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COMMISSION ON NARCOTIC DRUGS

BACKGROUND GUIDE 2016

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NATIONAL MODEL UNITED NATIONS





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Dear Delegates,

Welcome to the 2016 National Model United Nations Conference in New York (NMUN•NY)! We are pleased to introduce you to our committee, the Commission on Narcotic Drugs (CND). This year's staff is: Directors Stephan Berberich (Conference A) and Alfie Jones (Conference B), and Assistant Directors Eileen Austin (Conference A) and Ivan Zhivkov (Conference B). Stephan completed his Master's in International Relations and currently works for a company specialized in international protective services. This will be his fifth conference on NMUN•NY staff. Alfie has a Master's degree in History, and now works for a travel meta-search engine based in Berlin, Germany. This will be his fourth conference on staff. Eileen has a B.S. in Political Science and a B.A. in International Studies, and currently works for a facility services and uniform rental company in Westchester, N.Y. This will be her second conference on staff. Ivan has a B.A. in International Relations and History and is studying for a Master's degree in International Relations. This will be his first year on staff.

The topics under discussion for CND are:

- I. Addressing Drug Trafficking and the Financing of Terrorism
- II. The Role of Civil Society in Addressing the World Drug Problem
- III. Evaluating the Impact of Global Narcotics Drug Control

CND was established by the Economic and Social Council (ECOSOC) to be the main committee within the UN system for drug control and the guardian of treaties on narcotic substances. Additionally, its mandate has been expanded for it to serve as the governing body of the United Nations Office on Drugs and Crime (UNODC), the global leader in the fight against illicit drugs and international crime. As such, CND plays a dual role. It has a normative function as the main interlocutor on drug-related treaties, and an operational role by approving UNODC's and the UN International Drug Control Programme's budget (as well as influencing their actions). Consequently, CND is of critical importance when addressing the world drug problem in all its aspects. In order to accurately simulate the committee, delegates will have to keep CND's nature in mind and address drug-related issues from different angles. These should vary from a law enforcement perspective to social responses such as prevention measures and health-centered approaches.

We hope you will find this Background Guide useful as an introduction to the topics for this committee. However, it is not intended to replace individual research. We highly encourage you to explore your Member State's policies in-depth, as well as use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the conference, each delegation will submit a [position paper](#). Please take note of the [NMUN policies](#) on the website and in the [Delegate Preparation Guide](#) regarding plagiarism, codes of conduct, dress code, sexual harassment, and the awards philosophy and evaluation method. Adherence to these guidelines is mandatory.

The [NMUN Rules of Procedure](#) are available to download from the NMUN website. This document includes the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure. It is thus an essential instrument in preparing for the conference, and a reference during committee.

If you have any questions concerning your preparation for the committee or the conference itself, feel free to contact the Under-Secretaries-General for the ECOSOC Department, Dinah Douglas (Conference A) and Lauren Shaw (Conference B). You can reach either USG by contacting them at: usg.ecosoc@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the conference!

Sincerely,

Conference A

Stephan Berberich, *Director*
Eileen Austin, *Assistant Director*

Conference B

Alfie Jones, *Director*
Ivan Zhivkov, *Assistant Director*

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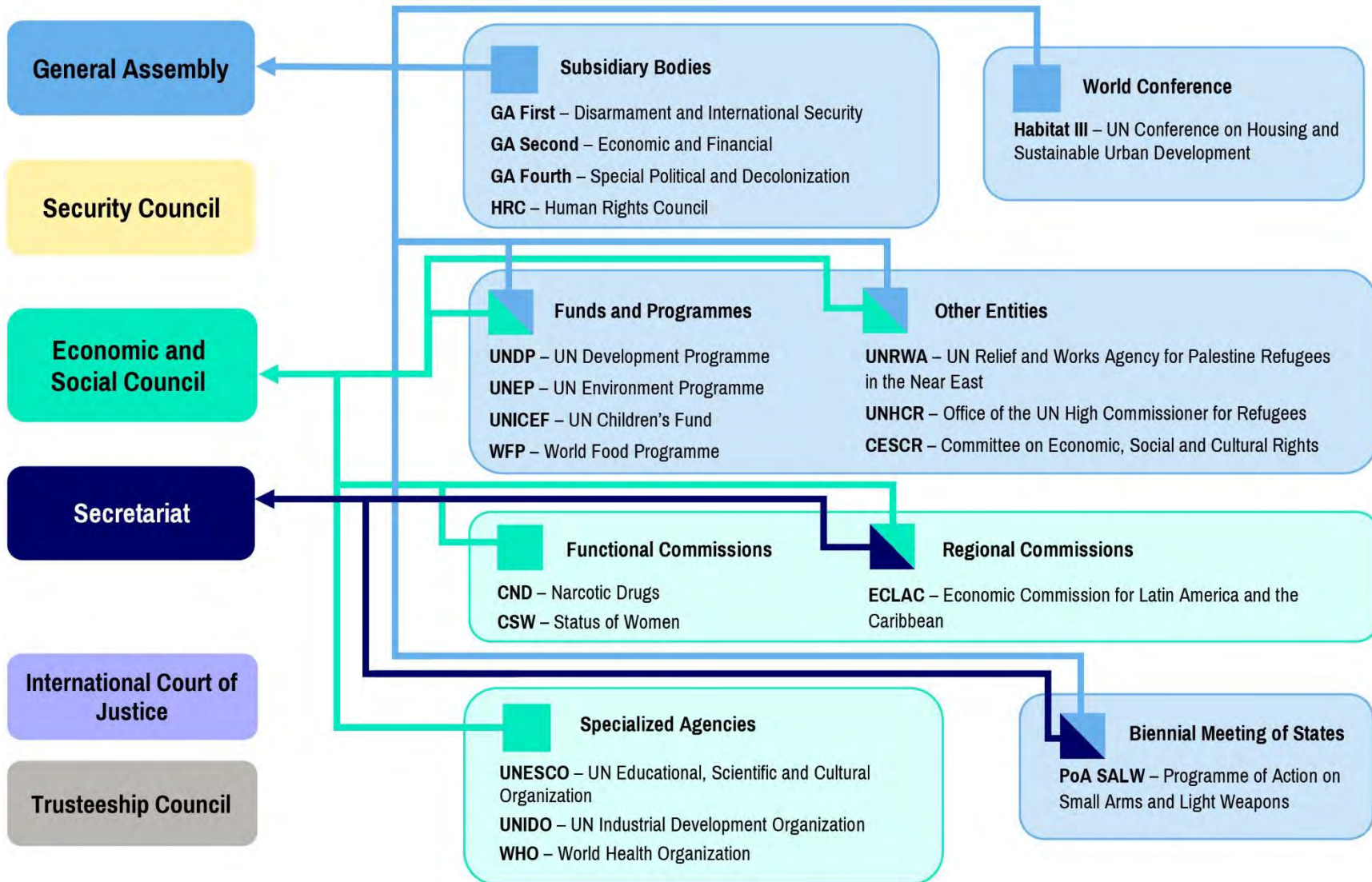


Abbreviations

AfGH	Action for Global Health
AI	Amnesty International
AML/CFT	Anti-money laundering and counter-terrorist financing
ARV	Antiretroviral
AU	African Union
CCPCJ	Commission on Crime Prevention and Criminal Justice
CICP	Centre for International Crime Prevention
CND	Commission on Narcotic Drugs
CSO	Civil society organization
CSTF	Civil Society Task Force
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EU	European Union
FARC	Fuerzas Armadas Revolucionarias de Colombia
FATF	Financial Action Task Force
FIU	Financial Intelligence Units
GA	General Assembly
GDP	Gross domestic product
HONLEA	Heads of National Drug Law Enforcement Agencies
HRC	Harm Reduction Coalition
HRI	Harm Reduction International
HRW	Human Rights Watch
IFRC	International Federation of the Red Cross and Red Crescent Societies
IGO	Intergovernmental organization
INCB	International Narcotics Control Board
IRHA	International Harm Reduction Association
LDCs	Least developed countries
MDGs	Millennium Development Goals
NGO	Non-governmental organization
PCUs	Port Control Units
Project DAWN	Drugs, Alcohol, and Women Network
SC	Security Council
SDGs	Sustainable Development Goals
TCUs	Transnational Crime Units
TGs	Theme Groups
TOC	Transnational organized crime
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCAC	UN Convention against Corruption
UNDCP	United Nations International Drug Control Program
UNGASS	United Nations General Assembly Special Session on the World Drug Problem
UNICRI	United Nations Interregional Crime and Justice Institute
UNODC	United Nations Office on Drugs and Crime
WACI	West Africa Coast Initiative
WCO	World Customs Organization
WHO	World Health Organization
WHRIN	Women and Harm Reduction International Network

United Nations System at NMUN·NY

This diagram illustrates the UN System simulated at NMUN·NY. It shows where each committee “sits” within the system, to help understand the reportage and relationships between the entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN System.



Committee Overview

Introduction

In the context of modern international drug control, a “drug” is any substance placed in schedule I or II of the 1961 *Single Convention on Narcotic Drugs*.¹ The United Nations (UN) Office on Drugs and Crime (UNODC) website offers this simple definition of a drug in pharmacological terms: it is “any chemical agent that alters the biochemical or physiological processes of tissues or organisms.”² International efforts to control narcotics predate the modern UN. In 1912, the International Opium Convention was signed at The Hague, and adherence to its provisions was built into the *Treaty of Versailles*, which ended the First World War.³ The fledgling League of Nations took over international narcotics control, primarily through the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs.⁴ The signature achievement of this committee was the 1933 *Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs*.⁵ These early bodies and treaties reflected the scientific knowledge and societal practices of the time and focused predominantly on opiate and coca derivatives, but nonetheless established the principle of the absolute prohibition of the trade in narcotics, with the only exceptions being for internationally sanctioned medical or research purposes.⁶

The **Commission on Narcotic Drugs (CND)** is a functional commission of the Economic and Social Council (ECOSOC).

Maintaining a coherent international strategy for narcotics control was a priority following the Second World War and the establishment of the UN, and in 1946, the newly formed Economic and Social Council (ECOSOC) established the Commission on Narcotic Drugs (CND) to advise it on drug policy, with ECOSOC resolution 9(1).⁷ In the early years of CND, a number of drug protocols were established, the most significant of which was the 1953 Opium Protocol.⁸ This protocol reaffirmed that opium and related substances could only be used for scientific or medical purposes, and mandated for Member States that ratified the protocol to set up dedicated drugs agencies in their respective countries.⁹

The modern CND, however, is very much defined around three treaties: the *Single Convention on Narcotic Drugs* (1961), the *Convention on Psychotropic Substances* (1971), and the *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* (1988).¹⁰ The Single Convention was so named because it amalgamated and superseded all pre-existing drug control treaties.¹¹ While earlier drug control treaties had largely been limited to controlling the supply of narcotics and limiting their usage to medical and research purposes, from the 1970s onwards demand reduction began to take a more prominent role in the language of international treaties.¹² For example, the 1971 *Convention on Psychotropic Substances* requires signatories to take “all active measures to for the prevention of abuse of psychotropic substances.”¹³ The 1961 and 1971 Conventions, along with the *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* (1988), form the bedrock of the international drug control framework, of which CND is the central body.¹⁴

Governance, Structure and Membership

There are 53 members of CND, with 11 seats each reserved for African and Asian states, 10 for Latin America, six for Eastern Europe, and 14 for Western Europe and others.¹⁵ The remaining seat rotates between Asian and Latin

¹ UNODC, *Information About Drugs*, 2015.

² Ibid.

³ UNODC, *A Century of International Drugs Control*, 2008, p. 7.

⁴ Ibid.

⁵ League of Nations, *Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs*, 1933.

⁶ Ibid.

⁷ UN ECOSOC, *Resolution on the Establishment of a Commission on Narcotic Drugs (E/RES/9(1))*, 1946.

⁸ UNODC, *A Century of International Drugs Control*, 2008, p. 7.

⁹ UN Opium Conference, *Protocol and Final Act*, 1953.

¹⁰ *Single Convention on Narcotic Drugs*, 1961; *United Nations Convention on Psychotropic Substances*, 1971.

¹¹ UNODC, *A Century of International Drugs Control*, 2008, p. 60.

¹² Ibid., p. 7.

¹³ *United Nations Convention on Psychotropic Substances*, 1971.

¹⁴ *United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

¹⁵ UNODC, *CND: Membership*.

American or Caribbean states every four years.¹⁶ Members must be party to the 1961 *Single Convention on Narcotic Drugs*, and “adequate representation” must be ensured for Member States that are either key producers of opium or coca leaves, are key places where illicit narcotics are manufactured, or where the use of illicit narcotics is particularly concerning.¹⁷ Members of CND are elected by an organizational session of ECOSOC.¹⁸

CND is led internally by the Bureau and Extended Bureau of the Commission.¹⁹ The Bureau is composed of a Chairperson, three Vice-Persons, and a Rapporteur, who are elected at the end of each session of CND (to serve in the next session).²⁰ The Extended Bureau includes representatives from the five main global geographic regions, in addition to the EU, China, and the Group of 77 developing nations.²¹ As well as chairing meetings, the Bureau works with the UN Secretariat works to prepare CND sessions, as well as undertaking organizational work between sessions.²²

CND, along with other bodies such as the Commission on Crime Prevention and Criminal Justice (CCPCJ) and the Commission on the Status of Women (CSW), is one of the functional commissions of ECOSOC.²³ CND’s reports are considered at the substantive session of ECOSOC each year: some are adopted and become ECOSOC resolutions, and some ECOSOC refers to the General Assembly (GA), to potentially become GA resolutions.²⁴

There are several smaller bodies that report directly to CND. The Subcommittee on Illicit Drug Traffic and Related Matters in the Near and Middle East was formed in 1973, and exists to facilitate cooperation between governments in the region, and to offer a focused regional perspective.²⁵ There are also the four Regional Meetings of Heads of National Drug Law Enforcement Agencies (HONLEA).²⁶ These bodies, one each for Europe, Latin America, Africa, and Asia, exist to improve high-level coordination between regional drug law enforcement agencies.²⁷

Mandate, Functions and Powers

On its website, CND’s mandate is described to “monitor the world drug situation, develop strategies on international drug control and recommends measures to combat the world drug problem, including through reducing demand for drugs, promoting alternative development initiatives, and adopting supply reduction measures.”²⁸ Like many older UN agencies, the mandate of CND has evolved over time. The original mandate, as set out in ECOSOC resolution 9(1), which established CND, called for the new body to assist ECOSOC, supervise existing narcotics control treaties, and “advise the council on all matters pertaining to the control of narcotic drugs.”²⁹ What this means is that CND has always had a functional, operational aspect to its mandate, in addition to a normative policymaking mandate.³⁰ However, this division of roles was only clarified and formalized in 1999 with the adoption of ECOSOC resolution 1999/30, which required CND to structure its agenda into two distinct sections: a normative section, centered around policy issues and the upholding of treaties, and an operational section, where CND exercises its role as the governing body of UNODC.³¹ UNODC itself was formed in 1997 by the merging of the secretariats of the UN International Drug Control Program (UNDCP) and the Centre for International Crime Prevention (CICP), although the merged office was not renamed until 2002.³² As a governing body, CND is responsible for administrative and

¹⁶ UNODC, *CND: Membership*.

¹⁷ *Ibid.*

¹⁸ UNODC, *CND/CCPCJ: Fact Sheet on Membership*.

¹⁹ UNODC, *Bureau and Extended Bureau*.

²⁰ *Ibid.*

²¹ *Ibid.*

²² *Ibid.*

²³ UNODC, *The Economic and Social Council and the CND and CCPCJ*; UN ECOSOC, *Subsidiary Bodies of ECOSOC*.

²⁴ UNODC, *The Economic and Social Council and the CND and CCPCJ*.

²⁵ New Zealand Ministry of Foreign Affairs and Trade, *United Nations Handbook 2014-2015*, 2014, p. 143.

²⁶ *Ibid.*, p. 144.

²⁷ *Ibid.*, p. 143.

²⁸ UNODC, *CND*.

²⁹ UN ECOSOC, *Resolution on the Establishment of a Commission on Narcotic Drugs (E/RES/9(1))*, 1946.

