



The Commission on Narcotic Drugs

Directed By: Isaac Vazquez

TSMUN XXIII BACKGROUND GUIDE 2019

**Topic I: The Relationship Between Drug Trafficking and Funding
Terrorism**

**Topic II: Providing Alternative Crop Recommendations to Tackle the
Growth of Illicit Crops**



Dear Delegates,

Welcome to the 23rd annual Tallahassee Southern Model United Nations (TSMUN) Conference. We are excited to welcome you to the Commission on Narcotic Drugs (CND). My name is Isaac Vazquez and I will be your director for the CND during TSMUN 2019. I am currently a senior at Florida State University and will be graduating in December with a Bachelor of Arts in Political Science and International Affairs. This will be my third time directing a conference, having directed the General Assembly during TSMUN 2017, and the Economic and Social Council during FMUN 2017.

The topics under discussion for the Commission on Narcotic Drugs are:

1. The Relationship Between Drug Trafficking and Funding Terrorism
2. Providing Alternative Crop Recommendations to Tackle the Growth of Illicit Crops

The Commission on Narcotic Drugs (CND) is the main United Nations body tasked with the adoption and implementation of international drug control frameworks. The CND is integral in monitoring the flow of drugs globally and implements strategies and initiatives to reduce the supply and demand for those drugs. The CND utilizes multilateral cooperation to find viable international solutions for the problems associated with drug use and drug trafficking that exist today. The CND works directly with member states, private institutions, and other UN bodies to combat the detrimental consequences associated with the production and use of narcotic drugs internationally.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. Delegates are expected to conduct outside research more tailored to the nature of their respective represented Member State. This outside information will be useful when writing your position papers, which are intended to represent your Member States' stances and potential solutions to the topics being discussed in committee.

We wish you all the best as you prepare for the Conference, and look forward to working with you seeing you in committee.

Sincerely,

Isaac Vazquez, Director
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Committee Overview

Introduction

The Commission on Narcotic Drugs (CND) was established by the Economic and Social Council (ECOSOC) as the United Nations main committee for facilitating and regulating narcotic drugs and acts as the main protectorate and regulator for treaties that pertain to narcotic substances.¹ The ECOSOC, under UN resolution 1999/30, further increased the authority and function of the CND.² Through this resolution, the CND was given two distinctive functions.³ Its first function gave it a standard diplomatic function.⁴ In this regard, the CND acts as the promoter and supporter of pertinent treaties and resolutions and provides different standard normative functions that have developed over time.⁵ Its second function is an operational function, whereby the CND was established as the authoritative body of the United Nations Office on Drugs and Crime (UNODC).⁶ Noting this, the CND possess an important role within the UN. It acts not only as an arbitrator and mediator for international drug policy and treaties, but it also provides an operational role in establishing and approving the budget for the UNODC and the United Nations International Drug Control Programme.⁷ All of these factors combined highlight the fact that the CND is the most influential arm of the global community in combating international drug problems at every level. The CND considers every aspect of drug policy, ranging from the social perspective of rehabilitation and measures aimed at promoting health conscious resolutions and preventative measures to more law enforcement based measures with stricter rules and sentencing.⁸ At the international level, the role of regulating drug flow and policy is straightforward. The CND has the power to influence UN policy on drugs by regulating and moderating substance control and advising the other pertinent bodies on best practices moving forward.⁹

History

The 1961 *Single Convention on Narcotic Drugs* laid out the framework for modern interpretations of what a drug is. The Convention considers a substance a drug if it is classified as schedule I or II under its own scheduling guidelines.¹⁰ The United Nations Office on Drugs and Crime defines a drug as “any chemical agent that alters the biochemical or physiological processes of tissues or organisms.”¹¹ The UNODC defines drug trafficking as “global illicit trade

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

² 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

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

⁷ UNODC, CND/CCPCJ: Fact Sheet on Membership.

⁸ *Convention on Narcotic Drugs*, 1961.

⁹ UNODC, *Information About Drugs*.

¹⁰ Ibid.

¹¹ Ibid.



involving the cultivation, manufacture, distribution, and sale of substances which are subject to drug prohibition laws.”¹² While definitions are valuable to understand a problem, they don’t solve the root causes of that problem. Tackling a problem as elusive and widespread as drug trafficking predates the United Nations. The International Opium Convention was signed in 1912.¹³ Its bylaws and structure were made part of the *Treaty of Versailles* following the end of World War I.¹⁴ Following the end of World War I, the League of Nations took it upon itself to control the international flow of narcotics. The League of Nations established the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs, the first international directive to directly control the flow of drugs.¹⁵ The most notable achievement of the committee was the *Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs* signed in 1933, which sought to end the rapid spread and manufacturing of narcotic drugs globally.¹⁶ These early attempts at curtailing the spread of narcotics highlighted an understanding of the problems and reality associated with narcotic drugs and sought to limit their distribution for purely medical or scientific purposes.¹⁷

