1990s.

56. Regarding cannabis cultivation, the United Nations Office on Drugs and Crime estimated that there were 231,000 hectares under illicit cultivation producing 45,000 tons of cannabis herb in the year 2004/05, more than double the estimates a decade earlier. Cannabis was produced in 176 countries and territories in the 1994-2004 period, mostly in the Americas (54 per cent) followed by Africa (27 per cent), Asia (15 per cent), Europe (4 per cent) and Oceania (1 per cent).

57. Section VI of the fourth biennial reports questionnaire, covering the period 2004-2006, elicited 90 responses from States, the same number as in 2002-2004. Of

the responding countries, 25 per cent were from Africa, 21 per cent from Asia, 34 per cent from Europe, 19 per cent from the Americas and 1 per cent from Oceania. No response was received from Afghanistan. A detailed analysis of the responses is contained in document E/CN.7/2007/2/Add.2.

National plans

58. A total of 36 Governments, or 40 per cent of the respondents, reported that they had national plans or programmes including alternative development, covering cannabis, opium poppy and coca bush. The percentage of countries having such plans or programmes was thus unchanged from 2002-2004. Forty-one States, or 46 per cent of respondents, reported that their national plans or programmes included eradication or other enforcement measures (see figures IX and X).

Figure IX

Percentage of reporting States having national plans or programmes to reduce and eliminate the cultivation of illicit drug crops, by type of plan

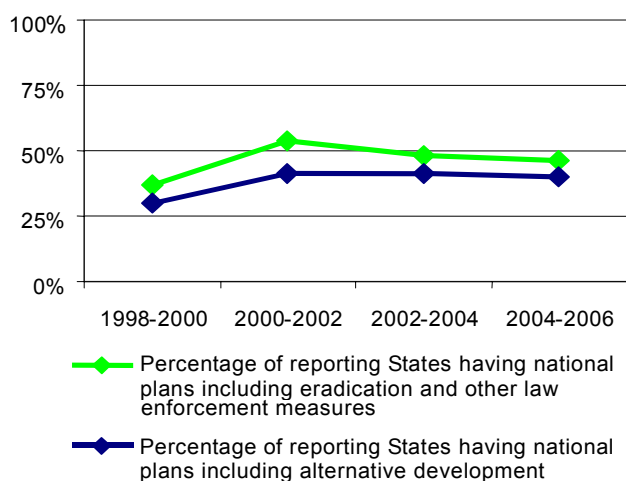
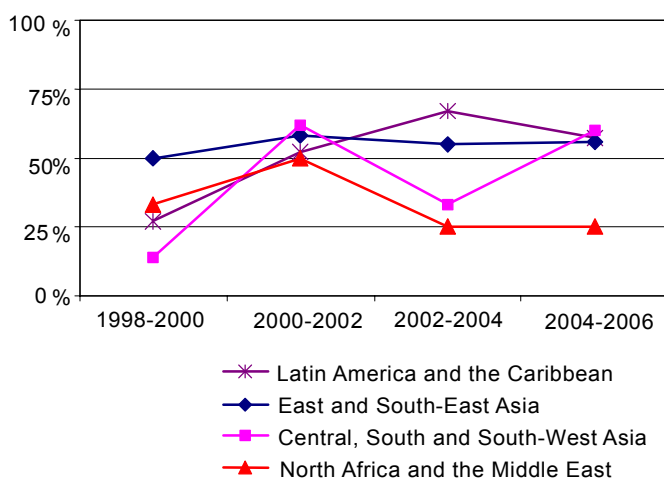


Figure X

Percentage of reporting States having national plans or programmes to reduce and eliminate the cultivation of illicit drug crops, selected regions



International cooperation and technical assistance

59. In the fourth reporting period (2004-2006), 24 countries (27 per cent of respondents) reported providing assistance to other countries on a bilateral, regional or multilateral basis through alternative development programmes, compared with 18 countries (20 per cent) in 2002-2004 and 30 countries (27 per cent) in 2000-2002. A total of 11 countries (12 per cent of respondents) reported receiving technical assistance for their alternative development programmes and 13 countries (15 per cent) for eradication programmes.

