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PROGRAMME IMPLEMENTATION

IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING
COUNCIL AT PREVIOUS SESSIONS

SUPPORT TO DRUG ABUSE CONTROL PROGRAMMES

Report of the Administrator

SUMMARY

The present report highlights, for information purposes only, the main activities of the United Nations Development Programme (UNDP) in the field of drug abuse control, including in respect of the implementation of the working arrangements between UNDP and the United Nations Fund for Drug Abuse Control. It is submitted pursuant to Governing Council decision 88/22 of 1 July 1988.
1. By its decision 88/22 of 1 July 1988 the Governing Council requested the Administrator to report to the Council at its thirty-sixth session on UNDP support for drug abuse control activities, including in particular the implementation of the new working arrangements concluded between UNDP and the United Nations Fund for Drug Abuse Control (UNFDAC). The present report is submitted, for information purposes only, pursuant to that decision.

I. ROLE OF THE UNITED NATIONS DEVELOPMENT PROGRAMME

2. In previous reports to the Governing Council it has been noted that the participation of UNDP in activities related to the field of drug abuse control falls into three broad categories: (a) the funding of projects from UNDP core resources or other sources of funding, including cost-sharing, available through UNDP; (b) the execution, wholly or in part, of projects financed from UNDP or from other funds by the Office for Project Services (OPS); and (c) the support of UNDP field offices and headquarters units in the development, implementation and monitoring of United Nations system activities related to drug abuse control and in facilitating communication and co-ordination between Governments and the United Nations system and among United Nations system activities carried out at the field level.

3. Over time the level of UNDP activities in all three categories has grown. Of particular note is the increased level of activities, by UNDP field offices and headquarters units, especially OPS, related to the programme of UNFDAC.

II. RELATIONS BETWEEN UNDP AND UNFDAC

4. The relationship between UNDP and UNFDAC is a long-standing one. The first formal agreement was signed between UNDP and UNFDAC in June 1978. This Working Agreement specified the responsibility of UNDP with regard to the administration of UNFDAC-sponsored field operations and the representation of UNFDAC at the field level. This agreement was replaced in 1983 by a working arrangement. This arrangement in turn was revised in May 1987. The main purpose of the revision was to expand the scope of the arrangement, specifically in the area of UNDP support and administrative services, including the formal estimate of and compensation for these services. Subsequent further discussion in October 1987 between UNDP and UNFDAC on the implementation of the revised arrangement refined the operational modalities. A joint letter from the Administrator of UNDP and the Executive Director of UNFDAC concerning the agreement and the operational modalities was addressed to all UNDP resident representatives and UNFDAC field advisers in November 1987. Both the new working arrangement and the expanded operational modalities came into effect on 1 January 1988.

5. Each of the successive agreements between UNDP and UNFDAC was negotiated for the purpose of both strengthening and broadening the close co-operation between the two organizations and of specifying as clearly as possible the expectations and operational responsibilities of the two organizations in respect of one another. In effect, each of the agreements and revisions has sought to reflect the growing
importance of the UNFDAC programme and the growth in UNDP involvement with UNFDAC-sponsored activities. From agreement in general terms on co-operation and support by UNDP for UNFDAC the arrangements have evolved into more specific and detailed operational procedures. This is particularly true of the latest agreement and the operational modalities which were elaborated in connection therewith.

6. The most significant feature of the current agreement and modus operandi is that UNDP involvement in UNFDAC projects is squarely placed within the context of UNDP rules and regulations and that standard UNDP operational procedures apply. UNFDAC projects whose execution is entrusted directly to the government are subject to UNDP policies and procedures on government execution. The responsibility of UNDP field offices and, in headquarters, the Division of Finance in respect of UNFDAC-funded, government-executed projects follows the same pattern as for UNDP-financed, government-executed projects. In so far as the Division of Finance is concerned, this essentially involves the administration of funds made available by UNFDAC and the maintenance of project and other accounts, including quarterly and year-end financial reporting to UNFDAC on the basis of the project delivery reports received from Governments. The responsibility of UNDP field offices is comparable.

7. UNFDAC-funded projects for which OPS is designated executing agency are likewise governed by the standard operational procedure for all projects executed by OPS. Each project is specifically identified, support costs are paid to OPS by UNFDAC for each individual project, OPS reports to UNFDAC on the implementation of each project, etc.

8. Parallel to the clarification of UNDP's role in respect of individual government- or OPS-executed, UNFDAC-sponsored projects, the current agreement also establishes clear modalities for compensating UNDP for services provided to UNFDAC, such as those related to the maintenance of accounts for government-executed projects and for personnel services. In the latter context it may be noted that a significant proportion of staff of UNFDAC is recruited under UNDP contracts, for service with UNFDAC, and personnel services are provided by the Division of Personnel.

