

Drug Abuse Control Activities in the United Nations System

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I. INTRODUCTION

1. The Joint Inspection Unit's 1978 report on the Organization and Management of Drug Abuse Activities in the United Nations (JIU/REP/78/6), which originated from a request by the Executive Director of the UN Fund for Drug Abuse Control (UNFDAC), focused mainly on the organization and management of activities financed by UNFDAC. It also included an examination of the work of the Division of Narcotic Drugs (DND) in terms of its responsibility for advising the Fund, directing the Narcotics Laboratory and, on behalf of the Fund, executing projects directly and co-ordinating projects executed with the co-operation of one or more specialized agencies. The report also went into the Fund's operations and finances; the relationship between the Division and the Fund, evaluation mechanisms and methods; the functions of DND as secretariat of the Commission on Narcotic Drugs, and the activities of the Division's Regional and Liaison Offices.
2. The present report is larger in scope. It has been the intention of the Inspectors to draw a balance sheet of the fulfilment of the General Assembly's recommendations addressed to those organs of the UN system with a role in drug abuse control activities, and to make appropriate recommendations. They have also endeavoured to examine the possibilities of improving co-ordination and co-operation between the UN system agencies and the Secretariat units for international narcotics control.
3. During the six years that have elapsed since the previous JIU report was issued, the general world situation regarding drug abuse has certainly not improved; in the light of this disturbing situation the General Assembly has adopted a series of resolutions dealing with international co-operation in drug abuse control both amongst Member States and amongst organs of the UN system. In its resolution 34/177 of 17 December 1979 the General Assembly urged, inter alia, greater action by the specialized agencies and programmes of the United Nations most active in this field (UNESCO, FAO, ILO, WHO and UNDP), in developing and implementing, within their mandates, programmes aimed at the reduction of illicit production and demand for drugs, and specifically requested these agencies to make this activity a regular item on the agenda of their governing bodies. By resolution 36/168 of 16 December 1981, the General Assembly adopted the International Drug Abuse Control Strategy and the basic five-year programme of action. It urged that the Strategy and programme of action "be given priority by all governments and be implemented as quickly as possible by all the relevant bodies of the United Nations and other international organizations".
4. At subsequent sessions the General Assembly has appealed to the specialized agencies and other international organizations concerned with drug abuse problems "to strengthen their participation in and support for activities related to the International Drug Abuse Control Strategy and the programme of action" (resolution 37/168, paragraph 3), and has decided that "the Commission on Narcotic Drugs, meeting in plenary during its sessions and in the presence of all interested observers, will constitute the task force envisaged in General Assembly resolution 36/168 to review, monitor and co-ordinate the implementation of the drug abuse control strategy and the programme of action" (resolution 38/98, paragraph 2). The General Assembly has also requested the Secretary-General to improve co-ordination of drug control activities within the United Nations system, and among the Member States of the United Nations, the specialized agencies and programmes and other international and regional organs and organizations involved in drug control activities (resolution 38/93, paragraph 9).
5. The Secretary-General's report on the Work of the Organization which was presented to the thirty-ninth session of the General Assembly included the following:

"The growing problem of narcotic drugs has become a major international anxiety, not least because of its effect on the future of children and young people. It has become more and more evident that international and multilateral efforts provide the best hope for arresting and reducing the traffic in and use of drugs, which have such an appalling effect on both individuals and the societies in which they live. The institutions of the United Nations system, in co-operation with governments and other groups concerned with the problem, are actively working to deal with it."

6. The closing statement in September 1984 of the President of the thirty-eighth session of the General Assembly included specific references to the growing scourge of drug-related problems and the need for enhanced worldwide efforts to contain them. The Presidents of Venezuela and Peru, and the Minister of External Affairs of Columbia also stressed the importance of greater control of narcotics and strongly supported the Quito Declaration in their statements to the General Assembly on 25 September 1984. The Declaration embodies the support of some of the Latin American governments concerned with a binding Convention that, inter alia, will regard the traffic in drugs as a "crime against humanity". The Inspectors are encouraged by the increasing interest in the serious drug-related problems and note particularly the Secretary-General's effort to improve co-ordination within the United Nations system of this vital activity.

7. The Inspectors have endeavoured to examine the response by the UN system to the drug situation and the General Assembly's appeals. They have had a number of useful discussions with representatives of many system organizations and have gathered much written information from these organizations. They thank all concerned for their co-operation and help.