³⁰ *Ibid.*

³¹ UN ECOSOC, *Review of the United Nations International Drug Control Programme: strengthening the United Nations machinery for international drug control within the scope of the existing international drug control treaties and in accordance with the basic principles of the Charter of the United Nations (E/RES/1999/30)*, 1999.

³² UNODC, *A Century of International Drugs Control*, 2008, p. 9.

budgetary matters of the UNDCP, as well as “strategic oversight.”³³ This means that while CND is not responsible for the day to day running of the UNDCP, it is recognized as the central drugpolicy-making organ of the UN, makes suggestions as to the direction of UNDCP policy, and offers guidance on strengthening its programs.³⁴ The first part of the agenda of CND sessions is devoted to this task.³⁵

Given that CND is mandated to uphold narcotics control treaties, it is natural that the major treaties in the area have shaped its mandate further. Under the *Single Convention on Narcotic Drugs* (1961), CND is responsible for placing drugs into one of five schedules, depending on their harmfulness.³⁶ However, changes to drug scheduling can only be made on the recommendation of the World Health Organization (WHO).³⁷ Drug scheduling changes can only be overruled by the full ECOSOC.³⁸ The Single Convention established the International Narcotics Control Board (INCB) and charged it to “limit the cultivation, production, manufacture and use of drugs to an adequate amount required for medical and scientific purposes, to ensure their availability for such purposes and to prevent illicit cultivation, production and manufacture of, and illicit trafficking in and use of, drugs.”³⁹ As such, it is the INCB that works directly with governments to ensure compliance with the convention, not CND.⁴⁰ The INCB focuses primarily on the regulation of legal drug markets, working with government agencies to ensure that controlled substance does not fall into the wrong hands.⁴¹ UNODC, meanwhile, focuses more on illicit drug markets, working with governments on demand reduction, police cooperation, and tackling organized crime.⁴² CND works closely with both bodies, as governing body of UNODC, and in an advisory capacity to INCB.⁴³ As the governing body of UNODC, CND is responsible for approving the International Drug Control Program Fund budget; this fund accounts for 90% of UN for Drug Control resources.⁴⁴

CND’s mandate was further shaped in 2009 during the annual meeting’s high-level segment (the ministerial or head of state level); at this, Member States adopted the *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem* (hereafter referred to as “the Plan”).⁴⁵ The Plan committed members to the ambitious goal of eventually eliminating illicit drug consumption in its entirety.⁴⁶ CND is named as the UN body that should play the main role in encouraging and assisting Member States in implementing the Plan, and is also tasked with developing new “indicators and instruments” by which to measure the extent of the global drug problem.⁴⁷ The Plan itself is focused on both demand and supply reduction, the steps Member States should take to achieve this, and aims to eradicate both the demand and supply of illicit drugs by 2019.⁴⁸

Recent Sessions and Current Priorities

In March 2014, CND conducted a high-level review of the 2009 Plan. The review affirmed the belief that drugs constitute a “serious threat to the health, safety, and well-being of all humanity,” as well as undermining sustainable development, democratic institutions, and the rule of law.⁴⁹ The review acknowledged the broad failure of the 2009

³³ UN CND, *Annotated Provisional Agenda, 58th Session*, 2014.

³⁴ Ibid.

³⁵ Ibid.

³⁶ *Single Convention on Narcotic Drugs*, 1961.

³⁷ Ibid.

³⁸ UNODC, *Commentary on the Single Convention*, 1961, p. 79.

³⁹ *Convention on Narcotic Drugs*, 1961.

⁴⁰ UNODC, *A Century of International Drugs Control*, 2008, p. 9.

⁴¹ Ibid.

⁴² Ibid.

⁴³ UN ECOSOC *Review of the United Nations International Drug Control Programme: strengthening the United Nations machinery for international drug control within the scope of the existing international drug control treaties and in accordance with the basic principles of the Charter of the United Nations (E/RES/1999/30)*, 1999.

⁴⁴ UNODC, *CND*.

⁴⁵ UNODC, *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. iii.

⁴⁶ Ibid., p. 8.

⁴⁷ Ibid.

⁴⁸ Ibid., p. 19.

⁴⁹ UNODC, *Joint Ministerial Statement 2014 High-Level Review By The Commission On Narcotic Drugs Of The Implementation By Member States Of The Political Declaration And Plan Of Action On International Cooperation Towards An Integrated And Balanced Strategy To Counter The World Drug Problem*, 2014, p. 2.

Plan, with the supply and demand of narcotic drugs and psychoactive substances remaining “largely stable” in the five years since the adoption of the Plan.⁵⁰ Any successes were in the field of scientific research, “capacity building,” and “an improved understanding of the problem.”⁵¹

Two years prior to the 2014 review, the GA planned to convene a UN GA Special Session on the World Drug Problem (UNGASS) to be held in 2016.⁵² Following the review, CND began preparatory work for the UNGASS.⁵³ CND has already elected a supervisory board for the UNGASS, comprising of ambassadors representing each global region, which will prepare the Commission for all “organizational and substantive matters” relating to the UNGASS.⁵⁴ At its most recent session in 2015, CND continued preparation for the UNGASS and set out in detail the topics to be discussed there.⁵⁵ Further, CND adopted detailed proposals to improve the governance and financial security of UNODC, including strengthening internal auditing and evaluation procedures, and focusing human resource management, i.e. hiring practices, to improve the gender balance on UNODC staff and to ensure geographic balance.⁵⁶

Conclusion

CND is the primary body for drug policy decision-making within the UN system. The international framework for controlling illicit substances is built primarily on the 1961, 1971, and 1988 Conventions, and CND is the central body tasked with upholding these treaties.⁵⁷ Its dual role as both a normative policymaking body and as a functional committee, acting as a governing body of the UNODC with control of over 90% of the UN’s anti-drugs budget, makes it a committee of critical importance.⁵⁸ Arguably, however, the challenges CND must face are greater than ever. Creatively addressing the complex challenges involved in maintaining a workable and humane global drugs policy should be at the forefront of delegate’s minds as CND works to prepare for the UNGASS on the World Drug Problem in 2016.

⁵⁰ UNODC, *Joint Ministerial Statement 2014 High-Level Review By The Commission On Narcotic Drugs Of The Implementation By Member States Of The Political Declaration And Plan Of Action On International Cooperation Towards An Integrated And Balanced Strategy To Counter The World Drug Problem*, 2014, p. 4.

⁵¹ *Ibid.*

⁵² UN General Assembly, *International Cooperation Against the World Drug Problem (A/RES/67/193)*, 2012.

⁵³ UN CND, *Special Session of the General Assembly on Narcotic Drugs to be Held in 2016 (57/5)*, 2014.

⁵⁴ UNGASS, *UNGASS Board [Website]*.

⁵⁵ UN CND, *Report on the 58th Session*, 2015.

⁵⁶ *Ibid.*

⁵⁷ *Single Convention on Narcotic Drugs*, 1961; *United Nations Convention on Psychotropic Substances*, 1971; *United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

⁵⁸ UNODC, *CND*.

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New Zealand Ministry of Foreign Affairs and Trade. (2014). *United Nations Handbook 2014-2015*. Retrieved 19 July 2015 from: <http://www.mfat.govt.nz/UNHB2014/UN-Handbook-201415-17-nov-interactive.pdf>

This handbook, produced annually by New Zealand since 1961, is a well-regarded guide to the United Nations. Pages 140-144 detail CND, including its purpose, current membership, and the sub-commissions reporting to CND, including the Sub-commission on Illicit Drug Trafficking and Related Matters in the Near and Middle East, and the Regional Meetings of Heads of National Drug Law Enforcement Agencies (HONLEA). It is useful as a brief overview of the committee, as well as other committees of the UN, which are also included in the guide. The handbook is also available as a smartphone application.

United Nations, Commission on Narcotic Drugs. (2014). *Joint Ministerial Statement 2014 High-Level Review By The Commission On Narcotic Drugs Of The Implementation By Member States Of The Political Declaration And Plan Of Action On International Cooperation Towards An Integrated And Balanced Strategy To Counter The World Drug Problem*. Retrieved 19 July 2015 from:

https://www.unodc.org/documents/hlr/JointStatement/V1403583_E_ebook.pdf

This Joint Ministerial Statement summarizes the 2014 review of the above 2009 Plan. This document is the statement that most directly leads into the upcoming 2016 UNGASS, and represents the most recent, long form articulations of the priorities and concerns of CND. Notably, it offers no concessions to those hoping for a relaxation of CND and UNODC's zero-tolerance approach to the use of psychoactive substances. Decriminalization or legalization are not seriously considered here.

United Nations, Commission on Narcotic Drugs. (2015). *Report on the 58th Session*. Retrieved 14 September 2015 from: http://www.un.org/ga/search/view_doc.asp?symbol=E/CN.7/2015/15

The Report of the 58th session of CND gives an example of how the work of CND is ultimately presented. It includes normative and operational decisions, draft decisions to be submitted to ECOSOC for approval, and a long list of "decisions," which are Drug Scheduling Decisions. Some drugs (usually complex new chemical compounds, chemically similar but distinct to existing narcotics) are added to the drug schedules, and others, such as ketamine, are subjected to a schedule review, pending further deliberation.

Single Convention on Narcotic Drugs. (1961). Retrieved 19 July 2015 from:

https://www.unodc.org/pdf/convention_1961_en.pdf

The Single Convention on Narcotic Drugs is an international treaty to limit the production and distribution of a number of narcotics, with limited exceptions made for medical treatment and research. It consolidated a number of earlier treaties, and expanded their scope to include other substances, for example cannabis and related substances. In tandem with the later Convention on Psychotropic Substances (1971), which included synthetic psychoactive substances such as LSD, which were not widely understood in 1961, these two treaties form the bedrock of international narcotics control. In the treaty, CND, alongside the WHO, was tasked to "schedule" narcotics in one of four different categories.

United Nations, Economic and Social Council. (1946). *Resolution on the Establishment of a Commission on Narcotic Drugs (E/RES/9(1))* [Resolution]. Retrieved 19 July 2015 from:

https://www.unodc.org/documents/commissions/CND/ECOSOC_Res-9I_E.pdf

This resolution from 1946, one of the first adopted by the newly formed United Nations, established CND to advise and make recommendations to ECOSOC on drug control, and to 'continually review' narcotics control policies. The mandate makes clear CND is taking over all responsibilities of the defunct League of Nations Advisory Committee on the Traffic in Opium and Other Dangerous Drugs. It is useful to understand the initial mandate of CND so as to fully appreciate how it has developed.

United Nations Office on Drugs and Crime. (2008). *A Century of International Drugs Control*. [Pamphlet].

Retrieved 8 August 2015 from: https://www.unodc.org/documents/data-and-analysis/Studies/100_Years_of_Drug_Control.pdf

This report, an extended version of a similar section of the 2008 World Drug Report, is probably the most useful overview of international drugs control that delegates can read. It details the circumstances leading to the first attempts to control narcotics in the early 20th century, and every major development since. Delegates are strongly urged to read this report in full to better understand the history of international efforts to control narcotic drugs.

United Nations Office on Drugs and Crime. (2009). *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*. Retrieved 19 July 2015 from: https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_52/Political-Declaration2009_V0984963_E.pdf

This declaration and plan was the result of the 2009 CND conference, and is the most recent overarching plan to combat the trade in illicit narcotics that the international community has produced. Many of its targets, such as eliminating the supply and demand of drugs by 2019, are clearly not going to meet, but the strategies it outlines continue to be the starting point for current discussions on global drug policy, particularly moving into the UNGASS in 2016. Delegates are encouraged to familiarize themselves with its key proposals.

United Nations, Commission on Narcotic Drugs. (2014). *Annotated Provisional Agenda: 58th Session*. Retrieved 14 September 2015 from: http://www.un.org/ga/search/view_doc.asp?symbol=E/CN.7/2015/1

This is the agenda for the 58th session of CND, which was held in 2015. It is useful for delegates because it presents the division between the operational and normative parts of CND's deliberations in a clear way. The operational part focuses on CND's role as a governing body of UNODC, while the normative section allows CND to act as the central drug policy unit of the UN, and focus on broader questions of policy.

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Single Convention on Narcotic Drugs. (1961). Retrieved 19 July 2015 from: https://www.unodc.org/pdf/convention_1961_en.pdf

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I. Addressing Drug Trafficking and the Financing of Terrorism

“I believe that drugs have destroyed many lives, but wrong government policies have destroyed many more.”⁵⁹

Introduction

Terrorism and drug trafficking are far from being new phenomena. However, in a constantly changing global society, these threats have also evolved, and one of the main features of this evolution is that terrorist groups tend to turn more and more to organized criminal activities such as drug trafficking in order to finance their operations and other expenses.⁶⁰ Two of the most notorious examples are found in Colombia and Afghanistan, where groups such as the Fuerzas Armadas Revolucionarias de Colombia (FARC) and the Taliban profit from the drug trade.⁶¹ Among various criminal activities, drug trafficking is by far the most lucrative business and attracts greed, especially in Member States with lower economic activity.⁶² Indeed, it is estimated that the heroin market represents one-fifth of Afghanistan’s gross domestic product (GDP).⁶³ The share that goes to the Taliban is above \$120 million, thus providing significant funds for the financing of terrorist activities.⁶⁴

Historically, the end of the Cold War was a major shift for terrorist groups, as state sponsorship for terrorism dramatically decreased in the years following.⁶⁵ Member States became more reluctant to finance terrorist groups, fearing international sanctions, thus pushing terrorist groups to seek financial resources elsewhere.⁶⁶ This was also facilitated by a shift in criminal activities, which used to rely on strong and hierarchical structures that were geographically located, such as the Italian mafia.⁶⁷ The globalization of markets has made the transport of merchandise easier and communication faster, thus influencing organized crime, and these traditional structures now tend to be replaced by loose networks.⁶⁸ These networks offer terrorists entry points and are often composed of separate groups active in different states, intervening at different stages of the traffic chain, and sometimes only cooperating over a short period of time.⁶⁹

This guide will address the problems due to linkages between terrorism and trafficking, and will examine how the United Nations (UN) Commission on Narcotic Drugs (CND) can contribute and offer solutions within the scope of its mandate. First, a section on the international and regional framework will illustrate the wide range of treaties and conventions that already exist on this topic, as well as joint efforts that have been previously established by Member States and other regional organizations. Following this, the guide will offer an overview to help better understand how drug trafficking and terrorism pose a current threat, before further developing the linkages between these topics and how they benefit from each other. Once the current framework is set, the guide will outline shortcomings and areas in need of further efforts.

International and Regional Framework

The main international treaty addressing transnational organized crime (TOC) is the *UN Convention against Transnational Organized Crime* (UNTOC) (2000), which defines organized criminal groups as structured entities involving several individuals established to commit offences for financial or material benefits.⁷⁰ It has been argued that this definition is broad and does not address TOC itself, but only criminal groups.⁷¹ Nevertheless, drug trafficking has to be understood within the scope of UNTOC, especially since most drug-related crimes have

⁵⁹ Annan, *Strengthening a Public Health Approach when Addressing the World Drug Problem at “World Health Assembly,”* 2015.

⁶⁰ Makarenko, *The Crime–Terror Continuum: Tracing the Interplay between Transnational Organised Crime and Terrorism,* 2004, p. 130.

⁶¹ *Ibid.*, pp. 137-139.

⁶² Durnagöl, *The Role of Drugs in Terrorism and Organized Crime,* 2009, p. 57.

⁶³ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment,* 2010, p. 246.

⁶⁴ *Ibid.*, p. 248.

⁶⁵ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime,* 2009, p. 68.

⁶⁶ *Ibid.*

⁶⁷ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment,* 2010, p. 27.

⁶⁸ *Ibid.*

⁶⁹ *Ibid.*, p. 28.

⁷⁰ UN General Assembly, *United Nations Convention against Transnational Organized Crime (A/RES/55/255),* 2000, Art. 2 (a).