9. It is as yet too early to be definitive on the implementation of the latest working arrangement and the associated operational modalities, as barely a year has elapsed since they became effective. From the experience to date there is, however, every indication that the arrangements are working well. Discussions between UNDP and UNFDAC will continue in order to permit consideration and agreement upon any further elaboration of the operational procedures which may be required, including in respect of the services provided by UNDP field offices and the cost thereof. Overall, the value of UNFDAC activities with which UNDP is closely involved and the compensation which UNFDAC has agreed to pay UNDP for the services it receives have increased markedly between 1987 and 1988, as is illustrated by the following table:
III. ACTIVITIES IN INDIVIDUAL COUNTRIES AND REGIONS

10. Latin America and the Caribbean has continued to be the region with the greatest number and widest distribution of drug abuse control-related activities with which UNDP is involved, either as funding organization or as executing agency. As in the past, the Asian and Pacific region follows in second place. Activities in the Arab States and European region, as well as in the African region, are as yet very modest. In line with previous reports there is, however, some evidence of growing interest and UNDP involvement in these regions.

11. UNFDAC-funded projects continue to represent the largest volume of assistance and the greatest number of projects with which UNDP is involved in the field of drug abuse control. Both the UNFDAC-funded projects with which UNDP is involved and those projects funded from UNDP's own core or other resources continue to focus on efforts to promote the substitution of food or cash crops for the production of crops for illicit drug production; efforts to control the traffic in drugs; and efforts to treat drug abuse victims and curb the illicit use of drugs.

12. Latin America and the Caribbean. The highest concentration of activities with which UNDP is involved is in Bolivia. Five projects are under implementation. The largest, with a budget of over $US 21 million, seeks to diminish the economic dependence of farmers on cocoa production and to prevent the expansion of cultivation into new areas by promoting alternate crops, developing agro-industries, and improving the marketing of food and cash crops. A parallel project seeks to provide the participating communities with better health and social services. Another large-scale project in Bolivia aims to improve the effectiveness of judicial and law enforcement institutions in curbing illicit drug use and traffic. Other projects focus on drug abuse prevention and rehabilitation.

13. In terms of volume of assistance, Brazil ranks second in the region. One major project, with a budget of $US 12 million, deals with both reducing production and inhibiting imports and with developing educational and treatment and rehabilitation programmes.

14. Colombia, Peru and Ecuador each have a wide range of projects of various financial magnitudes but which for each country exceed or equal $US 5 million. These projects cover subjects as diverse as the promotion of cocoa production and processing as a substitute crop, the treatment and rehabilitation of drug abuse victims, preventive educational programmes, and the control of illicit drug traffic.
15. Other countries in Latin America where UNDP has been actively involved are Argentina, Guatemala, Paraguay, Uruguay and Venezuela. Activities are also under consideration in Chile, Costa Rica and Panama.

16. In the Caribbean there are projects in the Bahamas, Barbados and Jamaica as well as proposals for some regional activities.

17. Asia and the Pacific. Four regional projects, financed from indicative planning figure (IPF) funds, are currently active, of which three are for the Association of South-East Asian Nations (ASEAN) subregion. The projects provide for the training of key drug abuse control personnel in drug programme planning and organization, treatment and rehabilitation, law enforcement and detection, and in the prevention of unlawful interference with civil aviation and of illicit traffic.

18. At the national level, the largest effort, since the completion of the Buner project in Pakistan, continues to be the programme jointly financed by UNDP, UNFDAC, the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF) in northern Thailand. A major objective of this large, integrated rural development programme is to replace opium poppy cultivation by the production of coffee, vegetable and other food and cash crops. OPS acts as co-operating agency in the execution of this joint programme.

19. Elsewhere in the region, UNDP has supported a project aimed at reducing drug demand in Indonesia and at institutionalizing a system to monitor illicit drug abuse and developing an early warning system in Sri Lanka. A new proposal for a third phase of assistance to an integrated rural development project, involving crop substitution and community development, in the Lao People's Democratic Republic is under consideration.

20. Arab States. The Regional Bureau for Arab States and European Programmes is engaged in an active dialogue with UNFDAC concerning regional drug abuse control activities in the Arab region. A project proposal is under preparation.

21. Africa. UNDP involvement in activities related to drug abuse control is as yet very modest, but during 1988 five project proposals, with a total budget of $US 2.5 million, were formulated for Nigeria, Sierra Leone, Somalia and the United Republic of Tanzania. The projects are intended to be financed by UNFDAC and executed, starting in 1989, by OPS.