II. MECHANISMS FOR POLICY MAKING

ECOSOC

8. The Economic and Social Council is responsible for formulating United Nations policies in the field of drug abuse control, co-ordinating drug control activities, and making relevant recommendations to governments. In this work the Council is assisted and advised by the Commission on Narcotic Drugs, which considers any changes that may be required in the existing machinery for the international control of narcotic drugs and psychotropic substances, and prepares such draft international conventions as may be necessary. Normally, the Council endorses the policy recommendations made by the Commission.

Commission on Narcotic Drugs (CND)

9. The Commission, which was established in 1946, is one of the Council's six functional commissions. It is the central policy-making body of the United Nations system for dealing in depth with all questions related to drug abuse control. The conventions assign important functions to the Commission (Single Convention, Articles 5 and 8, and Psychotropic Convention, Article 17). Its decisions or recommendations are submitted to the Council for approval or modification, and through this channel give rise to decisions and resolutions in the General Assembly (Single Convention Article 7).

10. Since 1 January 1984 the Commission has consisted of 40 members elected by the Council representing Member States of the United Nations and non-member States parties to the Single Convention. ECOSOC's action in enlarging it to its present size (resolution 1983/5) reflected increasing governmental concern over the proliferation of drug abuse problems in many regions of the world and the need for broader international co-operation in seeking solutions. This scale of membership makes it possible to ensure equitable geographical representation and also to include States with special problems of illegal drug production and consumption. Usually, observers from some 30-50 other governments attend the Commission's sessions; these over the last decade have been annual, with alternating regular and special sessions. There are also observers from other United Nations organs, specialized agencies and intergovernmental, and non-governmental consultative organizations. The Commission is authorized to consider all matters pertaining to the aims and provisions of the conventions, and to make related recommendations. It may also draw the attention of non-parties to its own decisions and recommendations under the conventions (Single Convention, Article 8, and Psychotropic Convention, Article 17). An important function of the Commission under both conventions relates to decisions on changes in the scope of control of substances. Under the Single Convention the Commission can accept or reject WHO's recommendations on this matter.

11. The Commission has recently been made responsible by the General Assembly for reviewing, monitoring and co-ordinating the implementation of the International Drug Abuse Control Strategy.

International Narcotics Control Board (INCB)

12. The International Narcotics Control Board was established by the Single Convention on Narcotic Drugs, 1961, to limit, and at the same time to ensure, the availability of drugs for medical and scientific purposes. To this end, the Board has been given the responsibility of administering a strict quota system for narcotic drugs and a mandatory estimate system, and of monitoring the detailed control requirements worldwide for the production, manufacture, export and import of drugs, with a view to preventing leakages from licit sources into illicit channels. In cases where the aims of the conventions are being seriously endangered, the Board may request explanations or propose consultations

or remedial action or, if necessary, call the international community's attention, the Commission's and the Council's to the matter. The Board submits its annual report to the Council through the Commission, which may comment as it deems fit. The mandate of the INCB is derived from the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol, and the 1971 Convention on Psychotropic Substances.

13. The Board only performs functions specifically assigned to it by these instruments, and it has an obligation to execute all of these functions. Its mandate has two basic characteristics: (i) complete dependence on the will of States as expressed collectively in the treaties and (ii) complete independence in the implementation of the treaties, towards each State considered individually. Since the Board has no legislative functions and acts exclusively on the basis of the Conventions, only a formal amendment to the Conventions can modify the functions of the INCB.

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III. ACTIVITIES OF UN SECRETARIAT DRUG BODIES

14. There are three units in the United Nations Secretariat responsible for drug abuse control activities: the Division of Narcotic Drugs, the United Nations Fund for Drug Abuse Control and the International Narcotics Control Board secretariat.

Division of Narcotic Drugs (DND)

15. DND is the central United Nations repository of professional and technical expertise in drug control. It performs executive, operational and administrative functions deriving from the existing international drug control agreements and from the specific mandates included in resolutions of the General Assembly, the Economic and Social Council and the Commission on Narcotic Drugs. Its principal functions may be summarized as follows:

(a) Assists the Secretary-General to carry out his responsibilities under the drug control treaties The Single Convention confers upon the Secretary-General two different types of functions: those relating to the implementation of the international control régime (control functions) and those of an "archival" character, i.e. relating to signatures, ratifications, accessions, reservations, territorial application and amendments.

(b) Serves as secretariat to the Commission on Narcotic Drugs A significant amount of work is involved. For the Commission's thirtieth session, held in 1983, the Division prepared 32 pre-session documents, 40 in-session documents, and 106 background documents.

