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Follow-up to the twentieth special session of the General

**Assembly: general overview and progress achieved by
Governments in meeting the goals and targets for the
years 2003 and 2008 set out in the Political Declaration
adopted by the Assembly at its twentieth session**

**General debate of the ministerial segment: assessment of
the progress achieved and the difficulties encountered in
meeting the goals and targets set out in the Political
Declaration adopted by the General Assembly at its
twentieth special session**

**Second biennial report on the implementation of the
outcome of the twentieth special session of the General
Assembly, devoted to countering the world drug problem
together**

Report of the Executive Director

Addendum

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

* E/CN.7/2003/1.



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I. Introduction

1. In the consolidated first biennial report of the Executive Director on the implementation of the outcome of the twentieth special session of the General Assembly (E/CN.7/2001/16), the Commission on Narcotic Drugs was informed that global production of opium had declined from an estimated 20,000 tons per year, at the beginning of the twentieth century, to less than a third of that amount in 2000. For 2002, the preliminary estimate of global illicit opium production is approximately 4,600 tons, and the licit production approximately 700 tons, compared to the estimated 1,600 tons and 1,177 tons in 2001, and 4,700 tons and 1,300 tons in 2000, respectively. Global illicit coca bush cultivation fell from about 221,000 hectares in 2000 to about 211,000 hectares in 2001.¹ The potential coca leaf and cocaine production also fell from 352,000 tons and 879 tons in 2000 to 305,000 tons and 807 tons, respectively, in 2001. The Commission was also informed that the global picture showed a set of successful stories of sustained crop elimination. Such cases include Bolivia, Guatemala, the Islamic Republic of Iran, Lebanon, Pakistan, Thailand and Turkey. China, which at the beginning of the twentieth century accounted for the bulk of the annual opium production of 20,000 tons, has had virtually no illicit opium cultivation for the past 50 years.

2. The record shows that the elimination of illicit cultivation can be achieved and sustained. However, a complex mix of sustained socio-economic and developmental interventions are required to help rural populations escape from the precarious and insecure existence to which dependence on the cultivation of illicit crops subjects them. Alternative development programmes are aimed at the permanent elimination of illicit crop cultivation through the implementation of licit, viable, sustainable and income-generating alternatives designed to break economic dependence on illicit narcotic crop cultivation.

3. The United Nations International Drug Control Programme (UNDCP) global and regional alternative development activities have focused on identification, analysis and development of best practices, and considerable progress has been made since the twentieth special session of the General Assembly, held in 1998. UNDCP has promoted cooperation and the sharing of lessons in the field of alternative development. In South-East Asia and Latin America, regional meetings have been held to share experiences, lessons learned and best practices among the countries involved in alternative development. One such meeting of project experts and alternative development specialists from Bolivia, Colombia and Peru, took place in Peru in November 2001. The International Conference on the Role of Alternative Development in Drug Control and Development Cooperation, which was jointly organized by the German Foundation for International Development, the German Agency for Technical Cooperation and UNDCP in Feldafing, Germany, from 8 to 12 January 2002, brought together alternative development experts from national and international organizations to exchange experiences, identify good practices and make recommendations for refining alternative development.

4. The Office on Drugs and Crime has continued to provide in situ advice and technical support to alternative development projects and programmes in all regions affected by illicit cultivation of narcotic crops, in particular coca bush and opium poppy. Alternative development projects have been developed and implemented, and technical advice has been provided to all major illicit crop cultivation countries.

From 1998 to 2001, the Office invested \$68 million in technical cooperation to eliminate illicit crop cultivation, including planning and strengthening of institutions for alternative development, monitoring of illicit crops and large-scale demonstration or model programmes. The objective of the Office in this area is to serve as a catalyst for action and increased international cooperation. Such increased collaboration is taking place with many partners, including national ministries, bilateral agencies, other United Nations entities and, to a lesser extent, international financial institutions, regional development banks and non-governmental organizations. In Afghanistan, the Office provided advisory and technical assistance to the national authorities to strengthen their drug control capacities. The Office also provided information to the Government of Afghanistan on the extent of opium poppy cultivation and opium production, promoted the mainstreaming of drug control concerns into the development and reconstruction programmes of other agencies and assessed the potential of micro-credit and other financing schemes in the context of providing alternative livelihoods to illicit opium poppy cultivation.

5. Since the twentieth special session of the General Assembly, positive results have been achieved by Peru and Bolivia in reducing illicit coca cultivation, and by the Lao People's Democratic Republic, Myanmar and Pakistan with regard to opium poppy cultivation. The Islamic Republic of Iran, Thailand, Turkey and Viet Nam have had continued success in preventing illicit cultivation in their countries. However, major challenges remain. The political and security situation in some key countries affected by illicit cultivation of coca bush and opium poppy have hampered the operations and success of eradication and alternative development programmes. Additional financial and technical support are required for alternative development and/or national crop elimination plans, in particular in Afghanistan, Bolivia, Colombia, Lao People's Democratic Republic, Peru and Myanmar. Increased and sustained support is also required for rural and agricultural development plans in areas where illicit cultivation has been eliminated, in order to sustain that success and prevent the re-emergence of illicit cultivation and/or displacement of alternative crops.

