The Paris Pact Initiative

Evaluating the achievements:
From Partnership to Policy, to Action

Discussion Paper

January 2011
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1. The Challenge

Despite the continued growth in commitment and ambition of the Paris Pact partners, the problem of opiate trafficking from Afghanistan continues to worsen. Since 2003, Afghanistan has overtaken Myanmar as the poppy cultivating country in the world, and from 2006 to 2009 production was at levels fifty per cent higher than when the Paris Pact Initiative began in 2003. Opium production in Afghanistan has been on the rise since the downfall of the Taliban in 2001. Based on UNODC data, there has been more opium poppy cultivation in each of growing seasons since 2004 than in any single year during Taliban rule. Though concentrated in fewer provinces, since 2007 more land is used for opium in Afghanistan than for cocoa cultivation in Latin America. In 2009, 89% of the opiates on the world market originated in Afghanistan. This amounts to an export value of about $64 billion, with a quarter being earned by opium farmers and the rest going to district officials, insurgents, warlords and drug traffickers. Afghan traffickers are estimated to have earned US$ 1.4 billion gross from opium exports in 2008 alone. The total gross income from exporting opiates to neighbouring countries was estimated at US$3.44 billion.

Trafficking in heroin ($65b/y) West/Central-Asia, the Balkans, East Asia

The social and human impact of the drug trade should also not be ignored. Afghan opium kills 100,000 people every year, worldwide. For example, the number of addicts in the Russian Federation has multiplied tenfold in the last ten years – the country is consuming a staggering 75-80 tons of Afghan heroin per year. Despite major efforts to cope with drug trafficking, the Islamic Republic of Iran is swamped by Afghan opium: with its estimated 1 million opiate users, Iran faces one of the world’s most serious opiate additions. The Iranian fight against drug trafficking has so far claimed 3,600 lives and caused the disability of 12,000. Central Asia, which in 2003, was only a conduit for Afghan heroin is now a major consumer – a habit that is resulting in an HIV epidemic caused by injecting drug use.

Bleak though these figures may seem, there are some encouraging trends that have resulted from the Paris Pact Initiative.

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1 UNODC, Afghanistan Opium Survey, December 2010, pp.25 & 27
2 UNODC, World Drug Report 2010, P. 20
3 UNODC Rainbow Strategy Orange Paper: Financial Flows linked to the Illicit Production and Trafficking of Afghan Opiates
4 Presentation by the I.R. of Iran at the latest Expert Round Table on Afghanistan and neighbouring countries, Vienna, October 2010
5 UNODC Addiction, Crime and Insurgency: The Transnational Threat of Afghan Opium, October 2009
2. Objective and Scope

The objective of this paper is to undertake a rapid desk review of the major achievements of the Paris Pact since its inception in 2003. The report has been developed by the Paris Pact Secretariat based upon existing knowledge and documentation and through utilising the networks and expertise of the National Strategic Analysts. This paper is not intended to be a comprehensive evaluation of the Paris Pact, nor is it attempting to capture unilateral or bilateral initiatives by the Paris Pact Partners. Instead, the paper is taking a catalytic function, to provide a basis for debate in the preparations for a potential Third Ministerial Conference of the Paris Pact partners.

In terms of scope, the paper examines two distinct areas: firstly, the role of the Paris Pact secretariat as providing the infrastructure for the Consultative Mechanism and as such making discussion possible; and secondly highlights the major operational activities that were implemented as a result of the Consultative Mechanism. The latter part of the review looks specifically at the set of recommendations that emanated from the 2nd Ministerial Meeting in Moscow, as recorded in the official statement of recommendations and attached as an Annex.

The structure of the report is thus to first give an overview of the Paris Pact project and its development, and second explore in some detail the recommendations of the 2nd Ministerial Meeting of the Paris Pact which provide the latest assessment at the executive level.

3. Background

The Paris Pact Initiative (PPI) represents a determined attempt by the international community to tackle the threat posed by the illicit production of opium in Afghanistan, in a spirit of partnership and cooperation.

In May 2003, at a Ministerial Conference on Drug Routes from Central Asia to Europe, hosted in Paris by the French Government, more than 55 Countries and international organisations subscribed to the principle of shared responsibility in the fight against opiates trafficking from Afghanistan. This meeting provided a unique opportunity for the international community to establish a comprehensive, balanced and coordinated response to the serious threat posed by the trafficking of opiates from Afghanistan. The statement issued at the end of this meeting created a pact – The Paris Pact – in which Ministers agreed, inter alia, “to combine their wills and their countries’ efforts to step up national capabilities, develop regional partnerships and hence tackle all the aspects of this problem. This is an international security imperative.”

It was clear from the statement made at the conclusion of the Paris ministerial meeting that the scope of the Paris Pact Initiative extends far beyond the involvement of UNODC and would require active collaboration and commitment from a wide range of both bilateral and multilateral actors. UNODC

“to combine their wills and their countries’ efforts to step up national capabilities, develop regional partnerships and hence tackle all the aspects of this problem. This is an international security imperative.”

Paris Pact Declaration, 2003

Documentation used for the preparation of this paper: Project Document Paris Pact Phase I (GLOI05); External Evaluation Report of GLOI05; Project Progress Reports of GLOI05 and GLOJ33; Project Document Paris Pact Phase II (GLOJ33); External Evaluation Report of GLOJ33; Project Document Paris Pact Phase III (GLOK31).
was the body appointed *primus inter pares* (first among equals) to serve as the primary focal point and driver for the Paris Pact Initiative.

UNODC launched the Paris Pact Initiative Phase I, in September 2004. This first phase was principally a regional coordination programme for countries affected by Afghan heroin trafficking, and concentrated principally on strengthening border controls, continuing to develop regional cooperation, and on activities within the field of Counter Narcotics Enforcement (CNE) including legal reform and institutional frameworks.

In June 2006, the Government of the Russian Federation hosted a second *Ministerial Conference on Drug Trafficking Routes from Afghanistan* in Moscow. At this meeting, participants expressed support for the continuation and further enhancement of the initiative, agreeing to work towards three specific outcomes: (i) to positively impact on border control and law enforcement in priority countries and problem areas along the Afghan opiate trafficking routes; (ii) to positively impact on demand reduction interventions in priority countries and areas along the Afghan opiate trafficking routes and; (iii) to improve information sharing on, and effectiveness of and maximise the efficiency of counter-narcotics technical assistance in key countries along the Afghan opiates trafficking routes.

As a response, Phase II of the Paris Pact was launched shortly following the Ministerial meeting, taking these objectives as its primary programmatic areas.

The Paris Pact Initiative entered Phase III in June 2010. Phase III built on the achievements of Phases I and II, to deliver more focused evidence for action, identify and recommend targeted interventions for mitigating the trafficking and consumption of Afghan opiates, enhance further the coordination of technical assistance and cross reference Paris Pact activities with those of the UNODC Rainbow Strategy and other related initiatives.

### 4. First Ministerial Conference in Paris and major achievements under Phase I of the Paris Pact Initiative

Phase I of the Paris Pact Initiative began in September 2004, with a UNODC project that was designed to answer to two very specific requests made at the first Ministerial Conference, which are detailed in paragraph 2.5 of the Pact: “The pilot role of the UNODC in the fight against illicit drugs and drug addiction should be reinforced. Better synergy between the various initiatives is indispensable, and UNODC should ensure the consistency of the policies implemented. In particular, it appears desirable that the actions undertaken in particular by the UNODC, the European Union and the OSCE aimed at Eastern Europe, the Caucasus, the CIS and South West Asia should mutually complement and reinforce one another. In order to avoid duplicate projects, it appears necessary to reactivate a “clearing house” mechanism grouping together all technical assistance projects for the countries concerned that are part of UNODC’s mandate. The UNODC should in particular encourage States to harmonise their legislation to facilitate simultaneous action in several countries and mutual legal assistance. The UNODC’s initiative to create a regional co-operation structure between the Central Asian countries should be supported.”

It was on the basis of this statement that UNODC developed a programme of work for Phase I that integrated the functions of previous UNODC activities in the region, and laid out a three-pronged strategy: (i) Strengthening of border controls in West and Central Asia; (ii) Setting up of legal and institutional frameworks related to drug trafficking in key countries; (iii) Improving regional cooperation in West and Central Asia and among European countries. In order to make headway into this ambitious goal, given a short time frame (30 months) and limited funding ($1.144 mill), the UNODC project initiated two activities:
(a) the establishment and support of an effective consultative mechanism; and
(b) the establishment and support of a computerised Automated Donor Assistance Mechanism (ADAM).

The Consultative Mechanism: The Paris Pact Initiative facilitates periodical consultations and strategic thinking at the expert and policy levels between partners. Two to three Expert Round Table meetings take place annually bringing together counter narcotics practitioners from partner countries and organizations. Under Phase I of the project, eight meetings were held, where participants analyzed drug trends, identified counter narcotics strengths and weaknesses, developed and coordinated action plans for specific countries, regions or areas of intervention. In addition, senior-level policy makers meet in Vienna every year to review, endorse and set in motion expert recommendations, as well as to decide on joint priorities for the following year.