⁷¹ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment,* 2010, p. 25.

international implications.⁷² Indeed, the typical drug trade involves several Member States: drugs leave the production sites and transit through other states before reaching the final destination, where the drugs will be sold to the end consumer.⁷³ The international community, and more precisely the UN, have been very active on these issues over past decades, and have adopted a series of other treaties and conventions to address both terrorism and TOC, including drugs.⁷⁴ Corruption plays an important role in drug trafficking as it allows both the production and transport of illicit products despite government control.⁷⁵ As a response, Member States of the UN signed in 2003 the *UN Convention against Corruption* (UNCAC), which aims to promote integrity and accountability of state officials, encourages cooperation on the matter amongst Member States, and requires its States Parties to take measures to prevent corruption.⁷⁶

The production and trafficking of drugs has also been addressed internationally, and three important treaties are particularly significant, the first and oldest being the *Single Convention on Narcotic Drugs*.⁷⁷ Signed in 1961, it prohibits the production of any drug or similar substance without a specific license (for medical use, for instance) and provides an exhaustive list of all substances falling under the scope of the Convention.⁷⁸ In 1971, the *Convention on Psychotropic Substances* was designed to complete the *Single Convention* of 1961, as new psychoactive drugs like amphetamines had been discovered after the earlier convention's adoption.⁷⁹ While these two conventions address the cultivation and production of drugs, the *UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* directly addresses trafficking, thus completing the previous conventions on the matter.⁸⁰ This convention prohibits manufacturing, distribution, and possession, and provides the basis for extradition in transnational drug-related crimes.⁸¹ While these three conventions form the international legal framework around the production and trafficking of drugs, a potential repeal has been discussed, as many repressive policies towards drugs has shown little success over the last decades.⁸²

To this day, there is no internationally agreed definition of terrorism, due to the highly political nature of the question and the subjective line that separates the legitimate fight against oppression and actual terrorism.⁸³ So far, a *Draft Comprehensive Convention on International on Terrorism* has not been signed due to differences on the definition of terrorism that still poses problems among Member States.⁸⁴ However, UN Security Council (SC) resolution 1566 could be seen as an attempt to offer a legal framework internationally condemning terrorist acts on top of the various national legislations.⁸⁵ An additional document in relation to this is the *International Convention for the Suppression of the Financing of Terrorism*, signed in 2000.⁸⁶ Beyond prohibiting state sponsorship for terrorism, the Convention also addresses the need for cooperation on investigations and the exchange of information between States Parties in order to hinder individuals from financing terrorist groups. Furthermore, it commits State Parties to identify and freeze assets intended to provide funds for or belonging to terrorists.⁸⁷ More recently, the UN General Assembly (GA) adopted the *UN Global Counter-Terrorism Strategy* in 2006; this set of principles was the first consensual strategic approach to address and prevent the threat of terrorism.⁸⁸

The Sustainable Development Goals (SDGs) also indirectly address the importance of an effective fight against drug trafficking, as Goal 3 calls for the strengthening of the prevention and treatment of substance abuse.⁸⁹

⁷² UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 25.

⁷³ *Ibid.*, p. 88.

⁷⁴ UN General Assembly, *United Nations Convention against Transnational Organized Crime (A/RES/55/255)*, 2000.

⁷⁵ UN General Assembly, *United Nations Convention against Corruption (A/RES/58/4)*, 2003.

⁷⁶ *Ibid.*

⁷⁷ *Single Convention on Narcotic Drugs*, 1961.

⁷⁸ *Ibid.*

⁷⁹ *United Nations Convention on Psychotropic Substances*, 1971.

⁸⁰ *United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

⁸¹ *Ibid.*

⁸² European Parliament, *Recommendation on the reform of the conventions on drugs (B5-0541/2002)*, 2002.

⁸³ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 48.

⁸⁴ UN DPI, *Speakers Urge That Differences Be Resolved in Draft Comprehensive Convention on International Terrorism, as Sixth Committee Begins Session (GA/L/3475)*, 2014.

⁸⁵ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1566 (2004))*, 2004.

⁸⁶ UN General Assembly, *International Convention for the Suppression of the Financing of Terrorism (A/RES/54/109)*, 1999.

⁸⁷ *Ibid.*

⁸⁸ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.

⁸⁹ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 14.

Simultaneously, Goal 16 calls for the strengthening of national institutions and other relevant capacities for the prevention of crime and terrorism.⁹⁰ Besides important international policy on the matter, other bodies such as the World Bank have developed tools to support Member States as they look to combat TOC.⁹¹ In 2006, the World Bank published a reference guide to combatting money laundering and the financing of terrorism.⁹² It is a comprehensive source of information for states on current international financial standards, and provides a set of legal requirements for Member States to combat these threats.⁹³ This guide also offers a set of preventative measures to take control of financial flows, as well as recommendations on how to shape international cooperation.⁹⁴ The Financial Action Task Force (FATF), an intergovernmental policymaking body promoting the implementation of measures to regulate the international financial system, has developed a set of recommendations to combat money laundering and the financing of terrorism.⁹⁵ Divided into groups such as policy coordination and preventative and transparency measures, these 40 recommendations are regularly revised and constitute standards that Member States should meet to effectively address these issues.⁹⁶ The fact that all participating Member States have started implementing laws in order to meet these standards has been a major achievement already.⁹⁷ Recommendations on operational and law enforcement foresee the creation of so-called Financial Intelligence Units (FIU) as a central part of the anti-money laundering and counter-terrorist financing (AML/CFT) system.⁹⁸ These FIUs should observe and analyze suspicious transactions and any other information relevant to the AML/CFT system.⁹⁹ These units can also share information and mutually reinforce national efforts as in the case of the European Union (EU) FIUs Platform, which plays a crucial role in facilitating transnational investigations.¹⁰⁰

Role of the International System

Threats linked to drug trafficking and terrorism fall under the SC's mandate to maintain international peace.¹⁰¹ As such, the Council regularly addresses the dangers due to links between organized crime and terrorism, as well as the need for regional and international cooperation, and capacity-building in coordination with relevant UN entities.¹⁰² Besides the SC, the GA has shown interest and concern on this topic, and will be hosting a Special Session on the World Drug Problem (UNGASS) in 2016.¹⁰³ At the request of the GA, CND was assigned to prepare UNGASS, especially via intense consultation with other UN entities and other intergovernmental organizations (IGOs).¹⁰⁴ The initial purpose of UNGASS is to support the achievement of the goals set by the *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem* in 2009.¹⁰⁵ This Declaration is a 10-year plan tailored to achieve both demand and supply reduction on drugs.¹⁰⁶ On the way to meet these goals, UNGASS will be an exceptional opportunity for the international community to consult on and discuss the world drug problem by including various stakeholders.¹⁰⁷ These will include IGOs and other regional organizations, as well as non-governmental organizations (NGOs) and other civil society organizations (CSOs).¹⁰⁸

⁹⁰ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 26.

⁹¹ World Bank, *Reference Guide to Anti-Money Laundering and Combating the Financing of Terrorism*, 2006.

⁹² Ibid.

⁹³ Ibid., p. 71.

⁹⁴ World Bank, *Reference Guide to Anti-Money Laundering and Combating the Financing of Terrorism*, 2006, pp. 116 & 152.

⁹⁵ Financial Action Task Force, *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation*, 2012, p. 7.

⁹⁶ Ibid.

⁹⁷ Financial Action Task Force, *25 Years and Beyond*, 2014, p. 15.

⁹⁸ Financial Action Task Force, *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation*, 2012, p. 24.

⁹⁹ Ibid.

¹⁰⁰ European Commission, DG Justice, *EU Financial Intelligence Units Platform*, 2015.

¹⁰¹ *Charter of the United Nations*, 1945.

¹⁰² UN Security Council, *Threats to international peace and security (S/RES/2195 (2014))*, 2014.

¹⁰³ UNODC, *Special Session of the United Nations General Assembly on the World Drug Problem*, 2015.

¹⁰⁴ Ibid.

¹⁰⁵ Ibid.

¹⁰⁶ UNODC, *The Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009.

¹⁰⁷ UNODC, *Special Session of the United Nations General Assembly on the World Drug Problem*, 2015.

¹⁰⁸ Ibid.

CND remains the UN body with the main responsibility for drug control matters, and is charged with the supervision of the application of international conventions.¹⁰⁹ By advising the Economic and Social Council (ECOSOC) on matters relating to drug control, CND can be the initiator of new strategies and approaches to better address the world drug problem.¹¹⁰ In this regard, during its last session, CND, via the adoption of CND resolution 58/6, addressed the need of increased international cooperation on matters relating to illicit financial flows linked to drug trafficking.¹¹¹ As the UN Office on Drugs and Crime's (UNODC) governing body, CND is also directly implicated in the Office's various activities across the globe.¹¹² These are based around three pillars: field-based cooperation with Member States; research and analysis of evidence and intelligence; and normative work to assist Member States in their efforts to implement international treaties and conventions.¹¹³ As such, the Terrorism Prevention Branch of UNODC plays a noteworthy role.¹¹⁴ Its main role is to monitor Member States' efforts in implementing counter-terrorism legislation, and to provide assistance if needed.¹¹⁵ Beyond monitoring progress on national legislations, the Terrorism Prevention Branch of the UNODC could potentially be expanded to financial or other illicit activities, thus involving CND in these efforts.¹¹⁶ UNODC also promotes both national and international approaches to counter the world drug trade as with the Container Control Programme, launched in 2004 and designed to assist governments in their efforts to better monitor international flows of merchandises.¹¹⁷ To this end, Port Control Units (PCUs) trained to identify and inspect suspect freight containers have been established.¹¹⁸ Simultaneously, UNODC is one of the main actors promoting alternative development that consists of programs encouraging farmers to abstain from growing illicit crops and to turn to other legal agricultural products, as in the case of the Plurinational State of Bolivia.¹¹⁹ It is important to keep in mind that CND has an significant network of programs, offices, and branches within UNODC, as well as partners that can be used to design and recommend ways to address on a global scale problems due to drug trafficking and the financing of terrorism.¹²⁰

Terrorism and Drug Trafficking

What distinguishes terrorists most from criminal groups are the pursued goals of the group.¹²¹ Terrorists have political objectives and make use of violence to achieve them, while criminals seek to make profits out of their activities.¹²² Terrorist groups can earn money from drugs in different ways: selling them, collecting taxes from cultivators if they control areas of production, and transportation and protection services if they control areas through which the drugs transit.¹²³ As mentioned earlier, drug trafficking is the most profitable TOC, and it accounts for about half of the worldwide profits generated by TOC, with cocaine alone being estimated to generate \$85 billion gross profits per year.¹²⁴ The amount of these profits that flows to terrorist groups remains very small, but just a few percent of such sums would be enough to finance terrorist activities such as bombings.¹²⁵ As an illustration, Spanish authorities have reported that the 2004 terrorist attacks in Madrid, Spain, were financed through the selling of ecstasy and hashish, and links with the Italian Camorra to organize shipments from Morocco to Spain have been revealed.¹²⁶ For terrorists, engaging in drug trafficking can also have other benefits than just generating income, as trafficking can also create chaos in society and foster criminality, undermine law enforcement, and promote

¹⁰⁹ UNODC, *CND – Mandate and Functions*, 2015.

¹¹⁰ *Ibid.*

¹¹¹ UN CND, *Strengthening international cooperation in preventing and combating illicit financial flows linked to drug trafficking, from the anti-money-laundering perspective (58/6)*, 2015.

¹¹² UNODC, *CND – Mandate and Functions*, 2015.

¹¹³ UNODC, *About UNODC*, 2015.

¹¹⁴ UNODC, *The United Nations Office on Drugs and Crime and Terrorism Prevention*, 2015.

¹¹⁵ *Ibid.*

¹¹⁶ *Ibid.*

¹¹⁷ UNODC & World Customs Organization, *Container Control Programme: Annual Report*, 2014, p. 11.

¹¹⁸ *Ibid.*

¹¹⁹ Bolivia & UNODC, *The Bolivia Country Program 2010-2015: Capacity building in response to drugs, organized crime, terrorism, corruption, and economic crime threats in Bolivia*, 2010, p. 10.

¹²⁰ UNODC, *Organizational Structure of UNODC*, 2015.

¹²¹ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 55.

¹²² *Ibid.*

¹²³ *Ibid.*, p. 68.

¹²⁴ UNODC, *Estimating Illicit Financial Flows Resulting from Drug Trafficking and other Transnational Organized Crimes*, 2011, p.10.

¹²⁵ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 68.

¹²⁶ Brady, *The EU and the Fight against Organised Crime*, 2007, p. 8.

corruption among state officials.¹²⁷ Furthermore, it give access to a network of criminals offering services such as infrastructure or false documents.¹²⁸

The degree of the interconnection between drug trafficking and terrorism can be conceptualized via what has been called the crime-terror continuum.¹²⁹ This continuum allows visualization of the ways the two groups interact, with criminals on one side of the continuum and terrorists on the opposite side, while their links become stronger closer to the middle.¹³⁰ The first and looser type of convergence represents alliances between the two, such as trading guns for drugs; these are often geographically located in a state or region and worsen social and political stability.¹³¹ The second degree is operational motivations, meaning that one group uses the other group's methods to meet their goals.¹³² This is typically exemplified by the case when terrorists are directly involved in drug trafficking at some point of the trade chain or its entirety.¹³³ The ties become even stronger as soon as the groups converge to form a single entity and terrorists become so involved in illicit activities that they cannot be distinguished from other criminal groups.¹³⁴ This can come to a point where the political rhetoric of the group becomes a façade that justifies their illicit activities and helps to differentiate themselves from other criminal groups; the FARC rebels in Colombia could be seen as an example of this.¹³⁵ At the center of the continuum lies what is called the “Black Hole,” a scenario fostered by weak or failed states, as well as regions no longer controlled by state power.¹³⁶ In this situation, a state of unrest or civil war is hijacked by criminal interests and secured by terrorist tactics in order to take over economic and political power.¹³⁷ Such situations appear where economic development has been low and activities such as drug trafficking generate economic power surpassing the state.¹³⁸ As a consequence, corruption becomes widespread and public forces are unable to maintain control.¹³⁹ Eventually, a state is plunged into chaos, offering terrorists the capacity to generate funds and safe havens from where operations can be planned, thus threatening international security.¹⁴⁰ The case of Afghanistan, where Al-Qaida members were able to hide, illustrates this best: not only did the situation pose a threat to international security, it also led to a spread of violence in the region, as suicide bombings dramatically rose in Pakistan starting in 2007.¹⁴¹

A Global Strategy for a Global Problem

As discussed, the legislative framework on the matter is vast and seconded by an important amount of international, regional, and national operational initiatives. However, in past years, the fight against the world drug problem received only mixed results as witnessed by the increasing involvement of terrorist groups in this highly profitable business.¹⁴² Criminal networks are difficult to fight, and additionally, successful policies have had unexpected consequences, as in the case of cocaine trafficking in Latin America.¹⁴³ During the 1980s, massive monitoring of air traffic led to decreases in smuggling in the Caribbean.¹⁴⁴ As a result, the main traffic route shifted to Mexico, which in turn has led to a gain of power of Mexican cartels and a dramatic increase in violence in Central American states.¹⁴⁵ Similarly, Colombian authorities have been able to effectively fight the powerful drug cartels in the 1990s, but, as a consequence, insurgent groups such as FARC took advantage of the lack of criminal leadership and

¹²⁷ Kleiman, *Illicit Drugs and the Terrorist Threat: Causal Links and Implications for Domestic Drug Control Policy*, 2004, pp. 4-5.

¹²⁸ *Ibid.*

¹²⁹ Makarenko, *The Crime–Terror Continuum: Tracing the Interplay between Transnational Organised Crime and Terrorism*, 2004, p. 131.

¹³⁰ *Ibid.*

¹³¹ *Ibid.*, p. 132.

¹³² *Ibid.*, p. 133.

¹³³ *Ibid.*

¹³⁴ *Ibid.*, p. 136.

¹³⁵ *Ibid.*, p. 137.

¹³⁶ *Ibid.*, p. 138.

¹³⁷ *Ibid.*

¹³⁸ Hansen, *The Failed State-Organised Crime-Terrorism Nexus*, 2011, p. 3.

¹³⁹ *Ibid.*

¹⁴⁰ Makarenko, *The Crime–Terror Continuum: Tracing the Interplay between Transnational Organised Crime and Terrorism*, 2004, p. 138.

¹⁴¹ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 248.

¹⁴² *Ibid.*, p. 29.

¹⁴³ *Ibid.*, p. 87.