II. Global illicit crop monitoring programme

6. In the consolidated first biennial report, the Commission was informed that past estimates of illicit cultivation of narcotic crops and eradication levels had been derived from a patchwork of sources, and that no comprehensive international mechanism was available for the collection and analysis of data on illicit narcotic crops or for monitoring and measuring the results of alternative development programmes. In 1998, the General Assembly, at its twentieth special session, adopted the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, in which it established that Governments in the illicit crop producing areas should design efficient and accurate monitoring and verification mechanisms, and requested the international community and the relevant United Nations organizations, in particular UNDCP, to provide adequate financial and technical assistance for alternative development (resolution S-20/4 E, paras. 10 and 23). Subsequently, the Commission, in its resolution 42/3 of 23 March 1999 on monitoring and verification of illicit

cultivation, urged Governments to design, formulate and implement effective national mechanisms for the monitoring and verification of illicit crops, including appropriate methodologies combining ground and aerial surveys, satellite monitoring and remote sensing. In the same resolution, the Commission requested UNDCP to establish a central data bank and information system on the basis of information furnished by Governments on the cultivation of illicit crops. UNDCP was also requested to assist Governments in establishing national mechanisms for monitoring and verification of the cultivation of illicit crops used in the production of drugs and developing an international network for the control of illicit crop cultivation for the purpose of implementing the Action Plan.

7. In response to the requests of the General Assembly and the Commission, UNDCP launched a global illicit crop monitoring programme. The programme's development phase was initiated with the technical cooperation of the Office for Outer Space Affairs of the Secretariat and the European Space Agency (ESA). In partnership with ESA, UNDCP carried out several assessment and programming missions in the six priority countries in which the bulk of illicit coca bush and opium poppy cultivation occurs, namely, Afghanistan, the Lao People's Democratic Republic and Myanmar, in Asia; and Bolivia, Colombia and Peru, in Latin America. The methodological developments were reviewed by a panel of internationally recognized experts in the field of remote sensing and monitoring. The illicit crop monitoring programme now consists of a global support project and six national projects for the aforementioned countries aimed at developing and maintaining national illicit crop cultivation monitoring systems capable of producing internationally comparable data and benchmarks to measure progress towards meeting the goals set for 2008. The programme will also allow quick detection of possible "balloon effects", that is, when the reduction of drug crops in one area triggers the start-up of cultivation in a previously less affected region.

8. As of December 2002, monitoring mechanisms supported by UNDCP were in place and annual survey reports prepared for publication for the six priority countries mentioned in paragraph 7, including, for the first time, surveys for Bolivia and Myanmar. The national monitoring systems being developed with UNDCP assistance are tailored to national specificities and include a strong capacity-building element. The direct participation of UNDCP in the national monitoring systems enhances the transparency of the survey activities and the credibility of the published results. The programme helps to ensure the conformity of the national systems with international methodological standards and with the information requirements of the international community. It also facilitates the dissemination of methodological best practices among the national systems and assumes a quality control function for the data produced.

9. UNDCP strives to improve continuously the methodology of the surveys to incorporate advances in remote sensing technology and geographical information systems. Such technologies complement and are combined with extensive on-the-ground assessments to estimate the location, extent of and changes in coca bush and opium poppy cultivation. The field work also permits the collection of yield, price, addiction and socio-economic data. The data collected during the surveys constitute a unique and detailed picture of the illicit-drug-producing regions and their people. This information is important for policy implementation and programme development.

10. In 2002, new developments included the implementation of the first UNDCP-supported annual surveys in Bolivia and Myanmar, as well as the implementation of the 2002 annual survey in Afghanistan, in spite of the unstable security environment. Important methodological progress was made in the combination of remote-sensing sampling (satellite imagery) and ground survey activities in Afghanistan and Myanmar, which enabled the UNDCP-supported surveys to overcome, in part, some security and ground access problems in some areas of those countries, while continuing to draw on the unique strength of ground-level information. A team of three field-based regional illicit crop monitoring experts was recruited to provide direct and continuous expertise and support to the national monitoring systems and surveys in the Andean region, in Afghanistan and in South-East Asia.

11. There are some areas that require attention. Further assistance is needed to build a national capacity for crop monitoring in Afghanistan. The national monitoring system in Bolivia needs to be expanded to cover the Chapare region, and the survey methodology in the Lao People's Democratic Republic should be enhanced to take into account changes in opium poppy cultivation. Subregional illicit crop information systems in Latin America and South-East Asia need further development, and illicit crop yield estimation methods need improvement. Methodological guidelines and international cross-checking and validation procedures for the surveys, as well as cooperation with the scientific community, land use and rural development programmes, and other potential partners, particularly those using similar spatial data, all need further development.

III. Overview of alternative development initiatives by region

A. Central, South and South-West Asia

12. As reported to the Commission in the consolidated first biennial report, opium poppy cultivation in the Dir district in the North-West Frontier Province of Pakistan had been brought down to near zero in 2000 from around 3,700 hectares in 1992, following successful eradication efforts by the Government of Pakistan and the shift by poppy-growing farmers to alternative development. UNDCP, through a sustained alternative development project in the Dir district, contributed to the success. The results are clearly visible in the form of roads, electricity, irrigation channels, soil conservation works and afforestation, coupled with a diversified cropping pattern replacing opium poppy, which was previously the primary cash crop of the area. Of those developments, roads are especially important, as they have opened up the so-called hidden areas to licit trade with the outside world. Notwithstanding the impressive results, and perhaps as a consequence of them, a limited resurgence of illicit opium poppy cultivation occurred in the 2001-2002 growing season, when poppy was cultivated on 162 hectares to bargain for concessions from the Government and additional international development assistance. The Government dealt with this as a law enforcement issue, and the poppy was eradicated by force. This event reinforced the need for sustained economic and social development in areas formerly affected by illicit crop cultivation, such as the Dir district, as key to preventing resurgence. Former poppy-growing areas have been significantly developed under the Dir district development project. The gains made can best be built on by adopting an approach based on sustainable livelihoods. The government

of North-West Frontier Province has, in the meantime, continued to fund and implement a special development package in the former core poppy-growing areas with the support of UNDCP.