<table>
<thead>
<tr>
<th>Date</th>
<th>Venue</th>
<th>Principal Theme</th>
</tr>
</thead>
<tbody>
<tr>
<td>17 September 2003</td>
<td>UNODC Vienna</td>
<td>● Balkan Route</td>
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<tr>
<td>15 October 2003</td>
<td>WCO Brussels</td>
<td>● Control over transit trafficking</td>
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<tr>
<td></td>
<td></td>
<td>● Islamic Republic of Iran</td>
</tr>
<tr>
<td>21 November 2003</td>
<td>Rome</td>
<td>● 1st Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>27-28 April 2004</td>
<td>Tashkent</td>
<td>● Central Asian Border Control</td>
</tr>
<tr>
<td></td>
<td></td>
<td>● Information Sharing and Cooperation</td>
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<tr>
<td>24-25 June 2004</td>
<td>Moscow</td>
<td>● Illicit Trafficking in Afghan Opiates through the Russian Federation</td>
</tr>
<tr>
<td>12 October 2004</td>
<td>Vienna</td>
<td>● 2nd Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>21-22 March 2005</td>
<td>Islamabad</td>
<td>● Islamic Republic of Pakistan</td>
</tr>
<tr>
<td>13-14 September 2005</td>
<td>Tehran</td>
<td>● Islamic Republic of Iran</td>
</tr>
<tr>
<td>3-4 October 2005</td>
<td>Istanbul</td>
<td>● South-Eastern Europe</td>
</tr>
<tr>
<td>2 December 2005</td>
<td>Vienna</td>
<td>● 3rd Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>10-11 April 2006</td>
<td>Dushanbe</td>
<td>● Cross-Border Cooperation between Afghanistan and its neighbours</td>
</tr>
<tr>
<td>22-23 May 2006</td>
<td>Doha</td>
<td>● States of the Gulf Cooperation Council</td>
</tr>
<tr>
<td>27 November 2006</td>
<td>Vienna</td>
<td>● 4th Policy Consultative Group Meeting</td>
</tr>
</tbody>
</table>

The Round Tables matured and developed over the 30 months of Phase I. With experience, a more focused agenda and greater trust and commitment of participating countries, issues began to be explored in greater depth, with better sharing of information and an increasing level of operational focus. As an example, prior to the Round table for the Islamic Republic of Iran in September 2005, a joint assessment mission on border control was conducted, as was recommended in the preceding PCGM meeting in October 2004. The comprehensive report of the mission was presented to the Round Table and the recommendations were frankly discussed and next steps were agreed upon.

The Consultative Group mechanism clearly contributed to the building of trust between the partners, and developed the ability to share information in a collaborative and non-confrontational way, which in turn allowed countries to develop and revise their national drug control strategies based on the shared experience of other participants. This unquestionably was an important factor in creating a common platform for joint action.

The Automated Donor Assistance Mechanism (ADAM): The development of ADAM as an electronic, internet based, clearing house mechanism has been a key element of the Paris Pact Initiative to date. It was conceived and created entirely during Phase I, and was managed by the ADAM Coordinator working out of the UNODC Regional Project Office for South Eastern Europe (RPOSEE) based in Sofia, Bulgaria. Initially ADAM focused predominantly on collecting information on law enforcement projects in Phase I, which was seen as an unnecessary limitation by some Paris Pact
partners. The independent evaluation undertaken at the end of Phase I concluded on ADAM that while ADAM was a well-designed and impressive system, which could have a significant impact on the coordinated provision of assistance, the level of commitment to ADAM by partners was lacking. Participation and sharing of information in ADAM was seen as optional, and thus the full benefits of this system as a coordination mechanism were not realised. UNODC was encouraged to raise awareness of ADAM amongst partners, and to encourage their active usage of the system.\(^7\)

**From Phase I to Phase II:** The principal outcome of Phase I of the Paris Pact Initiative was a clear acceptance of shared responsibility amongst participant countries and organisations, coupled with an acknowledgement of the coordinating role of UNODC. At the end of the two and a half year UNODC project, there was clear evidence of a greater willingness for countries to acknowledge weaknesses in their own controls and procedures, and to seek guidance from others. The Paris Pact had also called for an increase in bilateral and multilateral projects and assistance – while this was also realised in the period covered by Phase I, it is hard to credit the Paris Pact alone with this. However, it is clear that the Consultative Group mechanism was a key factor that was mentioned frequently by both donor and beneficiary countries, and that the partnership approach which the Paris Pact Initiative embodied in Phase I facilitated a more coordinated framework of response.

### 5. Second Ministerial Conference and Major Achievements under Phase II and III of the Paris Pact Initiative

To continue the momentum and further the goals of the Paris Pact Initiative, in June 2006 the Russian Federation organised the second Ministerial Conference on Drug Trafficking Routes from Afghanistan. On that occasion, the participants expressed support for the continuation, further enhancement and broadening the scope of the Initiative. In particular, there was a noticeable shift in the language of the Paris Pact, away from policy and information sharing, towards a more action-orientated coordinated approach.\(^8\)

In response, UNODC developed a second project for the Paris Pact Initiative Phase II, which built upon the recommendations and lessons learned from the first phase of the project, particularly as a result of its evaluation and subsequent consultations held with Paris Pact partners. The second phase outlined six priority objectives:

- (i) Improving the operational focus of the Consultative mechanisms;
- (ii) Ensuring a more efficient and effective follow-up to the Paris Pact recommendations;
- (iii) Ensuring wider use and sustainability of ADAM;
- (iv) Advocating a balanced approach to drug issues;
- (v) Fostering partnerships with relevant sub-regional, regional and international actors; and
- (vi) Strengthening counter narcotics analytical capacity.

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\(^8\) UN Security Council Resolution 1917 (March 2010) Calls upon States to strengthen international and regional cooperation to counter the threat to the international community posed by the illicit production, trafficking, and consumption of drugs originating in Afghanistan, in accordance with the principle of common and shared responsibility including through strengthening the law enforcement capacity in drug control and cooperation for the fight against the illicit trafficking in drugs and precursor chemicals and against money-laundering and corruption linked to such trafficking, taking into account the outcome of the Second Ministerial Conference on Drug Trafficking Routes from Afghanistan organized by the Government of the Russian Federation in cooperation with the United Nations Office on Drugs and Crime held in Moscow in 2006 (S/2006/598), within the framework of the Paris Pact initiative and its “Paris-Moscow” process, and, in this regard, calls for full implementation of its resolution 1817 (2008) calling upon Paris Pact partners to further promote international and regional initiatives.
There was also a subtle shift in the overall description of the project goals from “the Countries Affected by Afghan Heroin Trafficking” in Phase I, to “A partnership to counter traffic in and consumption of Afghan opiates” in the second phase. This shift allowed the Paris Pact Initiative to respond to the issues of drug demand reduction, as well as just to the law enforcement challenges related to trafficking.

**Consultative Mechanism:** The following Expert Round Tables (ERTs) were held in Phase II:

<table>
<thead>
<tr>
<th>Date</th>
<th>Venue</th>
<th>Principal Theme</th>
</tr>
</thead>
<tbody>
<tr>
<td>29-30 May 2007</td>
<td>Vienna</td>
<td>Precursors used in heroin manufacture</td>
</tr>
<tr>
<td>17-19 September 2007</td>
<td>Turkmenbashi</td>
<td>Caspian Sea and Caucasian Region</td>
</tr>
<tr>
<td>31 October – 1 November 2007</td>
<td>Kabul</td>
<td>Afghanistan and neighbouring countries</td>
</tr>
<tr>
<td>3-4 December 2007</td>
<td>Vienna</td>
<td>5th Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>9-11 July 2008</td>
<td>Bucharest</td>
<td>Black Sea region</td>
</tr>
<tr>
<td>22-24 September 2008</td>
<td>Nairobi</td>
<td>Eastern Africa</td>
</tr>
<tr>
<td>6-7 November 2008</td>
<td>Vienna</td>
<td>Financial Flows</td>
</tr>
<tr>
<td>15-16 December 2008</td>
<td>Vienna</td>
<td>6th Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>22-23 October 2009</td>
<td>Paris</td>
<td>Western Europe</td>
</tr>
<tr>
<td>26-27 November 2009</td>
<td>Vienna</td>
<td>7th Policy Consultative Group Meeting</td>
</tr>
<tr>
<td>9 March 2010</td>
<td>Vienna</td>
<td>Reconvened 7th Policy Consultative Group Meeting</td>
</tr>
</tbody>
</table>

The successful staging of these meetings, the high attendance and the practical and operational lists of recommendations that emanated from the various meetings suggest a strong commitment by all Paris Pact partners to collaboration and cooperation.⁹

**The Automated Donor Assistance Mechanism (ADAM):** It was under Phase II that the ADAM system reached its full capacity and functionality. Development was relocated from Sofia to Vienna, and underwent significant upgrades to improve its user-friendliness and reliability, based upon feedback by the Paris Pact partners, and access to ADAM was widened to include a broader user community. Despite ADAM having been successfully established and functioning robustly, the “clearing house” function that was envisaged never fully materialised. The NSA network contributed to its population with data, but it is lightly used by the Paris Pact partners. UNODC has since spun off the ADAM tool as a broader mechanism in other regions.

**The National Strategic Analyst Network (NSAs):** In addition to broadening its reach by encompassing demand reduction, Phase II also significantly increased the Data and Analysis capacity of the Paris Pact Initiative through the recruitment of a network of National Strategic Analysts (NSAs). Eight analysts in total were funded by the PPI to work in tandem with the UNODC Field Offices to ensure that a complete picture of opiate trafficking is available, and to ensure that the policy decisions of the Consultative Group are based upon sound and up to date information. The eight NSAs were located as follows:

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⁹ All expert recommendations of Paris Pact Phases II and III can be found on ADAM: www.paris-pact.net.
The NSAs have played a pivotal role in building the status and achievements of the Paris Pact Initiative beyond a policy forum. They have also been a key part in respect to gathering data on projects and technical assistance by all partners in their respective countries, thereby contributing to the clearing house coordination function envisaged in the original Pact. The NSAs have taken the lead in inputting activities into the ADAM database, which has greatly increased its utility. The NSAs have forged effective links with governments and Law Enforcement Agencies (LEAs) and have ensured that contributions to the UNODC Annual Report questionnaire and the Crime Trends Surveys are submitted as required, which has, in turn, developed a significant body of knowledge relating to Afghan opiate trafficking and usage.