(c) Serves as the main source, in collaboration with the specialized agencies concerned, of professional and technical advice on narcotic matters to the Executive Director of UNFDAC.

(d) Executes projects both under regular budget and extra-budgetary financing The General Assembly in its resolution 36/168 of 16 December 1981 adopted the International Drug Abuse Control Strategy and basic programme of action. The programme for the first year included a total of 22 projects, 11 of which were proposed for financing from the regular budget. Nine of the 11 projects were entrusted to DND for implementation. Three of the nine were not completed in 1982. Another 11 projects in the framework of the second year of the five year programme of action were recommended by the Commission for implementation in 1983 but the General Assembly did not approve additional regular budget resources for them. However, the Division of Narcotic Drugs indicated that through redeployment of available resources it would be implementing during 1983 five of the 11 projects recommended by the Commission, as well as the projects not completed in 1982. The DND organizes training seminars and workshops at the regional level for drug law enforcement officers and officials involved in drug demand education, and arranges for fellowships as well as study tours for scientists and law enforcement personnel on the identification of drugs of abuse. The Division provides up-to-date training material to complement drug control programmes.

16. The Division's activities under extra-budgetary financing (i.e. funds provided by UNFDAC) mostly comprise technical assistance and advice to Member States, particularly with regard to drug law enforcement. It continues to implement country programmes in Afghanistan, Burma, Egypt, Pakistan, Peru, Turkey and other countries. The DND is the most important executing agency of UNFDAC, using one-third of UNFDAC's resources and implementing nine out of 15 UNFDAC headquarters projects and some country projects. In 1982, the DND showed the highest rate of delivery of projects financed by UNFDAC (98.3 per cent).

(e) Discharges a clearing-house function, involving the collection and dissemination of information on developments in international drug control. The Division publishes a quarterly Bulletin on Narcotic Drugs, as well as an Information Letter on activities in the area of drug abuse control, which includes a system-wide calendar of forthcoming meetings.

(f) Co-ordinates international efforts to control drug abuse The Secretary-General's Bulletin on Organization of the Secretariat (ST/SGB/ Organization, Section S, p.17, 6 August 1976) and the aide mémoire regarding the establishment of UNFDAC, provide, inter alia, that the DND (a) "consults and collaborates with the secretariat of the International Narcotics Control Board and specialized agencies on matters of mutual concern", (b) "co-ordinates, under the auspices of UNFDAC, the implementation of the projects that are not executed by the Division".

17. These co-ordination functions of the DND were reaffirmed by the Organizational Committee of the Administrative Committee on Co-ordination which, following the adoption of General Assembly resolution 34/177 in December 1979, requested the Director of the Division on Narcotic Drugs to pursue consultations with the organizations concerned with related international drug control matters within the UN system.

18. The Division has intensified its co-operation with the specialized agencies. This has been especially evident in connection with the development of the new WHO Review Procedures concerning the health-related aspects of scheduling drugs for international control, and with the potential expansion of activities related to drug abuse control in the work setting. In both of these developments, DND has taken an active role in working with the WHO and ILO secretariats to initiate and follow through on these new programme elements. In order to improve co-ordination within the system and avoid duplication of activities, as well as to approach the provision of a system-wide response to the drug abuse phenomenon, the Division has arranged a series of ad hoc inter-agency meetings. These meetings are discussed further in Chapter V of this report.

19. The Division has made strong efforts to establish closer links with non-governmental organizations which are in consultative status with the Economic and Social Council. This has given growing recognition to the potential role NGOs can play in combating drug abuse. A Vienna-based NGO Committee on Narcotic Drugs was established in May 1983 on the initiative of twenty-one NGO representatives in Vienna. This Committee is proceeding to establish a work programme on co-operation with the Division of Narcotic Drugs.

United Nations Fund for Drug Abuse Control (UNFDAC)

20. UNFDAC was established in 1971 in order to assist in combating the production, trafficking and use of illicit drugs. The Fund is responsible for:

- developing short and long-term plans and programmes;
- selecting the appropriate executing agency or agencies;
- monitoring the implementation of these activities;
- evaluating their results;
- raising the money required to carry out the programmes

21. UNFDAC is financed entirely by voluntary contributions from government and non-government sources. Its headquarters staff is composed of seven professional and five general service staff, in addition to two professional

officers and two secretaries on reimbursable loan from UNDP. In establishing the Fund the Secretary-General indicated that approximately US\$ 5 million annually in voluntary contributions might be expected in the first few years, with about US\$ 20 million possibly being available shortly afterwards.