¹⁴⁴ *Ibid.*

¹⁴⁵ *Ibid.*

established control over important shares in the drug trade.¹⁴⁶ Consequently, lessons to be drawn from these examples are that fighting criminals will not stop criminal activity and that there needs to be a shift from investigations incriminating individuals to strategies that focus on illicit criminal flows.¹⁴⁷ In other words, criminality needs to be fought, not just criminals.¹⁴⁸ In this regard, promoting the rule of law and fighting corruption become key priorities in order to strengthen state structures, a much needed effort.¹⁴⁹ Corruption is vital to the international drug trade, which cannot subsist without the cooperation of bribable state officials.¹⁵⁰ Better and more efficient regulation norms concerning transnational trade, as well as more transparency, could be a way to reduce criminality in this area.¹⁵¹

Criminality needs to be addressed through developing transnational approaches, as disjointed efforts could result in successes in one area while worsening in another.¹⁵² A shift from national to transnational responses is needed.¹⁵³ Overall, the globalization of drug trafficking is undeniable and the drug trade involves a plethora of states and strategies.¹⁵⁴ This means that strategies on this topic need to cover all aspects of drug trafficking from the supply side to the demand side.¹⁵⁵ The main challenge is that methods available for addressing this transnational problem are mainly national tools used by Member States.¹⁵⁶ The current framework of conventions seconded by the various operational measures has proven insufficient and should serve as the foundation for actions to be taken.¹⁵⁷ The involvement of terrorist groups in drug trafficking does not call for a new set of measures, but rather suggests that in the past, efforts tended to be made in national or regional isolation which can be counterproductive.¹⁵⁸ Indeed, if fought in one zone, criminal activity will automatically rise up elsewhere.¹⁵⁹ In this regard, CND needs to focus on global responses and long-term strategies; these could even recommend the extension of UN peace operations to crime prevention in order to allow the UN to act as the main global coordinator both normatively and operatively, or even consider de-penalizing certain drugs to turn this illicit activity into legality.¹⁶⁰

Case Study: Regional Efforts in West Africa

Recently, in West Africa, this politically unstable region has witnessed a significant increase in drug transit from South America to Europe, starting in 2004.¹⁶¹ High levels of corruption made it easy for traffickers to cooperate with local authorities, and even top-ranked military officials had involvement.¹⁶² To take action, the African Union (AU) launched a Plan of Action on Drug Control for 2013 to 2017 to respond to this threat.¹⁶³ The main goal is to strengthen cooperation across the continent and foster integration of drug control issues into national legislations.¹⁶⁴

Additionally, in 2008, the heads of state of the Economic Community of West African States (ECOWAS) jointly declared drug control as one of the region's top priorities, and decided to take measures to address the issue.¹⁶⁵ This

¹⁴⁶ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 228.

¹⁴⁷ *Ibid.*, p. 29.

¹⁴⁸ Makarenko, *The Crime-Terror Continuum: Tracing the Interplay between Transnational Organised Crime and Terrorism*, 2004, p. 141.

¹⁴⁹ Hansen, *The Failed State-Organised Crime-Terrorism Nexus*, 2011, p. 1.

¹⁵⁰ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 60.

¹⁵¹ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 278.

¹⁵² *Ibid.*, p. 126.

¹⁵³ Hansen, *The Failed State-Organised Crime-Terrorism Nexus*, 2011, p. 4.

¹⁵⁴ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 277.

¹⁵⁵ *Ibid.*

¹⁵⁶ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 29.

¹⁵⁷ *Ibid.*, p. 272.

¹⁵⁸ *Ibid.*, p. 277.

¹⁵⁹ *Ibid.*, p. 29.

¹⁶⁰ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 272.

¹⁶¹ UN Security Council, *Statement by the President of the Security Council (S/PRST/2013/22)*, 2013; West Africa Commission on Drugs, *Not Just in Transit - Drugs, the State and Society in West Africa*, 2014, p. 7.

¹⁶² UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010, p. 235.

¹⁶³ African Union, *AU Plan of Action on Drug Control (2013-2017)*, 2012.

¹⁶⁴ *Ibid.*, p. 5.

¹⁶⁵ UNODC, *Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crimes in West Africa*, 2008.

led to a three-year regional action plan built around five thematic areas.¹⁶⁶ The measures included the development of adequate strategies by the states with the support of ECOWAS and CND, via UNODC, to combat drug trafficking and specifically address corruption.¹⁶⁷ Furthermore, the review of all drug-related laws to strengthen and foster harmonization of legislations or drug abuse prevention via awareness campaigns is also among the cited objectives of the plan.¹⁶⁸ Adding to this, the West Africa Coast Initiative (WACI) was launched in 2009 as an attempt to combat organized crime and drug trafficking in particular by addressing law enforcement, information gathering, corruption, and border management.¹⁶⁹ Designed to build a comprehensive response to TOC in the region, WACI also led to the creation of Transnational Crime Units (TCUs) to enhance regional cooperation in an attempt to coordinate activities on investigations and intelligence gathering.¹⁷⁰ Important achievements have been reached, as witnessed by the large amounts of drugs seized and subsequent convictions in the region.¹⁷¹ Such an initiative could well be reproduced in other regions to develop transnational law enforcement measures.

Conclusion

CND plays a crucial role in formulating a global response to the international drug trade. Past efforts, despite successes, have not been able to curb this problem, and has in some circumstances given terrorist groups the opportunity to introduce themselves into this profitable illicit activity. However, it seems that terrorist involvement cannot be dealt with separately, as it is difficult to distinguish it from the global drug trade. Holistic, internationally coordinated responses, which approach all aspects of this transnational organized crime, are needed. This should start with addressing the production of these illicit products, end with drug consumption, and include all stages in between. Only such a strategy will stop terrorist groups to benefit from this and even worse, contribute to further destabilize societies all across the world. Organized crime in its whole must be the target, and CND has the potential and the capacity to formulate recommendations to achieve this.

Further Research

CND is the governing body of UNODC and can make use of its vast series of operational programs and various offices and branches to tailor approaches to globally address the financing of terrorism via drug trafficking. This network offers enough potential to adjust and adapt current efforts rather than creating new agencies. In this regard, when researching this topic, delegates should be guided by questions such as: How can CND contribute to a better coordination of current efforts to address drug trafficking? How can the international trade be better monitored and regulated? What strategies are most likely to achieve success on an international scale? Has the information exchange across all involved actors been sufficiently effective? How can the rule of law, and more precisely corruption, be fought? How can the international community and CND in particular develop a global strategy, while taking into account regional and national particularities, when addressing organized crime and terrorism?

¹⁶⁶ UNODC, *Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organised Crimes and Drug Abuse in West Africa*, 2015.

¹⁶⁷ *Ibid.*

¹⁶⁸ *Ibid.*

¹⁶⁹ UNOWA, *West Africa Coast Initiative*, 2015.

¹⁷⁰ UNODC, *Transnational Crime Units (TCUs)*, 2015.

¹⁷¹ *Ibid.*

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Durnagöl E. (2009). The Role of Drugs in Terrorism and Organized Crime. *Ankarbarreview*, 2: 46-80. Retrieved 20 July 2015 from: <http://www.ankarabaru.org.tr/site/AnkaraBarReview/tekmakale/2009-2/6.pdf>

Durnagöl's article on the role of drugs in terrorism and organized crime is the perfect way to start reading about this complex topic. Backed with a rich set of references, both academic and primary, he offers an interesting analysis of the threat by presenting the current situation. Furthermore, this article helps to visualize from a conceptual perspective the relationship between terrorism and drug trafficking. It addresses motivations to engage in organized crime, as well as the different ways this can take form. This source will serve as a good introduction for this topic and further delegate research.

Financial Action Task Force. (2012). *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation*. Retrieved 12 August 2015 from: http://www.fatf-gafi.org/media/fatf/documents/recommendations/pdfs/FATF_Recommendations.pdf

The Financial Action Task Force is an intergovernmental organization established in 1989 to set standards and guide countries in their efforts to implement legal and operational measures to combat money laundering and the financing of terrorism. Its 36 members meet three times per year and monitor progress made on the matter. One of its major contributions was the development of a set of 40 recommendations for states to implement. These were first issued in 1990 and have been revised four times since, 2012 being the most recent set of revisions. Among these recommendations includes the creation of Financial Intelligence Units designed to monitor financial flows in order to identify suspect cases.

United Nations, General Assembly, Fifty-fourth session. (1999). *International Convention for the Suppression of the Financing of Terrorism (A/RES/54/109)*. Adopted on the report of the Sixth Committee (A/54/615). Retrieved 20 July 2015 from: <http://undocs.org/A/RES/54/109>

Also known as the Terrorist Financing Convention, this treaty prohibits the financing of terrorist activities. However, the Convention not only prevents the financing of terrorism by states, but also commits to hold liable those who finance terrorism. It further engages Member States to prevent and counter the financing of terrorist activities via illicit activities such as drug trafficking. This convention's importance for the topic is therefore fundamental, and delegates should consider it as a cornerstone in the context of drug trafficking and the financing of terrorism.

United Nations Office on Drugs and Crime. (2010). *The Globalization of Crime: A Transnational Organized Crime Threat Assessment* [Report]. Retrieved 19 August 2015 from: https://www.unodc.org/documents/data-and-analysis/tocta/TOCTA_Report_2010_low_res.pdf

Part of UNODC's work is to research and analyze available evidence and intelligence as a means to produce a set of reports and other documents available for both other agencies active on these matters and for the broader public. As a result, an important amount of assessments are published on a regular basis. This general threat assessment is of particular interest, as it offers a comprehensive analysis of criminal flows seconded by a rich set of data and statistics. The functioning of transnational organized crime, the developments of the past years, as well as future trends are addressed as well. Furthermore, this assessment outlines shortcomings of the past and looks on how criminal groups are able to maintain their activities despite efforts to combat organized crime.

United Nations Office on Drugs and Crime. (2011). *Estimating Illicit Financial Flows Resulting from Drug Trafficking and other Transnational Organized Crimes* [Report]. Retrieved 20 July 2015 from: http://www.unodc.org/documents/data-and-analysis/Studies/Illicit_financial_flows_2011_web.pdf

Drug trafficking generates high incomes that are estimated to represent between 2-5% of the global GDP. Bearing this in mind, the financial potential offered by this illicit activity is enormous. This report offers a detailed analysis of the financial flows resulting from drug trafficking and its impact. Delegates will be able to gain a better understanding of the dimension of drug trafficking on the global society and economy, including the financing of terrorist activities.

United Nations Office on Drugs and Crime. (2015). *World Drug Report 2015*. Retrieved 20 July 2015 from: https://www.unodc.org/documents/wdr2015/World_Drug_Report_2015.pdf

The UNODC publishes every year a World Drug Report. This report contains all important developments and trends of the last 12 months concerning the drug problem. As such, it is a fundamental document for delegates. It is mainly divided into two parts. The first offers a detailed overview of drug production and trafficking and a rich set of data and statistics. The second part is dedicated to alternative development efforts that try to combat drug production by encouraging the cultivation of licit products. Delegates should not hesitate to look at previous issues of the World Drug Report as well, since the content and areas addressed vary each year.

United Nations Office on Drugs and Crime & World Customs Organization. (2014). *Container Control Programme: Annual Report*. Retrieved 20 August 2015 from:

http://www.unodc.org/documents/drug_trafficking/horizontal_initiatives/CCP_Annual_Report_2014-EN.pdf

The Container Control Programme was launched in 2004 in a joint effort of the UNODC and the World Customs Organization (WCO). The goal was to enhance monitoring of transnational flows of merchandise via naval routes while disturbing international trade to the least possible extent. One of its main features is the establishment of Port Control Units trained to identify and inspect suspicious containers in an effort to seize illegal shipments. This annual report is an assessment of results obtained after 10 years. Delegates will find an illustration of how the UNODC is active to support Member States in their effort to counter criminal flows of illicit goods.

United Nations, Security Council, 7090th Meeting. (2013). *Statement by the President of the Security Council (S/PRST/2013/22)* [Presidential Statement]. Retrieved 20 July 2015 from: www.undocs.org/S/PRST/2013/22

In this Presidential Statement, the impact of drug trafficking on West African Member States was highlighted. Among others, the problems of border controls were addressed, as well as the importance of ratifying important international conventions such as the Convention on Psychotropic Substances of 1971 and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. The involvement of terrorist groups and their financing via drug trafficking was also addressed. As such, this document will allow delegates to understand how this topic is being addressed elsewhere in the United Nations system. Furthermore, this statement will also highlight the consequences of drug trafficking on a regional level, using the example of West Africa and the Sahel region where the proximity of drug trafficking and other illicit activities such as terrorism have become a growing concern.

West Africa Commission on Drugs. (2014). *Not Just in Transit - Drugs, the State and Society in West Africa*. Retrieved 20 July 2015 from:

https://www.unodc.org/documents/ungass2016/Contributions/IO/WACD_report_June_2014_english.pdf

Within a short period of time, West Africa has become an important transit point for cocaine travelling from South America to Europe. This development has been facilitated by weak state structures and widespread corruption. The presence of such activities has many consequences on the region, and this report is a useful analysis for delegates to understand how drug trafficking can affect a region. Besides adding fuel to criminality in the region, drug trafficking fosters drug consumption, leading to health issues. Furthermore, it weakens countries, empowers those who benefit financially from this activity, and also affects economic and social development within society. Accordingly, this source is helpful to delegates in understanding the topic at hand.

World Bank. (2006). *Reference Guide to Anti-Money Laundering and Combating the Financing of Terrorism*. Retrieved 20 July 2015 from: http://siteresources.worldbank.org/EXTAML/Resources/396511-1146581427871/Reference_Guide_AMLCFT_2ndSupplement.pdf

The World Bank published this guide to provide a comprehensive tool for Member States to use in their fight against the financing of terrorism. Although it does not directly address the link between drug trafficking and the financing of terrorism, this guide will be very helpful to delegates, as it focuses on the financial flows behind the financing of terrorism, and more precisely, money laundering. As such, important legislative measures to be taken to effectively fight the financing of terrorism are outlined, as well as how to meet international standards.

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II. The Role of Civil Society in Addressing the World Drug Problem

Introduction

The role of civil society organizations (CSOs) in solving the world drug problem is one of great importance.¹⁷² When discussing issues of international concern, the United Nations (UN) General Assembly (GA) looks to CSOs to participate, due to their experience with program development and implementation.¹⁷³ Civil society is composed of individuals and organizations who are not affiliated with governments or government organizations; CSOs can include non-governmental organizations (NGOs) and other organizations that advocate on specific issues.¹⁷⁴ They can serve as key actors in ensuring that Member States follow through on the policies set in place in relation to drugs.¹⁷⁵ CSOs can also act as a mediator between the people and the government.¹⁷⁶ In addition, it can be argued that CSOs play a pivotal role in ensuring positive results from government performance.¹⁷⁷ CSOs are not only able to provide some information used to design government reaction, but they also act as an avenue for citizens to benefit from the government programs.¹⁷⁸ The work of CSOs in addressing the world drug problem also connects to the topic of harm reduction, which can be defined as a policy of advocating for those who use drugs, and treat them equally in the eyes of the law.¹⁷⁹ The aim of this policy is to ensure that drug users have access to healthcare and rehabilitation programs.¹⁸⁰ In connection with harm reduction and other key ideas that will be explored in this guide, it is important to consider the role of civil society in addressing the world drug problem.

International and Regional Framework

The Sustainable Development Goals (SDGs), adopted in September 2015, will go into effect as of January 2016 in order to expand upon the efforts of the previous Millennium Development Goals (MDGs).¹⁸¹ The SDGs strive to rid the world of poverty and hunger, and recognize that least developed countries (LDCs) will face the most difficulties in achieving sustainability.¹⁸² Goals 3 and 5, on promoting healthy living for all and equal rights for women, respectively, are of biggest interest to the UN Commission on Narcotic Drugs (CND) with regard to this topic.¹⁸³ The upcoming UN GA Special Session on Drugs (UNGASS), to be held in April of 2016, will be the culmination of a multilateral collaboration to substantially reduce, and ultimately eliminate, the world demand and supply of drugs.¹⁸⁴ A previous special session of the GA discussed the world drug problem; convened in June of 1998, the 20th special session drafted a plan to significantly reduce the global supply and demand of drugs by the end of the decade.¹⁸⁵ Over a decade later, CND established the *Political Declaration and Plan of Action on International Cooperation towards an Integrated Balanced Strategy to Counter the World Drug Problem* in Vienna, during its 2009 High-Level Segment.¹⁸⁶ This document was published as a follow-up to the 20th special session of the GA, and reiterates the international community's commitment to solving the world drug problem.¹⁸⁷ The document asserts that the combined efforts of CND and CSOs will make progress toward stopping the world drug trade at its source.¹⁸⁸ It also stated that it is important to increase development efforts that aim to lessen the supply of drugs,

¹⁷² UN General Assembly, *International cooperation against the world drug problem (A/RES/66/183)*, 2012.