60. Most countries reporting on multilateral assistance for alternative development indicated that their support was channelled through the United Nations Office on Drugs and Crime. A number of countries also reported on bilateral assistance in support of alternative development.

61. Only nine countries reported negotiating financial assistance for alternative development and eradication programmes with international financial institutions and/or regional development banks, and only five had secured such assistance. Most noted that their alternative development and eradication programmes were domestically financed.

Constraints

62. Financial resources were the leading constraint on the implementation of alternative development programmes, cited by 30 per cent of respondents (27 States), followed by lack of supporting structures to deliver assistance (22 States), lack of technical expertise (15 States) and coordination problems (11 States). While this hierarchy was unchanged from 2002-2004, there was an increase from 16 to 22 in the number of counties identifying lack of supporting structures as a constraint. A total of 30 States (24 in 2002-2004) said that they had the technical expertise to initiate alternative development programmes.

Supporting interventions

63. Approximately one quarter of the responding States indicated that their alternative development programmes provided support for the establishment and training of community organizations. Twenty-two States (14 in 2002-2004) reported that their programmes extended financial support to community initiatives.

64. An increasing number of reporting States indicated that their alternative development programmes provided for participatory approaches, incorporated a gender dimension, targeted the poorest and most vulnerable groups and took account of environmental concerns.

Monitoring

65. There was an increase in the number of countries using ground and satellite imagery to monitor illicit cultivation. Some countries also reported using human intelligence, community policing, information networks, ground patrols and aerial surveillance.

66. Forty States (45 in 2002-2004) reported sharing illicit crop monitoring information at the national, regional and international levels. Eighteen States (22 in 2002-2004) had systems to monitor and evaluate the qualitative and quantitative

impact of alternative development and eradication programmes. Twenty-four countries (29 in 2002-2004) reported regularly assessing the impact of law enforcement and alternative development measures. Seven Governments cited lack of technical expertise and financial constraints as the reasons for not having monitoring and evaluation systems.

F. Judicial cooperation

67. At the twentieth special session of the General Assembly, Member States were encouraged to review and strengthen measures to promote judicial cooperation (resolution S-20/4 C). The section below summarizes the analysis of efforts by Governments to enhance judicial cooperation, on the basis of the 90 replies received from Member States to section IV of the biennial reports questionnaire. A detailed review of the action taken by Governments in this regard can be found in document E/CN.7/2007/2/Add.3.

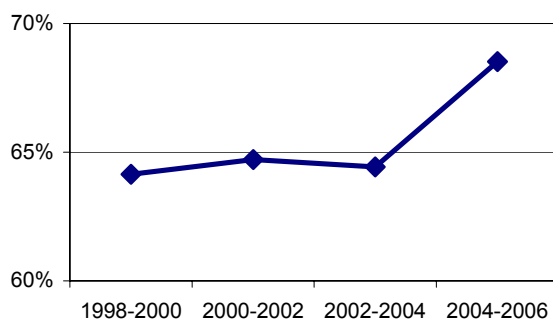
Overall compliance

68. To assess overall compliance with the measures adopted by the General Assembly at its twentieth special session, a composite index of the key actions implemented by Member States to promote judicial cooperation has been developed. The index groups together indicators contained in section IV of the biennial reports questionnaire for each country to produce an average at the regional, subregional and global levels. The results show a steady and slightly increasing trend in compliance by Member States with the measures prescribed in the area of judicial cooperation (see figure XI).

Figure XI

Global compliance with measures to enhance judicial cooperation, 1998-2000, 2000-2002, 2002-2004 and 2004-2006

Percentage of reporting States



Legal framework

69. The international drug control treaties, which enjoy almost universal adherence, provide the framework for international cooperation in countering the drug problem. Most States reported having strengthened their legal framework in

order to facilitate international judicial cooperation. Eighty-four per cent of the States responding in 2004-2006 indicated that their legislation facilitated extradition; 28 per cent had reviewed, simplified or otherwise strengthened extradition procedures in connection with drug-related cases, bringing to 78 the number of States and territories that had revised or reviewed their procedures since 1998.