During Phase II, UNODC developed the “Rainbow Strategy” which is an umbrella framework to facilitate the implementation of priority actions identified at the Paris Pact Expert Round Tables. This strategy consists of several operational plans. Each plan addresses key targets, allowing for constructive engagement with prime regional actors, facilitating and supplementing interventions from national governments and other Paris Pact partners. The Rainbow Strategy action papers have been proposed during the following Expert Round Tables and endorsed at the Policy Consultative Group Meetings of 2007 and 2008 as follows:

<table>
<thead>
<tr>
<th>Colour</th>
<th>Paper</th>
<th>Dates of Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orange</td>
<td>Financial Flows linked to Afghan opiates production and trafficking</td>
<td>Background paper produced in October 2008 in preparation to ERT on Financial flows, Vienna, November 2008; working group on Orange paper set up in April 2008.</td>
</tr>
<tr>
<td>Yellow</td>
<td>Securing Central Asia’s borders with Afghanistan</td>
<td>Developed August 2007, revised in November 2008; first ERT on Central Asia, Tashkent, April 2004, where the concept of CARICC was introduced.</td>
</tr>
<tr>
<td>Green</td>
<td>Afghanistan, Islamic Republic of Iran and Pakistan: Border Management Cooperation in Drug Control</td>
<td>Launched at first Ministerial Meeting by the Triangular Initiative, Vienna, June 2007; related ERTs: on Iran, Brussels, October 2003; on Pakistan, Islamabad, March 2005; on Iran, Tehran, September 2005; on Afghanistan and Neighbouring Countries Dushanbe, April 2006.</td>
</tr>
<tr>
<td>Blue</td>
<td>Afghanistan’s Opium Poppy Free Road Map and Provincial Profiles</td>
<td>First version June 2008; revised November 2008 and February 2010</td>
</tr>
</tbody>
</table>
From Phase II to Phase III: The independent evaluation of Phase II noted that this Phase of the Paris Pact Initiative was highly significant in cementing both the policy framework of the PPI, but also taking a significant breakthrough step towards coordinated action by the partners. Phase III of the Paris Pact Initiative which began in 2010, was largely as a continuation of Phase II in this regard. It responded directly to the major recommendations of the evaluation, by ensuring better follow-up on expert recommendations made in the ERTs by introducing a new functionality on ADAM and generally widening the use of ADAM to include documentation on all Paris Pact events, thereby increasing transparency and open dialogue. The initial reaction of the partners to the new format of the thematically focused Expert Working Group, as recommended by the external evaluation, was very well received.

Phase III further expanded the NSA network by including two additional NSA posts in the Balkans, one located in the UNODC Project Office in Belgrade, Serbia, and the other one in the UNDP Office in Skopje, FYR of Macedonia.

<table>
<thead>
<tr>
<th>Date</th>
<th>Location</th>
<th>Subject</th>
</tr>
</thead>
<tbody>
<tr>
<td>14-15 July 2010</td>
<td>Almaty</td>
<td>Expert Round Table on Central Asia</td>
</tr>
<tr>
<td>7-8 October 2010</td>
<td>Vienna</td>
<td>Expert Round Table on Afghanistan and Neighbouring Countries</td>
</tr>
<tr>
<td>8-9 November 2010</td>
<td>Paris</td>
<td>Expert Working Group on Precursors</td>
</tr>
<tr>
<td><strong>22-23 November 2010</strong></td>
<td>Vienna</td>
<td><strong>8th Policy Consultative Group Meeting</strong></td>
</tr>
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</table>

Map showing location of the NSA network of Phase III
Following the second Ministerial Conference on Drug Trafficking Routes from Afghanistan “Paris 2 – Moscow 1”, which was held on 28 June 2006, the participants in the Ministerial Session reiterated the commitment made in Paris. In particular, the Ministerial endorsed a set of recommendations along three lines:

1. Border Control, Drugs and Precursors Trafficking;
2. Regional and International Cooperation;
3. Health and Social Issues

The recommendations made in the Moscow Ministerial capture the core intentions of the Paris Pact Partners and set the general direction for the work of the Initiative in Phase II and III. In many cases, the implementation of these recommendations required further consultations by the partners, either within the framework of successive Expert Round Tables, or through the vehicle of the thematic papers of the Rainbow Strategy. Thus, when preparing this review, the response has been to the “spirit” of the recommendation, rather than the precise wording as given. In order to show the relationship, reference has been given to the original numbering as provided in the document. A verbatim list of the recommendations has been provided as an Annex.

1. Border Control, Drugs and Precursor Trafficking:

The vulnerability of borders is a major component of combating the opiate trafficking problem both through the transit states and consuming countries, as well as source countries. It was this issue around which the Paris Pact partners originally convened. The recommendations were intended to introduce measures that would ensure effective border control given limited resources through the promotion of a focused, intelligence-led approach.

1.1 Border Control

Recommendation 1: Countries should consider further strengthening the Foreign Anti-Narcotics Community (FANC). In this respect, the posting of liaison officers in border regions, not only in capitals, could prove particularly effective.

The deployment of international liaison officers was particularly noted as an effective strategy. The FANC has remained an informal group of Member States, with flexible membership and limited secretariat functions underpinning and coordinating it. The exact role of the FANC is not clear at this time, but taking the spirit of the recommendation to be the ongoing deployment of liaison officers, the current status is that a number of Paris Pact partners have withdrawn their country specific liaison officers, replacing them with regional coordinators typically based in Almaty, Islamabad or Moscow. Policing affairs are frequently covered by members of embassy staff, without a dedicated liaison. As far as UNODC is aware, there have been no postings of liaison officers specifically to border regions, apart from the Tajik DCA, who have some officers posted in the northern provinces of Afghanistan, but they are not considered to be FANC members.
Recommendation 3: With regard to the traffic in precursor chemicals used for the production of heroin, both in the drug transit countries and in Afghanistan, there was a need to encourage a systematic exchange of information on diversion of precursors into illicit channels. This could include targeting of specific declared consignments based on risk analysis, exchange of intelligence information, launching backtracking investigations in the event of seizures, conducting controlled deliveries.

This recommendation notes that in regards to the precursor chemicals used for the production of heroin, both in the drug transit countries and in Afghanistan, there was a need to encourage a systematic exchange of information on diversion of precursors into illicit channels. On the law enforcement aspect, the response to this challenge triggered one of the most widely recognized successes of the Paris Pact, Operation TARCET. Operation TARCET (Phase I and II) were launched in 2008 and 2009 respectively as time-bound operations targeting acetic anhydride (AA) with the participation of the I.Rs. of Afghanistan, Pakistan, and Iran, Kazakhstan, Tajikistan, China, Uzbekistan, Turkmenistan, Kyrgyzstan, India and the United Arab Emirates. These operations involved the active collaboration of several Paris Pact partners which provided mentorship (during Phase I) and training (to support Phase II).

Operations TARCET I and II proved to be an effective tool to identify and intercept smuggled consignments\(^10\) and to conduct intelligence-led operations. As a result, information exchange mechanisms have been created with CARICC, JPC and NCPs (National Contact Points); Mobile Detection Teams and Mobile Precursors Control Units have been established at selected border checkpoints in Central Asia and Afghanistan.

While the expanded participation to the operations by precursor producing countries is an important point to note, it is recognized that insufficient intelligence generated by the operations resulted in diminished impact of this otherwise very promising initiative, which needs to be supported.

Recommendation 4: Full support should be given to the efforts of INCB and the participating states and international organizations as regards Project “Cohesion” and the forthcoming operation “Transshipment” which is to take place in Central Asia in July 2006.

Project Cohesion, the INCB-facilitated international initiative, focuses on acetic anhydride and potassium permanganate and provides a platform and mechanism for cooperation and intelligence sharing in two areas: the monitoring of international trade through the system of pre-export notifications\(^11\), and the conducting of targeted, time-limited operations and investigations into suspicious shipments and illicit trafficking. Project Cohesion relies on a network of national focal points and INCB as international focal point for information exchange.

Under the framework of Project Cohesion, INCB launched two time-bound voluntary operations during 2008 - 2010, namely DICE (Data and Intelligence Collection and Exchange) and DICE-2,

\(^{10}\) During TARCET I and II 45 tons of AA have been seized (plus 462 tons of other chemicals).