¹⁷³ *Ibid.*

¹⁷⁴ GPE, *Civil society organizations*, 2015; UN DPI, *Civil Society*.

¹⁷⁵ GPE, *Civil society organizations*, 2015.

¹⁷⁶ Krishna, *How are civil society organizations important for development?*

¹⁷⁷ *Ibid.*

¹⁷⁸ *Ibid.*

¹⁷⁹ HRC, *Policy & advocacy*.

¹⁸⁰ *Ibid.*

¹⁸¹ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

¹⁸² *Ibid.*

¹⁸³ *Ibid.*

¹⁸⁴ IDPC, *The UN General Assembly Special Session on Drugs (UNGASS) 2016*, 2014.

¹⁸⁵ UN DPI, *UN moves to confront world drug problem*, 1998.

¹⁸⁶ UNODC, *Political declaration and plan of action on international cooperation towards an integrated and balanced strategy to counter the world drug problem*, 2009.

¹⁸⁷ *Ibid.*, p. 1.

¹⁸⁸ *Ibid.*, p. 9.

while creating a demand for health efforts.¹⁸⁹ Specifically, in the context of the role of CSOs, this document recognizes the effect that CSO efforts have on addressing the world drug problem.¹⁹⁰

The UN Office on Drugs and Crime (UNODC) and other UN entities have discussed issues related to the world drug problem and the work of civil society. UNODC published the “Handbook for Prison Managers and Policymakers on Women and Imprisonment” in 2008.¹⁹¹ It states that women who are addicted to drugs tend to come from a background of physical or sexual abuse, and that male and female drug users have different needs when it comes to treatment and rehabilitation.¹⁹² Specifically, it establishes that women should have access to female healthcare professionals, as well as confidentiality from prison staff.¹⁹³ Another important document is GA resolution 54/132 of 2 February 2000, which implores Member States to implement gender-specific programs into their national policies.¹⁹⁴ It also states that human rights must be taken into full consideration when working to solve the world drug problem, so that men and women are treated equally.¹⁹⁵ Furthermore, in 2010, UNODC published “Looking Beyond towards a Stronger Partnership with Civil Society Organizations on Drugs and Crime,” a compilation of best practices for CSOs on how they can better collaborate with Member States, as well as reach a bigger portion of the community.¹⁹⁶ The partnership between CSOs and UNODC is expected to foster an improvement in the way drug addicts are rehabilitated and reintegrated into society, as well as treatment for those suffering from HIV/AIDS.¹⁹⁷

Role of the International System

CND relies on the support and expertise of other UN agencies, as well as CSOs, in order to achieve its longstanding goal to eliminate the world drug problem.¹⁹⁸ The upcoming UNGASS will be a time for CND to collaborate with all of its partners and continue to make advancements toward the shared goal.¹⁹⁹ Through collaboration with regional CSOs and NGOs, UNODC has developed International Standards on Drug Use Prevention that advocate for prevention of drug use through a health-centered approach to education on the dangers of such use.²⁰⁰ Any regionally or domestically implemented program will have a greater chance of success when used as a supplement to global programs.²⁰¹ Another recent action of UNODC and CND was the 57th annual CND session in March 2015, to which CSOs and NGOs were invited to attend, and during which participants mainly addressed past actions of CND.²⁰²

The Joint United Nations Programme on HIV/AIDS (UNAIDS) has been a key ally of CND in its efforts to dramatically reduce the amount of cases of HIV/AIDS caused by drug use through injection.²⁰³ It is believed that these organizations can make a difference through public health initiatives and educational programs.²⁰⁴ UNODC and UNAIDS have collaborated to form Theme Groups (TGs) as one strategy of joining efforts to address the world drug problem.²⁰⁵ The TGs encourage Member States to utilize the UN system, and for the UN system to be more accessible and approachable.²⁰⁶ Acting as a liaison between Member States and the UN and its subsidiaries, the TGs collaborate with representatives from UN bodies, NGOs, and CSOs, that operate within the field of topics that are

¹⁸⁹ UNODC, *Political declaration and plan of action on international cooperation towards an integrated and balanced strategy to counter the world drug problem*, 2009, p. 7.

¹⁹⁰ *Ibid.*, p. 9.

¹⁹¹ UNODC, *Handbook for prison managers and policymakers on women and imprisonment*, 2008.

¹⁹² *Ibid.*, p. 13.

¹⁹³ *Ibid.*, pp. 54-55.

¹⁹⁴ UN General Assembly, *International cooperation against the world drug problem (A/RES/54/132)*, 2000.

¹⁹⁵ *Ibid.*

¹⁹⁶ UNODC, *Looking beyond towards a stronger partnership with civil society organizations on drugs and crime*, 2010.

¹⁹⁷ *Ibid.*

¹⁹⁸ UNODC, *UNODC engagement with civil society on drug and crime prevention*, 2015.

¹⁹⁹ IDPC, *The UN General Assembly Special Session on Drugs (UNGASS) 2016*, 2014.

²⁰⁰ UNODC, *International standards on drug use prevention*, 2015, p. 2.

²⁰¹ *Ibid.*

²⁰² UNODC, *Civil society engagement at the 57th session of the commission on narcotic drugs high-level review*, 2015.

²⁰³ Transform Drug Policy Foundation, *UNAIDS and NGO statements shake CND out of its stupor*, 2008.

²⁰⁴ *Ibid.*

²⁰⁵ UNODC, *UNODC and UNAIDS*, 2015.

²⁰⁶ *Ibid.*

important to the Member States.²⁰⁷ Through the TGs, an Integrated Biennial Plan is developed that is specific to the Member State in question.²⁰⁸ The expected results of the programs and initiatives that are developed by the TG are then detailed in the Integrated Biennial Plan.²⁰⁹

The World Health Organization (WHO) has put a focus on providing treatment and preventative care for HIV/AIDS and maintains that every person has a fundamental right to health.²¹⁰ In regard to the world drug problem, when determining the severity of a substance, WHO is consulted on the chemical makeup and possible medical effects of the substance.²¹¹ Through a further collaboration with WHO, CND and UNAIDS work to reduce the stigma that is associated with drug use; proper education and training combined with social reform allows for those who are prosecuted for possession to also receive the health treatment and therapy that they need.²¹² The three UN bodies advocate for Member States integrating the education and treatment programs into already established healthcare programs.²¹³

CSOs have a close relationship with the UN, and often attend and participate in conferences and session meetings.²¹⁴ There are over 3,300 NGOs that work to end the world drug problem.²¹⁵ If they are granted consultative status, CSOs can contribute to drafting the agendas of various UN conferences, thereby making sure that issues of utmost importance to the organization are discussed.²¹⁶ CSOs offer valuable insight into the world drug problem by using personal experiences to make suggestions and offer solutions.²¹⁷ Among the various CSOs active in this field, the International Harm Reduction Association (IHRA) and Human Rights Watch (HRW) have worked closely with CND to create needle exchange programs and opioid substitution therapy, and to promote these programs worldwide by seeking the UN's support.²¹⁸ The Harm Reduction Coalition (HRC) is another organization that advocates for open access to syringes, and also equal opportunity when it comes to healthcare.²¹⁹ Another organization, Harm Reduction International (HRI), strongly believes that national drug policies that contain a human rights component will benefit society as a whole.²²⁰ The International Federation of the Red Cross and Red Crescent Societies (IFRC) regularly collaborates with UN bodies, especially UNODC, to achieve its agenda.²²¹

Furthermore, the Vienna NGO Committee on Drugs and the New York NGO Committee on Drugs have formed a Civil Society Task Force (CSTF) in preparation for UNGASS 2016.²²² As stated in the "Written Statement Submitted by the Vienna NGO Committee on Drugs," the CSTF is comprised of 31 activists from many international organizations and NGOs.²²³ The members have a consultative role in the upcoming UNGASS, and their contributions to the conversation range anywhere from having personal experiences with drug use, to being farmers, or advocating for social issues such as harm reduction.²²⁴ The document reiterates the importance of communication between CSOs and Member States and called for an international agreement upon a health-centered approach to solving the world drug problem.²²⁵

Action for Global Health (AfGH) is another CSO, one that advocates for equal access to healthcare for all people in developing countries.²²⁶ The main aim of this organization is to work with Member States to ensure that healthcare

²⁰⁷ UNODC, *UNODC and UNAIDS*, 2015.

²⁰⁸ *Ibid.*

²⁰⁹ *Ibid.*

²¹⁰ UN WHO, *Constitution of the World Health Organization*, 1946, p. 1.

²¹¹ UN WHO, *WHO's role, mandate and activities to counter the world drug problem: a public health perspective*, 2015, p. 5.

²¹² Transform Drug Policy Foundation, *UNAIDS and NGO statements shake CND out of its stupor*, 2008.

²¹³ WHO et al., *Substitution maintenance therapy in the management of opioid dependence and HIV/AIDS prevention*, 2004, p. 8.

²¹⁴ UN DPI, *Civil Society*.

²¹⁵ UNODC, *NGO database*, 2015.

²¹⁶ UN DPI, *Civil Society*.

²¹⁷ IDPC, *The UN General Assembly Special Session on Drugs (UNGASS) 2016*, 2014.

²¹⁸ IHRA & HRW, *International support for harm reduction*, 2009.

²¹⁹ HRC, *Policy & advocacy*.

²²⁰ HRI, *Vision and mission*, 2015.

²²¹ IFRC, *Working partners*.

²²² UN CND, *Written statement submitted by the Vienna NGO Committee on Drugs (E/CN.7/2015/NGO/2)*, 2015.

²²³ *Ibid.*

²²⁴ *Ibid.*

²²⁵ *Ibid.*

²²⁶ AfGH, *Fair access*, 2015.

services are free for people who need it.²²⁷ AfGH published “Ensuring Strong, Sustainable, and Effective Health Financing in the Post-2015 Framework: Reflections on Key Questions to Help Shape the Global Agenda,” and it contains suggestions as to how to achieve success in the post-2015 world.²²⁸ AfGH states that in order to achieve success, Member States should bear most of the responsibility of financing the healthcare initiatives for its own people.²²⁹

Introduction to the World Drug Problem

The world drug problem refers to drug abuse and the manufacturing and sale of drugs.²³⁰ For example, Afghanistan produces the most opium out of any other country, and a large population is addicted to heroin.²³¹ Additionally, there is a severe lack of rehabilitation centers in the country.²³² Russia has shown an increasing problem of intravenous drug use, which has contributed to a jump in cases of HIV/AIDS caused by the sharing of needles and syringes.²³³

As stated in the UNODC *World Drug Report 2015*, infectious diseases (particularly HIV/AIDS) are easily transmitted between injecting drug users.²³⁴ The mortality rate for injecting drug users is 15 times higher due to the spread of HIV/AIDS.²³⁵ Prison populations show a high percentage of inmates sharing unsafe and unsterile needles.²³⁶ For example, 56% of inmates in Pakistani prisons share needles, and between 83-92% of Greek inmates share needles.²³⁷ The UNODC *2014 Global Synthetic Drugs Assessment* states that there is no global framework that details the most effective way to combat the world drug problem.²³⁸ Additionally, due to the various attempts to implement national legislation on the issue, there is no sufficient evidence to show complete progress.²³⁹

The much discussed post-2015 development agenda relates to the world drug problem through the implementation of the SDGs.²⁴⁰ Goal 3, aimed at promoting healthy living for all, specifically mentions controlling the epidemic of HIV/AIDS globally.²⁴¹ Part of curbing the spread of HIV/AIDS is through reducing the spread of the disease through injecting drug use.²⁴² Goal 5 centers on promoting equal rights for all women, which can in part be achieved through equal access to health and rehabilitation programs.²⁴³ It is important to consider the applicability of the SDGs to the topic of the world drug problem, and to consider how civil society can help achieve those goals.²⁴⁴

Civil Society and HIV/AIDS

CND estimates that 11.5% of drug users are infected with HIV/AIDS.²⁴⁵ Additionally, drug users who share injection materials are highly likely to spread HIV/AIDS, perhaps more likely than to spread through unprotected sexual intercourse.²⁴⁶ According to WHO’s “Policy and programming guide for HIV/AIDS prevention and care among injecting drug users,” the spread of HIV/AIDS among injecting drug users is an often ignored piece of the global HIV/AIDS epidemic.²⁴⁷ WHO states that the three main reasons for this are: the difficulty to understand how important it is to control the epidemic; the inability to implement effective methods to control the epidemic; and the

²²⁷ AfGH, *Fair access*, 2015.

²²⁸ AfGH, *Ensuring strong, sustainable, and effective health financing in the post-2015 framework: reflections on key questions to help shape the global agenda*, p. 1.

²²⁹ *Ibid.*

²³⁰ Mordey, *Countries with the worst drug related problems*, 2012.

²³¹ *Ibid.*

²³² *Ibid.*

²³³ *Ibid.*

²³⁴ UNODC, *World Drug Report 2015*, 2015, p. xii.

²³⁵ *Ibid.*

²³⁶ UNODC, *World Drug Report 2015*, 2015, p. 4.

²³⁷ *Ibid.*

²³⁸ UNODC, *Global synthetic drugs assessment*, 2014, p. 4.

²³⁹ *Ibid.*

²⁴⁰ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

²⁴¹ *Ibid.*

²⁴² *Ibid.*

²⁴³ *Ibid.*

²⁴⁴ IISD, *Civil Society Reacts to Proposed SDGs*, 2014; UNODC, *World Drug Report 2015*, 2015.

²⁴⁵ UNODC, *Drug use and HIV*, 2015.

²⁴⁶ *Ibid.*

²⁴⁷ UN WHO, *Policy and programming guide for HIV/AIDS prevention and care among injecting drug users*, 2005, p. 1.

scarcity of knowledge necessary to create more effective methods to control the epidemic.²⁴⁸ Failure to stop the spread of HIV/AIDS through injecting drug use will cause the epidemic to spread to non-injecting drug users at a much faster rate.²⁴⁹ Non-injecting spouses and partners tend to contract HIV/AIDS through unprotected sex or any other method of fluid exchange.²⁵⁰

Because of the direct link between HIV/AIDS and drug use, UNODC has called for improvement on the national level, the assignment of more resources to education on the topic, as well as for advancements in the health field.²⁵¹ UN entities, in collaboration with CSOs, can increase access to health initiatives for people who suffer from HIV/AIDS.²⁵² UNODC ensures that CSOs have access to capacity-building and national programs.²⁵³ As a specific example in relation to this topic, the government of Senegal has had recent difficulty in keeping up with the growing HIV/AIDS epidemic, as well as in providing adequate resources for people who are suffering from the disease.²⁵⁴ CSOs collaborated with the government to create local programs that aimed to help large populations that suffer from HIV/AIDS.²⁵⁵ Senegal is credited as being the first African country to develop an antiretroviral (ARV) treatment, but due to costs and the lack of support from the local government, it has become increasingly harder to provide this treatment to its citizens.²⁵⁶

Civil Society and Harm Reduction

CND has been working closely with CSOs in order to bring about awareness and encourage all Member States to incorporate harm reduction into their national policies, as well as to provide equal access to health for all citizens.²⁵⁷ In Myanmar, the rural community in the Mong Pawk District of the Wa Special Region is characterized as an isolated community that relies on farming opium poppy for their livelihood.²⁵⁸ The geography of the region is one of the leading causes of the lack of access to healthcare for residents of the region.²⁵⁹ This case is of special interest to this committee because of the physical dependence on opium that the community experiences.²⁶⁰ In this area, UNODC worked with the international community and NGOs to increase access to healthcare initiatives and to provide drug rehabilitation and educational programs.²⁶¹

UNODC has developed a network of resource centers, called Treatnet, in five regions around the globe to provide outlets for people who are addicted to drugs.²⁶² In addition to resource centers, the network also has an educational component.²⁶³ After extensive training programs, participants are able to further train others on how to help with the rehabilitation of addicts and with reintegration into society.²⁶⁴ These resource centers collaborate to not only rehabilitate those who suffer from addiction, but also address the treatment of HIV/AIDS and focus on addicts in prison settings.²⁶⁵ CND outsources the responsibility of distributing best practices to NGOs and treatment centers so as to increase accessibility.²⁶⁶ An example of one of the resource centers, the Psychosocial Attention Centre for Alcohol and Other Drugs, is in Brazil and is run through the government.²⁶⁷ This resource center is unique in that it cares for the families of drug addicts, as well as the addicts themselves.²⁶⁸ The network utilizes this Centre for its

²⁴⁸ UN WHO, *Policy and programming guide for HIV/AIDS prevention and care among injecting drug users*, 2005, p. 1.