The League of Nations continued a more reserved and weaker role following the beginning of World War II, but would ultimately not survive the end of the war. In its place, the United Nations (UN) was established. The UN was quick to recognize the danger that narcotic drugs posed, and in 1946, the ECOSOC established the CND, which was created to advise the ECOSOC on international drug policy.¹⁸ The CND was quick to establish policy, and one of its most notable policies came in the form of the 1953 Opium Protocol.¹⁹ This policy aimed to “limit the use of opium exclusively to medical and scientific needs.”²⁰ It was doomed by a lack of necessary ratifications by Member States, but was ultimately replaced by the 1961 Single Convention on Narcotic Drugs. The 1953 Opium Protocol was also important in assisting Member States in the establishment of national drug enforcement agencies.²¹

The Commission on Narcotic Drugs as it functions today is predominantly defined and maintained by three integral treaties, which were established and ratified over a period of three decades. The first treaty, established in 1961, was the *Single Convention on Narcotic Drugs*.²² The *Single Convention on Narcotic Drugs* aimed to reduce drug abuse through multilateral international action.²³ The Convention has two main goals. Its first goal is to reduce drug use, possession, distribution, and production to a purely scientific and medical basis.²⁴ The

¹² UNODC, *Drug Trafficking Introduction*.

¹³ UNODC, *A Century of International Drugs Control*, 2008, p. 7.

¹⁴ Ibid.

¹⁵ Ibid.

¹⁶ League of Nations, *Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs*, 1933.

¹⁷ Ibid.

¹⁸ UN ECOSOC, *Resolution on the Establishment of a Commission on Narcotic Drugs (E/RES/9(1))*, 1946.

¹⁹ UNODC, *A Century of International Drugs Control*, 2008, p. 7.

²⁰ UNODC, *Quasi-Medical Use of Opium*, 1953.

²¹ UN Opium Conference, *Protocol and Final Act*, 1953.

²² *Single Convention on Narcotic Drugs*, 1961.

²³ Ibid.

²⁴ Ibid.



Convention created an official list that designated what substances would be regulated and controlled under the convention.²⁵ Its second goal is to combat the trafficking of drugs via a multilateral approach among concerned member states, and ultimately discourage drug trafficking by making it more difficult.²⁶ The second treaty, established in 1971, was the *Convention on Psychotropic Substances*.²⁷ This treaty was categorically important and was created to complement the *Single Convention on Narcotic Drugs* signed ten years prior.²⁸ Previous treaties aimed to control the usage of narcotic drugs for purely medical and research purposes. The treaties that would follow, such as the *Convention on Psychotropic Substances*, aimed to reduce the demand for narcotic drugs in their entirety.²⁹ The *Convention on Psychotropic Substances* was created as a method for international control of psychotropic substances. It was a direct response to the creation and expansion of a new spectrum of synthetic drugs, not an ongoing drug policy.³⁰ The goal of the convention was to recognize the potential for drug abuse among synthetic drug users, as well as recognize the potential therapeutic value that these new synthetic drugs might possess.³¹ The third treaty, established in 1988, was the *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*.³² Its main goal was to further tackle drug trafficking at its roots, by including measures to combat money laundering and regulate chemical ingredients necessary in the production of synthetic drugs.³³ This convention also established more authoritative measures, such as new methods for cooperation in cases requiring the extradition of drug traffickers, and a structure for delivering culprits and assisting in the proceedings of drug traffickers.³⁴ Combined, these three treaties make up the overarching framework that oversees the UN's mission to combat international drug trafficking and production by providing methods of control, with the CND at the center.³⁵ These conventions aren't without controversy. There are those who argue that these conventions have created many repressive policies pertaining to drugs without any successful results.

Topic I: The Relationship Between Drug Trafficking and the Funding of Terrorism

Introduction

Drug trafficking has long been a prominent source of funding for illicit activities. Over time, the efficiency and threat that organizations pose have become an even greater international issue. Terror groups are now more organized and well-funded than ever before. They utilize criminal

²⁵ Ibid.

²⁶ Ibid.

²⁷ *United Nations Convention on Psychotropic Substances*, 1971.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid.

³¹ Ibid.

³² *United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

³³ Ibid.

³⁴ Ibid.

³⁵ Ibid.



activity, such as drug trafficking to finance their operations. Countries in South America and the Middle East have long suffered at the expense of these complex networks of drug traffickers.³⁶ Prominent Groups such as the Taliban, directly utilized drug profits to fund their organizations.³⁷ For certain criminal organizations partaking in illicit activities, drug trafficking has proven to be their most reliable form of income.³⁸ The lucrative nature of drug trafficking attracts greed and promotes the expansion of drug trafficking operations in Member States incapable or unwilling to prevent it from spreading.³⁹ In Afghanistan alone, heroin production and distribution make up more than one-fifth of the total gross domestic product (GDP).⁴⁰ Of that money, the Taliban alone get a direct cut of over \$120 million, a substantial amount of money by all accounts.⁴¹

During the Cold War, terrorist organizations and militant groups were provided funding and resources via covert relationships and arrangements made by both the United States and the Soviet Union.⁴² As the relationship between these states and the varying groups deteriorated following the end of the Cold War, terror groups and militias had to seek new methods for generating financial resources to keep their operations ongoing.⁴³ Over time, advancements in technology helped these groups further grow their presence and influence by allowing them to

develop and utilize new tactics and strategies to advance their operations.⁴⁴ These strategies were aided by the expansions of markets internationally which has led to faster methods of transporting goods, and has made communication between individuals much quicker.⁴⁵ This has allowed organized crime groups to transform traditional structures and methods to be more mobile, and allows them to have a looser network of spread out individuals.⁴⁶ Terrorist groups utilize these networks, as their established points of entry make movement and trafficking much easier. These networks, comprised of multiple groups scattered across various states around the globe, provide terrorist organizations with support and logistics at different stages during their particular mission.⁴⁷ While the relationship between terrorism and drug trafficking isn't a new ordeal, the solutions already presented haven't been enough.

