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## Commission on Narcotic Drugs

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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

#### Addendum

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

### *Summary*

Since 1998, the Member States of the United Nations have committed themselves to monitor and track progress made on the implementation of the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (General Assembly resolution S-20/4 E). The fourth biennial report of the Executive Director of the United Nations Office on Drugs and Crime reports on the progress achieved in the implementation of the Action Plan.

The sustained progress made by States in South-East Asia in reducing illicit opium poppy cultivation has been offset by significant increases in cultivation in Afghanistan. In the Andean States of Bolivia, Colombia and Peru, a significant overall decline in the illicit cultivation of coca bush has been achieved. However, increased yields per hectare have led to stable cocaine availability. Global illicit cannabis plant cultivation continues largely unabated, owing in part to ambiguous national drug laws.

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\* E/CN.7/2007/1.



Rural poverty, the unavailability of sustainable economic alternatives and insecurity continue to be important root causes for the engagement of poor farmers in illicit cultivation.

Since 1998, Member States have developed and improved national plans and strategies to address illicit cultivation, including alternative development, eradication and other law enforcement measures. Progress has also been achieved by the inclusion in alternative development programmes of important issues such as gender considerations, community-based participatory approaches and environment-related concerns. However, progress at the national level to achieve capacity to manage evaluation and monitoring systems in order to assess the impact of alternative development and eradication programmes has been partial and unsustainable.

Financial constraints continue to pose difficulties for the implementation of alternative development programmes, with only a few States succeeding in securing the support of international financial institutions, regional development banks and other donors. Many States now have the technical expertise to implement alternative development programmes, but lack the funds required to underwrite such activities.

## Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Global overview of illicit cultivation . . . . .	1-5	4
II. Action by Governments . . . . .	6-31	7
A. Policy and strategic responses to illicit drug crop cultivation . . . . .	9-11	8
B. International cooperation for alternative development . . . . .	12-16	9
C. Difficulties encountered in the implementation of alternative development programmes . . . . .	17-21	11
D. Improved and innovative approaches to alternative development . . . . .	22-23	12
E. Monitoring of illicit cultivation, information-sharing and evaluation of the impact of alternative development programmes . . . . .	24-26	13
F. Improving the economic framework for alternative development . . . . .	27-31	15
III. Action by the United Nations Office on Drugs and Crime . . . . .	32-87	16
A. Global monitoring of illicit drug crops . . . . .	32-35	16
B. Overview of alternative development initiatives . . . . .	36-78	16
IV. Conclusion . . . . .	79-87	24

## Figures

I. Global illicit opium poppy cultivation, 1993-2006 . . . . .	4
II. Global illicit opium production, 1993-2006 . . . . .	5
III. Global coca bush cultivation, 1993-2005 . . . . .	6
IV. Global potential cocaine production, 1993-2005 . . . . .	6
V. Estimates of global cannabis herb production, 1988/1989-2004/2005 . . . . .	7
VI. Percentage of reporting States having national plans or programmes to reduce and eliminate the cultivation of illicit drug crops . . . . .	8
VII. Percentage of reporting States having national plans or programmes to reduce and eliminate the cultivation of illicit drug crops, selected regions . . . . .	9
VIII. Percentage of States reporting international cooperation for alternative development and programmes to eradicate illicit narcotic crops . . . . .	10
IX. Percentage of States reporting areas posing difficulties in the implementation of alternative development programmes . . . . .	11
X. Percentage of States reporting having significant areas covered by alternative development or crop eradication programmes, or both . . . . .	13
XI. Methods used for the monitoring of illicit crop cultivation, expressed as a percentage of reporting States . . . . .	14
XII. Systems of monitoring and evaluation of alternative development and eradication programmes, expressed as a percentage of reporting States . . . . .	14

## I. Global overview of illicit cultivation

1. The present addendum to the fourth biennial report of the Executive Director of the United Nations Office on Drugs and Crime (UNODC) reports on the progress achieved by Governments in implementing the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (General Assembly resolution S-20/4 E) of 1998. The report contains information provided by Member States in the fourth biennial reports questionnaire, covering the period 2004-2006, together with information on the assistance provided by UNODC to Member States in the implementation of the Action Plan.

2. Global illicit opium poppy cultivation declined by 27 per cent, from 277,400 hectares (ha) in 1993 to 201,900 ha in 2006 (see figure I). However, this downward trend was disrupted in 2005 and 2006 as a result of large increases in illicit opium poppy cultivation in Afghanistan. Globally, illicit opium poppy production reached 6,630 tons in 2006, reflecting a 41 per cent increase over 2005 estimates (see figure II), with Afghanistan accounting for 92 per cent of total global cultivation. Preliminary results from the UNODC surveys of farmers' intentions in 2007 point to an increase in the likelihood that farmers will replant.

Figure I  
Global illicit opium poppy cultivation, 1993-2006  
(Hectares)

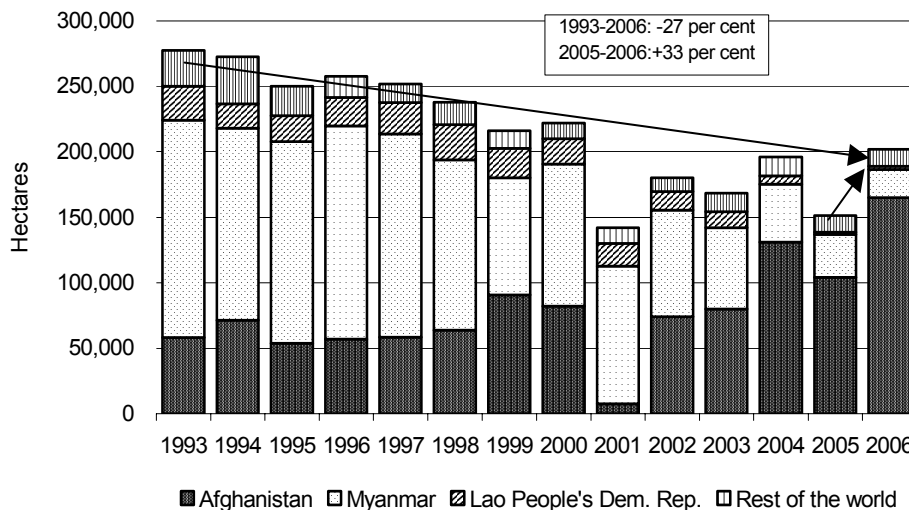
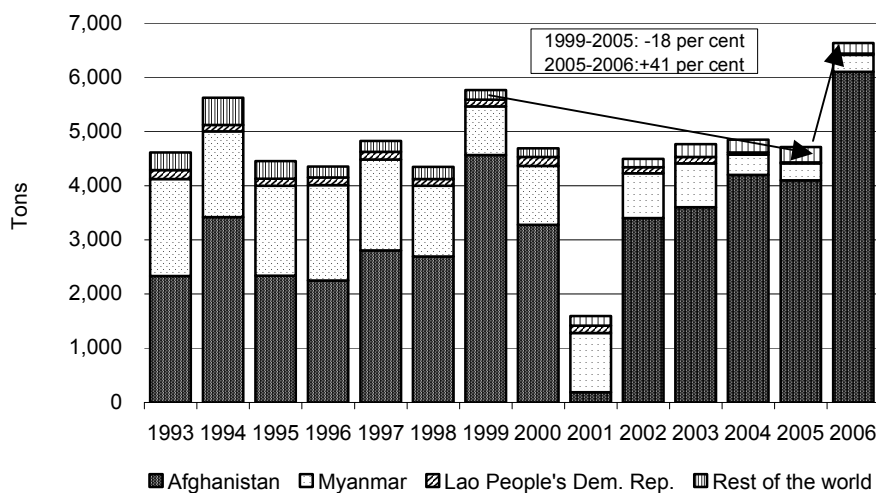


Figure II  
**Global illicit opium production, 1993-2006**  
 (Tons)



3. If the figures for Afghanistan were to be set aside, it would be seen that an 85 per cent decline in illicit opium poppy cultivation in South-East Asia's Golden Triangle had been achieved since 1998. Today, the Lao People's Democratic Republic and Thailand are virtually opium-free. In Myanmar between 1998 and 2006, opium poppy cultivation declined by 83 per cent. If viewed subregionally, global total illicit opium poppy cultivation fell from 66 per cent in 1998 to 12 per cent in 2006.