²⁴⁹ *Ibid.*, p. 10.

²⁵⁰ *Ibid.*

²⁵¹ UNODC, *Turning the HIV tide for people who use drugs*, 2013.

²⁵² *Ibid.*

²⁵³ *Ibid.*

²⁵⁴ Open Society Institute, *HIV/AIDS Policy in Senegal: A Civil Society Perspective*, 2007, p. 12.

²⁵⁵ *Ibid.*, p. 13.

²⁵⁶ *Ibid.*, p. 11.

²⁵⁷ Open Society Foundation, *Red Cross weighs in on drug criminalization*, 2013.

²⁵⁸ UNTFHS, *Drug control and development in the Wa Region of Shan State, Myanmar*, 2015.

²⁵⁹ *Ibid.*

²⁶⁰ *Ibid.*

²⁶¹ *Ibid.*

²⁶² UNODC, *About Treatnet*, 2006.

²⁶³ *Ibid.*

²⁶⁴ *Ibid.*

²⁶⁵ UNODC, *Resource centres*, 2006.

²⁶⁶ UNODC, *About Treatnet*, 2006.

²⁶⁷ UNODC, *Psychosocial attention centre for alcohol and other drugs, Brazil*, 2006.

²⁶⁸ *Ibid.*

emphasis on how society affects the thoughts and decisions of the addicts that seek help within the facility and offers knowledge and expertise in the field of harm reduction.²⁶⁹

The Harm Reduction Coalition is an NGO that works diligently to ensure that drug users have unrestrained access to healthcare and human services.²⁷⁰ It believes in the importance of including harm reduction in future policymaking.²⁷¹ After gaining special consultative status to the ECOSOC in 2014, the Harm Reduction Coalition consults on the preparation of the agenda for conferences hosted by UN bodies.²⁷² HRI, another CSO, has launched a new campaign that they are seeking support for at UNGASS 2016.²⁷³ The 10by20 Campaign calls for the reallocation of 10% of government resources used to combat drugs to harm reduction.²⁷⁴ HRI hopes that this campaign will ignite debate, and that Member States will bring the topic of harm reduction to the forefront at UNGASS 2016.²⁷⁵ The IFRC calls for a humanitarian drug policy, one that aims to medically treat drug addicts when they are caught, instead of convicting them.²⁷⁶

Harm reduction and the discussion on HIV/AIDS treatment and awareness often connect to one another.²⁷⁷ CSOs frequently argue that the best way to treat drug users that suffer from HIV/AIDS is through implementing harm reduction policies.²⁷⁸ The American Red Cross instituted the World AIDS Day as a way for the international community to unite in their support for people who suffer from the disease and recommit to fighting HIV/AIDS in several approaches.²⁷⁹ Another important element to consider in relation to this topic is that the stigma surrounding those suffering from HIV/AIDS is a major contributing factor to preventing the access to the care they need.²⁸⁰ Accordingly, public awareness campaigns, as well as increased lines of communication for people to share their stories, could reduce this stigma.²⁸¹

Civil Society and Women Drug Users

In terms of gender equality, women who suffer from HIV/AIDS, contracted through drug use, have a harder time receiving treatment than men.²⁸² The Women and Harm Reduction International Network (WHRIN) estimates that women who inject drugs comprise 10-30% of the population of people who use drugs.²⁸³ The stigma surrounding women who use drugs prevents access to healthcare, which can be particularly damaging where the transmittal of HIV/AIDS from mother to fetus is concerned.²⁸⁴ In addition, the social stigma surrounding women who inject drugs can be considered a leading cause in the overall unequal access to treatment among genders.²⁸⁵ It is harder for a woman to seek treatment because she may not have a connection to many other people who are not also drug users.²⁸⁶ In some regions, punishments handed down to drug users are often more harsh for women than for men, typically because of gender inequality within the society.²⁸⁷ Women are also reluctant to break free because of a fear of partner violence, as well as of losing their children.²⁸⁸ Often, women who use drugs are also in abusive relationships, and are unable to use clean needles, or access rehabilitation or HIV/AIDS treatment.²⁸⁹ It is harder for

²⁶⁹ UNODC, *Psychosocial attention centre for alcohol and other drugs, Brazil*, 2006.

²⁷⁰ HRC, *Policy & advocacy*.

²⁷¹ HRC, *Time for the harm reduction decade*.

²⁷² UNODC, *NGO database*, 2015.

²⁷³ HRI, *10by20 Campaign*, 2015.

²⁷⁴ *Ibid.*

²⁷⁵ *Ibid.*

²⁷⁶ Open Society Foundation, *Red Cross weighs in on drug criminalization*, 2013.

²⁷⁷ American Red Cross, *Red Cross Supports HIV and harm reduction projects*, 2012.

²⁷⁸ *Ibid.*

²⁷⁹ *Ibid.*

²⁸⁰ *Ibid.*

²⁸¹ NCADD NJ, *Overcoming addiction discrimination*.

²⁸² UNODC, *Women who use drugs*, 2015.

²⁸³ WHRIN, *Our team*, 2015.

²⁸⁴ *Ibid.*

²⁸⁵ Roberts et al, *Women who inject drugs: A review of their risks, experiences and needs*, 2010, p. 10.

²⁸⁶ *Ibid.*, p. 41.

²⁸⁷ UNODC, *Women who use drugs*, 2015.

²⁸⁸ *Ibid.*

²⁸⁹ *Ibid.*

these women to have a say in how safe their practices are in all aspects, making women more susceptible to contracting HIV/AIDS.²⁹⁰

NGOs like Amnesty International (AI) look to ensure that women attain equal access to the same health measures as men.²⁹¹ AI has used its consultative status to continuously advocate for human's rights, particularly women's rights, at meetings and conferences hosted by various UN bodies.²⁹² Another important effort is the International Day of Action for Women's Health, a global campaign that advocates for women, especially those suffering from HIV/AIDS.²⁹³ Every year on 28 May, international campaigns are launched to bring awareness to women's rights.²⁹⁴

UNODC has within its capacity advocated on behalf of women who use drugs.²⁹⁵ It has partnered with the UN Interregional Crime and Justice Research Institute (UNICRI) and the Department for Drug Policy of the Italian Government to improve the rehabilitation and care that female drug abusers experience.²⁹⁶ Project DAWN (Drugs, Alcohol, and Women Network) combines the efforts of CSOs and UN bodies to close the gender gap when it comes to rehabilitating female drug users.²⁹⁷ This program has called for collaboration among professionals to create a rehabilitation plan that is specific to women.²⁹⁸ This network also has sought to work with UNODC to compile best practices so as to spread knowledge gender-sensitive rehabilitation strategies.²⁹⁹

Conclusion

It is undeniable that CSOs play a pivotal role in the war on drugs. Those that have consultative or observer status with the UN have access to international debates and policymaking when discussing the world drug problem. CND relies heavily on the expertise and opinions of CSOs and the people they advocate for. Topics that such organizations discuss and approach include HIV/AIDS, harm reduction, and gender inequality in relation to drug use. Due to the ability of civil society to make a strong impact on the work of the international community, it is important for CND, UNODC, and the UN to work together with civil society organizations in order to continue to discuss the world drug problem.

Further Research

Developing an international framework on these issues will allow the UN and this committee to see results and track the progress of the implemented programs. In considering this topic, delegates should consider the following questions: How can CND and CSOs further collaborate on addressing the world drug problem? What collaboration can be done to help curb the spread of HIV/AIDS? In what ways can harm reduction be implemented internationally? What work can be done on promoting women's rights in societies with gender inequality? What steps can be taken to close the gender gap between the access to medical treatment between men and women? How can the interactions between civil society and the UN be further increased in order to discuss the world drug problem?

²⁹⁰ UNODC, *Women who use drugs*, 2015.

²⁹¹ Amnesty International, *Why women's health matters*, 2015.

²⁹² UN ECOSOC, *Quadrennial reports on the activities of non-governmental organizations in consultative status with the Economic and Social Council, categories I and II (E/C.2/1995/2)*, 1994.

²⁹³ International Day of Action for Women's Health, *Our health, our rights, our lives!*, 2014.

²⁹⁴ International Day of Action for Women's Health, *About*, 2014.

²⁹⁵ UNODC, *Women who use drugs*, 2015.

²⁹⁶ UNICRI, *Targeted interventions for drug addicted women*, 2012.

²⁹⁷ *Ibid.*

²⁹⁸ *Ibid.*

²⁹⁹ *Ibid.*

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This webpage contains details of the highly anticipated UN General Assembly Special Session on Drugs (UNGASS) 2016. There is a section that focuses solely on civil society's role within the upcoming special session. There is also a timeline of the events that will occur during the session. This is an optimal source for understanding the role of civil society within the efforts of CND and the UN. This page outlines specific roles that CSOs can play within this session.

International Harm Reduction Association & Human Rights Watch. (2009). *International support for harm reduction* [Website]. Retrieved 18 July 2015 from: http://www.hrw.org/sites/default/files/related_material/IHRA%20HRW%20Book%20of%20Authorities%20Jan%202009.pdf

This source is a compilation of different works published by many UN bodies on implementing harm reduction into policy. These publications not only focus on which bodies have endorsed harm reduction, but also how harm reduction is written into law. Furthermore, there are works cited that speak on harm reduction as a human rights policy. Delegates will be able to use this source to deepen their research and see what has already been done in relation to harm reduction. Additionally, delegates will be able to understand the collaboration of many UN bodies on this topic.

United Nations, Commission on Narcotic Drugs. (2015). *Written statement submitted by the Vienna NGO Committee on Drugs*. Retrieved 18 July 2015 from: http://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_58/ECN72015_NGO2_e_V1501891.pdf

This document from CND details what civil society's role will be during the upcoming UNGASS 2016. This statement forms a Civil Society Task Force that is expected to bring in important information to the policy discussions that will occur. Civil society provides informed, hands-on experience to discussions on the world drug problem, and this source will be helpful as delegates conduct research on this topic.

United Nations, Department of Public Information. (n.d). *UN and civil society* [Website]. Retrieved 17 September 2015 from: <http://www.un.org/en/civilsociety/>

Found within the main website of the United Nations itself, this page hosts links to multiple civil society databases. Any CSO that registers with the UN can be searched on these databases. It lists the status of the CSO within the UN and the role that the CSO plays. Delegates will be able to find any CSO that will be able to collaborate with CND within this topic. The databases also link to the website of the CSOs, for further research.

United Nations, General Assembly, Seventieth session. (2015). *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*. Retrieved 7 November 2015 from: <http://undocs.org/A/RES/70/1>

This is the official document that outlines the results of the development of the post-2015 development agenda, the Sustainable Development Goals (SDGs). This document contains the 17 goals that aim to address key issues of international development. The success of these goals depends on global collaboration. Through this document, delegates will understand the goals that the global community is undertaking starting at the beginning of 2016.

United Nations Office on Drugs and Crime. (2013). *Turning the HIV tide for people who use drugs* [Fact Sheet]. Retrieved 18 July 2015 from: http://www.unodc.org/documents/hiv-aids/publications/People_who_use_drugs/13-80131_factsheet_HIVdrugs-Final.pdf

This fact sheet from UNODC provides information and statistics regarding the prevalence of HIV/AIDS. This document also lists the role that civil society has played in curbing the global epidemic. UNODC is an important entity that provides extensive information regarding this topic, and delegates can use this source to understand how big of an impact CSOs have in policymaking.



United Nations Office on Drugs and Crime. (2015). *Drug use and HIV* [Website]. Retrieved 18 July 2015 from: <http://www.unodc.org/unodc/en/hiv-aids/new/drugs.html>

This webpage details the work that UNODC and CND have already done in the field of HIV/AIDS treatment. The page contains details and statistics on the global HIV/AIDS epidemic. Additionally, there is a list of what programs have already been implemented and what the results are. This is another document that delegates can use to get an idea of programs that have had positive results, and what can be done to expand such programs and efforts.

United Nations Office on Drugs and Crime. (2015). *World Drug Report 2015*. Retrieved 18 September 2015 from: https://www.unodc.org/documents/wdr2015/World_Drug_Report_2015.pdf

This is the annual report that UNODC releases on the state of the world drug problem. This document contains statistics of almost every known drug, and information regarding the current state of important issues in relation to the work of UNODC and CND. This report also has important information about HIV/AIDS and how the drug addiction is different for women. Delegates can use this report to research the subtopics of this topic, as well as find out specific information on their respective countries.

United Nations Office on Drugs and Crime, Treatnet. (2006). *About Treatnet* [Website]. Retrieved 12 September 2015 from: https://www.unodc.org/treatment/en/about_us.html

This document outlines the network of resource centers that has been developed by CND. The network creates global standards for treatment and rehabilitation. The rehabilitation centers work together to increase access to necessary medical treatment. Delegates can use this document to research the network, and possibly expand on what has already been done.

UN Trust Fund for Human Security. (2003). *Drug control and development in the Wa Region of Shan State, Myanmar* [Report]. Retrieved 12 September 2015 from:

http://www.un.org/humansecurity/sites/www.un.org.humansecurity/files/myanmar_31_final_template_-_march_2015.pdf

This case study of Myanmar will be of great use when studying the different forms drug abuse takes around the world. This document details how secluded communities lack resources and access to treatment and rehabilitation. It also shows how the environment and local economies affect the type of drug abuse in different communities. Delegates will be able to use this case study as a way to discuss how CSOs and NGOs can impact this environment and others that are similar.

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III. Evaluating the Impact of Global Narcotics Drug Control

“The world drug problem remains a common and shared responsibility that requires effective and increased international cooperation.”³⁰⁰

Introduction

The unrestricted and free flow of narcotics is endemic in various regions of the world.³⁰¹ The United Nations (UN) Commission on Narcotic Drugs (CND), in conjunction with other international bodies, has laid out measures to combat the global narcotics trade.³⁰² Through these measures, CND aims to restrict the flow of drugs and other psychotropic substances, to give certain regional areas particular attention, and to stress the need to address social issues and sustainable development if drug control policy is to be successful.³⁰³

CND has identified that many regions of the world have fallen victim to organized crime cartels, corruption, and under-development.³⁰⁴ The social, economic, and political issues leading to the proliferation of narcotic drugs have enabled narco-cartels to gain de facto control of large swaths of territory, governments, and populations.³⁰⁵ Many regions throughout the globe struggle to provide basic necessities for their growing populations.³⁰⁶ Lack of infrastructure, capital, and investment caused by ineffective governments has created systemic poverty in many regions.³⁰⁷ To provide for one’s family, ensure a decent livelihood, and live with dignity, people around the world have turned to illegal means to achieve those ends.³⁰⁸ This is a pattern seen consistently in Member States that serve as the growing and primary production regions of the global narcotics trade.³⁰⁹ In these regions, local residents are employed by criminal and terrorist organizations to grow narcotic plants and manufacture the drugs that are shipped around the globe.³¹⁰ Member States plagued by corruption often become the unwilling hosts of trade routes for narcotic drugs and other psychotropic substances.³¹¹ However, most of the demand for narcotic substances comes from economically advanced Member States in North America and Europe.³¹² In accordance with efforts for global narcotics drug control, CND has identified that supply and demand reduction are two key goals.³¹³

The trade of illegal drugs poses a health risk to society, and it is the duty of the international community to work together, find inclusive and cooperative solutions, and protect the health of the world’s people.³¹⁴ Substantial gains have been made in the areas of medical and scientific research, capacity building among Member States, and general knowledge and understanding of the problem of illicit drug trafficking.³¹⁵ However, the supply and demand of drugs has remained relatively stable in the world and the number of drug addicts has decreased.³¹⁶ CND aims to reduce the supply and demand of drugs within Member States and eliminate the routes of illicit narcotic trade.³¹⁷ Greater evaluation of global narcotics drug control aims to promote greater discussion and cooperation on how best to improve the existing system in conjunction with international norms.