Regional and International Frameworks

The link between transnational organized crime (TOC) groups, specifically terrorist groups and drug trafficking has long been an issue for the international community. The United Nation

³⁶ Makarenko, *The Crime–Terror Continuum: Tracing the Interplay between Transnational Organized Crime and Terrorism*, 2004, p. 130.

³⁷ Ibid.

³⁸ Ibid.

³⁹ Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 57.

⁴⁰ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Ibid.



passed the Convention against Transnational Organized Crime (UNTOC) in November 2000, and put it into effect in September 2003.⁴⁸ Since its passing, the UNTOC has acted as the main international resolution aimed at addressing transnational organized crime.⁴⁹ The UNTOC helped define the many factors that make up a TOC group and recognizing the varying levels of organization involved.⁵⁰ It established that TOC groups are rather structured and rely on many different individuals to keep operations flowing. The UNTOC was a major resolution, and integral in garnering strong international support against transnational organized crime, and the negative ramifications associated with it.⁵¹ It fostered stronger international cooperation, which is necessary to combat an international issue. Member States that chose to ratify the UNTOC agreed to take measures against transnational organized crime.⁵² These measures aimed to make states stronger on national and regional criminal offenses, such as corruption, money laundering, racketeering, obstruction of justice, and other crimes associated with organized crime groups.⁵³ The UNTOC established critical frameworks that fostered law enforcement cooperation among Member States with issues such as extradition, and provided mutually beneficial legal assistance measures.⁵⁴ The UNTOC also promoted new training programs and provided assistance for Member States wishing to improve the capacity of their respective domestic authorities.⁵⁵

The UNTOC hasn't been without its critics however. Critics of the UNTOC argue that it provides a definition that is too broad, and only addresses criminal groups themselves, and not transnational organized crime.⁵⁶ For the purposes of this committee, it's important that drug trafficking is understood within the scope of the UNTOC, especially considering that most drug crimes are international. TOC groups are borderless entities, with the ability to circumvent state borders and authority. As such, multilateral cooperation is necessary when combating transnational organized crime. The life cycle of a drug from production to delivery involves transporting that drug through multiple Member States, ports of entry, and borders, before ultimately reaching the consumer.⁵⁷ Recognizing the potential for multiple Member States to be involuntarily involved in the drug manufacturing and distribution process, the UN has played an active role in curtailing drug trafficking, and has adopted multiple treaties aimed at tackling drug trafficking, as well as parties guilty of partaking in drug trafficking, such as terrorist and transnational organized crime groups.⁵⁸ A key issue pertaining to combating drug trafficking is the need to address corruption within governments. Addressing corruption and the role it plays in drug trafficking is critical, as corruption allows TOC groups to continue the production and

⁴⁸ UN General Assembly, *United Nations Convention against Transnational Organized Crime (A/RES/55/255)*, 2000, Art. 2 (a).

⁴⁹ UNODC, *The Globalization of Crime: A Transnational Organized Crime Threat Assessment*, 2010.

⁵⁰ *Ibid.*

⁵¹ *Ibid.*

⁵² *Ibid.*

⁵³ *Ibid.*

⁵⁴ *Ibid.*

⁵⁵ *Ibid.*

⁵⁶ *Ibid.*

⁵⁷ *Ibid.*

⁵⁸ UN General Assembly, *United Nations Convention against Transnational Organized Crime (A/RES/55/255)*, 2000.



transportation of drugs despite the interests of the state or national government as a whole.⁵⁹ In response to the growing presence of corruption within Member States, the UN ratified the *United Nations Convention against Corruption* (UNCAC) in 2003.⁶⁰ The goal of the UNCAC is to create accountability and integrity for state officials, require political parties and politicians within Member States to create measures to remove and prevent corruption, and foster an environment suitable for cooperation between Member States so that Member States might work together to abolish corruption in states that suffer from it.⁶¹ While multilateral cooperation regarding combating drug trafficking has been largely progressive, combating transnational organized crime and terrorism has been a much more difficult task for the international community. Currently, there is no agreed upon international definition of terrorism, as terrorism is a highly political topic.⁶² Often, issues arise when states try to define whether a group is comprised of freedom fighters and when it is a terrorist organization. These problems have been seen in the United Nations inability to pass the *Comprehensive Convention on International Terrorism*, which has been plagued by gridlock during negotiations.⁶³ In place of a UN-sanctioned treaty, the UN Security Council (SC) acted on its own and created an unofficial UN framework aimed at condemning acts of terrorism, aided by a myriad of national legislation.⁶⁴ This Security Council documentation is further supported by other documentation, such as the *International Convention for the Suppression of the Financing of Terrorism*, which was signed in 2000.⁶⁵ This Convention aimed to criminalize the financing of terrorist acts.⁶⁶ The Convention aimed to foster strong law enforcement and judicial branch cooperation to prevent, research, investigate, and ultimately punish individuals and groups responsible for the financing of terrorist organizations.⁶⁷ This convention authorized Member States to identify and target individuals, and freeze their assets should they be part of a terrorist organization.⁶⁸ In 2005, the Secretary-General established the Counter-Terrorism Implementation Task Force (CTITF) and received support from the United Nations Global Counter-Terrorism Strategy, which was adopted by General Assembly consensus in 2006.⁶⁹ The goal of the CTITF is to form a multilateral environment, whereby Member States can support other Member States by sponsoring and developing strategy that strengthens the four objectives of the CTITF's global strategy.⁷⁰