4. Estimates of illicit coca bush cultivation in the Andean States of Bolivia, Colombia and Peru have also shown a positive downward trend. Compared with 2000, the total area under illicit cultivation declined by 28 per cent, from 221,300 ha to 159,600 in 2005 (see figure III). The use of new materials and technologies by growers and traffickers has resulted in improved potential production levels for cocaine hydrochloride, resulting in production levels remaining largely unchanged between the mid-1990s and 2005, when they reached 910 tons (see figure IV). In 2005, Colombia accounted for 70 per cent of global cocaine production, Peru for 20 per cent and Bolivia for 10 per cent.

Figure III  
**Global coca bush cultivation, 1993-2006**  
 (Hectares)

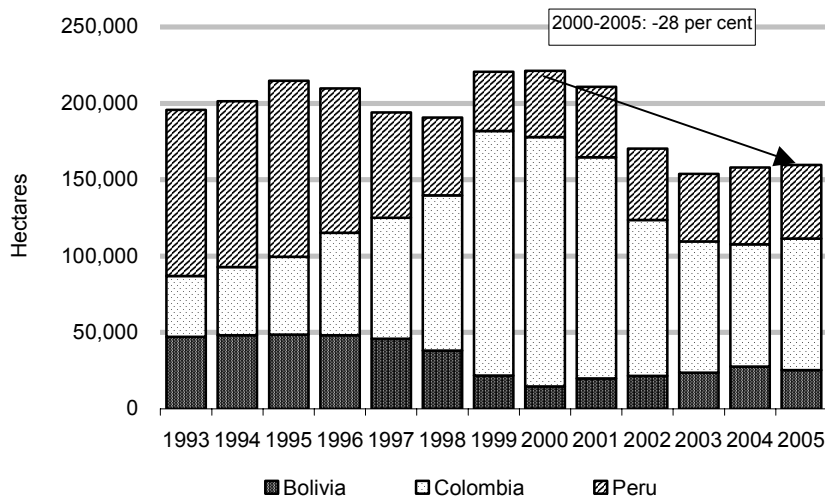
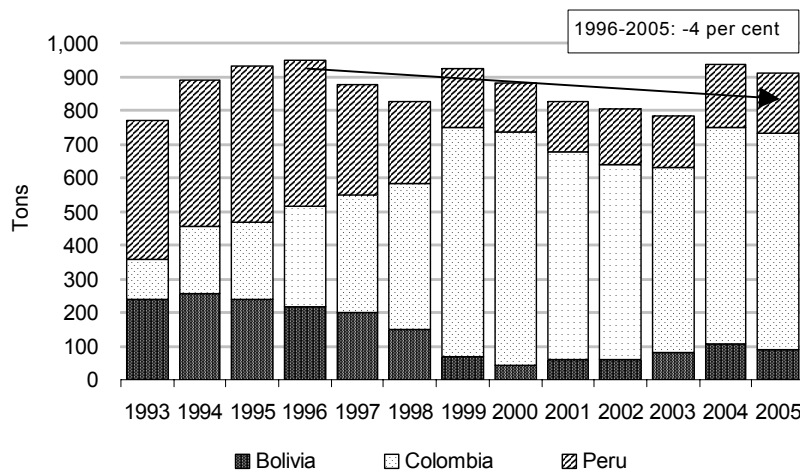


Figure IV  
**Global potential cocaine production, 1993-2005**  
 (Tons)



Note: Data for Colombian cocaine production for 2004 and 2005 are based on new field research.

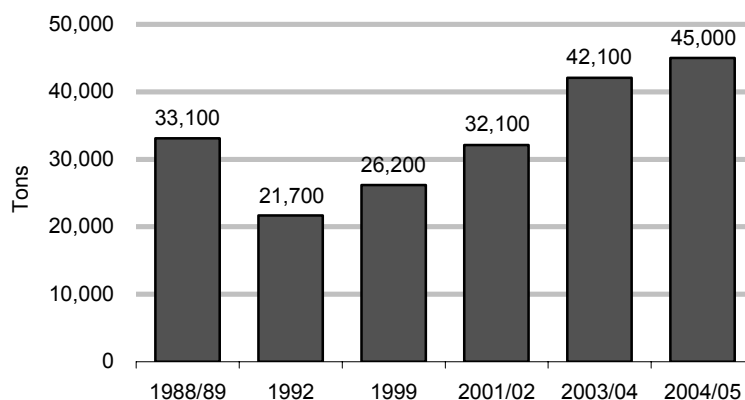
5. The unique growing and harvesting characteristics of the cannabis plant have led to its widespread cultivation. While there are no accurate estimates of global illicit cannabis plant cultivation, UNODC estimates that approximately 231,000 ha were planted, capable of producing 45,000 tons of cannabis herb for the 2004-2005 period. Compared to estimates for the previous decade, the figures for “currently

being cultivated” have almost doubled (see figure V). According to the information furnished to UNODC through the annual reports questionnaire, cannabis was grown in 176 States and territories during the 1994-2004 period. A tentative breakdown of the figures shows that most cannabis was grown 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).

Figure V

**Estimates of global cannabis herb production, 1988/1989-2004/2005**

(Tons)



*Sources:* United Nations Office on Drugs and Crime, *World Drug Report 2004* (United Nations publication, Sales No. E.04.XI.16) and *World Drug Report 2005* (Sales No. E.05.XI.10); United Nations Office on Drugs and Crime annual reports questionnaire data; Government reports; and United Nations Office on Drugs and Crime estimates.

*Note:* The marked increase between the 2001-2002 and 2003-2004 periods is due to an expansion of country estimates (applying consumption-based production estimates for States that had not supplied such estimates); without that methodological change, the increase would have been only from 32,000 to 35,000 tons.

## II. Action by Governments

6. Part VI of the fourth biennial reports questionnaire, covering the period from June 2004 to June 2006, elicited 90 responses from Member States, the same number of States that had responded to the third biennial reports questionnaire (2002-2004). The geographical distribution of responses was as follows: Africa, 25 per cent; Asia, 21 per cent; Europe, 34 per cent; Americas, 19 per cent; Oceania, 1 per cent. Compared with the previous reporting cycle, there has been an increase in the number of responses received from States in Asia and a decline in the number of responses provided by States in North Africa and the Middle East.

7. Regrettably, a response was not received from Afghanistan, a country that is the largest global supplier of illicit opium and where alternative development and alternative livelihood programmes were in place.