13. Between 1980 and 1985, Afghanistan was an important, but not the major, source for illicit opium. In 1985, just under 500 tons of opium were estimated to have been produced in Afghanistan, which accounted for 31 per cent of estimated world illicit opium production. Over 20 years of prolonged war, illicit opium poppy cultivation and production of opium and heroin have increased to alarming levels. By the end of the 1990s, Afghanistan was not only one of the poorest countries in the world, it was also the largest producer of illicit opium, accounting for 79 per cent of the global illicit opium production in 1999 and about 70 per cent in 2000. Opium production in Afghanistan declined in 2001 to an estimated 185 tons, or 11 per cent of the estimated world production. However, production increased in Afghanistan in 2002, to account once more for approximately three-quarters of the world's opium poppy production. The UNDCP Afghanistan Opium Survey 2002 estimated that 74,000 hectares of opium poppy were planted in 2002, compared to 8,000 hectares in 2001 and 82,000 hectares in 2000; the corresponding estimated total potential opium production for the same years amounted, respectively, to 3,400 tons, 185 tons and 3,300 tons.

14. The deteriorating economic conditions, in particular the extremely low subsistence living standards and the structurally weak agricultural sector characterized by poor marketing, combined with persisting political uncertainties, have contributed to the perception of the opium poppy as a crop that, under the current circumstances, can produce sufficient profits to meet the essential needs of some Afghan subsistence farmers, many of whom are returning refugees and are highly in debt. The curtailment both of opium production in Afghanistan and the availability of heroin from Afghanistan remain major challenges. The situation in Afghanistan presents potential for successful alternative development work once conditions are conducive. First, opium poppy cultivation is concentrated in a small number of well-defined areas. In 1999 and 2000, as in previous years, approximately three-quarters of the opium poppy fields were found in the provinces of Helmand and Nangarhar, and 93 per cent of the entire cultivation occurred in 6 of the 30 provinces of Afghanistan. In 2002, the largest poppy-producing areas were again in Helmand (40 per cent) and Nangarhar (27 per cent). Secondly, even in 1999, the year of the record harvest in Afghanistan, only 1.1 per cent of arable land was given over to opium poppy cultivation. In 2002, this figure amounted to 0.9 per cent. Even among the poppy-growing villages, only 8 per cent of the total arable land was under poppy cultivation in 2000, though in Helmand and Nangarhar the rates were significantly higher (36 per cent and 29 per cent respectively). The bulk of poppy cultivation (97 per cent in 2000) took place on irrigated land. Thirdly, measured against the large global profits, Afghanistan's profit share from illicit opium poppy cultivation is extremely small.

15. Prices fluctuate significantly according to demand and supply. Following record opium production in 1999, prices collapsed in early 2000 to \$30 per kilogram of opium, down from about \$60 in 1999. The farm-gate price for total opium production was estimated at \$91 million in 2000, compared with \$251 million in 1999. The halving of opium retail prices in 2000 almost entirely offset the doubling of production in 1999.

16. The gross income of farmers from opium production, at harvest time farm-gate prices, amounted to an estimated annual average of \$95 million over the period from 1994 to 2000 (less than \$500 per farmer). However, not all farmers sold their opium at harvest time, when prices were lowest. Taking average annual opium prices reported from main opium bazaars, farmers' income could have been as high as \$180 million per year for the period from 1994 to 2000. A reasonable estimate, however, may lie in the region of \$120 to \$150 million per year for the period. Farmers' average annual gross income over the period was close to \$1,500 per hectare. However, the figure fell below \$1,100 in 2000, which is close to what could be earned from the cultivation of legal crops (approximately \$900 per hectare). In 2002, gross income levels were significantly higher, at an estimated \$16,000 per hectare, but the sustainability of the high opium prices in 2002 remained an open question.

17. UNDCP has been working with local communities in Afghanistan to create alternative sources of livelihood, increasing on- and off-farm income opportunities and improving social services and community amenities. In the ongoing post-conflict reconstruction process, UNDCP acts as the secretariat of the Working Group on Alternative Livelihoods for Poppy Producers, under the chairmanship of the Afghan Ministry of Rehabilitation and Rural Development. In an effort to better determine ongoing activities and target joint efforts, as well as to avoid duplication, UNDCP is compiling a database of United Nations, Afghan, non-governmental organizations and other activities. All alternative livelihood initiatives must be understood as long-term strategies. To be implemented on a large scale, opium poppy reduction programmes require sustained peace and stability.

B. South-East Asia

18. In Thailand, the national programme for the control of narcotic crops has successfully reduced illicit opium poppy cultivation from a peak of 17,720 hectares in 1965 to relatively insignificant levels ranging from 168 to 890 hectares per annum for the period from 1995 to 2000. In 2001, illicit opium poppy cultivation amounted to 820 hectares and opium production to 6 tons.