22. In 1983, UNFDAC's budget was US\$ 9.5 million (total contributions for the 1971-83 period amounted to almost US\$ 77 million). This fund was used for 21 sectoral country projects and 17 headquarters projects (all the projects, the countries where they are being carried out and the executing agencies are listed in document A/38/522). UNFDAC's projects cover the entire range of narcotic control activities, including integrated rural development/crop substitution, treatment and rehabilitation of drug addicts, preventive education and information, law enforcement assistance and training, and research. UNFDAC assistance to individual projects ranges from about US\$ 30,000 to over US\$ 1 million per year.

23. UNFDAC itself does not execute any of its projects. Virtually all of them are executed by UN specialized agencies (WHO, ILO, FAO, UNESCO) who charge 13 per cent for overheads, and other UN entities, including the UN Division of Narcotic Drugs, UNDP/Office of Projects Execution. A small number of projects are government-executed.

24. The table below shows the breakdown of UNFDAC's funding and expenditure by executing agencies in 1982, as well as rates of delivery of programmes.

1982 Funding and Expenditure by Executing Agencies

Agencies	Programme ^{a/}		Expenditure	
	Amount (thousand US\$)	Per cent of total	Amount (thousand US\$)	Per cent of programme amount
DND	3,343	33.1	3,286	98.3
ILO	253	2.5	84	33.2
FAO	632	6.3	547	86.6
WHO	1,126	11.2	714	63.4
UNSDRI	164	1.6	89	54.3
UNESCO	512	5.1	472	92.2
UNDP/OPE	2,469	24.5	2,203	89.2
Sub total	8,499	84.3	7,395	87.0
Grants to non-UN orga- nizations	73	0.7	73	100.0
UNDP/UNFDAC working arrangement	695	6.9	663	95.4
UNFDAC ^{b/}	822	8.2	615	74.8
Total	10,089	100.0	8,746	86.7

^{a/} Figures based on approved allocations of funds

^{b/} Includes UNFDAC Administration and Evaluation

This table shows a rather low (33.2 per cent) rate of delivery of the ILO programme, which is mainly attributable to the low rate of implementation of the Burma rehabilitation project in which the ILO has no direct ongoing supervision.

25. At the United Nations Pledging Conference for Development Activities (8-9 November 1983) the donor countries made pledges for 1984 totalling US\$ 3,428,180. Later, three governments pledged an additional US\$ 11.5 million for the implementation of the "Special Development and Enforcement Plan for the Opium Producing Areas of Pakistan". Moreover, at the 1983 Pledging Conference one government made a special purpose commitment of US\$ 41 million. This money is to be paid out over a period of 5 years - the amounts to be paid per year are yet to be determined, and will be based on the development of specific projects.

International Narcotics Control Board secretariat

26. The functions of this unit, headed by the Secretary of the Board who is appointed by the Secretary-General in consultation with the International Narcotics Control Board, were established by the Secretary-General's Bulletin of 6 August 1976 (ST/SGB/Organization, Section S/Add 1). In accordance with its provisions the INCB secretariat, *inter alia*, (a) provides secretariat services required by the Board on the performance of its functions under the international drug control treaties, and carries out, between the Board's sessions, decisions and policies decided upon by the Board; (b) advises governments on technical questions of treaty implementation; (c) represents the Board at meetings of competent UN organs (ECOSOC, CND), specialized agencies and international, regional and intergovernmental bodies.

27. The Secretary of the Board directs and manages the work of the secretariat, and co-ordinates with DND and UNFDAC. With regular budget resources of about US\$ 2 million and a staff of 13 professional and 12 general service personnel, the INCB secretariat is carrying out four sub-programmes which, in addition to secretarial services, include the preparation of annual publications on world requirements of narcotic drugs and statistics on psychotropic substances. Until recently, training seminars were organized by the INCB secretariat in regions most affected by drug abuse. A major constraint which has hampered the holding of these useful seminars is the heavy burden, placed on the secretariat's small staff, of their organization and delivery at a time when the INCB's workload is constantly increasing. However, the Board's secretariat hopes to be in a position to reinstate systematic training in the near future.

28. The existence of two separate and independent secretariats for INCB and the Commission on Narcotic Drugs has been the subject of controversy for some time. There were arguments mainly of an administrative nature (strengthening of co-ordination, avoidance of duplication) in favour of combining both units, and others which suggested that the Board needed a separate secretariat for the independent performance of its tasks. The Inspectors considered this subject in report JIU/REP/78/6 and concluded that the secretariats should remain separate because they are different bodies with different functions. They remain of this view.