8. An analysis was conducted of the responses to part VI of the biennial reports questionnaire. Due to the relatively small number of questions, no composite index was constructed for comparison purposes, as was done for the other thematic areas. The analysis is based on the percentage change in positive responses to the various questions. It should be noted, however, that a negative response to a question can mean that the problem does not apply to the country in question or that it has already been successfully addressed.

### A. Policy and strategic responses to illicit drug crop cultivation

9. A total of 36 Governments stated in their responses that they had national plans or programmes including alternative development to reduce and eliminate illicit crop cultivation. Of those, 29 indicated that their programmes or plans covered cannabis, 14 opium poppy and 6 coca bush. The percentage of States reporting having such plans or programmes remained stable at 40 per cent since the third reporting period, with some small variations occurring at the subregional levels. Forty-one States or 46 per cent of respondents (compared with 48 per cent in the previous period) reported that their national plans or programmes included eradication or other enforcement measures (see figures VI and VII) targeting illicit cultivation of opium poppy (17 States), coca bush (6 States) and cannabis (38 States). Compared with the previous period, the distribution of the target drugs remained unchanged for cannabis and coca bush, declining for opium poppy.

10. Another 41 States or 46 per cent of the responding States reported not having such programmes or plans. Some of the States responding negatively to this question indicated that it was not applicable to their country as cultivation of illicit drug crops was insignificant or non-existent. Other States reported small areas under illicit cultivation, which were dealt with through regular law enforcement operations.

Figure VI

**Percentage of reporting States having national plans to reduce and eliminate the cultivation of illicit drug crops**

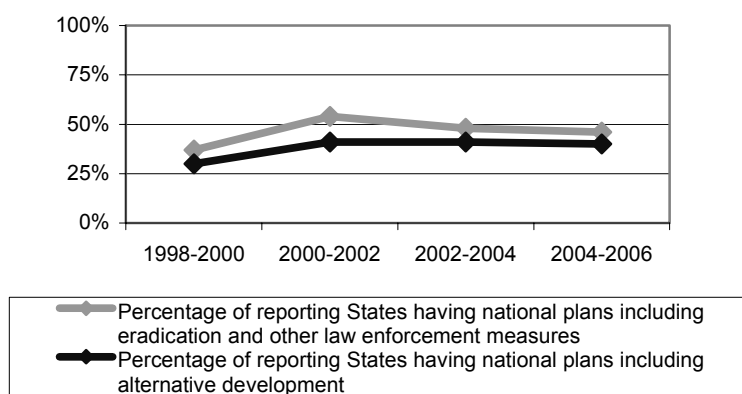
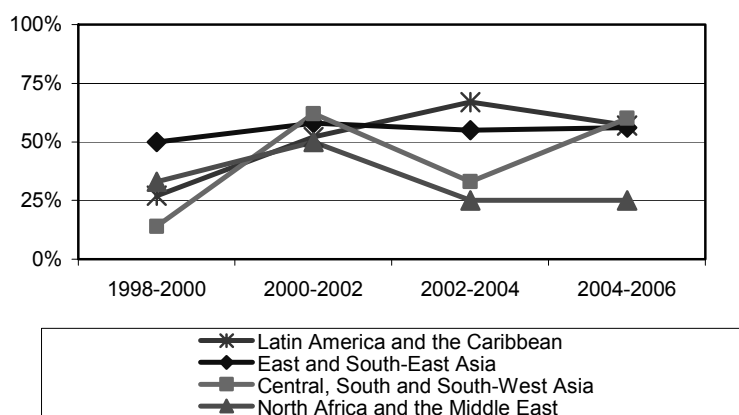




Figure VII  
**Percentage of reporting States having national plans or programmes to reduce and eliminate the cultivation of illicit drug crops, selected regions**



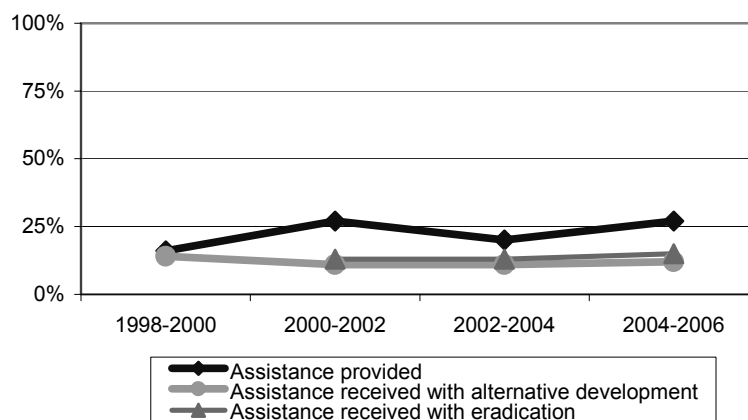
11. A number of States provided information on the law enforcement measures taken to control illicit crops; other States reported on law enforcement measures that accompanied alternative development. The responses included information on the pertinent national laws and decrees, the national agencies and line ministries responsible for their implementation, and corresponding penalties, surveillance and detection techniques, eradication operations and awareness campaigns.

## B. International cooperation for alternative development

12. In the fourth reporting period, there was an increase in the number of States that reported providing assistance to other States, on a bilateral, regional or multilateral basis, through alternative development programmes to eliminate illicit narcotics (24 States or 27 per cent of respondents, compared with 18 States or 20 per cent of respondents in the previous period). This is an encouraging development, but in absolute figures it still lags behind the 30 States that had reported providing assistance in the second reporting period (2000-2002). A total of 11 States (12 per cent of respondents) reported having received technical assistance with alternative development programmes and 13 States (15 per cent of respondents) with eradication programmes, percentages that are only slightly higher than in the third reporting period (see figure VIII).<sup>1</sup>

<sup>1</sup> The question on assistance received with eradication was included for the first time in the biennial reports questionnaire for the second reporting period.

Figure VIII  
**Percentage of States reporting international cooperation for alternative development and programmes to eradicate illicit narcotic crops**



13. Most States reporting on multilateral assistance for alternative development indicated that their support had been channelled through UNODC. Australia, Austria, Canada, Finland, France, Ireland, Italy, Japan, Luxembourg, Spain and the United States of America reported on assistance provided for alternative development in Asia or Latin America, or both, through alternative development programmes of UNODC.

14. A number of States also reported on bilateral assistance in support of alternative development. Australia reported that it had supported alternative development in Asian States. Canada reported on bilateral assistance provided to Afghanistan. Cyprus reported on a donation to Afghanistan in support of alternative development. Denmark reported that it had supported the National Solidarity Programme of Afghanistan and rural development in Bolivia in areas from which farmers have often migrated to coca-producing areas. France reported supporting alternative development through the European Union and bilateral programmes in Afghanistan, Morocco and Latin America. Germany reported having provided technical assistance to Afghanistan, Bolivia, the Lao People's Democratic Republic and Peru. Japan reported having provided bilateral assistance to Myanmar.

15. The United Kingdom of Great Britain and Northern Ireland reported on its assistance to Afghanistan in support of that country's counter-narcotics strategy and national priority programmes for development. The United States reported on its bilateral eradication and development assistance to Bolivia, Colombia, Ecuador and Peru, as well as to other States in Latin America and Asia, including Afghanistan, the Lao People's Democratic Republic and Myanmar.