19. The UNDCP Myanmar Opium Survey 2002 estimated illicit opium poppy cultivation at approximately 81,400 hectares, down 22.5 per cent from the estimated 105,000 hectares in 2001. Based on the survey, opium production was estimated at about 828 tons, approximately 25 per cent lower than the estimated 1,097 tons produced in 2001. This reflects the success of the increased control efforts by the Government and the local authorities and, in part, the impact of adverse weather conditions. The UNDCP alternative development programme in the southern Wa region, in Shan State, will come to an end in late 2003. The programme targets a major opium-producing area of the Wa region near the border with China. Its objective is to reduce significantly illicit cultivation of opium poppy through a sustainable community-based approach for the reduction and eventual elimination of the opium-based economy. The key components of the programme include community development, the provision of health and education services and income-generating activities, as well as monitoring of levels of illicit opium production. The project has also increased food production in the project area through the intensification and diversification of rice-based farming systems. The

improved living conditions for project beneficiaries have contributed to a decline of about 30 per cent in opium poppy cultivation in the project area. UNDCP also supported opium eradication programmes initiated by local communities in the northern Wa and Kokang regions, providing irrigation systems, high-yielding rice varieties and improved access to roads.

20. UNDCP provides assistance to the Lao People's Democratic Republic in the context of the National Opium Elimination Strategy. UNDCP and the Lao National Commission for Drug Control and Supervision are implementing alternative development and demand reduction activities in several northern provinces affected by opium production. Similar activities in other priority northern provinces will be developed subject to availability of funds. In addition, UNDCP provides technical assistance to the Programme Facilitation Unit, which coordinates, monitors and supports the National Opium Elimination Strategy. Important operational synergies have been established with the International Fund for Agricultural Development, the Asian Development Bank and several bilateral agencies. Alternative development in the Lao People's Democratic Republic has contributed to the improvement of the livelihood of villagers by reducing dependence on opium production and consumption. The UNDCP Lao People's Democratic Republic Opium Survey 2002 estimated opium poppy cultivation at some 14,052 hectares, down 18.6 per cent from the 2001 estimate of 17,255 hectares, confirming the downward trend since 1998, when cultivation was estimated at 26,800 hectares. The decline mainly took place in the provinces targeted by the National Opium Elimination Strategy and where alternative development projects were operating. Data is being collected on farmers' income from alternative development activities.

21. In Viet Nam, the continued strict Government enforcement of the ban on poppy cultivation resulted in significant reductions in cultivation, but risks still exist that farmers will return to illicit opium planting owing to lack of alternative sources of income. In 2001, the area planted with opium poppy was 324 hectares, compared to 21,199 hectares in 1992. In 2002, UNDCP and the Government started the second phase of the Ky Son alternative development project. This village-based project will ensure sustainability of achievements in the first project phase and develop a replicable methodology for the establishment of alternative income-generating and drug demand reduction activities among opium-producing ethnic minority groups in Viet Nam. This is to be achieved through the strengthening of the capacity of national institutions responsible for delivering, among other things, health and sanitation services, together with community-based development planning.

C. Andean region

22. In the consolidated first biennial report, the Commission on Narcotic Drugs was informed about UNDCP assistance to Andean countries in the achievement of alternative development goals. Specifically, as regards the period from 1998 to 2001, UNDCP placed emphasis on generating agro-industries with proven markets, as well as producing cash and food crops, wood-pulp timber and livestock. The chief underlying concerns were to modernize existing farmers' organizations, promote competitive business practices, assist with the marketing of alternative development products and advocate for gender-sensitive planning and environmental protection.

Brief updates on alternative development projects in Bolivia, Colombia and Peru since 2001 are provided in paragraphs 27 to 30 below.

23. Bolivia has experienced a significant reduction of illicit coca cultivation, which fell from 26,000 hectares in 1998 to 7,900 hectares in 2001, the last year for which complete data are available. These figures are in addition to the 12,000 hectares of legal coca authorized under the law on the regime applicable to coca and controlled substances No. 1008 of 19 July 1988. The potential production of dry coca leaf has also fallen sharply, from 52,000 tons in 1998 to 20,200 tons in 2001. The decline of illicit coca production in Bolivia is attributable to the Government's integrated drug control strategy, which attaches importance to both law enforcement and alternative development measures, as stipulated in the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development.

24. In Peru, coca cultivation declined from 51,000 hectares in 1998 to 46,232 hectares in 2001, with a more significant reduction in the potential production of dry coca leaf from 95,600 tons in 1998 to 49,260 tons in 2001.

25. In Colombia, figures on the extent of coca cultivation after 1999 are not directly comparable with those for earlier years, owing to a change in the monitoring methodology. In 1999, the area under coca cultivation was estimated at 160,200 hectares, while cultivation in 1998, prior to the change in methodology, was estimated at 101,800 hectares. The underlying trend of continued and dramatic increase in the area under coca cultivation between 1991 and 2000 was broken in 2001, with estimated cultivation at 144,800 hectares, down 11 per cent from the 2000 estimate of 163,290 hectares. Potential production of dry coca leaf followed the same upward trend as coca cultivation from 1993 to 2000, and fell 11 per cent from an estimated 260,995 tons in 2000 to 236,035 tons in 2001. As regards opium poppy cultivation, there continued to be an estimated 6,500 hectares under cultivation in 2001. Colombia is on the brink of a reduction in illicit coca cultivation over the medium term, and the new Government is determined to implement an ambitious alternative development programme involving tens of thousands of farmers in forest management plans.