Co-ordination of UN drug control programmes

29. In May 1984 the Secretary-General designated the Under-Secretary-General for Political and General Assembly Affairs as responsible for overall co-ordination of all UN drug control-related activities, i.e. those performed by the DND, UNFDAC and INCB. This step should be a positive one for effective co-ordination within the UN, as well as having potential for enabling the UN

to play a more effective central role in the UN system. The Inspectors believe that the Under-Secretary-General has a major function, which can improve co-ordination both within the UN itself and in the UN system, as well as assisting the Secretary-General in taking initiatives in the UN system for positive actions on drug abuse control. This should prove especially valuable in the present increasingly dangerous world situation relating to drug abuse.

IV. OTHER SYSTEM ORGANIZATIONS

World Health Organization (WHO)

30. WHO is the only specialized agency with a specific programme ("prevention and control of alcohol and drug abuse") and full-time staff allocated to addiction problems: the programme comes under the general framework of WHO's major programme on Protection and Promotion of Mental Health. The programme both seeks to develop methods of combating drug dependence and collaborates directly with individual countries in their efforts against it. It involves a variety of disciplines including public health, psychiatry, sociology and psycho-pharmacology, and it draws heavily on the expertise available in the different parts of the Organization. Expenditures under the drug dependence programme are almost evenly divided between the regular budget and extra-budgetary sources. In 1982-83 obligations under these two sources amounted to US\$ 1.086 million and \$ 1.144 million respectively.
31. WHO's extra-budgetary projects are almost entirely financed by UNFDAC. WHO has been an executing agency for UNFDAC since the Fund's inception and in 1982 was the Fund's third largest executant, with \$ 1.1 million programmed expenditure, 11 per cent of UNFDAC's total programme. In addition to the funding given for the country projects, in 1984 UNFDAC allocated US\$ 180,000 to be used for inter-regional training courses, international meetings, individual fellowships and the provision of experts and short-term consultants to support these activities, and to assist governments in developing national policies and activities concerning treatment, prevention and control of drug dependence problems. In 1984, WHO was executing projects for UNFDAC in Burma, Egypt, and Thailand.
32. Regular budget resources are mostly used for small country projects such as the organization of training activities (travelling seminars), the publication of manuals and guidelines for training and methodologies of evaluation. Short-term consultants are provided to Member States upon request, for advice and recommendations on drug dependence problems. Fellowships are also provided for study abroad. Other expenses covered from the regular budget include visits by technical officers to programmes of drug abuse control in the various regions for discussions with governments on them. A significant portion of WHO's efforts has been directed towards the development of techniques which can be used in monitoring, identification, prevention and treatment programmes concerned with drug dependence.
33. The Single Convention on Narcotic Drugs, 1961, and the Convention on Psychotropic Substances, 1971, assigned specific responsibilities to WHO in respect of changes in the control of substances and their scheduling for control purposes. WHO has to assess the dependence liability and therapeutic usefulness of each substance and, after evaluating any public health and social problems related to its abuse, to make a recommendation to the Commission on Narcotic Drugs for its control. WHO's recommendations are determinative as far as medical and scientific evidence is concerned. Altogether, WHO has submitted to the Commission eighty recommendations on drugs and psychotropic substances, seventy-six of which have been accepted. In 1984 alone, upon the recommendation of WHO, the Commission placed thirty-five additional substances under control.
34. WHO is also the only specialized agency where drug-related activities ("drug dependence and psychotropic substances") are regularly placed on the agenda of the Executive Board. The increasing magnitude and serious nature of drug dependence and drug abuse has led the World Health Assembly to adopt several resolutions, the most recent being resolution WHA 33.27, which acknow-

ledged the role and responsibilities of WHO in relation to the abuse of narcotics and psychotropic substances and set forth a number of policy directives. In the context of the present study, paragraph 7(3) of this resolution is worth mentioning. It requests the Director-General "to promote the initiation and strengthening of national and international programmes for the assessment, scheduling and control of appropriate use of narcotics and psychotropic substances ... and to support such programmes by the development of appropriate guidelines in consultation with the United Nations Division of Narcotic Drugs, International Narcotics Control Board and other United Nations bodies". In response to this request WHO published, in 1984, "Guidelines for the Control of Narcotics and Psychotropic Substances in the Context of the International Treaties".

