

**Standing open-ended intergovernmental working group
on improving the governance and financial situation
of the United Nations Office on Drugs and Crime**

**Core activities and functions of the United Nations Office on
Drugs and Crime (UNODC)**

**Non-paper prepared for the standing open-ended intergovernmental
working group on improving the governance and financial situation of
UNODC**

28 October 2009

1. In October 2008, at the request of Member States the Secretariat presented a non-paper on core activities and functions of UNODC to the open-ended intergovernmental working group on improving the governance and financial situation of UNODC. At the request of Member States, this paper is now being updated and presented to the standing open-ended intergovernmental working group on improving the governance and financial situation of UNODC.

2. It must be noted at the outset that definitions of “core” and “non-core” are subjective and controversial. Past attempts by the Secretary-General to define core functions in respect of a range of United Nations activities, for example, in relation to peacekeeping operations (A/50/876 of 29 February 1996) or of outsourcing practices (A/53/818 of 4 February 1999) have not been welcomed by the Advisory Committee on Administrative and Budgetary Questions (ACABQ). In respect of the first of these examples, the ACABQ concluded that “it may no longer be useful to continue to try and compose arbitrary and, in the end, inevitably rigid and artificial criteria for core and non-core posts and activities and that an attempt to define “core” and “non-core” may in fact lead to a time-consuming debate in the General Assembly on the nature of each and every post in an atmosphere of conflicting interests” (A/50/897 of 22 March 1996). In relation to the second of these examples, the ACABQ questioned “the utility of categorizing as “core” and “non-core”” and stated that such a classification “has the potential for creating endless debate and disagreement within the Secretariat and among Member States” and recommended “that such classification be dispensed with”.

3. In light of the difficulties associated with defining “core” and “non-core” activities, UNODC hereby presents the working group with four alternative definitions, together with their budgetary implications, for Member States’ consideration. These definitions draw upon the information presented in Table 1 below, a summary by budget component and type of funding, of UNODC’s consolidated budget for the biennium 2010-2011.

Table 1
UNODC consolidated budget for the biennium 2010-2011

<i>Component</i>	<i>Type of funding (thousands of United States dollars)</i>				<i>Total</i>
	<i>Regular budget^a</i>	<i>General-purpose funds^b</i>	<i>Special-purpose funds^b</i>	<i>Programme support cost funds^b</i>	
A. Policymaking Organs	2 049.7	-	-	-	2 049.7
B. Executive Direction and Management	687.1	1 197.3	-	-	1 884.4
C. Programme of work					
Subprogramme 1. Rule of law	21 119.1	-	43 334.8	-	64 453.9
Subprogramme 2. Policy and trend analysis	7 685.0	6 926.1	14 538.0	-	29 149.1
Subprogramme 3. Prevention, treatment and reintegration, and alternative development					
(a) Operations at headquarters	7 640.4	2 133.1	49 033.8	8 801.9	67 609.2
(b) Operations in the field	-	9 132.8	255 166.3	9 060.1	273 359.2
External executing agencies	-	-	1 346.8	-	1 346.8
Subtotal C	36 444.5	18 192.0	363 419.7	17 862.0	435 918.2
D. Programme support	1 125.8	2 369.7	12 700.1	9 911.8	26 107.4
Total	40 307.1	21 759.0	376 119.8	27 773.8	465 959.7

I. The multilateral core (definition 1)

4. In the report entitled “Financial issues and difficulties faced by the United Nations Office on Drugs and Crime in implementing its mandates and an initial assessment of ways and means of improving the financial situation” (E/CN.7/2008/11–E/CN.15/2008/15 of 18 February 2008), the “multilateral core” was defined as those funds over which the intergovernmental bodies of UNODC, namely the Commission on Narcotic Drugs (CND), the Commission on Crime Prevention and Criminal Justice (CCPCJ) and the General Assembly, have budgetary authority. Based on this definition, the core activities of UNODC are those funded with general-purpose (unearmarked) contributions (to the UNDCP and CPCJ Funds) and the UNODC share of the regular budget. Using the figures presented in the UNODC consolidated budget for the biennium 2010-2011 (E/CN.7/2009/13–E/CN.15/2009/23) the multilateral core comprises \$62.1 million (or 13.3%) of total UNODC resources of \$466.0 million.

5. On the basis of the definition of core as the “multilateral core” (definition 1), Table 2 below shows the UNODC core, by budget component and type of funding.