⁵⁹ UN General Assembly, *United Nations Convention against Corruption* (A/RES/58/4), 2003.

⁶⁰ Ibid.

⁶¹ Ibid.

⁶² Durnagöl, *The Role of Drugs in Terrorism and Organized Crime*, 2009, p. 48.

⁶³ UN DPI, *Speakers Urge That Differences Be Resolved in Draft Comprehensive Convention on International Terrorism, as Sixth Committee Begins Session* (GA/L/3475), 2014.

⁶⁴ UN Security Council, *Threats to international peace and security caused by terrorist acts* (S/RES/1566 (2004)), 2004.

⁶⁵ UN General Assembly, *International Convention for the Suppression of the Financing of Terrorism* (A/RES/54/109), 1999.

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Ibid.

⁶⁹ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy* (A/RES/60/288), 2006

⁷⁰ Ibid.



Terrorism and Drug Trafficking are also indirectly addressed in the Sustainable Development Goals (SDGs), the United Nations most ambitious multilateral reformative measure. SDG Goal 3 aims to increase measures aimed at preventing substance abuse, and provide treatment for those suffering from drug addiction.⁷¹ SDG Goal 16 aims to strengthen local and regional institutions, and invoke other measures aimed at preventing crime and terrorism internationally.⁷² Outside traditional forms of legislation, other international bodies, such as the World Bank, have established devices that provide support for Member States who are trying to combat Transnational Organized Crime.⁷³ The World Bank created a guide for combating money laundering and the financing of terrorism in 2006.⁷⁴ This guide provided Member States with a comprehensive set of current best financial practices and standards, and current international legal requirements aimed at combating threats from Transnational Organized Crime groups.⁷⁵ The World Bank's guide also offers critical recommendations aimed at generating stronger international cooperation.⁷⁶ Along with the World Bank's guide on combating money laundering and terrorism funding, The Financial Action Task Force (FATF), an intergovernmental body tasked with policy making and the promotion and implementation of measures that aim to regulate international financial systems, developed its own recommendations on best practices to combat the financing of terrorist measures and money laundering.⁷⁷ The FATF established 40 recommendations, which are divided into separate and uniquely important measures, such as preventative measures and the establishment of policy coordination between interested groups and states.⁷⁸ The FATF routinely revises its policy recommendations to ensure that their standards are the measures best suited to effectively and efficiently address money laundering and terror financing issues.⁷⁹ Although combating TOCs and illicit activity associated with drug trafficking and terrorism still remains an issue, the fact that Member States have willingly begun implementing laws and recommendations in order to meet the standards of groups like the FATF is an achievement in its own right.⁸⁰

The Role of the International System

Under the Security Council's general mandate, threats associated with terrorism and drug trafficking fall under its jurisdiction, as combating these issues is integral to maintaining international peace and stability.⁸¹ Noting this, the Security Council has made a deliberate effort

⁷¹ UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 14.

⁷² UN General Assembly, *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 26.

⁷³ World Bank, *Reference Guide to Anti-Money Laundering and Combating the Financing of Terrorism*, 2006.

⁷⁴ *Ibid.*

⁷⁵ *Ibid.*

⁷⁶ World Bank, *Reference Guide to Anti-Money Laundering and Combating the Financing of Terrorism*, 2006.

⁷⁷ Financial Action Task Force, *International Standards on Combating Money Laundering and the Financing of Terrorism & Proliferation*, 2012, p. 7.

⁷⁸ *Ibid.*

⁷⁹ *Ibid.*

⁸⁰ Financial Action Task Force, *25 Years and Beyond*, 2014, p. 15.

⁸¹ *Charter of the United Nations*, 1945.