\(^{11}\) PEN Online is the automated online system, designed and launched by INCB, for the exchange of pre-export notifications. PEN Online facilitates the processing of information by Governments in real time, allows for a better oversight of pre-export notifications and for the provision of necessary feedback to exporting countries, thus reducing unnecessary delays in legitimate trade and helping Governments in the identification of new patterns and trends in trafficking in chemicals. PEN Online is used mainly by regulatory authorities of many Governments every day, including during any targeted operations like DICE. The following Paris Pact partners are users of the PEN Online system: Austria, I.R. of Afghanistan, Azerbaijan, Belgium, Bulgaria, Canada, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, India, I.R. of Iran, Italy, Japan, Kyrgyzstan, Latvia, Lithuania, Luxembourg, Malta, Montenegro, Netherlands, Poland, Portugal, I.R. of Pakistan, Romania, Russian Federation, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey, Ukraine, United Kingdom, United States of America.
focusing on the exchange of information on seizures, identified diversion attempts and suspicious shipments of chemicals used in the illicit manufacture of heroin, in particular acetic anhydride. During operation Dice (April - September 2008), the INCB reviewed over 400 international shipments of acetic anhydride destined to over 60 countries. In total, 20 cases of seizure and suspected diversion of heroin precursors were communicated to the Board, including seizures of acetic anhydride (over 55 tons), sulphuric acid, acetic acid and acetyl chloride. During operation Dice-2 (July 2009 - April 2010), which was supported by 60 participating countries, the INCB reviewed over 800 international shipments of acetic anhydride, issued 10 notifications concerning suspicious transactions involving the substance. Shipments of acetic anhydride seized during the Dice-2 amounted to over 26 tons. Both operations identified the diversions from domestic distributions channels to be a major source of the seized acetic anhydride.

1.2 Central Asian Regional Information and Coordination Centre (CARICC)

 Recommendation 5: Participating countries should consider taking urgent action for the high-level signing of the CARICC agreement and for other appropriate actions to take place to ensure that the Centre is established and operational as a matter of priority.

The Moscow Ministerial endorsed the creation of CARICC, and urged priority countries to sign the CARICC agreement and ensure its efficacy. The purpose of the Centre is to facilitate information and intelligence exchange and analysis, and to assist in the coordination of operational activities of the various law enforcement agencies in the region including police, drug control agencies, customs, border guards and special services and thereby improve effectiveness in countering drug trafficking. The UNODC project on the establishment of CARICC started in late 2004 having addressed the issues related to the creation of the legal basis of the Centre through developing an agreement on the establishment of CARICC and other related documents.

The centre started limited operation in November 2007 within its pilot phase. CARICC – as an operation coordination unit – has coordinated operations such as on precursors control (TARCET I, II). The Centre will coordinate operation TARCET III, which is scheduled for 2011. Apart from that CARICC coordinated a number of bilateral and multilateral operations between the member states and CARICC partners which resulted in dismantling the drug trafficking channels, seizures of drugs and arrests of the drug dealers. Within this period the Centre's activities have grown significantly proving its sustainability and efficacy.

On 22 March 2009, the CARICC Agreement entered into force and in December 2009 the CARICC building was officially inaugurated. In summer 2010, CARICC gained a status of the legal entity and thus the pilot phase was successfully finalized. As of today, the presidents of all seven member states – Azerbaijan, Kazakhstan, Kyrgyzstan, Russian Federation, Tajikistan, Turkmenistan and Uzbekistan have signed the CARICC Agreement; the ratification by the Parliament of Uzbekistan is pending. In December 2010, the president of Russia submitted the CARICC agreement for ratification to the State Duma (lower chamber of the Russian Parliament).

The following Paris Pact partners gained an observer status at CARICC: I.R. of Afghanistan, Austria, Canada, Finland, France, Germany, Italy, I.R. of Pakistan, Turkey, United Kingdom, USA, Interpol and SECI Center. Cooperation is being developed with P.R. of China, Ukraine, I.R. of Iran and other interested countries.

Following the presentation on CARICC that was made at the most recent Policy Consultative Group Meeting in November 2010, it was noted that in order for more effective results to be achieved by CARICC, partners are required to make greater use of the institution and utilize its capacities. It is clear that the more information is supplied to and exchanged through the Centre the more effective results can be achieved and higher efficacy of the Centre can be reached.
1.3 Global Container Control Programme

The UNODC-WCO Container Control Programme started activities in 2004 in four pilot countries worldwide, including in the I.R. of Pakistan. With support from the Paris Pact Partners, who heavily encouraged its growth in the region, the UNODC–WCO Container Control Programme (CCP) is now a sustainable global programme with new operational units in Turkmenistan and based on the planned activities in 2011, it is foreseen that operational units will be established in: the I.R. of Afghanistan, Azerbaijan, the I.R. of Iran and Kazakhstan (under the EC-ECHO project).

The objectives of the global programme are twofold: (1) To establish operational container profiling units (Joint Port Control Units) comprising law enforcement officials from the police, customs, port authorities or other relevant law enforcement agencies; (2) To improve the cooperation between the private sector and the law enforcement agencies operating in the same port. The aim of the established Joint Port Control Units is to improve the identification of high-risk shipments in the flow of containers carrying legal cargo for imports, transits or exports. Improved profiling capacities have been introduced to the operational units to prevent the use of containers for illicit purposes such as the trafficking of drugs, weapons, explosives, human beings or terrorism, whilst avoiding disruption of legal trade.

In Pakistan, the initial sites for CCP implementation are the containers terminals in Karachi, Pakistan's largest and busiest sea port, and Port Qasim. Due to its geographical proximity with Afghanistan, Pakistan is a strategic country for CCP activities. In addition to the sea ports, CCP activities are now being replicated in some strategic dry port in the country, including Chaman, Lahore, Torkham, contributing to increase the number of interception of illicit traffic from/to Afghanistan of drugs, AA and other chemicals used in the production of heroin.

In Turkmenistan (the first country of the Caspian Sea to become part of the CCP), opium and heroin enter from neighbouring Afghanistan and the Islamic Republic of Iran for potential transhipment along the "Northern Route" in direction of the Russian Federation and Europe. Port Control Units have been established in Turkmenbashi and in Ashgabat.

Since their establishment, both operational units in Pakistan and Turkmenistan have been involved in seizures of large quantities of opium, cannabis and precursor chemicals: For Pakistan, in 2009 - 2010 more than 93 kg of heroin, almost 16 tons of Acetic Anhydride, more than 225 kg of cocaine, 9 tons of Cannabis, 56 tons of poppy seeds and other undeclared goods have been seized. For Turkmenistan, more than 45 kg of opium have been seized.

2. Regional and International Cooperation:

It was noted by the Moscow participants that while high-level political commitment exists in Afghanistan towards countering the serious drug problem, considerable support is still needed from the international community to assist Afghanistan in implementing its national Drug Control Strategy. While a broad international effort is required, so too is effective regional and cross-border cooperation.
2.1 Drug situation and Counter Narcotics Efforts of International Community in Afghanistan

**Recommendation 6:** The Afghan authorities should ensure that details of drug and precursor seizures be communicated to the UNODC and Interpol HQ through the National Central Bureau (NCB) in Kabul. It would also be beneficial to inform neighbouring states of the seizures.

The collection, analysis and dissemination of information on seizures of narcotic drugs, psychotropic substances and precursor chemicals is essential for law enforcement authorities to be able to devise effective strategies and tactical operations against organised criminal groups involved in such trafficking activities. To that end, UNODC has been assisting the Counter Narcotics Police – Afghanistan (CNPA) in developing mechanisms to enable information gathering and exchange in Afghanistan. Efforts to date have focused on the equipping of the Intelligence Department of CNPA and assistance in developing a database for seizures within the department. Information from CNPA Provincial Headquarters is obtained by the Intelligence Department on a daily basis utilising a secure radio network that has been installed and maintained by UNODC in nine Category A provinces. Once collected, this information is shared with the Office of the Deputy Minister for Counter Narcotics and, in order to ensure that this information is disseminated further to both law enforcement and civil society, UNODC has assisted through establishing a Media Centre within the Ministry of Interior under the direct supervision of the Deputy Minister.

With specific regard to precursor control, operational links have been established with the Central Asian Regional Information and Coordination Centre (CARICC) in Almaty, Kazakhstan to ensure the real-time exchange of information that is required to launch investigations in neighbouring countries. Finally, UNODC assists the Deputy Minister of Counter Narcotics in convening regular meetings of international Drug Liaison Officers posted in Kabul to ensure that information relevant to the law enforcement community is shared on a regular basis.

2.2 Implementation and perspectives of regional initiatives on combating Afghan drugs, including law enforcement operations

**Recommendation 7:** A regional strategy should be considered between the member states and international organisations to ensure a more coordinated response to tackling the drug problem.

- The Rainbow Strategy developed by UNODC as a response to the Second Ministerial Meeting attempted to bring strategic coherence to initiatives, but based upon thematic lines, rather than in a holistic manner. The seven action plans developed under the Rainbow Strategy (see above) scoped out a coordinated and operational response to the most pressing challenges in the region.\(^\text{12}\)

Like Operation TARCET and CARICC as previously mentioned, the Triangular Initiative (TI) is presented here as an effective example of regional initiative that was developed by UNODC as part of the Rainbow Strategy (the “Green Paper”). The TI was established in direct response to the

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\(^{12}\) CND Resolution 52/2 (March 2009) Commending the support provided by the United Nations Office on Drugs and Crime to the Triangular Initiative within the framework of the Paris Pact initiative and the Rainbow Strategy in an effort to promote enhanced and operational drug control coordination at the subregional, regional and international levels; Urges all Member States and the United Nations Office on Drugs and Crime to provide or facilitate the provision of the technical assistance and support needed for implementing the initiatives of Afghanistan, Iran (Islamic Republic of) and Pakistan, including the Triangular Initiative within the framework of the Paris Pact initiative and the Rainbow Strategy.
Paris Pact Expert Round Table recommendations, which called for greater cooperation in the field of counter-narcotics. The Triangular Initiative aims to enhance cross-border cooperation in the field of counter-narcotics enforcement among three countries – the I.Rs. of Afghanistan, Pakistan and Iran.