Table 2
UNODC “multilateral core” based on the consolidated budget for the biennium 2010-2011 (definition 1)

<i>Component</i>	<i>Type of funding (thousands of United States dollars)</i>				<i>Total</i>
	<i>Regular budget^a</i>	<i>General-purpose funds^b</i>	<i>Special-purpose funds^b</i>	<i>Programme support cost funds^b</i>	
A. Policymaking Organs	2 049.7	-	-	-	2 049.7
B. Executive Direction and Management	687.1	1 197.3	-	-	1 884.4
C. Programme of work					
Subprogramme 1. Rule of law	21 119.1	-	-	-	21 119.1
Subprogramme 2. Policy and trend analysis	7 685.0	6 926.1	-	-	14 611.1
Subprogramme 3. Prevention, treatment and reintegration, and alternative development					
(a) Operations at headquarters	7 640.4	2 133.1	-	-	9 773.5
(b) Operations in the field	-	9 132.8	-	-	9 132.8
External executing agencies	-	-	-	-	-
Subtotal C	36 444.5	18 192.0	-	-	54 636.5
D. Programme support	1 125.8	2 369.7	-	-	3 495.5
Total	40 307.1	21 759.0	-	-	62 066.1

6. General-purpose resources that were discontinued in 2008-2009 are not included in the table above. As provided in the consolidated budget for the biennium 2010-2011, additional general-purpose contributions in the amount of \$9,570,800 would be needed to restore and strengthen the functions and activities discontinued in 2008-2009. This amount should be added to the definition of “multilateral core” presented above.

II. Core as critical functions of a continuing nature (definition 2)

7. Core functions can also be defined as those that would need to be performed irrespective of the scale and distribution of activities funded from special purpose (earmarked) voluntary contributions. Using this definition, the following functions could be considered core:

- (a) All regular budget funded activities.

- (b) All activities funded from general purpose funds other than those allotted to field offices (Subprogramme 3) and ProFi (Division for Management).
- (c) Some activities currently funded from the programme support charge (PSC) levied on special-purpose contributions; namely those allocated to the Division for Management;
- (d) Some activities funded from special purpose funds including those used for internal evaluation, the preparation of the *World Drug Report* and some other research functions.

8. This definition does not include the general purpose funds allocated to field offices and ProFi because these resources would not be needed if UNODC did not implement field projects. For similar reasons, the PSC resources allocated to the Division for Operations are omitted. Approximately half of the PSC resources allocated to the Division for Management would be needed even if UNODC did not implement field projects.

9. Table 3 below shows the UNODC core as “critical functions of a continuing nature” (definition 2).

Table 3

UNODC core as “critical functions of a continuing nature” based on the consolidated budget for the biennium 2010-2011 (definition 2)

Component	Type of funding (thousands of United States dollars)				Total
	Regular budget ^a	General-purpose funds ^b	Special-purpose funds ^b	Programme support cost funds ^b	
A. Policymaking Organs	2 049.7	-	-	-	2 049.7
B. Executive Direction and Management	687.1	1 197.3	-	-	1 884.4
C. Programme of work					
Subprogramme 1. Rule of law	21 119.1	-	-	-	21 119.1
Subprogramme 2. Policy and trend analysis	7 685.0	6 926.1	8 101.4	-	22 712.5
Subprogramme 3. Prevention, treatment and reintegration, and alternative development					
(a) Operations at headquarters	7 640.4	2 133.1	-	-	9 773.5
(b) Operations in the field	-	-	-	-	-
External executing agencies	-	-	-	-	-
Subtotal C	36 444.5	9 059.2	8 101.4	-	53 605.1
D. Programme support	1 125.8	714.1	-	4 955.9	6 795.8
Total	40 307.1	10 970.6	8 101.4	4 955.9	64 335.0

III. Core as critical functions of a continuing nature including field offices (definition 3)

10. The definition of core as “critical functions of a continuing nature” could be expanded to include the infrastructure requirements of a field operation. Using this definition, the following functions could be considered core:

- (a) All regular budget funded activities.
- (b) All activities funded from general purpose funds including those allotted to field offices (Subprogramme 3) and ProFi (Division for Management).
- (c) All activities funded from PSC.
- (d) Some activities funded from special purpose funds including internal evaluation, the *World Drug Report*, some research functions as well as those administrative costs of the field offices currently funded from special purpose funds.

11. Table 4 below reflects the core resources of UNODC on the basis of this definition and UNODC's current network of field offices as well as size of technical cooperation programme.

Table 4

UNODC core as "critical functions of a continuing nature including field offices" based on the consolidated budget for the biennium 2010-2011 (definition 3)

<i>Component</i>	<i>Type of funding (thousands of United States dollars)</i>				<i>Total</i>
	<i>Regular budget^a</i>	<i>General-purpose funds^b</i>	<i>Special-purpose funds^b</i>	<i>Programme support cost funds^b</i>	
A. Policymaking Organs	2 049.7	-	-	-	2 049.7
B. Executive Direction and Management	687.1	1 197.3	-	-	1 884.4
C. Programme of work					
Subprogramme 1. Rule of law	21 119.1	-	-	-	21 119.1
Subprogramme 2. Policy and trend analysis	7 685.0	6 926.1	8 101.4	-	22 712.5
Subprogramme 3. Prevention, treatment and reintegration, and alternative development					
(a) Operations at headquarters	7 640.4	2 133.1	-	8 801.9	18 575.4
(b) Operations in the field	-	9 132.8	9 827.7	9 060.1	28 020.6
External executing agencies	-	-	-	-	-
Subtotal C	36 444.5	18 192.0	17 929.1	17 862.0	90 427.6
D. Programme support	1 125.8	2 369.7	-	9 911.8	13 407.3
Total	40 307.1	21 759.0	17 929.1	27 773.8	107 769.0