26. In the Andean region as a whole, coca cultivation increased 10 per cent between 1998 and 2001, whereas the potential production of dry coca leaf fell by 3 per cent during the same period. This was partly due to the increase in Colombia, which outweighed the decreases in Bolivia and Peru between 1998 and 2001. The measure of potential manufacture of cocaine remained virtually unchanged, at 825 tons in 1998 and 827 tons in 2001. Considering that abuse of cocaine and its derivatives has increased in Latin America and in other parts of the world, but levelled off in the United States of America, the absence of an increase in the potential manufacture of cocaine between 1998 and 2001 is encouraging. It is also important to stress the fact that both Bolivia and Peru have achieved important illicit crop reductions since the mid-1990s that deserve not only international recognition but also continued political and financial support from Member States to prevent the return of illicit drug crops.

27. Working together with the Government of Bolivia, UNDCP continued to pay particular attention to catalytic projects in forest management, agroforestry, vocational training and micro-enterprise development. As a result, over 2,000 farm

families currently receive technical support to manage their land under ecologically sound forest management plans and agroforestry systems. In the past, a considerable amount of the timber in Bolivia's Chapare region was logged illegally; today 68 per cent of the wood sold in the region is harvested in managed forests. An additional 2,362 families received management training for more productive and commercially viable agroforestry farms. Revolving funds were set up for 75 farmer associations and women's groups. A vocational training project reached 2,600 people, mostly youngsters. Training modules included business administration, entrepreneurial culture, computer skills and productive processes. UNDCP helped the Government set up 51 viable micro-enterprises involving more than 460 young people. The UNDCP alternative development programme in Bolivia is planned and implemented with the Government, and complements broader programmes funded by bilateral donors. UNDCP executes its projects in Bolivia jointly with the Food and Agriculture Organization and the International Labour Organization.

28. In Colombia, the armed conflict significantly reduced the activities of UNDCP projects during the year 2002. Nevertheless, 3,000 farm families belonging to eight farmers' organizations received UNDCP assistance in the production and marketing of alternative crops and livestock products. In 2002, a significant achievement related to UNDCP assistance to farmers in the marketing of their products through the successful brokering of agreements with several supermarket chains and private companies to sell organic coffee, palm heart, beans and milk. Equally important, agreements were signed with farmers for the voluntary reduction of illicit coca and opium poppy, as stipulated in the Action Plan emanating from the twentieth special session of the General Assembly.

29. In Peru, UNDCP-assisted alternative development projects reach 21 farmers' organizations in eight coca-growing areas, or 8,900 farm families. Working with the Government's alternative development office and complementing the activities of bilateral donors, UNDCP support includes agricultural extension and marketing services, as well as provision of agro-business equipment. The range of products promoted includes organic coffee, cacao, palm oil, palm heart, tropical fruits and livestock. UNDCP is also actively helping farmers in the marketing of their products and has brokered agreements with supermarket chains, fair trade organizations and several multinational food companies. More recently, UNDCP has been supporting Government pilot projects in forestry management and handicraft production.

30. In Bolivia, Colombia and Peru, UNDCP assisted in the establishment of national illicit crop cultivation monitoring systems, which are now fully operational. In Bolivia, the first coca-cropping map for the Yungas region was produced in 2002. Training courses were held in Bolivia in geographic information systems and application of remote sensing software. The courses targeted technical experts at the General Directorate for Agricultural Reconversion and at the Vice-Ministry for Alternative Development. In both Colombia and Peru, the illicit crop monitoring systems produced annual figures on illicit coca crops for 2001 using satellite imagery. The figures for 2002 will be out in early 2003. In both countries, UNDCP is supporting efforts to develop methodologies to detect opium poppy cultivation, as well as to measure illicit crop yields.

IV. Action by Governments on the eradication of illicit drug crops and on alternative development as reported in the biennial questionnaire for the second reporting cycle, in 2003

31. Responses for part VI of the biennial questionnaire, on the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, were submitted by 112 States for the second reporting cycle, more than double the number of responses received for the first reporting cycle. Africa provided 24 responses (21.4 per cent), the Americas 20 (17.9 per cent), Asia 32 (28.6 per cent), Europe 34 (30 per cent) and Oceania 2 (1.8 per cent).

32. Not all countries affected by illicit crop cultivation responded to the questionnaire. The most notable missing response was from Afghanistan. The absence of a response must be understood in the context of the situation prevailing in the country at the time. Countries affected by illicit cultivation of coca bush (Bolivia, Colombia and Peru) and opium poppy (Colombia, Lao People's Democratic Republic, Mexico, Myanmar, Pakistan and Thailand) reported on their alternative development programmes and other measures to reduce and eliminate illicit cultivation.

A. National plans or programmes including alternative development, eradication and other enforcement measures for the reduction and eventual elimination of the cultivation of illicit drug crops

33. Countries were asked whether they had national plans or programmes that included alternative development to reduce and eventually eliminate the illicit cultivation of narcotic crops, and, if so, to identify which crops the programmes covered. A total of 46 countries (41 per cent) reported having such national plans or programmes; 37 countries reported that their programmes or plans covered cannabis, 26 opium poppy and 10 coca bush. Many countries (53) reported not having such plans or programmes, noting that illicit crops were either not found or were small and/or were subject to eradication within their territories.