Mutual legal assistance

70. The majority (81 per cent) of States reporting in 2004-2006 had adopted legislation on mutual legal assistance, with 37 per cent having reviewed, simplified or otherwise strengthened procedures for mutual legal assistance. Thus, a total of 72 States have revised or reviewed their procedures at least once since the twentieth special session. Most States had entered into bilateral agreements (73 per cent in 2004-2006 and 74 per cent in 2002-2004) and many had entered into multilateral agreements (63 per cent in 2004-2006 and 67 per cent in 2002-2004).

Law enforcement cooperation

71. There was also progress in law enforcement cooperation and information exchange. Seventy-eight per cent of responding States had instituted exchange programmes with other States, often based on bilateral, multilateral, regional or subregional agreements and arrangements. Many States had exchanged visits of police and drug liaison officers with other States. More than three quarters of all States reporting in 2004-2006 (78 per cent) shared information with other States on criminal investigation techniques, and 74 per cent had established specialized units for investigating cases involving drug trafficking. Most States (83 per cent) had also strengthened training of law enforcement personnel.

Controlled delivery

72. The legislation in 84 per cent of the States replying in 2004-2006 provided for the use of controlled delivery, and 42 per cent had reviewed, simplified or otherwise strengthened their related legislation. Since the first reporting period (1998-2000), 69 States had reported revising their laws and procedures.

Drug trafficking by sea

73. In the fourth reporting period, 66 per cent of the reporting States had legislation permitting cooperation with other States in countering trafficking by sea (44 per cent in 2002-2004). Thirty-seven per cent of States reported having entered into bilateral or multilateral agreements to cooperate in countering drug trafficking by sea.

Protection of judges and law enforcement officers

74. In 2004-2006, 69 per cent of States had legislation, rules or procedures in place for the protection of judges, prosecutors, surveillance personnel, law enforcement officers and witnesses, and 40 per cent had reviewed, simplified or otherwise strengthened procedures for the protection of witnesses.

G. Control of precursors

75. The analysis of efforts by Governments to strengthen the control of precursors is based on the 91 replies received from Member States to section III of the biennial reports questionnaire for the fourth reporting period. The analysis of those responses is summarized in paragraphs 76-86 below. For a detailed review, see document E/CN.7/2007/2/Add.5.

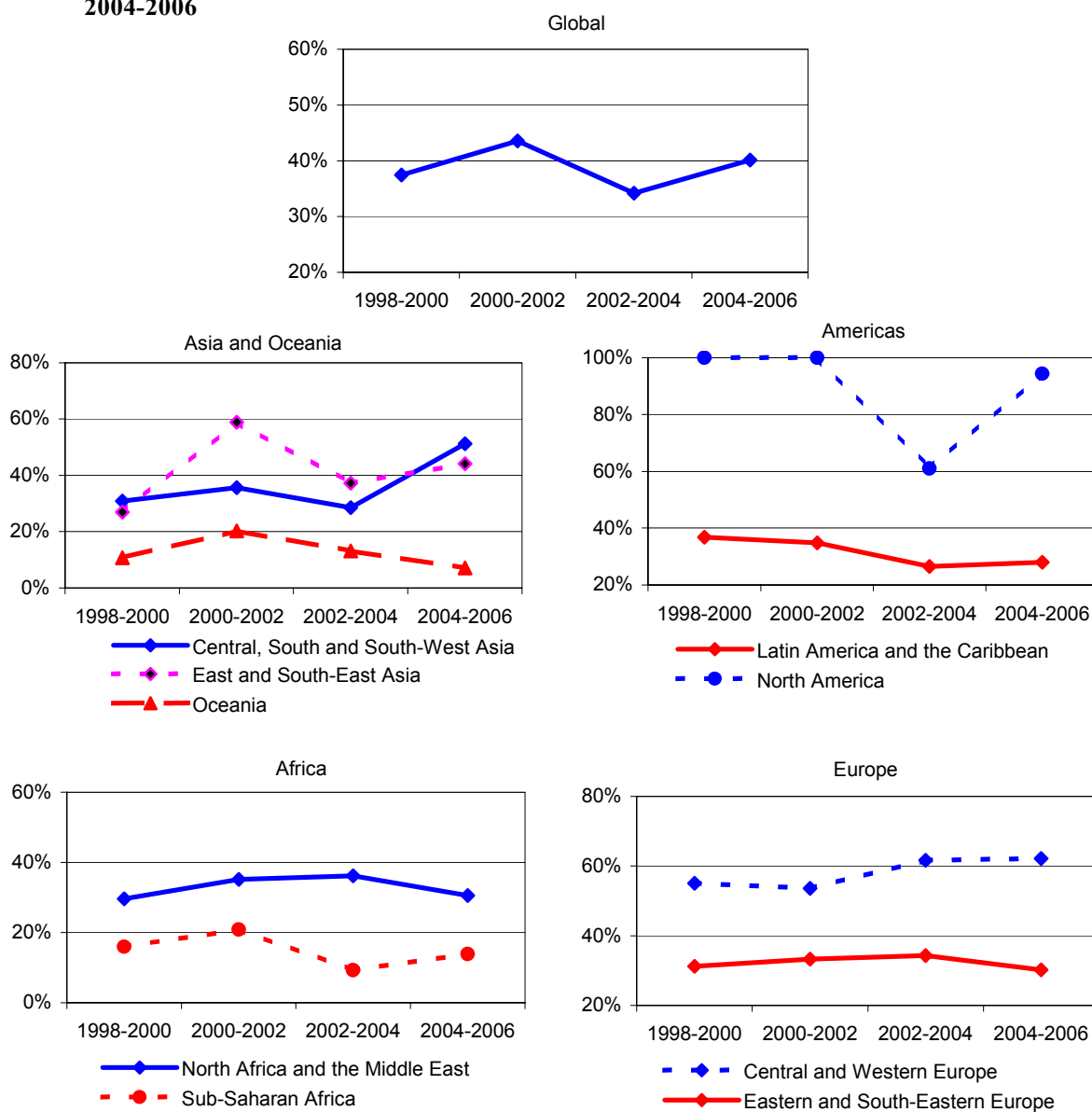
76. Figure XII shows the degree of States' compliance over the four reporting cycles with the measures envisaged by the General Assembly in its resolution S-20/4 B, as assessed by the indicators incorporated in section III of the biennial reports questionnaire.