The TI is considered a successful initiative that created a platform for confidence building and strategic dialogue on drug control law enforcement among the three countries, despite existing political tensions on other fronts. The Triangular Initiative has been a major stimulus in drawing together Ministers and senior officials from Afghanistan, Pakistan and Iran, to discuss and agree upon measures to improve cross-border cooperation in countering narcotics trafficking and the smuggling of precursor chemicals, to and from Afghanistan.

Under the auspices of the Triangular Initiative, Border Liaison Offices were established in the region and a Joint Planning Cell (JPC) in Teheran as a platform for daily operational cooperation in facilitating joint operations. The three countries have agreed to put in place a comprehensive cross-border communication plan including modality of exchange and parallel secured equipment. Since June 2007, several Ministerial and Senior Officials Meetings have been held under the Triangular Initiative banner, and since March 2009, several joint operations have been carried out, resulting in significant seizures of illicit drugs and arrests of many drug traffickers. These coordinated activities represent a considerable breakthrough in operational cooperation in the region, and the Triangular Initiative has been recognized in significant UN Security Council, General Assembly and CND resolutions.

Furthermore, the three countries are keen now to expand the scope of the Triangular Initiative, and have called for additional resources for launching new initiatives on Alternative Livelihood, drug demand reduction and HIV control, mutual legal assistance and anti money laundering regimes.

Finally, UNODC is currently preparing a Regional Programme for Afghanistan and Neighbouring Countries 2011 – 2014. The Regional Programme endeavours to enhance regional cooperation in key areas and ensuring maximum coherence in the collective ongoing work of UNODC in the region. Through the Regional Programme for Afghanistan and neighbouring countries, UNODC takes the recommendations of the Rainbow Strategy most relevant to its mandate and integrates them into a time-bound, pragmatic, and comprehensive programme with a clear monitoring mechanism. UNODC intends that the Paris Pact high-level meetings will continue to serve as the overarching forum and mechanism for political discussion, consultation, and priority setting on the issues concerning the Regional Programme.

Recommendation 8: Member States should ensure provision of timely data to Interpol and to CARICC, once established, to ensure proper analytical and operational support.

Most of the member states provide general data on the drug trafficking situation to CARICC. There are difficulties in sharing operational information as many of the member states are reluctant to exchange this type of information. To address this problem, an agreement on the exchange of confidential information was developed by the experts of the member states, which is currently being cleared in these countries. In addition, there is a lack of initiative from the member states in terms of using the capacities of CARICC for regional intelligence led operations. Regular meetings of the operational departments’ heads of the law enforcement agencies within the CARICC member

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13 Strategic border locations have been identified to place pilot Border Liaison Offices (BLOs) at six border sites of three states.
14 Six joint field operations have been carried out so far: three in 2009 and three in 2010 resulting in the seizures of 979 kg of Opium, 845 kg of Heroin, 541 kg of Hashish and the arrests of 74 drug traffickers. Note: no joint operations have taken place between Afghanistan and Pakistan yet.
states and its partners, including the I.Rs. of Afghanistan and Pakistan were organised to consider these issues. A similar meeting was organised together with the SECI Centre.

**Recommendation 9: Operation “Channel” should be continued. Expansion of the operation with the participation of additional countries should be encouraged.**

Operation “Channel” is a permanent regional anti-drug operation under the auspices of CSTO and involving law enforcement officers from the CSTO member states. The operation is aimed at uncovering and blocking drug trafficking routes from Afghanistan, international and inter-regional channels of amphetamine-type stimulants (ATS) trafficking from Europe, illicit activities of clandestine laboratories, prevention of precursor diversion as well as undermining drug economy. Since its launch in 2003 and until 2010, 15 phases of the Operation have been implemented. In these activities CSTO member states were joined as observers by law enforcement agencies of Azerbaijan, Bulgaria, Venezuela, Germany, Iran, Spain, China, Columbia, Latvia, Lithuania, Mongolia, Pakistan, Poland, Romania, Syria, USA, Turkey, Turkmenistan, Ukraine, Finland and Estonia as well as international organizations such as OSCE, Interpol and EurAsian Group.

The amount of drugs seized during the Operation totaled to 229 tons including 11.2 tons of heroin, 4.7 tons of cocaine, 40 tons of hashish as well as 9,029 firearms and over 247,000 ammunition. The operation has received a permanent secretariat based in Moscow; a unified drug information system has been created and is being further developed with a purpose of having a permanent flow of data from national segments to the unified system by integrating information resources of relevant law enforcement bodies of CSTO member-states.

**Recommendation 10: Member States should take action to ensure ratification and effective implementation of both the UNTOC and the UNCAC.**

The United Nations Convention against Transnational Organized Crime, adopted by General Assembly resolution 55/25 of 15 November 2000 and entered into force as of 29 September 2003, is the main international instrument in the fight against transnational organized crime. It opened for signature by Member States at a High-level Political Conference convened for that purpose in Palermo, Italy, on 12-15 December 2000 and entered into force on 29 September 2003. The UNTOC sets forth minimum legal and regulatory tools that countries should have in order to combat all forms of transnational organized crime. It provides a mechanism to enhance international judicial cooperation between countries to work together to fight transnational organized crime. As of October 2010, UNTOC had 141 States Parties, and many of those are taking steps to give it effective implementation. But to date, there is still much work to be done for many States in using the most basic and useful tools effectively. At the last Conference of the Parties of UNTOC in 2010, member states agreed to begin consultations on possible modalities for a mechanism that, if adopted, could review member state progress in implementing UNTOC commitments.

The United Nations Convention against Corruption was adopted by the General Assembly by resolution 58/4 of 31 October 2003 and entered into force on 14 December 2005. Since the adoption of UNCAC by the General Assembly, 140 countries have signed and 144 States Parties (including the European Union) have ratified or acceded to the Convention (Status as of January 2010). The common goal is to reach universal adherence to the Convention, which is an achievable aim, in view of the large number of ratifications and accessions received over a short period of time. In the meantime, much work needs to be done to achieve effective, practical application of the provisions of UNCAC and thus achieve an effective global regime against corruption, based on the fundamental principles of the rule of law. While the letter of the Convention is legally binding on countries that have ratified or acceded to it, its values and state-of-the-art principles are far-reaching and applicable to the widest spectrum of society.
3. Health and Social Issues:

Recommendation 11: If not already in place, States should devise and implement, comprehensive prevention, treatment and rehabilitation measures, including:

- prevention of drug use and HIV, especially among young people, prisoners and other high-risk groups;
- provision and facilitation of access to effective drug treatment (including substitution treatment for opioid dependence) and, where necessary, antiretroviral therapy;
- establishment of effective outreach services to engage IDUs in HIV preventative strategies that protect them and their partners from exposure to the virus and encourage the uptake of drug treatment.

Recommendation 12: States are encouraged to work in partnership with mass-media to devise effective, consistent and targeted information campaigns.

Recommendation 13: Countries should review, and where necessary, strengthen national data collection systems. National data collection systems should apply a range of standardised research methodologies including national household surveys and targeted research among drug users.

Recommendation 14: States are encouraged to implement comprehensive primary prevention programmes within the framework of their national strategies.

Recommendation 15: As part of the ongoing debate in the region on the issue of methadone treatment, it is recommended that those advocating for the introduction of pilot methadone maintenance programmes should strive to ensure that the effectiveness of these programmes is better articulated.

Recommendation 16: Following up on the suggestion made by the Russian narcologists, further considerations should be given to the idea of prescribing methadone to IDUs suffering from AIDS.

Recommendation 17: The experience of NGOs in the field of drug prevention was considered to be of great value. States should consider working closely with and following the practices of NGOs in exploiting the adoption and application of new technologies.

Recommendation 18: States should ensure that civil society is encouraged to take a much more active role in helping to devise drug/HIV policies.

The Ministerial Conference noted that the increase in trafficking of opiates from Afghanistan has brought about a consequent increase in heroin use and addiction in neighbouring and transit route countries. Due to the highly interlinked nature of the issues and recommendations in the Health and Social Issues section, the review below takes an integrated response which together addresses all of the recommendations (11-18) proposed under this heading. While UNODC does not have the mandate to collect official reports from Member States on their responses to drug use and drug dependence (including against their health and social consequences), the global statistics collected since 2007 under the auspices of the Commission on Narcotic Drugs (CND) in 2008 (E/CN.7/2008/2/Add.1*) provide a snapshot of the positive trends that have been observed in the region.
Since 2007, the UNODC programme with regard to prevention of drug use and treatment and care of drug dependence, including HIV/AIDS prevention has greatly expanded. In particular, regional segments of UNODC global programmes have increased the extent and quality of services on offer. In 2010, UNODC received a mandate to collect information on interventions aiming at protecting children and young people from drug abuse (Resolution 53/10). UNODC took the opportunity to request information on a range of interventions, also aiming at the treatment of drug dependence and the prevention of negative health and social consequences. However, the scant response rate (only 42 questionnaires had been returned at the time of writing) hampered an analysis by region, while the difference in questions renders a comparison very difficult. The report is to be presented to the CND in 2011 (E/CN.7/2011/13).

On the basis of preliminary data it can be stated in general that Member States who responded to the questionnaire reported the implementation of a wide variety of interventions and services, with regard to all the three approaches (prevention of drug use, treatment of drug dependence, prevention of the health and social consequences of drug use and dependence). However, in general prevention of drug use interventions are implemented to a lower extent. Coverage is also a serious concern, especially with regard to groups particularly at risk. Finally, the data collected cannot provide an indication of the quality of interventions implemented and services provided.