35. A number of national, regional and international meetings were also held to promote health professionals' awareness of their responsibilities concerning the rational use of psychoactive drugs. Other meetings were addressed to the development of methods needed to assess the benefit and risk ratio of a psychoactive substance with dependence liability.

Pan-American Health Organization (PAHO)

36. PAHO has in the past executed a small number of UNFDAC projects in Latin America, including projects on the treatment of drug addicts in Bolivia, Columbia, Ecuador and Peru, and an analysis of the drug abuse situation in Paraguay. PAHO's own budget for drug abuse work is very small (it includes only 30 man-days of consultancy services) and only one staff member is allocated to drug control work, which is considered as part of the mental health programme. PAHO adopted a useful resolution in 1983 in respect of the drug abuse problem.

International Labour Organisation (ILO)

37. ILO's work in the drug abuse field is chiefly in the vocational rehabilitation and social reintegration of drug-dependent people. It has executed the rehabilitation components of projects financed by UNFDAC in various countries. In 1983 ILO was involved with two such projects: first, it continued to participate in the social welfare sector of the large multi-sectoral project in Burma. Final expenditure on this sector in 1983 was US\$ 5,800. Second, it organized the first Latin American Regional Seminar on the Vocational Rehabilitation and Social Reintegration of Drug-dependent Persons held in Costa Rica. The 1983 expenditure on this project was US\$ 26,700. The project was completed as planned and the proceedings of the seminar have been published in Spanish and distributed. ILO received about 3 per cent of UNFDAC's approved allocation in 1982, but actually spent only one-third of that.

38. ILO estimates at rather less than US\$ 100,000 a year the cost of staff time spent on drug-related work. This includes 30 per cent of the time of one professional at ILO headquarters, the occasional services of regional rehabilitation advisers, time spent on the development of a specialized international library on drug and alcohol dependence and some other elements. In addition US\$ 15,000 was allocated in 1983 for the preparation by a consultant of an "International Handbook on Vocational Rehabilitation and Social Reintegration of Drug Dependent Persons". This is nearing completion and will shortly be printed.

39. ILO points out that it has received very few requests from developing countries for technical assistance in the rehabilitation of drug addicts and the prevention of drug abuse. This may be an indication of the low priority

United Nations Development Programme (UNDP)/
Office of Projects Execution (OPE)

50. UNDP/OPE are active in the execution of UNFDAC projects. UNDP also represents UNFDAC at the country level in countries where UNFDAC is financing projects, and provides two staff members and two secretaries, on reimbursable loan, to work in a co-ordination unit which supervises from Vienna the direct administration of UNFDAC's field operations executed by specialized agencies. In 1983, UNDP/OPE received over one-third of UNFDAC's total budget allocation, to implement the crop replacement programmes in Pakistan and Thailand, and to serve as the funding channel for government-executed research projects in Malaysia and Thailand. In the experience of UNDP/OPE, the participation of national governments is required in the implementation of country projects in order to achieve the required impact. Unfortunately, this participation is not always evident. A further 8 per cent of UNFDAC's expenditure was allocated to UNDP for its representation and co-ordination work. A small handful of technical assistance projects having some connection with drug abuse control has been financed at the request of developing countries from their UNDP IPFs.

Department of International Economic and Social Affairs (DIESA)
The Centre for Social Development and Humanitarian Affairs (CSDHA)

51. DIESA through CSDHA is concerned with the adverse effects of drug abuse on social development, including social disintegration and increasing criminality. The quinquennial UN Congresses on the Prevention of Crime and the Treatment of Offenders (for which CSDHA is responsible) review the subject of criminality related to drug abuse; so also do the biennial sessions of the Committee on Crime Prevention and Control. The next Congress is due to be held in 1985, and a number of items on the provisional agenda are related to drug abuse control. Close co-operation with the Division of Narcotic Drugs will be required, as well as with INCB and UNFDAC.

United Nations Social Defence Research Institute (UNSDRI)

52. UNSDRI has executed a research survey costing about US\$ 200,000 over four years for UNFDAC on the interaction between criminal behaviour and drug abuse and measures taken in different countries to control it. The report is to be published in October.

United Nations Industrial Development Organization (UNIDO)

53. UNIDO has been maintaining intersecretariat contacts with drug bodies, especially DND and INCB, in order to ensure that UNIDO's proposed technical co-operation projects in this area are consistent with the requirements of the international drug control treaties. In this respect, a proposed project to study the technological alternatives for processing the coca leaf in certain Latin American countries has not been pursued following the criticism in the Third Committee of the General Assembly, as well as in the INCB. A second project proposal concerning industrial utilization of surplus stocks of Indian opiates has been amended so as to comply fully with the international drug control requirements.