77. At the global level, compliance by reporting States with the measures prescribed for the control of precursors did not improve significantly over the four reporting periods, remaining within a few percentage points of 40 per cent. At the regional and subregional levels there was significant variance in the degree of implementation in 2004-2006, ranging from as low as 7 per cent (Oceania)⁶ to as high as 94 per cent (North America). With the exception of Oceania, where the size of the sample and possible misreporting may have skewed the results, most regions reported stable or improving compliance rates between the third and fourth reporting periods. The subregions in Africa reported either a fall in compliance or slight improvement, but from very low rates: the rate in North Africa and the Middle East declined from 36 per cent in 2002-2004 to 31 per cent in 2004-2006, while the rate in Sub-Saharan Africa increased from 9 to 14 per cent. There were significant improvements in Central, South and South-West Asia (from 29 to 51 per cent) and in East and South-East Asia (from 37 to 44 per cent).

78. The figures below show that with the exception of Asia, Central and Western Europe and North America, there is a significant gap in capacity to implement measures for the control of precursors. In addition, the data would suggest that a number of regions have experienced significant difficulties in gathering data for the purpose of monitoring and reporting on the control of precursors.

⁶ The low figure may result from misinterpretation of questions in the biennial reports questionnaire.

Figure XII
Percentage of reporting States implementing measures for the control of precursors, global and regional levels, 1998-2000, 2000-2002, 2002-2004 and 2004-2006



Legislative framework

79. In the fourth reporting cycle (2004-2006), 79 States reported having precursor control legislation (74 in 2002-2004). Of these, 52 had enacted new or revised the existing laws. On average, 18 States reported formulating legislation during each of the reporting periods, reflecting willingness to update the regulatory framework to comply with international requirements.

Import/export authorizations

80. The number of States having import/export authorization systems rose sharply between the first and second reporting cycles, but changed little in the following periods. During the third reporting period, 89 Member States reported the implementation of a prior authorization system; the number declined to 85 in 2004-2006.

81. Seventy States reported having working procedures for monitoring and identifying suspicious transactions involving precursors.

Codes of conduct

82. Between the third and fourth reporting cycles the number of countries reporting the existence of codes of conduct for the chemical industry increased from 25 to 37.