16. Cambodia reported having shared information on illicit narcotic crops through the Drug Abuse Information Network for Asia and the Pacific. Ecuador reported that it had promoted the concept of preventive alternative development. Lithuania reported that its cooperation had been limited to the exchange of information. The Philippines reported on cooperation regarding the exchange of information and

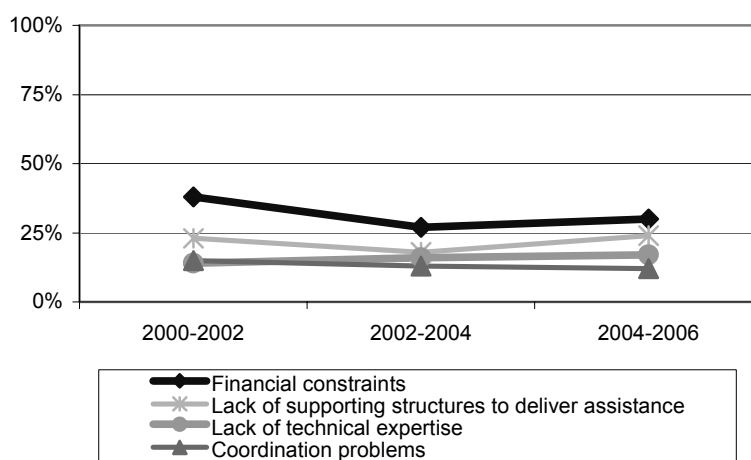
training. Thailand reported that it had provided technical and financial support to the Baan Yong Kha development project in Myanmar and that the country was taking steps to become a training hub for alternative development in cooperation with the Mae Fah Luang Foundation. The Islamic Republic of Iran reported having cooperated with Afghanistan in alternatives to opium poppy cultivation and law enforcement.

### C. Difficulties encountered in the implementation of alternative development programmes

17. A total of 27 States or 30 per cent of respondents cited financial constraints as being the greatest obstacle to the implementation of alternative development programmes. The next biggest obstacles were the lack of a supporting structure to deliver the development assistance (cited by 22 States), lack of technical expertise (15 States) and coordination problems (11 States). Compared with the previous reporting period, the hierarchy of obstacles remained unchanged. However, there was a substantial increase in the number of States identifying lack of supporting structures as a constraint (22, compared with 16 in the previous period) (see figure IX). A total of 30 States (compared with 24 in the previous period) indicated that they had the necessary technical expertise to initiate alternative development programmes.<sup>2</sup> This conclusion is an indication that national capacity-building has been sufficient to date.

Figure IX

**Percentage of States reporting areas posing difficulties in the implementation of alternative development programmes**



<sup>2</sup> The question on the constraints faced by Governments in the implementation of alternative development programmes was included for the first time in the biennial reports questionnaire for the second reporting period.

18. It is noted that although 27 States cited financial constraints as a difficulty faced in the implementation of alternative development programmes, only 9 (compared with 11 in the previous period) reported having negotiated financial assistance for alternative development and eradication programmes with international financial institutions or regional development banks, or both. Of those, 5 States reported having received support in that respect (4 in the previous period).

19. A number of States reported on the constraints faced in obtaining financial support for alternative development programmes. Myanmar reported that it had not received such support because of political and economic sanctions. Paraguay indicated that, although illicit cannabis plant cultivation represented a serious national problem and was associated with poverty, it had not yet elicited the support of other States in terms of cooperation to address the problem. Ghana reported that commercial banks did not see alternative development as a viable venture due to low repayment rates and would therefore not finance such programmes. Morocco indicated that substitution crops needed to be subsidized in the early stages of alternative development programmes as they were not sufficiently profitable to elicit bank loans.

20. A number of States provided information on their efforts to secure financial resources for alternative development and/or eradication programmes. Most of the States reporting indicated that those programmes were financed by domestic resources. A few States indicated that the proceeds from drug fines and drug-related asset forfeiture had also been used to finance those programmes. Myanmar and Pakistan reported having received assistance from UNODC. Morocco reported on programmes supported by the European Union and indicated that it had submitted a programme for UNODC consideration. Peru reported that the United States had financed its eradication programme.

21. Bolivia, Colombia and Peru provided information on the bilateral and/or multilateral assistance they had received for the financing of alternative development and/or eradication programmes.

#### **D. Improved and innovative approaches to alternative development**

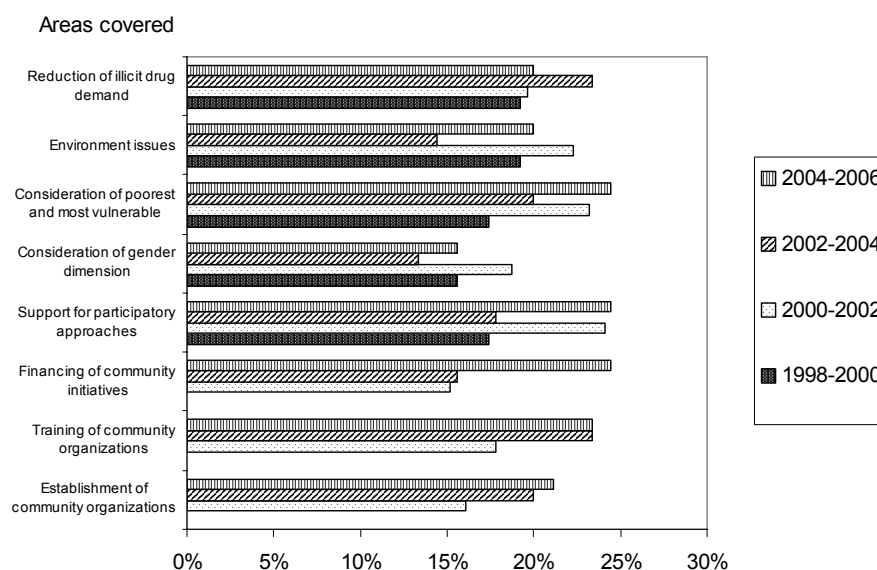
22. Approximately one quarter of the responding States indicated that their alternative development programmes contained provisions to support the establishment and training of community organizations. Twenty-two States, compared with 14 in the previous period, reported having extended financial support to community initiatives through their alternative development and/or eradication programmes. In that context, South Africa reported the implementation of poverty alleviation programmes, Gambia used the proceeds from drug fines to support community initiatives and the United States provided financial support to local and State governments. Uzbekistan reported that community leaders had participated in the eradication of illicit crops. In response to this question, Lebanon indicated that it needed urgent support for alternative development.