The World Food Programme (WFP)

54. Project food aid of the type provided by WFP can support national and international efforts in the field of drug abuse control in a variety of ways. The major application for WFP food assistance in this field could be in support of integrated rural development schemes, aiming at the substitution of illicitly grown opium poppy by other agricultural products. WFP food assistance can also serve to support institutions dealing with the rehabilitation of drug addicts.

WFP has, in co-operation with UNFDAC, introduced a formal condition in the plan of operations of an agricultural development project in an Asian country, whereby food aid may be withheld or withdrawn from areas in which poppy is illicitly grown.

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V. MECHANISMS FOR INTER-SECRETARIAT CO-ORDINATION

55. There is no formal inter-secretariat mechanism for co-ordinating the work of the various organizations of the system in the drug abuse field. The Inter-Agency Advisory Committee, to which reference was made in the previous JIU report on the UNFDAC, has ceased to exist and the question of drug abuse control appears to have come before the Organizational Committee of the Administrative Committee on Co-ordination (ACC) only once in recent years. That was in January 1980, when the Organizational Committee requested the Director of DND to pursue consultations with the organizations concerned with narcotics to co-ordinate related international drug control matters within the UN system. These consultations took place within the framework of ad hoc inter-agency meetings.

56. In pursuit of this directive, in 1981, 1982 and 1983, the Division convened a total of six ad hoc inter-agency meetings on co-ordination: four in Vienna (three of them after the annual meetings of the Commission), one in Paris by invitation from UNESCO and one in Geneva by invitation of WHO. In 1984, a seventh inter-agency meeting is due to be held at ILO Headquarters in Geneva.

57. These ad hoc meetings represent an advance on the old Inter-agency Advisory Committee in one respect: they do not always take place at the seat of the Commission, Division and the Fund (previously Geneva, now Vienna). The holding of one meeting each year since 1982 at Vienna, immediately after the Commission's session, has ensured that all system organizations which send representatives to the Commission will be able to attend the inter-secretariat meeting without much extra expense. Holding the other meetings at the headquarters of the various agencies most closely involved encourages those agencies, every so often, to make a special effort on drug control matters. The holding of two ad hoc meetings a year does not seem to overburden the resources of member organizations; WFP, however, has proposed to convene the meetings only once a year. The number of UN organizations, twelve, represented in August 1983 at Geneva, was the same as the number represented at Vienna in February of that year. It is significant also, that when the meetings started only six organizations attended and three others sent in written contributions. This development seems to indicate that the ad hoc meetings are being found useful. And an examination of the records shows that there have been some interesting discussions on the implementation of the International Drug Abuse Control Strategy of 1981 and on various aspects of co-ordination.

58. These early ad hoc meetings suffered from spending too much time on mere descriptions of what each organization was doing in the drug field. This has slowly improved so that there is now some real exchange of views and evidence of co-operation. It would be helpful if the meetings would go into more detail on future plans and programmes; the Inspectors anticipate continued improvement.

59. The Inspectors trust that the Secretary-General's appointment of the Under-Secretary-General for Political and General Assembly Affairs as the overall co-ordinator of all United Nations drug control-related activities will strengthen the opportunities for effective co-ordination. They believe that this appointment will lead to the designation of officials of similar rank from other organizations of the system to represent them at the ad hoc meetings. This would give drug abuse control questions consideration at a higher level in the secretariat than at present, both in individual organizations and in the inter-secretariat fora.

60. The Inspectors consider it desirable that any inter-secretariat issues of co-ordination which may prove insoluble at the level of the DND should be referred for decision to the relevant Committee of the ACC. The possibility of doing this flows from the designation of the Director of the DND by the Organizational Committee of the ACC to be responsible for system-wide co-ordination of international drug control matters. It may also be desirable that from time to time substantive questions relating to drug abuse control should be discussed in the ACC Committees; but the ground for this needs to be prepared by thorough debate in the ad hoc inter-agency meetings.

VI. CONCLUSIONS AND RECOMMENDATIONS

61. The subject of drug abuse control cannot be fully covered by any one UN body or agency, any more than it can be covered by one ministry in a national administration. The health aspect is in WHO's province, crop substitution in FAO's, preventive education in UNESCO's, the social aspect in the UN's, and so forth. Indeed, there are few bodies in the system whose work is completely unaffected by the drug problem. This being so, co-ordination amongst the major bodies concerned is of great importance, the more so as the funds specifically available for drug abuse control purposes are - even after a major increase in contributions - minute in comparison with the sums involved in promoting the illicit trade. It is important, but difficult, to ensure that maximum value is obtained from every dollar in UNFDAC and the regular budget programmes of some of the agencies.