³⁰⁰ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 7.

³⁰¹ UNODC, *Commission on Narcotic Drugs*, 2015.

³⁰² *Ibid.*

³⁰³ *Ibid.*

³⁰⁴ UNODC, *Drug Trafficking*, 2015.

³⁰⁵ *Ibid.*

³⁰⁶ UNODC, *A Century of International Drug Control*, 2009, p. 80.

³⁰⁷ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 13.

³⁰⁸ *Ibid.*, p. 7.

³⁰⁹ UNODC, *Drug Trafficking*, 2015.

³¹⁰ *Ibid.*

³¹¹ *Ibid.*

³¹² Zernike, *Study Finds Teenage Drug Use Higher in U.S. than in Europe*, *New York Times*, 2001.

³¹³ UNODC, *Commission on Narcotic Drugs*, 2015.

³¹⁴ *Ibid.*

³¹⁵ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 4.

³¹⁶ *Ibid.*

³¹⁷ UNODC, *Commission on Narcotic Drugs*, 2015.

International and Regional Framework

The three core documents for CND policy are the *Single Convention on Narcotic Drugs* (1961), the *Convention on Psychotropic Substances* (1971), and the *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* (1988).³¹⁸ These three documents constitute the basis for the mandate and policies of CND.³¹⁹ The *Single Convention on Narcotic Drugs* specifies the powers of CND, along with its application in the international system.³²⁰ It listed, or scheduled, the narcotic drugs that can cause severe harm, effectively banning them, with a few medical exceptions.³²¹ The *Convention on Psychotropic Substances* builds on this, but focuses on psychotropic drugs and the effects that they can have on mental health.³²² The *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* sets forth the modern policy of enforcement against the trafficking of illicit drugs.³²³³²⁴ These conventions set broad goals for international bodies to achieve, and established CND as the principal drug policymaking body at the UN.³²⁵

Since the adoption of the *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, there has not been a major treaty regarding global narcotics drug control.³²⁶ On 11-12 March 2009, CND adopted a comprehensive framework known as the *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*.³²⁷ This document signified a renewed effort by the Commission and other UN agencies to combat the illegal drug and narcotic trade.³²⁸ It outlined the basic principles that each Member State should implement and pursue for the successful eradication of the illegal drug trade.³²⁹ The three main goals were to reduce supply, reduce demand, and create safe alternatives for people affected by narcotics to overcome addiction and lead a “life of dignity.”³³⁰ A subsequent review in 2014 by CND determined the degree of success of the *Political Declaration and Plan of Action* by Member States implementing the recommended policies.³³¹ In a Joint Ministerial Statement, CND stated the global supply and demand of illicit drugs have remained largely stable in the five years after the adoption of the *Political Declaration and Plan of Action*.³³² However, it also noted that Member States that have successfully implemented most of the recommended policies of the *Plan of Action* have made substantial progress with information sharing, research, and general understanding of the illicit drug trafficking problem.³³³³³⁴ An initiative resulting from the recommendation is the regular meeting of Heads of National Drug Law Enforcement Agencies (HONLEA) to foster greater agency cooperation on the issue of drug law enforcement.³³⁵

³¹⁸ *Single Convention on Narcotic Drugs*, 1961; *Convention on Psychotropic Substances*, 1971; *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³¹⁹ UNODC, *International Drug Control Conventions*, 2015.

³²⁰ *Single Convention on Narcotic Drugs*, 1961.

³²¹ *Ibid.*

³²² *Convention on Psychotropic Substances*, 1971.

³²³ *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³²⁴ UNODC, *Commentary on the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³²⁵ UNODC, *Commission on Narcotic Drugs*, 2015.

³²⁶ UNODC, *International Drug Control Conventions*, 2015.

³²⁷ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, pp. 1-2.

³²⁸ *Ibid.*, p. 2.

³²⁹ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009.

³³⁰ *Ibid.*, p. 12.

³³¹ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 2.

³³² *Ibid.*, p. 4.

³³³ *Ibid.*

³³⁴ UN CND, *Strengthening cooperation with the scientific community, including academia, and promoting scientific research in drug demand and supply reduction policies in order to find effective solutions to various aspects of the world drug problem (58/7)*, 2015.

³³⁵ UNODC, *Commission on Narcotic Drugs*, 2015.

Role of the International System

The impact of the global narcotic trade is wide, affecting Member States irrespective of the level of economic development.³³⁶ The mandate of CND stipulates its responsibility for monitoring the world drug situation, the development of strategies for effective international drug control, and the creation of measures to combat the drug problem.³³⁷ CND works with relevant UN and other international organizations to fully address the issue of illicit drug trafficking.³³⁸ The Commission's duty is to monitor the world drug situation, to develop strategies for international drug control, and to recommend measures to combat the world drug problem.³³⁹ Moreover, CND serves as the governing body of the UN Office of Drugs and Crime (UNODC) and the UN Drug Programme, making it the principal body for formulating drug control policy at the UN.³⁴⁰ Its role is to coordinate the activities of those organizations to counteract illicit drug trafficking and to watch for potential trends within various regions, ensuring that international norms and laws are met and respected.³⁴¹ Furthermore, CND leads HONLEA in establishing and adopting new strategies to counter drug trafficking, catering to the intricacies of specific regions.³⁴² The division of competencies between the UN organizations ensures greater expert analysis of the various aspects of the problems of illicit drug trafficking and drug control.³⁴³ Those organizations submit their findings in reports to CND, which in turn uses them to make strong and credible resolutions and recommendations to the UN General Assembly (GA) and the Security Council (SC).³⁴⁴

In a recent CND session on the question of the upcoming UN General Assembly Special Session on the World Drug Problem (UNGASS) in 2016, the Commission submitted a draft resolution outlining the major progression of events for the session.³⁴⁵ The draft resolution proposes the establishment of five major roundtables during the Special Session for separate topics of discussion.³⁴⁶ Some of the topics include supply and demand reduction measures, health issues and drug abuse, human rights, and recent trends and new challenges that are likely to immerge.³⁴⁷ Other issues that were outlined by the CND draft resolution include alternative development and addressing underdevelopment and socio-economic issues of regions severely affected by the illicit drug trade.³⁴⁸ The upcoming UNGASS will be an important event in discussing approaches to the world drug problem and drug control.³⁴⁹

The Global Narcotics Trade

Each country in the world can be part of one or more of three types of regions in relation to drugs: growing regions, trafficking regions, and consumer regions.³⁵⁰ Growing regions are where the raw product is grown, and this practice tends to be monopolized by organized crime cartels or terrorist groups.³⁵¹ Two growing regions with significant notoriety are the Andes region in South America, where the coca plant is grown and trafficked, and the opium growing region in Southern Afghanistan.³⁵² Many coca- and opium-growing farmers face the extreme poverty and lack of sustainable employment and education opportunities that push people to cultivate illicit drugs for a living.³⁵³ It is important to note that cultivating illicit drugs presents a lucrative opportunity compared to the cultivation of

³³⁶ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 2.

³³⁷ UNODC, *Commission on Narcotic Drugs*, 2015.

³³⁸ *Ibid.*

³³⁹ *Ibid.*

³⁴⁰ UN CND, *World situation with regard to drug trafficking*, 2015.

³⁴¹ UNODC, *Commission on Narcotic Drugs*, 2015.

³⁴² *Ibid.*

³⁴³ *Ibid.*

³⁴⁴ *Ibid.*

³⁴⁵ UN CND, *Report on the fifty-eighth session (5 December 2014 and 9-17 March 2015) (E/2015/28)*, 2015.

³⁴⁶ *Ibid.*

³⁴⁷ *Ibid.*

³⁴⁸ UN CND, *Special session of the General Assembly on the world drug problem to be held in 2016 (E/CN.7/2015/L.11)*, 2015.

³⁴⁹ IDPC, *The 2015 Commission on Narcotic Drugs and its Special Segment on Preparations for the United Nations General Assembly Special Session on the World Drug Problem*, 2015.

³⁵⁰ UN CND, *World situation with regard to drug trafficking*, 2015.

³⁵¹ *Ibid.*

³⁵² UNODC & Islamic Republic of Afghanistan Ministry of Counter Narcotics, *Afghanistan Opium Survey 2014: Cultivation and Production*, 2014.

³⁵³ UNDP, *Perspectives on the Development Dimensions of Drug Control Policy*, 2015, p. 8.

legal crops such as cocoa or bananas, due to the high profits generated by selling illicit substances.³⁵⁴ Various initiatives have been proposed to combat the crippling poverty that is prevalent in these regions, namely to provide alternative means of work and activity to steer local farmers away from narco-cartel employment.³⁵⁵ CND works to generate foreign investment for local infrastructure, and works in tandem with UNODC to restore the rule of law in volatile drug producing regions, while enabling farmers to provide for their families.³⁵⁶

Transit regions are characterized by a weak rule of law and law enforcement that is greatly hindered by systemic domestic corruption.³⁵⁷ Criminal organizations prosper at the expense of the population, who fall victim to drug abuse and addiction.³⁵⁸ The same issues plague consumer regions, where the demand for narcotic drugs and other psychotropic substances is highest.³⁵⁹ It is in consumer regions where the prosecution for drug abuse is highest.³⁶⁰ National laws prevent people from legally obtaining and using the vast majority of narcotic and psychotropic drugs for recreational purposes.³⁶¹ Possession of illegal substances carries heavy fines and lengthy prison sentences in most countries, including high-demand countries like the United States.³⁶² The intention of the focus on prohibition and enforcement is to strengthen the criminal justice system, decrease the number of drugs available, and keep the population healthier.³⁶³ However, in the case of the United States, this resulted in the rise of prosecution for non-violent crimes among drug users, while failing to deter the demand and spread of illicit drugs.³⁶⁴ CND policy emphasizes that illicit drug trafficking is a criminal concern, but drug addiction is a health concern.³⁶⁵ Strict enforcement can often punish individuals with a prison sentence rather than provide the proper help that person needs to overcome addiction.³⁶⁶ Many Member States lack the necessary healthcare infrastructure to provide thorough care for the population affected by drug addiction.³⁶⁷ Some argue that criminalizing a public health concern is antithetical to the overall mission of drug control, while others argue that a lack of enforcement would result in the spread of narcotics that further deteriorate a population's health.³⁶⁸

Numerous obstacles have been present when the international community has made great efforts to control the illegal flow of narcotic drugs.³⁶⁹ The permeability and intractability of illicit drugs proved to be an immense concern, for when the international community and national governments attempt to curb the spread of narcotics in one part of the world, it arises in another.³⁷⁰ Secondly, the corruption of government officials of Member States that serve as transit routes for narcotics is a major issue.³⁷¹ Systemic corruption allows for criminal organizations to operate undetected and without prevention.³⁷² While corruption is not the main reason for drug demand, it serves as

³⁵⁴ UNODC, *Drug Trafficking*, 2015.

³⁵⁵ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 7.

³⁵⁶ *Ibid.*, p. 36.

³⁵⁷ UN CND, *World situation with regard to drug trafficking*, 2015.

³⁵⁸ UNODC, *A Century of International Drug Control*, 2009, p. 94.

³⁵⁹ *Ibid.*, p. 96.

³⁶⁰ USA ONDCP, *National Drug Control Strategy*, 2014.

³⁶¹ *Ibid.*

³⁶² *Ibid.*

³⁶³ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 18.

³⁶⁴ USA ONDCP, *National Drug Control Strategy*, 2014.

³⁶⁵ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 18.

³⁶⁶ USA ONDCP, *National Drug Control Strategy*, 2014.

³⁶⁷ UNODC, *Afghanistan Opium Survey 2014: Cultivation and Production*, 2014.

³⁶⁸ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 18.

³⁶⁹ *Convention Against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³⁷⁰ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 4.

³⁷¹ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 13.

³⁷² UNODC & Islamic Republic of Afghanistan Ministry of Counter Narcotics, *Afghanistan Opium Survey 2014: Cultivation and Production*, 2014.

an indicator of Member States that are key producers and transit routes for drugs.³⁷³ Thirdly, the lack of police cooperation among Member States and the failure to enforce pre-existing international frameworks contributes to the continuing illicit trade in narcotics.³⁷⁴ Member States must work together to prevent and curb transnational criminal networks from illegally trading drugs and affecting countless people in the process.³⁷⁵

Challenges to Global Narcotics Drug Control

A lack of development is the single and most effective catalyst for the proliferation of the illegal trade in narcotics and other psychotropic substances.³⁷⁶ The growing regions of Afghanistan and the Andes are vast communities with little infrastructure, substandard investment, and lack of economic opportunities.³⁷⁷ The poverty that results due to under-development fosters corruption in those regions.³⁷⁸ Corruption allows organized crime organizations to control the cultivation and trade of narcotics.³⁷⁹ Enforcement of international norms is a must when countering illicit trafficking.³⁸⁰ However, this can serve to create new challenges to global narcotics drug control.³⁸¹ Firstly, strict enforcement in one part of the world can cause the problem to simply shift to a different geographic location.³⁸² This is a result of the lack of cooperation between Member States to act together to enforce international treaties.³⁸³ Moreover, the enforcement of prohibiting the distribution and consumption of narcotic drugs causes the creation of lucrative black markets for criminal organizations.³⁸⁴ Since no legal market exists for narcotic drugs intended for recreational use, and the demand for these drugs is present, criminal organizations form to fill the void.³⁸⁵ This ensures a large amount of capital for criminal organizations, encourages a system of corruption through the bribery of government officials, and fosters criminality that no law enforcement efforts have been able to fully address.³⁸⁶ Also, when a narcotic is prohibited, it raises the promotion of alternate, often synthetically produced drugs among populations struggling with drug abuse.³⁸⁷ Alternate drugs are cheaply produced and readily available to populations, making them more harmful for a person's health.³⁸⁸ Desomorphine, or krokodil as it is commonly called, is a situation of a cheap drug entering the market with enormous health consequences.³⁸⁹ Alternate drugs constitute damaging effects on an individual's health and have led to numerous fatalities.^{390,391}

³⁷³ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 6.

³⁷⁴ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 14.

³⁷⁵ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 9.

³⁷⁶ UNODC & Islamic Republic of Afghanistan Ministry of Counter Narcotics, *A Century of International Drug Control*, 2009, p. 83.

³⁷⁷ UNODC & Islamic Republic of Afghanistan Ministry of Counter Narcotics, *Afghanistan Opium Survey 2014: Cultivation and Production*, 2014.

³⁷⁸ UNODC, *A Century of International Drug Control*, 2009, p. 83.

³⁷⁹ UNODC & Islamic Republic of Afghanistan Ministry of Counter Narcotics, *Afghanistan Opium Survey 2014: Cultivation and Production*, 2014.

³⁸⁰ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 22.

³⁸¹ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 4.

³⁸² UNODC, *Drug Trafficking*, 2015.

³⁸³ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 12.

³⁸⁴ *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³⁸⁵ UN CND, *World situation with regard to drug trafficking*, 2015.

³⁸⁶ *Ibid.*

³⁸⁷ Shuster, *The World's Deadliest Drug: Inside a Krokodil Cookhouse*, *Time*, 2013.

³⁸⁸ *Ibid.*

³⁸⁹ *Ibid.*

³⁹⁰ Partnership for Drug-Free Kids, *Drug Abuse Kills 200,000 People Each Year: UN Report*, 2012.

³⁹¹ UN CND, *Strengthening cooperation with the scientific community, including academia, and promoting scientific research in drug demand and supply reduction policies in order to find effective solutions to various aspects of the world drug problem (58/7)*, 2015.