23. Compared with the previous reporting period, an increased number of States indicated that their alternative development programmes provided for participatory approaches, incorporated a gender dimension, and took into consideration the poorest and most vulnerable groups and environmental concerns. Countries in Latin

America and the Caribbean accounted for the largest proportion of States responding positively to the incorporation of a gender dimension and environmental concerns in their alternative development programmes. Fewer States (18 compared with 21 in the previous reporting period) reported that their alternative development programmes took into consideration measures to reduce illicit drug demand (see figure X).<sup>3</sup>

Figure X

**Percentage of States reporting having significant areas covered by alternative development or crop eradication programmes, or both**



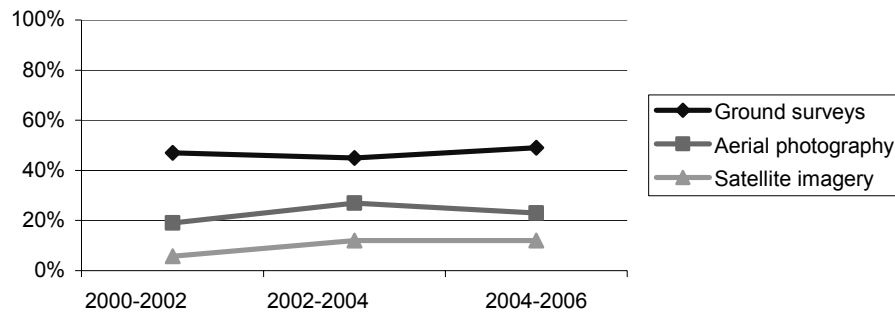
## E. Monitoring of illicit cultivation, information-sharing and evaluation of the impact of alternative development programmes

24. In terms of mechanisms for monitoring illicit crop cultivation,<sup>4</sup> compared with the previous reporting period there was an increase in the number of States reporting the use of commercially available ground and satellite imagery and a decline in the number of States reporting the use of aerial photography (see figure XI). Countries in sub-Saharan Africa and Latin America and the Caribbean accounted for almost half of those reporting on the use of ground surveys. The States most affected by coca bush cultivation reported the use of the three monitoring methods. Some States also reported on monitoring through human intelligence, community policing, information networks, ground patrols and surveillance by helicopter in specific and isolated cases.

<sup>3</sup> The questions related to support for community organizations and community initiatives were first introduced in the biennial reports questionnaire for the second reporting period.

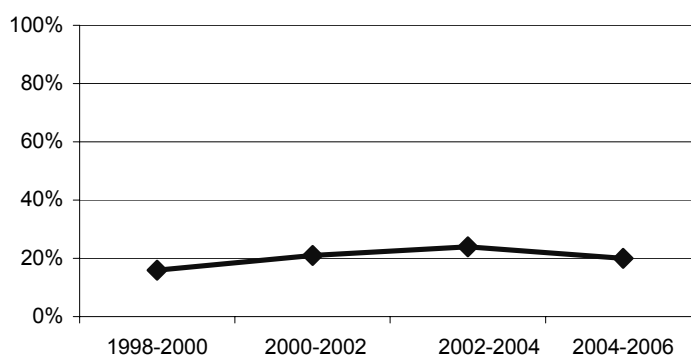
<sup>4</sup> The question on the mechanisms for monitoring illicit cultivation was first introduced in the biennial reports questionnaire for the second reporting period.

Figure XI  
**Methods used for the monitoring of illicit crop cultivation, expressed as a percentage of reporting States**



25. A total of 40 States, compared with 45 in the previous period, indicated that they had shared information on the monitoring of illicit cultivation at the national, regional and international levels. Fewer States (18, compared to 22 in the previous period) reported having systems to monitor and evaluate the qualitative and quantitative impact of programmes of alternative development and eradication of illicit crops (see figure XII). The apparent absence of monitoring systems can, in many cases, be owing to a lack of illicit cultivation or alternative development. However, the decline in the number of States responding positively to this question is cause for concern. Only 24 countries, down from 29 in the previous period, reported regularly assessing the impact of their law enforcement and alternative development measures. Seven States cited a lack of technical expertise and financial constraints as the reasons for not having monitoring and evaluation systems in place. Two States indicated that their alternative development programmes were new and had yet to be evaluated.

Figure XII  
**Systems of monitoring and evaluation of alternative development and eradication programmes, expressed as a percentage of reporting States**



26. Among the States reporting that they possessed monitoring and evaluation systems,<sup>5</sup> some provided information on the indicators used to measure the impact of alternative development and crop eradication programmes. These included the number of families benefiting from alternative development, household income from licit activities, the number of hectares of licit cultivation, the number of hectares of illicit cultivation that had been abandoned or eradicated, or both, and increases in the market value of alternative development products. Bolivia also indicated that it had evaluated the number of women participating in the programmes. Other indicators cited included the levels of seizures of illicit drugs in national territories and abroad, statistics on drug-related arrests and fluctuations in drug prices on the illicit market.

## **F. Improving the economic framework for alternative development**

27. A number of States provided information on current or planned activities designed to improve the economic framework for alternative development. In the African region, Madagascar reported on opening up isolated regions through the construction of roads. Swaziland reported having encouraged farmers engaged in illicit cultivation to grow alternative crops, such as sugar cane. Cameroon reported that crop-substitution activities would be dealt with upon adoption of the national strategy for drug control for the 2006-2008 period. The Democratic Republic of the Congo was pursuing a socio-economic study on crop substitution to determine the current needs of the affected population. Ghana reported having secured processing machines to enable farmers to add value to their products.

28. In the Caribbean region, Trinidad and Tobago reported that alternative development in the national context referred to cannabis eradication and the promotion of licit alternatives. Actions included social programmes geared towards redirecting groups at risk engaged in any aspect of the illicit trade to licit activities and ranged from education to income-generating activities.

29. In South America, Bolivia reported that it was engaged in facilitating the access of producers to markets under improved conditions. Colombia reported that it had identified products with extensive national and international markets and that it was focusing on improved productive processes. Colombia, in association with the private sector and UNODC, held business round tables to encourage private sector involvement. Peru reported on efforts within the framework of the Andean Trade Promotion and Drug Eradication Act and the signing of free trade agreements. Paraguay reported on efforts to secure funding for projects at the national and international levels, investments in security for the affected areas and poverty reduction through integrated rural development.

30. In South-East Asia, Myanmar reported that the economic framework for alternative development, including in the field of marketing, was being improved in accordance with its 15-year drug elimination plan (1999-2014). Thailand reported on the promotion of value-added products produced by the Doi Tung development project.

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<sup>5</sup> Albania, Australia, Bolivia, Cambodia, Colombia, Ecuador, Honduras, India, Pakistan, Paraguay, Peru, Republic of Korea, Russian Federation, South Africa, Swaziland, Thailand, Trinidad and Tobago and United States.

31. France reported on the support it had provided for the marketing of alternative development products, including organic coffee, in Colombia. Lebanon proposed to encourage imports of licit products from States affected by illicit crop cultivation.

### **III. Action by the United Nations Office on Drugs and Crime**

#### **A. Global monitoring of illicit drug crops**

32. In 2006, UNODC continued to monitor the global illicit cultivation of coca bush and opium poppy within the framework of its Illicit Crop Monitoring Programme, with the implementation, in cooperation with the concerned Governments, of annual surveys in Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Myanmar and Peru. In addition, initial assessments of coca bush cultivation were conducted in Ecuador and Venezuela (Bolivarian Republic of), with final results expected in early 2007. In 2006, UNODC also published the results of the third annual cannabis plant cultivation survey in Morocco.

33. In Afghanistan, in spite of security problems, UNODC strengthened its monitoring activities by also conducting yearly rapid assessment and monthly opium price-monitoring surveys. For the second consecutive year, UNODC was involved in verifying the eradication activities conducted by the Government of Afghanistan.

34. Following the significant reductions in opium poppy cultivation in the Lao People's Democratic Republic and Myanmar, UNODC has included questions on the impact of poppy elimination on the lives and livelihoods of the communities concerned in surveys of farmers' intentions. Improved socio-economic data and information on coping strategies are essential to design sustainable programmes to guide future development assistance.

35. A system similar to the monthly opium price monitoring index in Afghanistan was introduced in Andean States for coca and cocaine. An extensive yield survey was conducted in Colombia, which led to an adjustment of coca leaf yield estimates and coca leaf to coca paste conversion rates.