Preventing diversion

83. The number of States having measures in place to monitor trade in and prevent diversion of materials and equipment used for illicit production or manufacture of narcotic drugs and psychotropic substances increased from 54 to 62 between the 2002-2004 and 2004-2006 reporting cycles.

Investigating procedures

84. There was little change between the third and fourth reporting periods in the number of States possessing procedures to investigate diversion of chemicals and clandestine laboratories, at 61 and 60 countries respectively; of these, 55 and 50 States, respectively, also reported availability of such procedures for investigating clandestine laboratories.

International cooperation

85. On average, one quarter of the responding countries reported engaging in international cooperation in the third and fourth cycles (24 and 26, respectively). Of these, 14 countries noted that the cooperation had resulted in seizures of precursor.

86. The number of countries reporting providing technical assistance for precursor control to other States increased from 18 to 28 between 2002-2004 and 2004-2006. For example, 13 countries in Central and Western Europe reported providing technical assistance to countries in Latin America and Central Asia.

IV. Concluding remarks

87. Over the fourth biennial reporting period, Member States continued to make progress in all sectors of the Political Declaration and related measures adopted in 1998. A growing proportion of States had multisectoral and coordinated national drug control strategies, offering the political and strategic foundations for effectively tackling the problem.

88. The Commission on Narcotic Drugs might wish to reaffirm the commitment of the international community to the Political Declaration, the Declaration on the

Guiding Principles of Drug Demand Reduction and the measures to enhance international cooperation to counter the world drug problem adopted at the twentieth special session of the General Assembly, as well as the Joint Ministerial Statement.

89. The Commission may also wish to urge States to enhance cooperation with each other and with all other relevant actors in promoting and implementing the outcome of the twentieth special session.

90. The Commission may wish to encourage States to request assistance, where needed, to meet the goals set for 2008 and to request the United Nations Office on Drugs and Crime to facilitate the provision of such technical assistance to States, in close coordination with other international and bilateral partners. The Commission might also wish to encourage Member States to continue and further increase their financial and political support for the work of the Office.

91. In view of the response rate for the first four reporting cycles, the Commission should explore how full, timely and high-quality reporting by Member States can be ensured for the fifth reporting cycle, for which reports are due by 30 June 2007, taking note that the Commission is due to consider the fifth biennial report and conduct the 10-year review of the twentieth special session of the General Assembly at its fifty-first session, in 2008. The Commission should ensure that the fifth reporting cycle enjoys an overwhelming and timely response by Member States.

92. The Commission may want to encourage Member States in regions that have attained the highest level of coverage for activities reported through the biennial reports questionnaire to share their experience and expertise so as to facilitate the improvement of action in other regions.

93. Most responding States have built the political and strategic foundations for effective demand reduction strategies, though further action is needed to improve data collection and evaluation capacity. National and regional prevention initiatives should be expanded and sustained in order to meet the targets for 2008.

94. The Commission may also urge States affected by drug abuse to take further appropriate prevention, treatment and rehabilitation measures to tackle the challenge.

95. Although different levels of progress have been achieved in different regions, it is clear that more has to be done to effectively curb the scourge of manufacture of, trafficking in and abuse of amphetamine-type stimulants at the national and the international levels. The Commission may wish to recommend that further attention be given to data collection and analysis capacity and the establishment of comprehensive monitoring systems; regional and international and multisectoral cooperation, in particular cooperation with industry in order to better control the diversion of licit pharmaceuticals containing amphetamine-type stimulants and their precursors; and improving the technical capacity of Member States to detect, monitor and better understand the problem, to integrate forensic laboratories into their national drug control systems, to increase awareness-raising and demand reduction and to remain vigilant in their monitoring and in their response mechanisms, particularly in respect of the use of amphetamine-type stimulants.

96. Eight years after the special session, money-laundering derived from illicit drug trafficking remains a global threat to the integrity, reliability and stability of financial and trade systems. As the present report illustrates, much progress has

been made towards implementation of provisions against money-laundering; however, some regions still require further efforts to comply with the prescribed measures.