34. Over half of the responding countries (60, or 53.6 per cent) noted that their national plans or programmes included eradication or other enforcement measures targeting illicit cultivation of opium poppy (29 countries), coca bush (8 countries) and cannabis (48 countries). This represents a significant increase over the first reporting cycle, when 37 per cent (40 countries) replied affirmatively to the question. With the exception of the main countries affected by illicit cultivation of coca bush and opium poppy and illicit crop producing countries, the majority of countries had not adopted alternative development programmes. In the case of cannabis, only Brazil reported conducting some kind of alternative development, and one other Government indicated having sought support for such projects. Brazil had implemented an alternative development project covering an extensive area of two northern provinces, namely, Bahia and Pernambuco. The project benefited from low-cost financing from a regional bank to promote technological development, training and infrastructure for the sustainable development of a region involved in

the illicit cultivation of cannabis. Brazil also reported that illicit narcotic crops are eradicated by the federal police, and the land on which they are planted is confiscated for agrarian reform purposes.

35. A number of countries reported having comprehensive national drug strategies or plans. Australia, for example, reported that its National Drug Strategy was a nationally coordinated balanced approach aimed at reducing demand for and supply of drugs, and that one of the eight priorities of the Strategy was supply reduction, which included the disruption of supply of drugs entering the country and of the production and distribution of drugs within the country.

36. Many countries reported having established a national plan, commission or inter-ministerial office or committee, often headed by a senior government official and frequently located within the office of the President, the Vice-President, the Prime Minister or a senior minister, to oversee drug control activities. Azerbaijan indicated that its state commission included the participation of non-governmental organizations. In addition, some countries directly affected by illicit crop cultivation, such as Bolivia and Colombia, reported having established specific management arrangements for their alternative development programmes, which included instances of inter-departmental coordination. Bolivia reported that the Ministry of Agriculture, Livestock and Rural Development, through its Deputy Minister for Alternative Development, was responsible for implementing alternative development policies, and that implementing units had been set up to manage alternative development projects.

37. Mexico reported pursuing a policy of integrated rural development under its national drug control plan 2001-2006. The plan promoted alternative means of social and economic development in risk areas associated with supply and demand of narcotics, through social development programmes, infrastructure works and measures to introduce and support alternative income-generating activities for areas affected by illicit production of cannabis and opium poppy. The Government action included comprehensive measures aimed at the prevention of production, interception and eradication of illicit crops.

38. Ecuador and Venezuela reported eradicating the small amounts of coca bush cultivation occasionally found in their territories, and several countries indicated that the small amounts of illicit opium poppy and cannabis cultivation found in their territories were subject to eradication. Almost invariably these countries reported that the magnitude of the problem did not warrant alternative development initiatives.

B. International cooperation

39. A total of 30 Governments reported providing alternative development assistance on a bilateral, regional or multilateral basis, compared to 17 in the first reporting cycle. A total of 12 Governments reported receiving technical assistance for alternative development programmes and 15 for programmes to eradicate illicit cultivation of narcotic crops; the corresponding figures reported in the consolidated first biennial report were 7 and 9, respectively. Some countries specifically indicated providing assistance with alternative development programmes to eradicate illicit crops to neighbouring countries. China reported providing such

assistance to Myanmar and the Lao People's Democratic Republic. New cross-border initiatives had been launched. Botswana cooperated with Lesotho and Malawi on eradication activities, while Kenya did the same with Uganda. Lesotho, South Africa and Swaziland had initiated joint eradication programmes, and bilateral cooperation existed between Botswana, the United Republic of Tanzania and Zimbabwe. Brazil assisted Paraguay with eradication efforts, and Venezuela had entered into a bilateral cooperation agreement with Colombia on technical assistance for the establishment of preventive development programmes in areas of illicit cultivation along their border region.

40. A number of countries reported providing technical assistance resources on a bilateral and/or multilateral basis. Australia, Austria, Canada, Germany, Italy, Japan, the United States of America, the United Kingdom of Great Britain and Northern Ireland and the European Commission reported providing assistance to eradicate illicit narcotic crops and/or promote alternative development.

41. Some countries provided assistance within a regional context. Cape Verde provided such assistance in the context of the Economic Community of West African States (ECOWAS) Regional Plan of Action for the Control of Drugs in West Africa. Colombia shared its experience with countries of the Andean region through the framework of the Andean Committee for Alternative Development, and reported working with other countries on the launching of an action plan for analysing the problem of controlling illicit crop production and for tackling it on a regional basis through alternative development.

42. Austria provided bilateral alternative development assistance to Bolivia, and Germany to Bolivia, Lao People's Democratic Republic, Peru, Colombia, Thailand and Viet Nam, and, on a multilateral basis through UNDCP, to Afghanistan, Peru and Viet Nam. Within its wider assistance programmes, Germany supported capacity-building in police forces and the judicial systems and provided support and advice in the development of master plans and laws concerning illicit crop cultivation.

43. Italy provided voluntary contributions to UNDCP for alternative development projects in Afghanistan, Bolivia, Colombia, Lao People's Democratic Republic, Pakistan and Peru. Japan provided experts on alternative crops to Myanmar and financial assistance for the introduction of alternative development crops to Myanmar, Peru and Thailand. The United Kingdom reported contributing to alternative development projects in Peru and, previously, in Bolivia through UNDCP. Australia reported contributing to UNDCP alternative development projects in Asia.