#### **B. Overview of alternative development initiatives**

36. Alternative development continues to be the principal method utilized by Member States and UNODC to address illicit crop cultivation within the framework of poverty reduction and sustainable development. Alternative development provides vulnerable farmers with alternatives and opportunities for legal and sustainable livelihoods. In 1998, Member States agreed that alternative development was best placed to achieve that objective when it was part of broader socio-economic development policies and of a balanced approach, which included law enforcement, eradication and drug demand reduction. Member States also agreed that alternative development programmes needed to include improved and innovative approaches. These should, inter alia, promote community participation and democratic values, incorporate a gender dimension and observe environmental sustainability criteria (General Assembly resolution S-20/4 E).



37. In the 2005-2006 period, UNODC continued to assist Member States with the design, implementation and monitoring of alternative development programmes. UNODC has also continued to promote the use of best practices and the sharing of experiences and to provide the technical capacity to assist governments in identifying and securing support for alternative development programmes from bilateral and multilateral development agencies, international financial institutions and the private sector. UNODC has also advocated the inclusion of counter-narcotics objectives into larger development plans and programmes, and continued its efforts to assist Member States in addressing environmental concerns related to illicit drug cultivation and production by actively seeking to pursue programme opportunities within the framework of the clean development mechanism of the Kyoto Protocol to the United Nations Framework Convention on Climate Change.<sup>6</sup>

#### 1. Central and South-West Asia

38. In 2006, Afghanistan made no progress in reducing illicit opium poppy cultivation, despite having received significant amounts of military and development assistance. Cultivation increased by 59 per cent, to 165,000 ha in 2006. An unprecedented 6,100 tons of opium were harvested, making Afghanistan virtually the sole global supplier. The total export value of illicit opium amounted to over US\$ 3 billion, which equalled roughly half of Afghanistan's gross domestic product in 2006 (\$6.7 billion). The number of people involved in opium poppy cultivation increased by almost a third, to 2.9 million or 12.6 per cent of the total population. Only 6 of the country's 34 provinces were opium-free. Social and political instability appeared to be significant factors driving cultivation, as cultivation fell in eight provinces situated in the more stable north.

39. In 2006, the Government of Afghanistan eradicated an estimated 15,300 ha of opium poppy or roughly 10 per cent of the area under cultivation, up from 5 per cent in 2005.

40. The proportion of external assistance allocated to the agriculture sector increased in 2005, yet accounted for only 18 per cent of the total assistance provided to Afghanistan. The expectations of farmers concerning credits, market assistance for substitute crops, irrigation and electricity have not been met and continue to be a principal concern for future development.

41. In the 2005-2006 period, UNODC provided assistance to Afghanistan on policy development, the coordination of activities, illicit crop monitoring and institution- and capacity-building for alternative livelihoods. In 2005, advisory services were provided to the Ministry of Counter Narcotics for the revision of the National Drug Control Strategy and the drafting of a new counter-narcotics law. Also in 2005, UNODC released a comprehensive report entitled *Mapping of Alternative Livelihood Projects in Afghanistan*.<sup>7</sup> The report's database, which contains information on alternative livelihood projects and areas of investment from donor assistance, has been transferred to the Ministry of Counter Narcotics. It is expected that the database, linked with the donor assistance database of the Ministry

<sup>6</sup> FCCC/CP/1997/7/Add.1, decision 1/CP.3, annex.

<sup>7</sup> United Nations Office on Drugs and Crime, *Mapping of Alternative Livelihood Projects in Afghanistan* (July 2005).

of Finance, will ultimately serve as a tool for planning and coordinating alternative livelihoods assistance.

42. In 2006, UNODC collaborated with the United Nations Industrial Development Organization (UNIDO) on the design of a rural development project focused on small-scale agro-industries to be targeted to a poppy-free province or an area at risk of cultivation. Discussions among UNIDO, UNODC and the authorities in Afghanistan are ongoing and are currently focusing on including short-term impact activities into the original project idea. With a view to designing a comprehensive package, rural electrification and low-cost housing are also being considered. Also in 2006, UNODC worked to strengthen the institutional and operational capabilities of key line ministries (the Ministry of Counter Narcotics and the Ministry of Rural Rehabilitation and Development) at the central and provincial levels and thereby establish local expertise to ensure the inclusion of counter-narcotics objectives and analysis into key development strategies and programmes.

43. UNODC is currently strengthening its own capacities at the provincial level in order to be able to furnish technical support and expertise to meet the growing needs of the Government and development agencies in all sectors of drug control and alternative development.

## **2. East and South-East Asia**

44. In South-East Asia, the area under illicit opium poppy cultivation was reduced by 85 per cent between 1998 and 2006. Illicit cultivation in Thailand and Viet Nam ceased to be significant more than a decade ago. In 2006, the Lao People's Democratic Republic, once the third largest illicit opium poppy producer in the world, cultivated approximately 2,500 ha, down from 26,900 ha in 1998.

45. In Myanmar, the area under opium poppy cultivation declined by 83 per cent, from 130,000 ha in 1998 to 21,500 ha in 2006. In 2006, however, favourable weather conditions, improved farming methods and sketchy development programmes led to a 54 per cent increase in opium yield per hectare, demonstrating how simple it is for a farmer to quickly revert back to illicit cultivation if all the components of a programme have not been introduced and implemented. As a consequence, the potential opium production stood almost unchanged at 315 tons in 2006 (312 tons in 2005).

46. In the 2005-2006 period, UNODC continued to promote regional collaboration. This was primarily achieved through information-sharing and improved institutional and human resource capacities. The regional programme promotes community-based alternative development programmes in six States of the region (Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam) and has facilitated the exchange of experiences and information on illicit crop monitoring systems and viable sources of income replacement for former opium farmers. A study focusing on the coping strategies adopted by opium farmers in response to opium reduction measures in the Lao People's Democratic Republic and Myanmar was concluded.

47. In the period under review, UNODC also continued to facilitate the implementation of the Plan of Action of the Association of Southeast Asian Nations (ASEAN) and China Cooperative Operations in Response to Dangerous Drugs and

to assist Member States to monitor progress towards achieving the goals agreed upon. In early 2006, ASEAN and the Economic Cooperation Organization<sup>8</sup> signed a memorandum of understanding to foster closer cooperation between the two regions in various thematic areas. The areas of cooperation relating to drug control included illicit crop replacement and alternative development.

48. UNODC also facilitated the provision of advisory services to the Government of Indonesia for the design of a programme aimed at reducing illicit cannabis plant cultivation in Aceh Province.

49. In Myanmar, which is the second largest illicit opium producer in the world, 126,500 rural households that were previously dependent on opium poppy are currently experiencing the impact of food and fuel shortages. As a result of the decrease in poppy cultivation, many rural households have also lost access to health and education and have become vulnerable to uncivil behaviour, including human trafficking.

50. UNODC has continued to work in Myanmar, together with other partners, including the World Food Programme, in the context of alternative development programmes aimed at food security and income-generation activities for those subsistence farmers who depended on opium cultivation for their survival. Since its inception in 1998, the UNODC Wa alternative development project has reached approximately 40,000 people in Wa Special Region 2, eastern Shan State; it is currently present in 271 villages and has facilitated the work of other institutions.