Preliminary results from the analysis of the 2010 data at the global level indicates that media campaigns are the fourth most reported intervention for the prevention of drug use. A worrying sign is the reporting of more than half of responding Member States worldwide that prevention interventions are not evaluated, which presents a challenge when attempting to understand the efficacy of this approach.

With regards to prevention of drug use, UNODC has been training some 30-40 non-professional staff per country to deliver family-skills training sessions to parents and their children in six countries in three regions, including Kyrgyzstan, Kazakhstan and Tajikistan in Central Asia. Most of this staff has already started to work with parents directly, who are testifying as to the positive changes this work has brought to their family and children. The programme is presently reaching some 60-80 families per country and is due to expand its work to six more countries in 2011.

UNODC’s programme on drug dependence treatment and care, Treatnet, has been training some 200 staff per country to deliver evidence-based, ethical and low-threshold services to people suffering from drug dependence. This ground breaking work currently implemented in more than 20 countries in five regions, including in Afghanistan and in the five Central Asian Republics, is also being complemented by work to expand and improve the reach of the services themselves, aiming to reach at least 1,000 beneficiaries per country.
Moreover, UNODC is launching a global innovative initiative with regard to children exposed to drug use at a very early age, which will be initially active in Afghanistan. Substance use disorders are more problematic when the age of onset is low, given the increased damage that is produced in the underdeveloped brain. In most cases, the decision to experiment with psychoactive substances in children and adolescents is related to a combination of genetic and environmental factors contributing to psychobiological vulnerability and reduced resilience. UNODC promotes a worldwide coordinated response of public institutions and NGOs to children and adolescents at risk and/or affected by drug use, dependence and its health and social consequences. Such response would aim at reducing the risks of developing drug use disorders, develop and provide appropriate treatment and social integration strategies tailored to respond to the specific needs of this age group.

7. Conclusion

This report has attempted to provide an overview of the major achievements that have been implemented under the auspices of the Paris Pact Initiative, in particular focusing on the spirit of recommendations that emanated from the Moscow Ministerial meeting in 2006.

Given the ongoing prevalence of opium trafficking in Afghanistan, and the trends that are being noted in the region and beyond, the work of the Paris Pact Partners is not yet complete. It is hoped that this report will provide a basis for discussion regarding the renewal of the Pact, and for reaching consensus on the way forward.

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SECOND MINISTERIAL CONFERENCE
ON DRUG TRAFFICKING ROUTES FROM AFGHANISTAN
“PARIS 2 – MOSCOW 1”

MINISTERIAL SESSION
(Moscow, 28 June 2006)

OBSERVATIONS AND RECOMMENDATIONS

1. The Participants in the Ministerial Session took note of the following observations:

1.1. In May 2003, the participants of the Ministerial Conference on Drug Routes from Central Asia to Europe agreed in Paris on the need for stronger and better coordinated action in border control and law enforcement and on a concerted strategic approach: The Paris Pact. This approach was subsequently endorsed by the G8 Evian Summit (June 2003) and the UN Security Council Consultations on Afghanistan (17 June 2003).

1.2. Since the summer of 2003, a two-pronged consultative mechanism has been working at operational and policy levels: Expert Roundtables identify action priorities for better border control, anti-trafficking measures, and new forms of regional and international cooperation. The Policy Group which operates at the strategic level then reviews these new proposals. Following endorsement, new action is effected by respective Governments, in direct cooperation with UNODC and all Paris Pact partners. During the last three years, the activities under the Paris Pact covered all three major trafficking routes from Afghanistan to Europe, i.e. the Southern route via Pakistan, Iran and further by sea and air, the Western Route via Iran, Turkey and the Balkans, and the Northern Route, via Central Asia and Russia.

1.3. The Paris Pact process has helped to identify a number of needs for the transit countries, such as promotion of operational contacts against illicit drug trafficking activities; support for the national inter-ministerial drug control coordinating bodies; creation of national drug intelligence units and national mechanisms for control of drugs used for licit medical purposes and for control of precursor chemicals; improvement of national forensic laboratory services; development of modern training techniques and other initiatives to strengthen law enforcement capabilities to interdict illicit drug traffic; organization of regional workshops to promote drug control cooperation with neighboring countries; elaboration of modern approaches to prevention of drug abuse.

1.4. The strong political commitment of the President of Afghanistan, Hamid Karzai and the Government of Afghanistan, to counter the drug crime threat and to increase eradication efforts are bringing about some encouraging results. However, further progress is dependent on many factors, including commitment and practical action at a provincial level.

1.5. In 2005, 87% of all illicit opium in the world was produced in Afghanistan. Opium poppy was cultivated on 104,000 ha, producing 4,100 tons of opium per year, or roughly 410 tons in heroin equivalent, – a staggering amount exceeding the potential illicit world consumption.
1.6. Also, the illicit opium economy continues to flourish in Afghanistan. Its estimated value of $2.7 billion is equivalent today to 52 percent of the country’s licit economy. As in previous years, the “lion’s share” ($2.14 billion) went to the traffickers, while the combined total profit of all opium poppy growers ($0.56 billion) was in the range of 20 percent of the volume of the Afghan illicit opium economy.

1.7. The dynamics of opium economy in Afghanistan have resulted in two changes in production patterns: a major increase in quantity of opiates, and the growth of heroin processing inside Afghanistan. As a result, transit countries have seen a qualitatively new problem emerge as addicts turn to heroin use, exacerbating the domestic drug problem; and the HIV epidemics.

1.8. Between 70-90% of the heroin found in Europe has been produced in Afghanistan or processed, during the trafficking operations, from the Afghan opium. About half a million people have been involved, along the international trafficking routes, in the trade of Afghan opiates, ranging from large-scale crime cartels down to small groups of individuals. The turnover of illicit international traffic in Afghan-based opiates is estimated at over $40 billion annually.

1.9. The traffic in Afghan opiates has taken the global proportions where virtually all states are influenced in some way. The implications are most devastating both in Afghanistan and in the transit states where drug traffic impedes the economic development and increasingly threatens to turn the transit countries into the consumers, due to the excessive supplies of Afghan heroin in transit.

1.10. While the traffic in Afghan opiates is destined primarily to the lucrative, main consumer markets in Europe, it considerably contributes to the growing spread of crime and drug abuse in countries and territories it transits and has serious implications for their legal, political, economic, and social stability. It also aggravates the problems that most of the transit countries are facing, such as institutional decay, political instability and corruption. Connections between drug traffickers and local organized crime in the transit countries reduce the effectiveness of law enforcement efforts, de-stabilize the process of reforms, and promote corruption which undermines the public's trust in government.

1.11. The international criminals, operating along the drug trafficking routes, attempt to penetrate and influence vulnerable economies, national politics, and, in some cases, foment nationalist strife and ethnic tensions. Through their illicitly acquired profits, they are able to nourish separatist ambitions and armed conflicts in the countries of transit. Many commodities, including firearms, are bartered for drugs along the most vulnerable trafficking routes.

1.12. The traffickers also make use of the licit trade for their illicit operations. According to the International Association of Ports and Harbours (IAPH) container traffic is expected to double by the year 2012 compared with the 1999 figures. At present, more than 220 million sea containers move around the globe per year with approximately 90 % of the world’s cargo shipped via container. It is well documented that the global trade supply chain mechanism is also used to smuggle Afghan-based drugs concealed in commercial cargos. Additionally, the impact of terrorism further highlights the potential risks posed by the use of containerized cargo shipments and the importance of ensuring security.

1.13. Serious measures are required to counter the negative effect of the traffic in Afghan opiates on the transit countries and to address the problem in all its ramifications.

1.15. On 26 and 27 June, the delegates in three working groups reviewed in depth:
(i) Border Control. Drugs and Precursors Trafficking;
(ii) Regional and International Cooperation;
(iii) Health and Social Issues;
and formulated a number of concrete recommendations. These recommendations are submitted below for the attention and possible adoption by the participants in the Ministerial Session.

2. The Participants in the Ministerial Session reviewed and adopted the following recommendations:

1. **Border Control. Drugs and Precursors Trafficking**

1.1. **Border Control**

The vulnerability of borders is a major problem that requires stronger cross-border cooperation by the transit states and consuming countries, in addition to source countries, to counter trafficking both in drugs and precursors. Effective and integrated border control is crucial for successful law enforcement.

Border control should be viewed from a regional dimension, as the traffic in drugs and their precursors is passing not only across the borders between two given countries, but through entire regions.

In introducing measures to ensure effective border control, it is important to maximize the use of limited resources by adopting a focused, intelligence-led approach.

More effective control could be achieved by the promotion of inter-agency cooperation within each country to ensure that Police, Customs, Border authorities, Intelligence and Immigration Services work together in sharing information and conducting joint operational activities. In this regard, political commitment is required to ensure that agencies work together and that there was a match between political and operational priorities. This should be complemented by the development of international cooperation between the neighbouring states.

The deployment of international liaison officers has proved to be valuable in developing information sharing and operational law enforcement cooperation.

*Recommendation 1: Countries should consider further strengthening the Foreign Anti-Narcotic Community (FANC). In this respect, the posting of liaison officers in border regions, not only in capitals, could prove particularly effective.*

The role of regional organizations, such as the Economic Cooperation Organization (ECO) and its Drug Control Coordination Unit (DCCU), the Collective Security Treaty Organization (CSTO), the Central Asian Cooperation Organization (CACO), and the Shanghai Cooperation Organization (SCO), was recognized in strengthening cross-border cooperation among transit countries, as well as with source countries.