97. The Commission may wish to encourage all Member States that have not yet done so to establish legislative frameworks and measures to identify, freeze, seize and confiscate the proceeds of crime; enhance international cooperation and mutual legal assistance in money-laundering cases; adopt extradition procedures and information-sharing mechanisms among relevant competent authorities; keep centralized statistical data on legal action taken to combat money-laundering; consider establishing financial intelligence units; and, where applicable, participate in relevant regional and international anti-money-laundering mechanisms.

98. While most of the countries affected by illicit crop cultivation now report having the technical expertise to implement illicit crop eradication and alternative development programmes, the evidence suggests that financial constraints and declining international technical assistance are again becoming impediments to further progress.

99. The impressive progress achieved by countries in South-East Asia in reducing illicit opium poppy cultivation needs to be sustained. Former opium growers in Myanmar and the Lao People's Democratic Republic living in extreme poverty deserve to benefit from sound and sustainable development assistance. More needs to be done by the international community to assist these communities in facing the challenges posed in the post-opium period.

100. The complexity of the situation in Afghanistan requires urgent concerted and coordinated action by the national authorities and the international community. Security and the rule of law need to be improved and reach all provinces of that country. The incipient criminal justice system needs to be further developed and made capable of bringing drug traffickers and corrupt officials to justice. These are prerequisites for effective drug control.

101. With respect to coca cultivation, Bolivia, Colombia and Peru have attained measurable progress in recent years in reducing illicit cultivation and providing economic alternatives to the affected population. The Commission may consider calling on the international community to cooperate further to consolidate the progress achieved by investing in development in affected rural communities.

102. The Commission may wish to invite the international community to provide further technical and financial assistance for the establishment of harmonized systems to finance development assistance to communities and areas affected by illicit crop cultivation. Assistance is also needed for improved systems to measure the qualitative and quantitative impact of alternative development and eradication programmes.

103. In this context, environmental sustainability criteria should be promoted, as well as ways of ensuring better coordination of actions to ensure that counter-narcotics objectives are integrated into overall development interventions.

104. The Commission may invite consideration of further measure to promote alternative development and, where appropriate, preventive alternative development, as well as action to tackle cannabis cultivation.

105. The international framework on judicial cooperation has been considerably strengthened since the first reporting period, although only moderate progress has been achieved during the last reporting period. The non-extradition of nationals remains an important legal impediment to extradition. Many States still preclude or limit the extradition of nationals. Difficulties were also reported in relation to the execution of controlled deliveries. The Commission may consider encouraging further action, in particular creative solutions to overcome obstacles to cooperation, in order to ensure successful implementation of the measures to promote judicial cooperation adopted at the twentieth special session.

106. Obstacles still stand in the way of the global implementation of the recommendations made in 1998 with regard to the control of precursors. In their responses to the questionnaire, a number of Governments lamented the lack of resources, technical know-how and loopholes in the legislation and/or monitoring systems. In that regard, the Commission may wish to invite Member States to make available adequate human and financial resources to ensure the effective functioning of national precursor control systems and increase their efforts to ensure that the officials responsible for those systems receive the training required to facilitate their operation. The Commission may wish to invite Member States to continue providing support to the United Nations Office on Drugs and Crime and the International Narcotics Control Board to enable them to respond to requests from Governments for technical assistance and expertise to enhance control systems and more effectively prevent the diversion of precursors. Member States should also be urged to enhance their cooperation with the Board.

107. Further efforts are required to strengthen precursor control and to combat the illicit manufacture of and trafficking in amphetamine-type stimulants, two areas where progress appears to have been less pronounced than in other areas.

108. The Commission may recommend that Member States continue to strengthen mechanisms for the collection and sharing of information on trafficking in precursors, in particular to seize, prevent diversions, detain consignments, dismantle laboratories, and assess emerging trafficking and diversions trends, new manufacturing methods and the use of non-controlled substances, with a view to enhancing the effectiveness of the international control and monitoring system.

109. In 1998, Member States made major commitments to combating the world drug problem. Those commitments were made to other Governments, but most importantly to the peoples of the world. The impact of the world drug problem on the social, economic, health, political and governance aspects of our societies continues to be significant. Member States have an obligation to seriously consider the commitments made at the twentieth special session of the General Assembly, review what has been achieved and decide on what more or what else may need to be done.