to continuously address the link between organized crime groups and terrorism and the danger it poses to the international community, as well as the benefit that cooperation between regional and international actors and other United Nations bodies can have.⁸² The Security Council isn't the only United Nations body concerned with drug trafficking and terrorism. The General Assembly recognized the great deal of trauma that the international war on drugs has caused the international community.⁸³ Decades of conflict resulted in a massive public health crisis, corruption, illicit measures of violence, and widespread incarceration.⁸⁴ In an effort to address these issues, the General Assembly, largely being pressured by Latin American leaders who recognized the need for widespread reforms, called a special session in April 2016, to review and improve the current international drug control system.⁸⁵ This GA session, aptly titled the United Nations Special Session on the World Drug Problem (UNGASS), brought United Nations bodies together with intergovernmental organizations to find viable solutions to the world's drug problem.⁸⁶ The General Assembly tasked the Commission on Narcotic Drugs with preparing for the UNGASS. The primary goal of the UNGASS was to foster support for the goals set forth by the *Political Declaration and Plan of Action on International Cooperation towards an Integrated Balanced Strategy to Counter the World Drug Problem*, which was passed in 2009.⁸⁷ The 2009 Political Declaration on the World Drug Problem built on the 1998 Declaration of the same name. The goal of both declarations was to enhance international cooperation aimed at countering the global drug problem, which was seen as being a shared multilateral responsibility.⁸⁸ Member States also recognized and established measures and targets to reduce the supply and demand for illicit drugs. The outcome of the UGASS was General Assembly Resolution A/RES/S-30/1. This resolution established policy recommendations based on demand reduction, including measures for prevention and treatment of drug addiction.⁸⁹ It desired to foster a social responsibility for drug addiction by addressing the potential hazard that drug trafficking can pose to vulnerable populations, especially children and women.⁹⁰ Like previous resolutions, this resolution also aimed to create development focused drug policy, by offering alternative forms of development and crop cultivation and the domestic, regional, and international level to address socio-economic issues that are often overlooked in drug policy.⁹¹ While other UN bodies have tackled the issue of drug trafficking, the Commission on Narcotic Drugs remains the utmost authority on the matter and is tasked with the regulation and

⁸² UN Security Council, *Threats to international peace and security (S/RES/2195 (2014))*, 2014.

⁸³ UNODC, *Special Session of the United Nations General Assembly on the World Drug Problem*, 2015.

⁸⁴ Ibid.

⁸⁵ Ibid.

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ UNODC, *The Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, 2009.

⁸⁹ UNODC, *Special Session of the United Nations General Assembly on the World Drug Problem*, 2015.

⁹⁰ Ibid.

⁹¹ Ibid.



application of pertinent international conventions.⁹² The CND utilizes its influential role to advise the Economic and Social Council on drug control matters, and can generate new strategies to address the international drug problem.⁹³ In 2018, the CND has presented a wide array of legislation aimed at tackling drug trafficking and its damaging consequences. CND Resolution 61/8 aimed to enhance and strengthen cooperation between domestic and international actors, and seeks to directly address the threat that the non-medical use of synthetic opioids possess.⁹⁴ Other recent resolutions, such as CND Resolution 61/9, have more specific goals. Resolution 61/9 seeks to protect children from the damaging effects associated with the presence of illicit drugs.⁹⁵ The CND also serves as the UN Office on Drugs and Crimes governing body, and is directly involved in the UNODC's international activities.⁹⁶ The CND's advisory role revolves around three important tasks.⁹⁷ The CND is tasked with on the ground cooperation between Member States, the researching and gathering of evidence and intelligence for cases, and in assisting Member States with the implementation and protection of international conventions and treaties.⁹⁸ The Terrorism Prevention Branch of the UNODC also plays an important role in fulfilling the goals of the CND.⁹⁹ The Terrorism Prevention Branch is tasked with monitoring Member States in their implementation of anti-terror legislation, and assist them should there be a need to do so.¹⁰⁰ The UNODC hopes that the Terrorism Prevention Branch can expand its role beyond a monitoring role for domestic legislation, into a body tasked with monitoring financial and other illicit activities, ultimately bringing the CND into assist with these efforts.¹⁰¹ The UNODC also hopes to promote national and international measures to further counter the international drug trade, as was seen with the Container Control Programme established in 2004.¹⁰² It was designed to provide governments with assistance in monitoring the flow and distribution of different merchandises in shipping containers.¹⁰³ The Container Control Program utilizes Port Control Units (PCUs) to recognize and search suspicious freight containers.¹⁰⁴ The UNODC also established more direct methods to limit illicit drug production. The UNODC established a relationship with farmers and illicit crop producers to promote alternative methods of development, and to transform farms to produce legal agricultural goods. Noting this, it is critical that the relationship that the CND has with the UNODC be recognized, as further cooperation can produce more successful methods to address the international problems that are associated with drug trafficking and its relationship with the financing of terrorist organizations.¹⁰⁵

⁹² UNODC, *CND – Mandate and Functions*, 2015.

⁹³ Ibid.

⁹⁴ CND, *Enhancing and strengthening international and regional cooperation and domestic efforts to address the international threats posed by the non-medical use of synthetic opioids*, 2018.

⁹⁵ CND, *Protecting children from the illicit drug challenge*, 2018.

⁹⁶ UNODC, *CND – Mandate and Functions*, 2015.

⁹⁷ UNODC, *About UNODC*, 2015.

⁹⁸ Ibid.

⁹⁹ UNODC, *The United Nations Office on Drugs and Crime and Terrorism Prevention*, 2015.

¹⁰⁰ Ibid.

¹⁰¹ Ibid.

¹⁰² UNODC & World Customs Organization, *Container Control Programme: Annual Report*, 2014, p. 11.

¹⁰³ Ibid.

¹⁰⁴ Ibid.

¹⁰⁵ UNODC, *Organizational Structure of UNODC*, 2015.