Cooperation between Member States and the sharing of information between relevant police forces is imperative for curbing illicit narcotics trade.³⁹² It is very important to differentiate between growing, transit, and consumer regions of narcotic drugs, since the situation is different in each and must be approached with different strategies.³⁹³ Past decisions of the UN, including CND, must be fully implemented and enforced by Member States to alleviate the growing problem of illicit narcotics and protect the health of the world's citizens.³⁹⁴

Other Forms of Drug Control

Legalization and Decriminalization

Another element of global narcotics drug control is criminalization; a focus on criminalization of drug addicts has created a system where drug users are more likely to receive a jail sentence than drug traffickers.³⁹⁵ Criminalization can be said to overlook the health aspects of drug abuse, and the specific needs of people affected by drugs.³⁹⁶ To alleviate the issue, some Member States have introduced laws stipulating legal regulation of some drugs for medical use, among other exemptions to prohibition; the Netherlands and Uruguay are prime cases of Member States that introduced legal regulations for the sale of certain psychotropic substances, such as cannabis.³⁹⁷ The intended result was for the government to manage the spread of psychotropic drugs, offer help to people who need it, and reduce the black market for drugs.³⁹⁸ Additionally, some proponents of loosening regulations on cannabis have drawn attention to the greater health risks associated with alcohol and tobacco, which can be used legally.³⁹⁹

The inadvertent effects of these efforts have been studied in the Netherlands case; the sale of cannabis has remained stable in the country since the limited legalization, and cannabis use has not contributed to the rise of violent crime or any other offenses.⁴⁰⁰ Moreover, it has not resulted in greater usage among adolescents and young adults.⁴⁰¹ Portugal is another example of a different initiative, where the country decriminalized all drugs instead of legalizing them.⁴⁰² The possession and use of narcotic drugs is an administrative rather than a criminal offence.⁴⁰³ This initiative led to fewer prosecutions for non-violent offenses and encouraged drug users to pursue treatment options without fear of incarceration.⁴⁰⁴ In the United States, the state of Colorado has legalized and taxed cannabis, seemingly without an increase in criminality or drug use, although this legal change was made comparatively recently.⁴⁰⁵ Examining Member States with different policies has found that while legalization or decriminalization of narcotics does not cause use to fall, it does not cause it to rise either.⁴⁰⁶ However, opponents of decriminalization or legalization of narcotic drugs point to the adverse health consequences of abusing certain drugs, stating that legalization could lead to increased mortalities.⁴⁰⁷

Addressing Supply and Demand

CND has established the principal goals to achieve when dealing with the illegal trade of drugs and other psychotropic substances: to reduce supply, to reduce demand, and to promote alternative development initiatives for

³⁹² UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 14.

³⁹³ UN CND, *Promoting the use of the international electronic import and export authorization system for licit international trade in narcotic drugs and psychotropic substances (58/10)*, 2015.

³⁹⁴ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 18.

³⁹⁵ UNDP, *Perspectives on the Development Dimensions of Drug Control Policy*, 2015, p. 8.

³⁹⁶ UNODC, *Drug Trafficking*, 2015.

³⁹⁷ Rayman, Uruguay First Country to Legalize Marijuana Industry, *Time*, 2013.

³⁹⁸ *Ibid.*

³⁹⁹ Jelsma, *The Development of International Drug Control: Lessons Learned and Strategic Challenges for the Future*, 2011, p. 14.

⁴⁰⁰ MacCoun, What Can We Learn From The Dutch Cannabis Coffeeshop Experience? *RAND Drug Policy Research Center*, pp. 1-2.

⁴⁰¹ *Ibid.*, p. 3.

⁴⁰² Greenwald, *Drug Decriminalization in Portugal: Lessons for Creating Fair and Successful Drug Policies*, 2009.

⁴⁰³ *Ibid.*

⁴⁰⁴ *Ibid.*

⁴⁰⁵ Hooten, A year after marijuana legalization in Colorado, 'everything's fine' confirm police, *The Independent*, 2015.

⁴⁰⁶ Greenwald, *Drug Decriminalization in Portugal: Lessons for Creating Fair and Successful Drug Policies*, 2009.

⁴⁰⁷ Drug Free America Foundation, *Drug Legalisation: An Evaluation of the Impacts on Global Society*, 2011, p. 4.

affected Member States.⁴⁰⁸ To go about achieving those goals, CND has laid out a framework in the *Political Declaration and Plan of Action*.⁴⁰⁹ To reduce supply, the *Plan of Action* advises the international community to strengthen police cooperation and ensure that international and national laws against the illegal trade in narcotics are enforced.⁴¹⁰ Identifying supply routes and enforcing international norms was recognized as key to reducing the supply of narcotic drugs.⁴¹¹ Minimizing governmental corruption and eradicating criminal organizations are also very important to reduce the growing trade in psychotropic substances.⁴¹² To create long-lasting change, the international community must provide alternative avenues for support of farmers that were previously employed by criminal organizations.⁴¹³ It is the position of CND that the farmers must have the opportunity to provide for their families and lead a life of dignity without subsisting on the money provided by criminal organizations.⁴¹⁴ Drug trafficking is an issue that does not recognize borders, whereas law enforcement agencies operate within the confines of sovereign states.⁴¹⁶ Lack of cooperation makes it very difficult to tackle the issue at the core.⁴¹⁷ It is further exacerbated by the permeability of the drug problem.⁴¹⁸ Global supply and demand of drugs has remained stable, but through greater understanding of the problem, the international community can more effectively implement global narcotics drug control.⁴¹⁹

To decrease demand for illicit drugs, CND advocates for the international community to work together and provide the affected populations with safe alternatives to narcotic drugs, like access to stable employment, health services, and education.⁴²⁰ This will allow individuals greater opportunity to move away from drugs, while providing them with the necessary healthcare to treat addiction.⁴²² In the *Political Declaration and Plan of Action*, CND argued that the use of illegal drugs and substances by youth and other at risk populations is primarily a health concern rather than a criminal one.⁴²³ It recommends for Member States to work together and build a cooperative infrastructure to enforce international norms, resolutions, and create safe alternatives for people affected by the illegal drug trade.⁴²⁴ It is the view of the former UN Under-Secretary-General and Executive Director of UNODC, Antonio Maria Costa, that, “drugs are not harmful because they are controlled – they are controlled because they are harmful. The fact that certain unlawful transactions are hard to control doesn’t mean that they should be made legal...Lifting the controls on drugs would reveal a state’s impotence to fight organized crime or protect the health of its citizens.”⁴²⁵

⁴⁰⁸ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 12.

⁴⁰⁹ *Ibid.*

⁴¹⁰ *Ibid.*, p. 14.

⁴¹¹ UNODC, *Drug Trafficking*, 2015.

⁴¹² UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 13.

⁴¹³ *Ibid.*, p. 16.

⁴¹⁴ International Narcotics Control Board, *Recommendations to Governments, the United Nations and other relevant international and regional organizations*, 2015.

⁴¹⁵ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 16.

⁴¹⁶ UNODC, *World Drug Report 2015*, 2015, p. 37.

⁴¹⁷ *Ibid.*

⁴¹⁸ USA National Institute on Drug Abuse, *Adolescents and Young Adults*, 2015.

⁴¹⁹ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 9.

⁴²⁰ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 13.

⁴²¹ International Narcotics Control Board, *Recommendations to Governments, the United Nations and other relevant international and regional organizations*, 2015.

⁴²² UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 16.

⁴²³ *Ibid.*, p. 13.

⁴²⁴ *Ibid.*

⁴²⁵ *Ibid.*

While UN Under-Secretary-General Costa makes the case for continual enforcement of drug control, there has been a lack of substantial progress in the area of decreasing demand and supply of narcotic drugs.⁴²⁶ Progress in global drug control has been restricted to greater scientific research and capacity building, well short of the ambitious agenda set out in the *Plan of Action*.⁴²⁷ Some Member States pursue different policies for drug control, including decriminalization or legalization, as a way to attempt to minimize the harmful effects of drugs, potentially allowing the government to gain control over illicit drugs from the narco-traffickers.⁴²⁸ The international community must set clear and concise goals for Member States to implement to counter the illegal trade of narcotics; it is the view of CND that close cooperation is essential for the success of pre-existing resolutions to curb the supply and demand of narcotic drugs and other psychotropic substances, and the international community must work together to create rehabilitation and economic opportunities for the people affected by the drug trade.⁴²⁹

Conclusion

Evaluating the impact of global narcotics drug control has produced a plethora of differing views. The ambitious goals set forth by CND's *Political Declaration and Plan of Action* have so far been ineffective in reducing the supply or demand for illicit drugs.⁴³⁰ Criminal organizations continue to operate in many Member States, producing the drugs that help fuel dangerous addictions.⁴³¹ Increasingly, there is a lack of consensus on how to respond to the challenges of global narcotics control. Some states focus more on criminalization, resulting in a growing number of imprisoned individuals for non-violent offences, while others focus on legalization, freely allowing psychotropic drugs to be administered within a country.⁴³² Multinational cooperation has been very limited, in terms of police work and information sharing, and the relative gains of CND have been limited to the fields of medical approaches and research rather than measurable successes on the ground.⁴³³ Accordingly, the number of drug addicts has steadily declined, but the illicit trade, supply, and demand for drugs have remained stable.⁴³⁴ Global narcotics drug control has not been effective in reducing the supply and demand of drugs, nor of creating any viable alternatives.⁴³⁵ CND seeks to work with Member States and other international organizations to respond more as global narcotics drug control continues to be addressed.⁴³⁶

Further Research

Currently, global narcotics drug control efforts have been met with many challenges and few substantive gains. Improving the current system while protecting the health of the global population is a priority of CND and the international community. What is the best way to reduce supply of illicit drugs? What is the best way to reduce demand of illicit drugs? How can the international community combat the illicit trade of narcotics? What are some sustainable measures that can be fostered to steer people away from drug addiction? What are some alternative measures that can be developed to alleviate the factors forcing people to work for drug cartels? How can prohibition of harmful drugs be enforced while addressing the health concerns of the populace? How can cooperation between multinational and multi-organizational be strengthened?

⁴²⁶ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 9.

⁴²⁷ *Ibid.*

⁴²⁸ UN CND, *World situation with regard to drug trafficking*, 2015.

⁴²⁹ UN CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009, p. 14.

⁴³⁰ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 9.

⁴³¹ *Ibid.*

⁴³² Hooten, A year after marijuana legalization in Colorado, 'everything's fine' confirm police, *The Independent*, 2015.

⁴³³ UN CND, *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2014, p. 9.

⁴³⁴ *Ibid.*

⁴³⁵ *Ibid.*

⁴³⁶ UNODC, *Commission on Narcotic Drugs*, 2015.



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https://www.incb.org/documents/Publications/AnnualReports/AR2014/English/AR_2014_E_Chapter_IV.pdf

This report was issued by the International Narcotics Control Board, outlining various recommendations that can be implemented by the United Nations and governments of Member States to more successfully combat the drug trade. It outlines the precursors to illicit trade, identifies the psychotropic substances, and offers clear recommendations in relation to this topic. This document will aid delegates when formulating working papers and debating on similar recommendations.

United Nations, Commission on Narcotic Drugs. (2009). *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*. Retrieved 18 July 2015 from: https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_52/Political-Declaration2009_V0984963_E.pdf

The high-level segment of the 52nd session of the Commission on Narcotic Drugs issued a Political Declaration and Plan of Action that outlines clear and decisive steps to implement when combatting the world drug problem. The declaration is divided into three parts: diminishing drug dependence among consumers, eradicating the supply of drugs, and countering money-laundering measures that fund the drug trade. This source outlines the problems faced by the international community and provides comprehensive steps to alleviate the drug problem.

United Nations, Commission on Narcotic Drugs. (2014). *Joint Ministerial Statement of the 2014 High-Level Review by the Commission on Narcotic Drugs of the Implementation by Member States of the Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem*. Retrieved 18 July 2015 from:

https://www.unodc.org/documents/hlr/JointStatement/V1403583_E_ebook.pdf

The Commission on Narcotic Drugs issued a review of the Political Declaration and Plan of Action and the success of its implementation by Member States. This source is split into three parts regarding drug control: demand reduction, supply reduction, and countering money-laundering. Delegates will find it very useful when identifying challenges faced by Member States that prevent them from fully implementing the measures recommended by UNODC. It will allow delegates to think strategically and propose new, unique measures to mitigate the drug problem.

United Nations, Commission on Narcotic Drugs. (2015). *Promoting the use of the international electronic import and export authorization system for licit international trade in narcotic drugs and psychotropic substances (58/10)* [Resolution]. Retrieved on 19 July 2015 from:

https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_58/2015_Resolutions/Resolution_58_10.pdf

This is a resolution of CND that details the need for closer intelligence cooperation amongst Member States for better enforcement of drug policy. It involves intelligence and law enforcement personnel and signifies greater intelligence cooperation to effectively track cross-border criminal organizations and enforce international law. It lists some of the problems that need to be addressed in relation to this topic, and discusses the logistics of ensuring greater accessibility of the sharing of information between the police forces of different Member States.

United Nations, Commission on Narcotic Drugs. (2015). *Report on the fifty-eighth session (5 December 2014 and 9-17 March 2015) (E/2015/28)*. Retrieved 18 July 2015 from: <http://undocs.org/E/2015/28>

This is the report issued by the Commission on Narcotic Drugs about its 58th session. The sections outline various aspects to consider when aiming to strengthen drug control. Ahead of the 2016 UNGASS meeting, the report highlights the importance of enforcing pre-existing treaties, curbing illicit drug trade, and to take into account the health risks of illicit drug use. It is a comprehensive document that lays the foundation for a greater discussion on global narcotics drug control, the different aspects associated with the issue, and some measures to counteract the problem.

United Nations, Commission on Narcotic Drugs. (2015). *Special session of the General Assembly on the world drug problem to be held in 2016 (E/CN.7/2015/L.11)* [Draft Resolution]. Retrieved 19 July 2015 from: <http://undocs.org/E/CN.7/2015/L.11>

The Commission on Narcotic Drugs issued this draft resolution ahead of the 2016 UN General Assembly Special Session. The draft resolution lists the pertinent issues of world narcotics trade, and offers substantive clauses aiming to address the illicit narcotics trade. It allows delegates to formulate positions accordingly leading up to the 2016 General Assembly Special Session on Drugs.

United Nations, Commission on Narcotic Drugs. (2015). *Strengthening cooperation with the scientific community, including academia, and promoting scientific research in drug demand and supply reduction policies in order to find effective solutions to various aspects of the world drug problem (58/7)* [Resolution]. Retrieved on 19 July 2015 from:

https://www.unodc.org/documents/commissions/CND/CND_Sessions/CND_58/2015_Resolutions/Resolution_58_7.pdf

This resolution was recently adopted by CND, detailing the need for closer cooperation with the medical and scientific communities to gain better understanding of the effects of drugs and other psychotropic substances. This cooperation would create more well-rounded policies to guide the enforcement efforts of the international community. Delegates can use this resolution to understand the most recent recommendations of the Commission in relation to this topic.

United Nations, Commission on Narcotic Drugs. (2015). *World situation with regard to drug trafficking* [Report]. Retrieved 19 July 2015 from: http://www.un.org/ga/search/view_doc.asp?symbol=E/CN.7/2015/4

The World Situation with Regard to Drug Trafficking Report, issued by the Commission on Narcotic Drugs, is a recent examination on the state of the international community regarding drug trafficking. The first section outlines the various illicit drugs, along with information regarding their cultivation. The second part points to the recent trends regarding drug trafficking: production, seizures, and amounts. Delegates will be able to examine the hard facts of the drug trade, including countries of cultivation and the most common drugs, while establishing differing methods of curbing drug trafficking.

United Nations Development Programme. (2015). *Perspectives on the Development Dimensions of Drug Control Policy* [Report]. Retrieved 29 October 2015 from:

https://www.unodc.org/documents/ungass2016//Contributions/UN/UNDP/UNDP_paper_for_CND_March_2015.pdf

This UNDP report was prepared to inform the 2016 GA Special Session on the World Drug Problem (UNGASS). The report offers important information on the developmental aspects of drug control, including poverty, sustainability, gender, human rights, and inclusive governance. Delegates can use this report to gain a multi-faceted view of the impacts of global drug control policies and the implications narcotics control has on development.

United Nations Office on Drugs and Crime. (1988). *Commentary on the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* [Report]. Retrieved 19 July 2015 from:

http://www.unodc.org/documents/treaties/organized_crime/Drug%20Convention/Commentary_on_the_united_nations_convention_1988_E.pdf

The Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances is one of the core documents that guides CND policy toward drug control. It is one of three framework conventions for drug control, and lays out plans for the continual enforcement of international norms by the global community. This document provides commentary on the Convention, which will help delegates understand its provisions and the obligations of its States Parties.

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