44. The United States provided bilateral assistance to different countries, focusing primarily on eradication, crop control and alternative development in Bolivia, Colombia, Ecuador and Peru, but also in other countries in Latin America and Asia. It also provided funding through UNDCP for alternative development projects in Lao People's Democratic Republic, Myanmar and Pakistan.

45. Thailand reported providing technical and financial support for an alternative development project in Myanmar.

46. The European Commission reported assisting countries in the field of alternative development. It supported projects in Bolivia, Colombia and Peru, financed a project in Morocco for the substitution of cannabis cultivation and had,

in the past, financed similar projects in Lao People's Democratic Republic and Thailand for the substitution of opium poppy cultivation.

C. Financing and fund-raising for programmes for alternative development and eradication of illicit drug crops

47. A number of countries, particularly those most affected by illicit crop cultivation, reported increased fund-raising for alternative development programmes. Bolivia reported on bilateral and multilateral meetings conducted to analyse financial goals and requirements for combating drugs, progress made in meeting goals and the signing of bilateral and multilateral cooperation agreements. Bolivia and Peru reported receiving assistance from the Government of the United States to finance their alternative development and illicit crop eradication programmes. Bolivia reported that 18 per cent of the resources allocated to its eradication and alternative development programmes was derived from national sources, 70 per cent from bilateral sources and 12 per cent from multilateral sources. Colombia reported that 14.5 per cent of its alternative development programme was funded from national sources, 62.9 per cent from bilateral sources and 22.6 per cent from multilateral sources.

48. The majority of other countries undertaking alternative development and/or eradication programmes indicated that these activities were entirely funded from their own national resources. Fifteen Governments reported negotiating financial assistance for alternative development and eradication with international financial institutions and/or regional development banks, while eight other Governments indicated having received support from such institutions. Colombia reported it had negotiated a loan for its National Alternative Development Plan from the Inter-American Development Bank.

D. Institution-building, community support and other considerations taken into account in programmes for alternative development and eradication of illicit drug crops

49. Thirty-five States reported possessing the expertise required to implement alternative development programmes. Programmes for alternative development and eradication of illicit drug crops require a complementary mix of institution building and community development activities. Thus, 18 Governments supported the establishment of community organizations, 20 provided training for and 17 funded such organizations, and 10 reported undertaking other supportive measures, representing an approximately 70 per cent increase over the number of countries reporting such actions in the first reporting cycle. A number of countries reported a range of other measures, from financing short-, medium- and long-term production, rural infrastructure and technology transfer projects, to projects to support the cultural and organizational development of indigenous peoples, rehabilitate and protect environmentally fragile areas and strengthen local government institutions.

50. Many countries (27) reported that their alternative development programmes took into consideration participatory approaches, gender issues (21), the poorest and most vulnerable population groups (26), environmental concerns (25), measures to

reduce illicit drug demand (22), and traditional medical practices (11). Colombia, for example, stated that its alternative development programmes were closely coordinated with local governments and regional environmental authorities, and that its Illicit Crop Eradication Programme stipulated that its implementation must have minimum adverse social and environmental impact. Thus, the number of countries considering such aspects in their programmes more than doubled as compared to the first reporting cycle.

51. Many Governments (43) reported financial constraints as the most frequent problem in the implementation of alternative development programmes. The lack of supporting structures to deliver assistance was mentioned by 26 Governments, coordination problems by 17 and lack of technical expertise by 16, as other elements constraining the implementation of alternative development programmes.

E. Monitoring of programmes for alternative development and eradication of illicit drug crops, and information sharing

52. Governments used a variety of methods to monitor illicit cultivation. In 53 countries ground surveys were used to monitor illicit crop cultivation, 22 used aerial photography, 7 satellite imagery and 10 used other methods, such as intelligence information.

53. Governments were asked whether they possessed systems to monitor and evaluate the qualitative and quantitative impact of programmes for alternative development and eradication of illicit crops. While 24 States replied that they possessed such systems, 51, or double the number under the first reporting cycle, responded having none. Of the 34 States providing explanations regarding the reasons for the absence of such systems, 19 identified the lack of financial resources and/or expertise as the main obstacle to the development and implementation of monitoring and evaluation systems. The Central African Republic reported that the absence of a relevant legislative framework before 18 July 2001 prevented the development of such mechanisms. From the responses, it is clear that the international community may need to identify ways and means of providing technical assistance in this area.

54. Some countries reported that they had developed comprehensive monitoring systems. Colombia, for example, used the Integrated Monitoring System of Illicit Cultivation to identify and quantify illicit cultivation. The System assessed, among other things, crop displacement, areas planted with various crops and changes thereto, using comprehensive indicators to assess the implementation, effectiveness and impact of alternative development and eradication activities. The System was used for decision-making and strategy development for tackling illicit crop cultivation. The Russian Federation reported that it had developed programmes for aerial and satellite monitoring of illicit crops and had conducted performance trials using on-board aerial reconnaissance in regions affected by illicit crop cultivation. These programmes and accompanying eradication operations were of an ongoing nature. Mexico reported that it had implemented monitoring and evaluation mechanisms, which were reported in its Uniform Statistical System for Drug Control. The System included information on amounts of opium poppy and cannabis

seized and eradicated, as well as impact information from its comprehensive rural development programmes.

55. Some Governments provided information on the indicators used in their monitoring and evaluation systems. Thailand reported using as indicators of the impact of its programmes the efforts made by farmers growing illicit crops to avoid eradication through multiple cropping, interspersing licit with illicit crops and planting in isolated fields, as well as attempts to increase opium yields by applying advanced agricultural techniques.