It was highlighted that border control efforts at national, regional and international levels could be strengthened through the development of partnerships/effective working relationships with organizations and structures, such as Interpol, WCO, Europol, OSCE, CIS, CSTO, SCO, SECI Centre, Mini-Dublin groups, George Marshall Centre, NATO.
Other issues that should be considered in developing an effective Integrated Border Management Strategy include:

- Professional risk assessment
- Use of better detection techniques on all borders, *inter alia*, in controlling the movement of precursors
- Tackling corruption
- Developing cooperation between the border posts
- Provision of in-country training
- Signing of Memoranda of Understanding (MOU), if required

Future Paris Pact expert roundtables should continue examining the situation on the borders along the trafficking routes. Based on the results obtained, corrective measures should be proposed, such as creation of mobile control units, establishing structures for information exchange and capacity-building for possible application of advanced law enforcement techniques, analysis and profiling, controlled deliveries and CD ROM enforcement training.

Attention should be devoted to the analysis of methods of concealment. Traffic in illicit drugs concealed in commercial cargos requires particular attention.

Priority should be given to corrective measures on the weaker borders. Uncontrolled or poorly-controlled borders should be addressed.

The practice of holding regional consultations, such as that which took place in May 2006 in Doha, Qatar, should be pursued since it could help Paris Pact partners to broaden the international coalition against drug trafficking from Afghanistan and the trafficking in precursors in the opposite direction.

Joint Declarations similar to the one recently concluded by Iran, Pakistan, China and Afghanistan were useful in enhancing regional cooperation. Further cooperation agreements involving Afghanistan are encouraged. The “Good Neighbourly Relations” Declaration provides an appropriate framework for conclusion of such agreements.

International assistance towards the reconstruction and capacity building of the national border police and customs in Afghanistan is essential to support the Afghanistan’s border management and border infrastructure development. In addition, despite the efforts of the Tajik authorities to enhance control measures along the Afghan border following the withdrawal of the Russian Border Service further assistance was required. This included the further training of Tajik border guards and enhancing the development of the liaison officers network. Additional measures included the development of mobile control units along the border and expansion of the laboratory analytical and sniffing dogs capacities.

As funding is now available, the UNODC integrated border control project for Iran should be launched as soon as possible, subject to approval by the Iranian Government.

It was underlined that legal trade could be a conduit for illegal trade on the same routes. Hence, agreements, such as TIR (*Transports Internationaux Routiers*) and ATTA (Afghanistan Transit Trade Agreement), are beneficial to stimulate trade. However, law enforcement agencies should still be in a position to control the negative aspects of the same trade and especially make use of risk management.
Recommendation 2: TIR and ATTA agreements should be revisited to include risk indicators and performance-based monitoring from a security point of view.

The establishment of Border Liaison Offices (BLO) was considered to be practical and viable in building trust and dialogue between border control agencies on shared borders, leading to their empowerment to act and respond quickly and in concert to requests for mutual assistance or information exchange without having to refer all decisions back to Headquarters.

The use of BLO would facilitate regular meetings between senior staff from both sides, growth of spontaneous information exchange about the movement of goods, suspects and vehicles across common borders; development of joint operations / patrols / surveillance of common trafficking targets.

Recommendation 3: With regard to the traffic in precursor chemicals used for the production of heroin, both in the drug transit countries and in Afghanistan, there was a need to encourage a systematic exchange of information on diversion of precursors into illicit channels. This could include targeting of specific declared consignments based on risk analysis, exchange of intelligence information, launching backtracking investigations in the event of seizures, conducting controlled deliveries.

The International Narcotics Control Board (INCB) activities to coordinate the international efforts to monitor and prevent the diversion of acetic anhydride, the main precursor chemical used in the production of heroin, under the auspices of Project “Cohesion” (the merger of operations “Topaz” and “Purple”) were highlighted.

Recommendation 4: Full support should be given to the efforts of INCB and the participating states and international organizations as regards Project “Cohesion” and the forthcoming operation “Transshipment” which is to take place in Central Asia in July 2006.

Recognition was made of the valuable results of the operation “Channel” conducted by the Federal Drug Control Service of the Russian Federation (FDCS) together with the Collective Security Treaty Organization (CSTO), as well as the operation “Halide” which was very well organized by the WCO’s Regional Intelligence Liaison Office (RILO) hosted by the Russian Federal Customs Service. The importance of coordination of these operations was emphasized. In this regard, it was recommended that the Central Asian Regional Information and Coordination Centre (CARICC), once operational, would be an important focal point for this type of operation, with INCB, FDCS and other agencies. The participation of countries affected by the transit of drugs and precursor chemicals was encouraged in support of these operations.

Efforts by the Afghan Administration in seizing and destroying illicit consignments of precursors were noted.

The exchange of information on the international trade and consignments of chemicals and precursors that could be used in the production of heroin should be expanded and become a regular practice. Possibilities for organization of a coordinated international operation on the Afghan borders to stem the traffic in precursors into the country should be examined.

Training of law enforcement officials in precursor control should be a priority. The facilities of the International Training Centre in Domodedovo (Russia) and TADOC (Turkey) should be used to increase the level of knowledge of law enforcement staff as regards the profile and control of precursor chemicals.
Recognition of the positive initiative by the European Commission (EC) in launching a project aimed at strengthening regional cooperation in precursor control between Afghanistan and neighbouring countries was noted.

1.2. Central Asian Regional Information and Coordination Centre (CARICC)

Progress on the UNODC’s efforts to establish a Central Asian Regional Information and Coordination Centre (CARICC) was noted. The Centre has been designed to improve intelligence sharing and cooperation between law enforcement agencies of Kyrgyzstan, Kazakhstan, Turkmenistan, Tajikistan, Uzbekistan, as well as of the Russian Federation and Azerbaijan in relation to drug trafficking from Afghanistan.

CARICC will host liaison officers from each of the participating countries and act as a focal point to facilitate effective information exchange and coordinate operational activities between the various law enforcement agencies in the region. It has been agreed at a high-level meeting in Tashkent in February 2006 that the venue for the Centre will be Almaty, Kazakhstan. Currently the building is occupied by another Government agency but one floor is to be handed over by the Kazakh authorities for UNODC to start renovation work by the end of June 2006. The remaining floors will be made available towards the end of 2006.

The CARICC Agreement has not yet been signed at high level by the participating countries.

Recommendation 5: Participating countries should consider taking urgent action for the high-level signing of the CARICC Agreement and for other appropriate actions to take place to ensure that the Centre is established and operational as a matter of priority.

The necessity of securing additional finance to ensure sustainability of the Centre and to consider increasing membership of CARICC to include Afghanistan, Pakistan, India and others was highlighted.

1.3. The Global Container Control Pilot Programme

The Conference noted developments in relation to the UNODC/WCO Container Control Pilot Programme Project. Project sites have been established in ports in Ecuador (Manta and Guayaquil) and Senegal (Dakar) with the formation of Joint Port Control Units comprising law enforcement officials from the Police, Customs and the port authorities. These Units are working with the business community to improve the identification of high-risk shipments in the flow of sea containers carrying legal cargo for imports or exports. Improved profiling capacities have been introduced to prevent the use of sea containers for illicit purposes such as the trafficking of drugs, weapons, explosives, human beings or terrorism, whilst avoiding disruption of legal trade. Some notable successes, particularly in relation to seizures of cocaine in Ecuador, have been made. The Programme is to be extended to ports in Pakistan and Ghana later in 2006.
2. Regional and International Cooperation

2.1. Drug Situation and Counter Narcotics Efforts of International Community in Afghanistan

High-level political commitment exists in Afghanistan towards countering the serious drug problem. Further support was required from the international community to assist Afghanistan in implementing its National Drug Control Strategy aimed at:

- targeting the traffickers
- creating alternative livelihoods for the growers of opium poppy
- building capacities for counter-narcotics institutions, including the border police
- reform of the criminal justice system
- raising public awareness
- reducing domestic demand for drugs
- providing treatment to drug users
- promoting participation of Afghanistan in regional cooperation activities.

The implications of the illicit drug economy in Afghanistan are devastating both for the country and for the transit states where drug traffic impedes the economic development and the reform process.

A holistic approach is required to contain the problem at its source - in Afghanistan, categorized by the integration of development and alternative livelihoods assistance with enforcement measures and coupled with the strengthening of governance, state institutions and the national capacity.

Alternative development should go hand-in-hand with the rule of law. Quick impact projects should be launched for creating job opportunities for the Afghan farmers. Irrigation systems and transportation infrastructures should be built to provide easy access to the markets for licit agricultural products. The support of India, Islamic Republic of Iran and other countries in the provision of alternative development activities was noted. Any development activities in Afghanistan should contribute, as far as possible, to counter-narcotics efforts in the country.

Attention should be particularly focused on developing better inter-agency coordination within the country to avoid duplication, on the activities at the provincial level and with the local administration, on the capacity building and measures against corruption.

While partnership with the lead nations in Afghanistan, such as the United Kingdom, Germany, Italy, Japan and USA is well underway, broader international effort is required to ensure effective counter-narcotics measures in Afghanistan, particularly in promoting regional and cross-border cooperation. The “Good Neighbourly Relations Declaration” could greatly facilitate this task. In this context the Paris Pact Roundtable held in Dushanbe in April 2006 identified concrete measures to foster cross-border cooperation.

Further contributions to the “Counter-Narcotics” and “Law and Order” Trust Funds for Afghanistan are strongly encouraged. UNODC should continue implementing its technical assistance projects in Afghanistan and the region, as well as its surveys, analysis and research.