IV. Core as critical functions of a continuing nature including field offices and other activities (definition 4)

12 The definition of core as "critical functions of a continuing nature" could be expanded to cover field offices and other activities currently funded from special purpose funds. Such functions could include:

- (a) All regular budget funded activities.
- (b) All activities funded from general purpose funds.
- (c) All activities funded from PSC.
- (d) All activities funded from special purpose contributions to the following areas:
 - (i) Subprogramme 1. Rule of law: core specialized expertise and secretariat functions for implementing the mandated programme of work of the Terrorism Prevention Branch; specialized substantive and technical expertise for fulfilling the mandates and programme of activities for the ratification and implementation of the Conventions and secretariat of the Conference of the Parties of the Conventions; legal advisory services on treaty and normative obligations as well as the dissemination and application of United Nations norms and standards.
 - (ii) Subprogramme 2. Policy and trend analysis: all functions currently funded from special purpose funds.
 - (iii) Subprogramme 3. Prevention, treatment and reintegration, and alternative development: thematic knowledge base and coordination, management and backstopping of technical assistance activities in the following areas: rule of law, governance, criminal justice reform, law enforcement, organized crime, human trafficking, smuggling of migrants, money laundering and financing

of terrorism, drug trafficking, drug abuse prevention, treatment and rehabilitation, HIV/AIDS in context of drug abuse, prisons and trafficking, crime prevention, alternative development and sustainable livelihoods.

13. Table 5 below reflects the core resources of UNODC on the basis of this definition.

Table 5

UNODC core as critical functions of a continuing nature including field offices and other activities based on the consolidated budget for the biennium 2010-2011 (definition 4)

<i>Component</i>	<i>Type of funding (thousands of United States dollars)</i>				<i>Total</i>
	<i>Regular budget^a</i>	<i>General-purpose funds^b</i>	<i>Special-purpose funds^b</i>	<i>Programme support cost funds^b</i>	
A. Policymaking Organs	2 049.7	-	-	-	2 049.7
B. Executive Direction and Management	687.1	1 197.3	-	-	1 884.4
C. Programme of work					
Subprogramme 1. Rule of law	21 119.1	-	20 507.8	-	41 626.9
Subprogramme 2. Policy and trend analysis	7 685.0	6 926.1	14 538.0	-	29 149.1
Subprogramme 3. Prevention, treatment and reintegration, and alternative development					
(a) Operations at headquarters	7 640.4	2 133.1	22 285.2	8 801.9	40 860.6
(b) Operations in the field	-	9 132.8	9 827.7	9 060.1	28 020.6
External executing agencies	-	-	-	-	-
Subtotal C	36 444.5	18 192.0	67 158.7	17 862.0	139 657.2
D. Programme support	1 125.8	2 369.7	-	9 911.8	13 407.3
Total	40 307.1	21 759.0	67 158.7	27 773.8	156 998.6

...

Footnotes:

^a Includes the regular budget resources reflected in Section 16 (International drug control, crime and terrorism prevention and criminal justice) and Section 22 (Regular programme of technical cooperation) of the proposed programme budget for 2010-2011 (A/62/6). The tables reflect the amounts shown in the budget submissions and the figures indicated are prior to recosting. The current regular budget allotments for UNODC for the biennium 2008-2009 (Section 16 and Section 22) amount to \$39.0 million. The regular budget resources provided under Section 1 (Office of the Director-General, United Nations Office at Vienna) and Section 28F (Administration, United Nations Office at Vienna) are not included in these tables, as the resources approved under these two budget sections also provide services to other regular budget entities in Vienna, such as the Conference Management Service, the Security and Safety Section, the Office for Outer Space Affairs, the United Nations Commission on International Trade Law or the United Nations Scientific Committee on the Effects of Atomic Radiation. The current regular budget allotments for Vienna for the biennium 2008-2009 amount to \$233.8 million. Allotments issued under Section 1 and Section 28F in the biennium 2008-2009 amount to \$41.8 million or 17.9% of the total allotments issued for Vienna. Total allotments issued for Section 16 and Section 22 (\$39.0 million) represent 16.7% of the total allotments issued for Vienna. Based on these figures, it could be estimated that 16.7% of UNOV regular budget allotments (\$7.0 million) relates to support provided to UNODC regular budget activities.

^b Includes resources of the United Nations International Drug Control Programme (UNDCP) Fund and the United Nations Crime Prevention and Criminal Justice Fund.