56. Governments of 55 countries reported sharing such information with national, regional and international organizations. Some countries had made special efforts to share and promote the sharing of information on alternative development. Germany had actively promoted and engaged in the exchange of knowledge and experiences on alternative development and had organized, jointly with UNDCP, the International Conference on the Role of Alternative Development in Drug Control and Development Cooperation, which was held in Feldafing, Germany, from 8 to 12 January 2002. Germany also reported that monitoring and evaluation was an integral part of its technical and financial assistance. It reported that indicators used in alternative development projects were similar to those used in rural development projects and those used to measure progress in living conditions, institutional set-up and environmental impact. The reduction of illicit crops and the dependency of people on illicit crop production were also measured, and gender issues were considered within all indicators.

57. Thirty-three countries reported assessing the impact of their enforcement and alternative development measures on a regular or ongoing basis. A number of Governments reported enacting legislation to control illicit cultivation through law enforcement measures and to complement alternative development programmes. Bolivia, for example, reported that special joint task forces and police forces were responsible for eradication of illicit crops. One country reported that land devoted to the illicit cultivation of narcotic crops was subject to confiscation and redistribution for agrarian reform and occupation by indigent families, while a number indicated that crops seized were destroyed and the land on which they were found was subject to expropriation. Many countries reported conducting regular and/or ongoing campaigns for surveillance, crop eradication and suppression of illicit traffic, as complementary activities.

58. To complement alternative development and law enforcement activities, Myanmar conducted an information campaign and distributed seeds of alternative crops among poppy growers ahead of the 2002 planting season. It reported that poppy seeds and capsules weighing over 120 tons were voluntarily surrendered and destroyed by the authorities.

F. Improving the economic framework for alternative development

59. A number of responses were provided on planned or current activities designed to improve the economic framework for alternative development. Bolivia provided marketing assistance to alternative development producers and exporters, and participated, with other Andean countries, in negotiations with the European Union and the United States on preferential tariffs and opening of common markets.

In the context of the above-mentioned project, Brazil promoted technical meetings to make the community aware of opportunities for sustainable alternative development, arranged trade fairs and established agro-technical schools.

60. Colombia and Mexico reported supporting communities, *inter alia*, by providing capital to promote the establishment of licit productive activities in areas affected by illicit crops in order to generate employment opportunities and improve living conditions. Colombia also promoted technology transfer and provided support for the establishment and strengthening of producer organizations in areas covered by the National Alternative Development Plan. As part of the Plan, a policy was being developed to institutionalize alternative development as a State policy, broadening its scope, establishing permanent mechanisms for inter-institutional coordination and increasing management flexibility and the financing tools available. An inventory of alternative development products was being compiled to promote export business and a promotional tour on alternative development products was planned.

61. Myanmar reported promoting action in the field of marketing, while Thailand reported promoting production of agricultural products with a high market demand, such as fruit trees, vegetables, coffee and flowers, the raising of livestock and production of handicrafts.

V. Conclusions and recommendations

62. The key countries affected by illicit cultivation of opium poppy and coca bush require additional and sustained financial and technical support from the international community in order to meet goals for the elimination of illicit crops set at the twentieth special session.

63. The international community must redouble its efforts to mainstream drug control concerns, in relation to the elimination of illicit crops and the implementation of alternative development programmes, into the programmes and development assistance frameworks of multilateral and regional development agencies and financial institutions.

64. Further efforts are required, in particular among countries with expertise in implementing alternative development programmes, to document, disseminate and promote the exchange of experience, best practices and lessons learned.

65. The international community and countries affected by illicit crop cultivation may need to pay greater attention to the implementation of measures designed to prevent the replanting of illicit crops. This may be of particular relevance in connection with activities designed to prevent the planting of opium poppy prior to the annual planting seasons.

66. Alternative development interventions must be sustained and continued over extended periods of time. There are no quick fixes. The successful long-term elimination of illicit crops must be followed by sustained socio-economic development interventions to prevent the re-emergence and/or displacement of illicit crops.

67. Further work is required to build and strengthen national crop-monitoring capabilities, in particular in Afghanistan and Bolivia. Similarly, methodological aspects of the UNDCP-supported crop-monitoring surveys require ongoing development.

68. Alternative development interventions must be well targeted. Particular efforts should be made to assess and select areas that present the potential for successful alternative development interventions. Areas not presenting such potential should not be the target of alternative development.

69. Bearing in mind the call in the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E, para. 18 (f)) for observance of environmental sustainability criteria, taking into account the objectives of Agenda 21,² the success of recent alternative development interventions in the field of forest management and agroforestry in this regard should be taken into consideration in alternative development programmes in areas of illicit crop cultivation.

70. Alternative development programmes must be implemented within a clear legal framework and complemented by law enforcement and eradication programmes, where appropriate.

71. The international community should consider providing further technical and financial assistance for the development and establishment of systems to monitor and assess the qualitative and quantitative impact of programmes for alternative development and eradication of illicit crops.

72. The Commission may wish to consider further revising part VI of the biennial report questionnaire to provide a more direct linkage between the questions and the goals set by the General Assembly at its twentieth special session and to enhance the ability of the Commission to track progress over time toward meeting those goals.

Notes

¹ Figures for 2002 are not yet available.

² *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.