The Afghan-based drug problem and its implications for the security in the country are being fully taken into account by the NATO-led International Security Assistance Force (ISAF) in Afghanistan. Among other things, NATO is supporting the Afghan Government to provide security and stability in the country. Moreover, NATO is assisting in the development of command and control procedures for effective liaison, coordination and de-conflicting of counter-narcotics efforts among the
stakeholders, in training Afghan national security forces in counter-narcotics related activities, and in providing logistic and medical support to Afghanistan’s and the international community’s counter-narcotics agencies. NATO/ISAF is not, however, directly involved in the illicit crop eradication or other direct counter-narcotics effort in Afghanistan.

The Joint NATO – Russia Council Pilot Project has been designed to provide mid-level officials from Afghanistan and Central Asia with the possibility to acquire basic counter-narcotics skills. As the training proceeds, the Pilot Project will provide opportunities for coordination involving higher-level officials in the region, thereby promoting regional cooperation in counter-narcotics strategies. Training will be conducted by counter-narcotics experts from NATO member states and Russia, both through mobile training teams deployed in the region, and in three fixed facilities: Russia’s Domodedovo International Training Centre, the Turkish International Academy Against Drugs and Organized Crime (TADOC), and Afghanistan’s Police Academy in Kabul.

Details of recent seizures of drugs and precursors made by the Afghan authorities were reported. However, no information had previously been communicated to Interpol about these operational activities. The importance of notifying Interpol and UNODC about seizures was emphasized.

**Recommendation 6**: The Afghan authorities should ensure that details of drug and precursor seizures be communicated to the UNODC and to Interpol Headquarters through the National Central Bureau (NCB) in Kabul. It would also be beneficial to inform neighbouring states of the seizures.

With regard to the wider region, it was proposed that further action was required, including the strengthening of cooperation among the transit countries and the pursuance of an integrated, balanced approach to law enforcement and demand reduction. In this respect, the support of the international community was necessary to assist transit countries to counter the problems they face.

### 2.2. Implementation and perspectives of regional initiatives on combating Afghan drugs, including law enforcement operations

The Working Group was informed about several regional initiatives, including the activities of the SECI Centre, the Shanghai Cooperation Organization (SCO), the Collective Security Treaty Organization (CSTO), the Russian Federal Drug Control Service (FDCS), Interpol, World Customs Organization (WCO) and the European Commission (EC).

Very concrete steps have taken place over the recent years to advance meaningful drug control. Indeed, current efforts and actions need to be strengthened in response to the substantial challenge posed by the drug trade.

In view of the various major initiatives taking place in the region, it was considered necessary to adopt a common regional strategy that would provide coherence and consistency to the various initiatives.

**Recommendation 7**: A regional strategy should be considered between the member states and international organizations to ensure a more coordinated response to tackling the drugs problem.

The Working Group acknowledged the close connection that has developed at times between international terrorism and transnational organized crime and illicit drug trafficking as well as the internationalization of trafficking and incorporation of several sub-trades such as human trafficking, small arms trafficking and other criminal activities. Reference was made to the United Nations Security Council Resolution 1373 (2001) which noted this connection with concern.
Interpol reported on the difficulties experienced in facilitating Operation NOMAK in Central Asia. The operation had been initiated to identify smuggling methods, new trends and methods of concealment. Serious concern was expressed about the lack of success of this operation due to the failure of several of the project partners to supply post-seizure data to Interpol. The problems encountered in implementing this operation highlighted obstacles to providing information which needed to be overcome by the member states if CARICC was to be successful.

**Recommendation 8:** Member states should ensure provision of timely data to Interpol and to CARICC, once established, to ensure proper analytical and operational support.

With regard to Operation “Channel”, the most recent activities conducted in May 2006 by the Federal Drug Control Service of the Russian Federation (FDCS) together with the Collective Security Treaty Organization (CSTO) have proved extremely successful in initiating and coordinating joint activities involving 14 countries. This positive operation resulted in significant seizures of drugs, precursor chemicals and firearms. Benefits also included the development of a high-level of trust between law enforcement agencies and cooperation leading to more efficient information sharing.

**Recommendation 9:** Operation “Channel” should be continued. Expansion of the operation with the participation of additional countries should be encouraged.

The US Drug Enforcement Administration (DEA) funded Operation “Containment” (otherwise known “Zaslon”) had proved of value in developing information exchange and building trust between participating law enforcement agencies. The first two operations had been successfully completed and it was proposed that Operation “Zaslon-3” should take place later in 2006. The information from this operation would be made available to CARICC, once the Centre was operational.

Examples of various European Commission activities and initiatives in the region were described. These included the work of Border Management Programme in Central Asia (BOMCA) in facilitating effective trade whilst introducing measures to prevent trafficking and the activities conducted under the Central Asia Drug Action Programme (CADAP), the Southern Caucasus Anti-Drug programme (SCAD) and the Belarus – Ukraine – Moldova Anti-Drug programme (BUMAD).

It was also noted that the Organization for Security and Cooperation in Europe (OSCE) was also engaged in activities to strengthen border control in the region.

Further emphasis was placed on ensuring professional training for law enforcement officers. The positive efforts of the Domodedovo International Training Centre in Moscow and the wide range of training services offered, including the training of many international law enforcement officials was recognized.

With regard to further promoting international cooperation and encouraging practical support between law enforcement authorities, the importance of ratifying and implementing the United Nations Convention Against Transnational Organized Crime was emphasized. Moreover, to ensure that measures are taken to tackle corruption, the ratification and application of the United Nations Convention Against Corruption was considered essential.

**Recommendation 10:** Member states should take action to ensure ratification and effective implementation of both the United Nations Convention Against Transnational Organized Crime and the United Nations Convention Against Corruption.
3. Health and Social Issues

3.1. Drug Abuse: Prevention, Treatment, Rehabilitation

The increase in trafficking of opiates from Afghanistan has brought about a consequent increase in heroin use and addiction in neighbouring and transit route countries. Heroin addiction leads to increases in the prevalence and incidence of HIV/AIDS, fuels injecting drug use and acquisitive crime. Moreover, the HIV epidemic adversely impacts the economic well-being of communities. Against this backdrop, delegates welcomed the opportunity to discuss aspects of demand reduction within the broader agenda of the Paris Pact process. Proposals to include demand concerns into this process in the future were also addressed but there was no agreement on this issue.

Following a number of presentations there was general agreement that meeting the challenges of the twin epidemics of injecting drug use (IDU) and HIV/AIDS requires institutional commitment at the national and local levels, the involvement of civil society and the wider community in planning and implementation, the provision of training programmes for the acquisition of new skills, increasing the availability of a wide range of services, evidence-based practice, and the establishment of robust monitoring and evaluation systems.

Recommendation 11: If not already in place, States should devise and implement, comprehensive prevention, treatment and rehabilitation measures. These measures include:

- prevention of drug use and HIV, especially among young people, prisoners and other high-risk groups
- provision and facilitation of access to effective drug treatment (including substitution treatment for opioid dependence) and, where necessary, antiretroviral therapy
- establishment of effective outreach services to engage IDUs in HIV preventative strategies that protect them and their partners from exposure to the virus and encourage the uptake of drug treatment

The issue of harm reduction was discussed, but there was no consensus on this point.

Participants recognized the role of mass media in raising awareness on the attendant risks of drug use and the benefits of targeted public information campaigns. A low level of awareness about the problems of drug use and HIV/AIDS among the general public, and inadequate knowledge about measures of prevention, often leads to discrimination and stigma.

Recommendation 12: States are encouraged to work in partnership with mass media to devise effective, consistent and targeted information campaigns.

The issue of data collection to gain knowledge about the extent of drug problem, on which to base appropriate responses, was highlighted. It was important to gain a better understanding of emerging trends and patterns on HIV, drug and alcohol use, adopting international best practice. Data collection was also essential to enable states to design appropriate interventions as a means for achieving significant and measurable results.

Recommendation 13: Countries should review, and where necessary, strengthen national data collection systems. National data collection systems should apply a range of standardised research methodologies including national household surveys and targeted research among drug users.
The importance of implementing effective drug prevention programmes was stressed. The point was also made that successful programmes should be culturally adapted to the local context, participatory, holistic and based on life-skills.

**Recommendation 14:** States are encouraged to implement comprehensive primary prevention, programs within the framework of their national strategies.

A number of participants made reference to the effectiveness of methadone treatment.Domains of success in methadone treatment include reduced heroin use, improved health and social functioning, reduced offending and HIV-risk behaviours. Despite the large literature on methadone - several thousand published studies covering various aspects of methadone maintenance - some governments, wary of the research findings, have declined to authorize the setting up of methadone programmes, even in the form of pilots. Taking account of this fact and noting the specific concerns of the distinguished Russian narcologist, some delegates stressed the need to ensure that the evidence base for methadone maintenance programmes is set out in greater detail.

**Recommendation 15:** As part of the ongoing debate in the region on the issue of methadone treatment, it is recommended that those advocating for the introduction of pilot methadone maintenance programmes, should strive to ensure that the effectiveness of these programmes is better articulated.

**Recommendation 16:** Following up on the suggestion made by the Russian narcologists, further consideration should be given to the idea of prescribing methadone to IDUs suffering from AIDS.

Other recommendations arising from the working group are as follows:

**Recommendation 17:** The experience of NGOs in the field of drug prevention was considered by the Working Group to be of great value. States should consider working closely with and following the practices of NGOs in exploiting the adoption and application of new technologies.

**Recommendation 18:** States should ensure that civil society is encouraged to take a much more active role in helping to devise drug/HIV policies.