Conclusion

The Commission on Narcotic Drugs is critical in leading the international response to the drug trade. As such, it plays an important role in breaking the link between drug trafficking and terrorism. Most terrorist organizations utilize drug trafficking to an alarming degree, and by breaking the link between the two; the United Nations might be able to defeat terrorism in a monetary sense. Should the United Nations treat drug trafficking as it has weapons aid and direct funding from groups and states, further progress might be made. It should be noted that while the United Nations has tried to break the link between the two, the relationship that they share has deep roots, and a more aggressive and multilateral policy has to be considered for meaningful progress to be made with respect to combating terrorism. The role of the Commission on Narcotic Drugs must recognize that drug trafficking and terrorism cannot be dealt with separately in many instances, as distinguishing between the two becomes harder as time goes on. Multilateral cooperation in dealing with transnational organized crime is needed, and the best way of dealing with TOC, terrorism, and illicit activity moving forward. The international community must consider every aspect of the production of drugs, starting with their initial production, and ending with those who suffer from their consumption. Addressing drug trafficking can help address terrorism and transnational organized crime simultaneously, and the CND is the body best suited to generate policy that can successfully do so.

Topic II: Providing Alternative Crop Recommendations to Tackle the Growth of Illicit Crops

Introduction

Drug crop cultivation makes up a significant portion of the international supply of drugs and contributes extensively to furthering the international drug crisis.¹⁰⁶ The cultivation of said crops provides work for millions of farmers who grow these crops.¹⁰⁷ Internationally, over 4.5 million people rely on the income from the sale of drug crops to sustain their life, as half of their annual income on average is derived from the cultivation of these crops.¹⁰⁸ The overwhelming majority of drug crop growers are farmers who rely on these crops to provide for their families, as they already live in less desirable socioeconomic conditions.¹⁰⁹ These farmers resort to cultivating drug crops as they provide more profit than more traditional form of crops, such as food crops.¹¹⁰ Drug crops have high demand, and are easier to sell in areas where traditional markets and paths of sale are unavailable.¹¹¹ According to The United Nations Office on Drugs and Crime (UNODC), rural farmers are the group most likely to resort to the cultivation of drug crops due

¹⁰⁶ UN General Assembly, *Measures to enhance international cooperation to counter the world drug problem (A/RES/S, 20/4)*, 1998, p. 1.

¹⁰⁷ Open Society Foundations, *Drug Crop Production, Poverty, and Development*, 2016.

¹⁰⁸ UNODC, *Alternative Development: Our Work*, 2017.

¹⁰⁹ UNODC, *Illicit crop cultivation*, 2017.

¹¹⁰ UNDCP, *Eradication of Illicit Drug Crops and Alternative Development*, 1998.

¹¹¹ *Ibid.*



to their level of poverty, and lack of significant land holdings.¹¹² The UNODC promotes an action plan called Alternative Development, which aims to limit the supply of drug crops by providing farmers with alternative forms of crop growth, which in turn brings about a higher quality of life for them and their families.¹¹³ The United Nations General Assembly, through its Action Plan on International Cooperation on The Eradication of Illicit Drug Crops and on Alternative Development (1998), aimed to provide context for Alternative Development, whereby it could provide vulnerable populations with a more promising and safer future through policy reform.¹¹⁴ Simply, Alternative Development would eliminate drug crop cultivation through reforms that would target rural development, while being conscious of the inherent needs of those living in rural areas. The end goal was a framework that would bolster an environment that would benefit farmers, while simultaneously providing a more permanent solution to combating drug crop growth.

The United Nations isn't the only body that has attempted to pursue Alternative Development as a means to tackle an issue while simultaneously improving society. Member States and non-governmental organizations (NGOs) have pursued Alternative Development through their own initiatives that promote social and economic development in rural areas. While these initiatives don't directly focus on limiting drug cultivation, they target populations that are often susceptible to being targeted by members of the drug trade.¹¹⁵ The goal of Alternative Development policies is to target the underlying factors that contribute to an economy being reliant on the growth of illicit drugs.¹¹⁶ While these policies have successfully led to reductions in the growth of drug crops, such as cannabis, coca, and opium, many of these successes have been short-term, ultimately resulting in farmers returning to grow illicit crops.¹¹⁷ Alternative Development policies have taken different forms, and have been successfully integrated into domestic policy.¹¹⁸ The Commission on Narcotic Drugs utilizes Alternative Development practices by recommending policy to different UN agencies and providing support for the UNODC in its efforts to influence policy, with the goal of fostering economic development, reductions in the overall supply of drugs, and stronger law enforcement practices.¹¹⁹

Regional and International Frameworks

The core of the United Nations' international drug policy is primarily formulated by three important conventions adopted by the General Assembly. The *Single Convention on Narcotic Drugs* (1961), the *Convention on Psychotropic Substances* (1971), and the *United Nations*

¹¹² UNODC, *Alternative Development: Our Work*, 2017.

¹¹³ UNODC, *Alternative Development*, 2017.

¹¹⁴ UNODC, *World Drug Report 2015*, 2015, p. 77; UN General Assembly, *Measures to enhance international cooperation to counter the world drug problem (A/RES/S-20/4)*, 1998, p. 1.