62. The survey contained in the preceding chapters of this report is not encouraging. In fact, it is not an exaggeration to say that the general picture is one of near-frustration. For several years the General Assembly, recognizing that the drug abuse problem is not confined to one group of countries, has called on the UN system and its component organizations to pay greater attention to the problem, both in the governing bodies and in technical programmes. It has adopted a special International Drug Abuse Control Strategy and made the Commission on Narcotic Drugs responsible for reviewing, monitoring and co-ordinating its implementation. Yet apart from activities funded by UNFDAC very little has actually been done on a concerted basis.

63. Only one of the specialized agencies has made drug abuse control activities an item on the agenda of a governing body. It is not possible to discern, on the part of any of the agencies, any greater autonomous action in developing and implementing drug control programmes. There are few signs of improved co-ordination, though the development of the ad hoc inter-agency meetings and the appointment of the Under-Secretary-General to co-ordinate the activities of the United Nations proper, may be signs of better things to come.

64. On the whole therefore the Inspectors feel bound to conclude that the General Assembly's appeals for greater activity by the system in the drug abuse field have not found adequate response.

65. Of course there are reasons for this. Above all, the present is a time of severe financial stringency for almost all the organs of the system and it may often seem that an increase in drug control activities can only be afforded at the expense of activities in other fields. Even the inclusion of an item on the agenda of a governing body may only be feasible at the expense of some other item, if that governing body is hard pressed for time. It is disappointing to observe that none of the bodies in the system has made any effort to increase its regular budget activity in the drug abuse field to any significant extent. Organizations regularly express their willingness to do more, if they can be given the money to do it with; but this is hardly a satisfactory response to the General Assembly's appeals.

66. Progress can be made along two lines. The first is that governments should show as much interest in drug abuse control in the governing bodies of the agencies and other organs as they do in the Commission on Narcotic Drugs, ECOSOC and the General Assembly.

67. The second is that much more serious thought should be given to drug abuse control at the policy level in the various secretariats of the system, both individually and jointly.

68. The first of these lines of action is of course for governments to pursue. With regard to the second, the Inspectors believe that a number of steps should be taken. One very welcome step has already been taken by the Secretary-General, which could provide for better co-ordination of drug control programmes within the UN itself. He has designated the Under-Secretary-General for Political and General Assembly Affairs as the overall co-ordinator of all UN drug control related activities. The Inspectors hope that this raising of the level of consideration of drug control matters within the UN will bring about greater cohesion within the UN and will also encourage other organizations in the system to raise the level of consideration of their drug control operations as well. Further steps are enumerated below.

RECOMMENDATION 1

Drug abuse control needs to be considered at a high and responsible level in the intersecretariat machinery, in response to the General Assembly's resolutions. The Secretary-General should therefore take the initiative to propose in the ACC at regular intervals positive concerted actions which could be taken on drug abuse control.

RECOMMENDATION 2

The specialized agencies, particularly those mentioned in General Assembly resolution 34/177, should as requested in that resolution and in resolution 38/93 develop specific drug control programmes and activities for consideration by their member governments. They should report on them regularly to their governing bodies and there should also be regular reviews of them by ACC.

RECOMMENDATION 3

The Inspectors believe that it will be useful to continue the inter-agency co-ordination meetings, and see merit in holding them in different organizations from time to time. At these meetings it is less important and useful to have a presentation of individual reports of what each organization is doing or planning than to have a constructive discussion on what can be done on a concerted basis and on how each organization can help the others in this field.

RECOMMENDATION 4

The Under-Secretary-General should participate actively, on behalf of the Secretary-General, in the inter-agency meetings on drug abuse control. He should also participate actively in the meetings of the Commission on Narcotic Drugs. These roles should clearly demonstrate the desire of the Secretary-General to strengthen co-ordination in the UN itself as well as constructive and additional action within the UN organizations.

RECOMMENDATION 5

Some of the more successful drug abuse projects in developing countries have recently specified certain conditions which are resulting in actions taken by the governments of those countries. Governments should be encouraged to take positive steps on drug abuse control and use their own resources whenever this is possible. Drug abuse projects should have specific conditions which would require governments involved to enforce the purpose and goal of projects.