51. UNODC efforts in Myanmar are focused on community-based activities in basic health, including the treatment and rehabilitation of opium addicts; education; livelihoods (such as rice paddy development, tea cultivation, agricultural extension services, savings schemes, village revolving funds and food-for-work schemes); and infrastructure development (such as irrigation systems, village feeder roads and water supply systems). UNODC also works to strengthen the capacities of policymakers and communities to address their development needs through the establishment of village development committees and mutual help teams. Efforts to engage women in development have been enhanced and continued.

52. Currently, community-based assistance is being extended to poor districts in the northern Wa region, taking into consideration the lessons learned by the Wa project, as well as other development interventions. Baseline socio-economic surveys are being carried out to identify the groups that are most vulnerable and in need of assistance.

53. In the 2005-2006 period, UNODC continued to spearhead the multilateral programme covering the Kokang and Wa regions through the Kokang and Wa Initiative (KOWI). KOWI partners include government departments, United Nations organizations and national and international non-governmental organizations. Through this innovative mechanism, partners share best practices and experiences, discuss problems and develop joint solutions. It is through collaborations such as these that UNODC has produced improved maps linked to socio-economic data for enhanced development planning for all partner agencies working in the Wa region. UNODC is exploring possibilities for new partnerships,

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<sup>8</sup> Afghanistan, Azerbaijan, Iran (Islamic Republic of), Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey, Turkmenistan and Uzbekistan.

including with the European Commission, in order to expand the coverage of traditional development assistance to include alternative development.

54. In the Lao People's Democratic Republic, where some 5,800 households were dependent on opium poppy cultivation in 2006, UNODC, in partnership with other United Nations organizations and the Asian Development Bank (ADB), provided alternative development assistance in the provinces of Phongsaly and Houaphan. That assistance included basic health care, treatment and rehabilitation of opium-dependent persons, alternative livelihood activities and essential infrastructure, such as small-scale irrigation, rural tracks and feeder roads. Since the inception of the programme, 700 households (or 30 per cent of the households in the target area) have overcome poverty through UNODC-supported micro-credit schemes and other support.

55. Central to the UNODC programme for South-East Asia is the building of the capacity of villagers and government officials to address local development and drug abuse problems. The villages reached by the programme have achieved substantial progress with respect to livelihoods and health (for example, significant improvements in infant mortality rates and malaria cases). In 2005, the United Nations country team gave the UNODC/ADB-funded project in Tabong village, in Houaphan Province of the Lao People's Democratic Republic, the United Nations Development Award for its achievements.

56. In 2006, UNODC assisted the Government of the Lao People's Democratic Republic with the development of a new National Drug Programme Strategy for the Post Opium Scenario entitled "The Balanced Approach to Sustaining Opium Elimination in the Lao PDR (2006-2009)". The new strategy includes an action plan to target the 1,000 poorest former opium-poppy-cultivating villages.

57. In late 2006, the United Nations Trust Fund for Human Security approved a UNODC/UNIDO project for the Oudomxay Province. The project will focus on income-generating opportunities through the development of rural enterprises and vocational training.

58. In 2006, UNODC provided assistance, with the support of the Italian Ministry for Environment and Territory, to both the Lao People's Democratic Republic and Myanmar in pursuing programme opportunities that addressed environmental concerns related to illicit drug cultivation, in particular within the framework of the clean development mechanism of the Kyoto Protocol.

### **3. Andean region**

59. In the Andean States of Bolivia, Colombia and Peru, after increases in illicit coca bush cultivation in 1999 and 2000, significant progress has been achieved with a reduction of 28 per cent in the area under coca bush cultivation between 2000 and 2005, from 221,300 ha to 159,600 ha. The overall level of potential cocaine production has, however, remained practically unchanged from the levels of a decade ago due to increased coca yields per hectare (plants per hectare and improved processing).

60. In 2005, after a four-year decline, there were 86,000 ha of coca in Colombia, representing an increase of 8 per cent over 2004. Despite that increase, only half of the area under cultivation in 2000 (the last peak year) was cultivated in 2005.

61. Colombia remains the largest coca bush-growing country in the world, accounting for 54 per cent of the total. At the end of 2005, coca bush was cultivated in 23 of 32 Colombian departments, by approximately 68,600 households.
62. For the 2004-2005 period, the Government of Colombia reported that its aerial spray programme had eradicated 130,000 ha of coca bush. Colombia also reported record levels of manual eradication in 2005 (31,287 ha).
63. In the 2005-2006 period, UNODC continued to assist the Government of Colombia within the framework of its National Alternative Development Plan. UNODC-supported alternative development programmes have promoted forest products, coffee, honey, yoghurt, coconut, cacao and beans, among others, reaching sales of \$6 million in 2005. The programmes are reaching around 6,800 families in a project area of 80,000 ha of licit crops. UNODC has built important partnerships with the private sector to scale up the impact of its alternative development programmes and supported the Government's "Products of Peace" marketing campaign.
64. In the departments of Meta and Caqueta, UNODC continued to support institutional strengthening and producer organizations through the provision of technical and marketing assistance for products such as organic coffee, cacao and honey. Some of these products were marketed through a large supermarket chain in Colombia. On the Pacific coast of the department of Nariño, a region with high levels of coca bush cultivation, in partnership with the Food and Agriculture Organization of the United Nations (FAO) and in coordination with the social action plan of the presidency of Colombia, UNODC worked to improve the lives of 425 families through forest management, agroforestry and food security activities. The project promoted productive systems based on the rational utilization of forest resources, preservation of biodiversity and maintenance of cultural traditions. The programme targets 20,000 ha of forests and benefits an additional 1,000 families.
65. Joint efforts by the Government of Colombia and UNODC to protect the environment from damage through coca bush cultivation were also initiated in 2006 in the national parks of Tayrona and Sierra Nevada de Santa Marta. This is a new initiative, linked to the accomplishment of environmental goals under the Kyoto Protocol.
66. In the period under review, UNODC monitored the eradication of coca in national parks and measured progress in the implementation of the technical, environmental, social and economic components of the Government's Forest Warden Families Programme. The main objective of the Programme is to recover and protect ecosystems affected by illicit crops, while promoting the sustainable use of natural resources.
67. As the second largest coca producer in the world, Peru accounted for 30 per cent of the global area under cultivation in 2005, with 48,200 ha. This represents a decline of 4 per cent over the 50,300 ha estimated for 2004. The decline was mainly due to the eradication campaigns implemented in the departments of San Martín in the Upper Huallaga valley and Puno in San Gabán valley. In 2005, some 50,000 rural households were engaged in coca bush cultivation in Peru.
68. In Peru, UNODC-supported alternative development programmes work with farmers' associations in areas with a past or present link to coca. The programmes

provide technical assistance in agricultural technology, business management, product quality assurance and marketing. The products and activities promoted include speciality and organic agricultural products, forest management and agroforestry. Programmes in Peru also place special emphasis on environmental protection, gender equality and critical poverty needs.

69. UNODC currently works with some 40,000 people previously dependent on coca bush cultivation. An increasing proportion of UNODC beneficiaries (27 per cent) participate in reforestation and agroforestry activities. The sales of the top 10 UNODC-supported farmers' enterprises in Peru reached \$40 million in 2005 (of which 90 per cent was exported). Sales in 2006 were on track to surpass the performance in 2005. The principal foreign markets for products from alternative development projects remain Europe (60 per cent) and North America (38 per cent).