¹¹⁵ UN General Assembly, *Measures to enhance international cooperation to counter the world drug problem (A/RES/S-20/4)*, 1998, p. 1.

¹¹⁶ *Ibid.*

¹¹⁷ Buxton, *Drug Crop Production, Poverty, and Development*, 2016, p. 7

¹¹⁸ UNODC, *Illicit crop cultivation*, 2017.

¹¹⁹ UN CND, *Promoting the implementation of the United Nations Guiding Principles on Alternative Development (Resolution 58/4)*, 2015.



Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988) all make up this framework.¹²⁰ Addressing these conventions in the context of crop cultivation is

important, as each one recognized a new issue, and aimed to develop strategies to deal with those issues. The *Single Convention on Narcotic Drugs* and future developments aimed to end the production and distribution of narcotic drugs, and aimed to further strengthen existing international laws.¹²¹ The *Convention on Psychotropic Substances* aimed to apply the same restrictive policies that were put in place against more “traditional drugs” to newly discovered psychoactive drugs.¹²² Now, a new form of illicit narcotics and the crops associated with their production were being monitored by the United Nations. These policies were further bolstered by the *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, which provided new policies to enforce international drug policy built off of the policy of those past conventions.¹²³ Article 14 of the *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* directly addresses the need for strong policy that eliminates the cultivation of illicit drug crops.¹²⁴ In doing so, it is the belief of the CND and greater UN body that Alternative Developments are one of the solutions best capable at achieving the goals laid out by these conventions. Alternative Developments aim to reduce the ingredients necessary for the production of drug crops by eliminating the sources cultivate those ingredients.¹²⁵

The United Nations *Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development* (1998) aims to further cooperation within the international community to focus on the elimination of drug crop growth through the adoption of Alternative Development policies; its ultimate goal is the adoption of these policies at the national level by Member States.¹²⁶ The Action Plan staunchly enforces that new Alternative Development policies must be made to be sustainable over time, and have frameworks that address economic, social, and legal institutions.¹²⁷ General Assembly resolution 68/196, titled the *United Nations Guiding Principles on Alternative Development*, was enacted in 2014.¹²⁸ It provided principles that the General Assembly felt necessary for Member States to adopt when considering the implementation of Alternative Development initiatives, such as policies that consider the needs of those communities most affected by the problems associated with the production of drug crops.¹²⁹ These principles include initiatives that bring the local communities into the discussion, the strengthening of legal frameworks that deal with curtailing drug crop production, and further investment into Alternative Development initiatives.¹³⁰

¹²⁰ UNODC, *Legal Framework for Drug Trafficking*, 2017.

¹²¹ *Single Convention on Narcotic Drugs*, 1961

¹²² *United Nations Convention on Psychotropic Substances*, 1971

¹²³ *United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, 1988.

¹²⁴ *Ibid.*

¹²⁵ *Ibid.*

¹²⁶ UN General Assembly, *Measures to enhance international cooperation to counter the world drug problem (A/RES/S-20/4)*, 1998.

¹²⁷ *Ibid.*

¹²⁸ UN General Assembly, *United Nations Guiding Principles on Alternative Development (A/RES/68/196)*, 2014.

¹²⁹ *Ibid.*

¹³⁰ *Ibid.*



In 2009, the General Assembly adopted the *Political Declaration and Plan of Action on International Cooperation towards an Integrated Balanced Strategy to Counter the World Drug Problem*.¹³¹ This Declaration built upon previous action plans and conventions for Alternative Development policy, and aimed to strengthen international cooperation and coordination.¹³² For Alternative Development initiatives to be successful, a multilateral approach that provides methods to improve means of communication and assistance between Member States is critical.¹³³ The Political Declaration was critical in developing new strategies, which focused on building a rapport with marginalized communities on social and equality issues, while making sure to consider their traditions.¹³⁴ The UN General Assembly Special Session on the World Drug Trade (UNGASS 2016) recognized the need for Member States to consider socio-economic

issues when founding new Alternative Development policies.¹³⁵ This includes policies that encourage collaboration between Member States, the UNODC, and other UN agencies, the development and strengthening of the rule of law when necessary, and investment in programs that encourage development focused drug control strategy.¹³⁶ Alternative Development policies have also been included in the Sustainable Development Goals (SDGs). SDG 1, which aims to reduce the burden of poverty, SDG 3, which addresses seeks to promote good health and well-being, SDG 5, which aims to promote gender equality, and SDG 16, which aims to foster peace, justice, and strong institutions, all fall under the guise of policies that promote Alternative Development initiatives.¹³⁷

Role of the International System

The Commission on Narcotic Drugs is tasked with generating policy recommendations on issues pertaining to the international drug problem.¹³⁸ The CNDs resolutions are integral in promoting the success of international frameworks tasked with limiting the spread of drug crops. The CNDs resolutions provide an environment where the promotion of Alternative Development policies and other recommendations for the UNODC.¹³⁹ Through these recommendations, the UNODC can adopt these initiatives into its own strategy. Subsidiary bodies of the Commission on Narcotic Drugs, like the Heads of National Drug Law Enforcement Agencies (HONLEA), work within regional environments to regulate and control activity within those regions, and can utilize their functions to review and adopt Alternative Development initiatives, or change policies

¹³¹ UN CND, *Political Declaration and Plan of Action on International Cooperation towards an Integrated Balanced Strategy to Counter the World Drug Problem*, 2009.

¹³² Ibid.

¹³³ Ibid.

¹³⁴ Ibid.

¹³⁵ UN General Assembly, *Our joint commitment to effectively addressing and countering the world drug problem (A/RES/S-30/1)*, 2016, p. 23.

¹³⁶ Ibid.

¹³⁷ CND, *Political Declaration and Plan of Action on International Cooperation Towards an Integrated Balanced Strategy to Counter the World Drug Problem*, 2009, pp. 42-45.

¹³⁸ UNODC, *The Commission on Narcotic Drugs*, 2017.

¹³⁹ Ibid.



should they decide that these policies can be improved.¹⁴⁰ These reports from the Commissions subsidiary bodies are submitted to the CND, and ultimately passed along to the UNODC.¹⁴¹

In 2015, the Commission on Narcotic Drugs passed resolution 58/4. Officially titled *Promoting the implementation of the United Nations Guiding Principles on Alternative Development*, it encouraged Member States to adopt the Guiding Principles established in 2014 into their respective Alternative Development initiatives, and further pressed the need for investment and a multilateral approach for these programs.¹⁴² The Commission on Narcotic Drugs report from its 60th session presented a draft resolution to the United Nations Economic and Social Council to expand its established Guiding Principles on Alternative Development, and make them more impactful.¹⁴³ The CNDs proposed principles aimed to foster new partnerships between domestic groups and NGOs, while promoting economic and social development, and fostering stronger legal frameworks and the rule of law.¹⁴⁴

The Commission on Narcotic Drugs relies on collaboration with other bodies, such as the Commission on Crime Prevention and Criminal Justice (CCPCJ) to assist in the implementation of international policy on drugs and criminal activity.¹⁴⁵ It is integral that the combined efforts of the CND, UNODC, and CCPCJ are all fully utilized so that policy recommendations can be made that are efficient and practical.¹⁴⁶ The implementation of these recommendations by the CND and CCPCJ is overseen by the UNODC.¹⁴⁷ The UNODC provides the UN with guidance on Alternative Development matters, which can then be adopted by Member States and other invested groups.¹⁴⁸ The CND is also responsible for providing the General Assembly with policy guidance, and partners with Member States and other groups directly if it is needed.¹⁴⁹ The CND has also partnered with The Food and Agricultural Organization of the United Nations in an effort to provide training and assistance in technical matters pertaining to rural agricultural development for Alternative Development projects in at risk regions, such as the Middle East, and Southeast Asia.¹⁵⁰

For the initiatives undertaken by the CND and UNODC to be successful, cooperation with Civil Society Organizations (CSOs) is important. The UNODC Civil Society Team is responsible for fostering strong relationships with CSOs to generate continued participation in global initiatives and programs by forming relationships with NGOs and CSOs locally.¹⁵¹ These newly fostered

¹⁴⁰ Ibid.

¹⁴¹ Ibid.

¹⁴² UN CND, *Promoting the implementation of the United Nations Guiding Principles on Alternative Development* (Resolution 58/4), 2015.

¹⁴³ UN CND, *Report on the sixtieth session (E/2017/28)*, 2017.

¹⁴⁴ Ibid.

¹⁴⁵ UNODC, *The Commission on Narcotic Drugs*, 2017.

¹⁴⁶ UNODC, *Commissions*, 2017.

¹⁴⁷ Ibid.

¹⁴⁸ Ibid.

¹⁴⁹ UNODC, *Special Session of the United Nations General Assembly on the World Drug Problem*, 2017.

¹⁵⁰ UNODC, *World Food Summit: Five Years Later*, 2002.

¹⁵¹ UNODC, *Our Main Civil Society Partners*, 2017.



partnerships allow local communities to benefit from the expertise and assistance that can be provided by The UNODC, NGOs, and CSOs.¹⁵² The Commission on Narcotic Drugs argues that the success of Alternative Development initiatives in areas that had been previously riddled with drug crops, such as the Golden Crescent and Golden Triangle in Asia, is largely due to the role of NGOs and CSOs in the region.¹⁵³

Conclusion

The success of Alternative Development measures is best assured when combined with multiple actors, ranging from Member States, UN agencies, and domestic institutions. Noting this, collaboration is key to fostering success in the future. Initiatives that promote the strengthening of the rule of law, training in new agricultural techniques and developmental methods, improvements to infrastructure, and access to markets to sell legal goods are all necessary to stop the cultivation of drug crops, and improve the lives of farmers who rely on those crops. The international community must also be considerate of the socio-economic factors of the populations they are trying to help, and consider that these marginalized populations often rely on producing illicit crops for survival. Not considering these factors will lead to unsuccessful policy with little hope for change. Policy alone is not enough; regional and international cooperation is necessary to promote alternatives to illicit crop cultivation. This is especially true in instances where poor implementation, low funding, and ineffective policy monitoring can result in Alternative Development initiatives being ineffective. It is important then for the international community to adopt a multilateral approach to address the root causes of drug problems at the international level.

¹⁵² Ibid.

¹⁵³ UNODC, *Success Stories*, 2017.