70. In the valleys of Monzón, Aguaytia and Piene, the reforestation of 1,696 ha was completed. A forestry association was established and over 5,000 people were given training in agroforestry. The programme's positive results in the Apurimac and Ene valleys have attracted new cost-sharing funds from the Government of Peru. In 2005, the forest management programme was inaugurated (reforestation and recovery of soils impoverished by past coca bush cultivation) in the Piene river basin. UNODC has also supported the Government with the formulation of social and agricultural development projects for the Upper Huallaga valley region.

71. In 2006, in partnership with the Government of Peru and the United States Agency for International Development, UNODC started to implement an alternative development project in the northern zone of Tocache Province (in the district of Pólvara, department of San Martín), planting 1,240 ha of palm oil and 400 ha of cacao. Some 650 families are expected to benefit directly from the project. UNODC has continued its efforts to identify additional financial resources to guarantee the continuity and impact of the alternative development programme in Peru beyond 2006.

72. In Bolivia, in 2005, the area under illicit coca bush cultivation declined by 8 per cent, to 25,400 ha,<sup>9</sup> accounting for 16 per cent of the world total. This figure is far below the levels of the first half of the 1990s, when Bolivia accounted for about one quarter of the world total. This decline, the first after four years of consecutive increases, was mainly due to a 31 per cent fall in cultivation in the Chapare region. In the Yungas of La Paz, where 71 per cent of cultivation takes place, an increase of 5 per cent was registered. In 2005, UNODC estimated that approximately 40,000 households were engaged in coca bush cultivation in Bolivia.

73. The focus of the UNODC alternative development programme in Bolivia in the 2005-2006 period was poverty alleviation through income-generation activities and environmental protection. The ultimate goal was to provide people with the means to disengage from illicit coca bush cultivation and other illicit activities. Between 1997 and 2005, in partnership with other stakeholders including FAO, UNODC reached more than 10,000 households, providing support for sustainable forest management activities covering over 200,000 ha and agroforestry activities covering 9,500 ha.

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<sup>9</sup> This figure includes 12,000 ha permitted for traditional use such as leaf-chewing, medicinal preparations and coca tea by Bolivian Law No. 1008 of 19 July 1988.

74. The market value of UNODC-supported forestry products reached \$5.4 million in the Cochabamba Tropics alone in 2005. The value of UNODC-supported coffee sales in the Yungas of La Paz was \$4 million, generating an average annual family income of \$2,500.

75. The experience gained by UNODC and partners in forestry management and agroforestry has been added to the body of knowledge in alternative development through a publication entitled *10 Years Building a Forestry Culture: Jatun Sach'a Project*.<sup>10</sup> The lessons learned are being fully incorporated into a new four-year phase of the agroforestry programme, which started in 2006 and will benefit 4,500 families in Cochabamba Tropics and the Yungas of La Paz.

76. In the 2005-2006 period, in partnership with the International Labour Organization and several Bolivian educational institutions, UNODC continued to deliver vocational training courses, support micro-enterprises and facilitate the integration of young people into the labour market. Since its inception in 2001, the project has reached 20,500 young people (47 per cent of whom were women), with over 900 vocational training courses ranging from agriculture to computer science. The project has also supported the creation of some 200 micro-enterprises, which employed 1,883 individuals (close to 50 per cent of whom were women). The project sustainability is ensured through the inclusion of vocational training courses in school curricula.

#### 4. North Africa

77. Since 2003, UNODC has supported the Government of Morocco with annual cannabis plant cultivation surveys. The results of the 2005 survey showed a decline of 40 per cent in the area under cannabis plant cultivation, from 120,500 ha in 2004 to 72,500 ha in 2005. More than 95 per cent of the land under cannabis plant cultivation in Morocco was dedicated to cannabis resin production. In 2005, estimated cannabis resin production stood at 1,070 tons, compared with 2,760 tons in 2004. To a large extent, this decrease can be attributed to the severe drought, which affected the cannabis-planted, rain-fed land. Eradication campaigns in the provinces of Larache and Tanouate and Chefchaouen targeted over 15,000 ha. As in previous years, most of the cannabis was planted in Chefchaouen Province. The survey indicated that 89,800 households had been involved in cannabis plant cultivation in 2005.

78. The Government of Morocco approved a comprehensive National Drug Control Strategy in 2005. The Strategy could turn out to be the required documentary support for mainstreaming pilot rural development interventions addressing illicit cannabis plant cultivation in the Rif region within a larger development programme framework. The Government has been working to set up the necessary institutional and operational structures at the central and regional levels. The *Agence pour la promotion et le développement économique et social des préfectures et provinces du nord du royaume* is the principal government agency engaged in development programmes in the central Rif region.

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<sup>10</sup> Food and Agriculture Organization of the United Nations, 10 años construyendo una cultura forestal: Proyecto Jatun Sach'a (2005).

## IV. Conclusion

79. The impressive progress achieved by States 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, who are currently living in extreme poverty, need sustained donor assistance to begin to improve their quality of life and be freed from hunger and disease. More needs to be done by the international community to assist these communities in facing the challenges of the post-opium period and government policies should enable assistance to reach affected communities.

80. The complexity of the situation in Afghanistan requires urgent concerted and coordinated action by the national authorities and the international community. The causes of illicit cultivation in Afghanistan, as well as its interconnection with the economy, need to be fully understood and actions designed and implemented accordingly. Security and the rule of law need to be improved in all provinces, especially the country's southern provinces. The incipient criminal justice system needs to be further developed and made capable of bringing drug traffickers to justice and dealing effectively with corruption.

81. Poverty increases farmers' susceptibility to engagement in illicit activities. There is an urgent need to increase, improve and better coordinate development assistance in Afghanistan, which is clearly not reaching all those that require assistance.

82. The international community also needs to improve its drug abuse prevention policies. The increased availability of Afghan heroin is fuelling consumption, further fuelling a vicious circle.

83. With respect to coca bush cultivation, the Andean States of Bolivia, Colombia and Peru attained measurable progress in the last years in both reducing the illicit cultivation of coca bush and providing economic alternatives to the affected population. These gains should not be taken for granted. The international community is called upon to continue to cooperate and to consolidate the progress achieved by investing in the development of the affected rural communities, which are amongst the poorest in the world. As is the case with heroin, States where cocaine is consumed are urged to tackle cocaine consumption aggressively by investing in drug abuse prevention, treatment, rehabilitation and source-country programmes.

84. The international community is urged to provide technical and financial assistance for the development and establishment of harmonized systems to finance development assistance to the affected States and communities. Assistance is also needed for improved systems to measure the qualitative and quantitative impact of alternative development and eradication programmes.

85. Countries pursuing alternative development programmes should receive renewed support from the international community. The observance of environmental sustainability criteria is key in this respect. Affected Member States need to be supported in their endeavours to address this issue through, inter alia, forest management and agroforestry projects. In this regard, the clean development



mechanism under the Kyoto Protocol provides a viable framework for international cooperation.

86. The international community is also called upon to consider providing technical and financial support to those States engaged in preventive alternative development and alternative development for areas affected by cannabis plant cultivation.

87. The Commission may wish to consider the above, as well as further possible measures to promote the implementation of alternative development programmes and to secure their sustainability in affected regions of the world, as well as measures to ensure effective and sustained elimination of illicit crops through complementary law enforcement measures, in the context of a balanced drug control strategy that includes all aspects of drug demand reduction and within the framework of the international drug control conventions.

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