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**Commission on Narcotic Drugs****Fifty-fourth session**

Vienna, 21-25 March 2011

Item 3 of the provisional agenda\*

**Policy directives to the drug programme of the United Nations Office on Drugs and Crime and strengthening the drug programme and the role of the Commission on Narcotic Drugs as its governing body, including administrative, budgetary and strategic management questions: (ii) Administrative, budgetary and strategic management questions****Medium term strategy 2012-2015****Note by the Secretariat\*\***

1. The development of a strategy for UNODC needs to be considered in the context of the United Nations Regulations and Rules Governing Programme Planning.<sup>1</sup> These outline the programme planning and budgetary process as follows. The Secretary-General proposes a medium-term plan (now called a biennial programme plan) which is a translation of legislative mandates into programmes and subprogrammes (UNODC is covered under Programme 13, International Drug Control, crime and terrorism prevention and criminal justice). This plan serves as a framework for the formulation of biennial programme budgets within the plan period. The General Assembly considers the proposed biennial programme plan in the light of inputs from the Economic and Social Council, the Committee for Programme and Coordination and the Advisory Committee on Administrative and Budgetary Questions and decides to accept, curtail, reformulate or reject each of the programmes/subprogrammes proposed in the plan. After its adoption by the General Assembly, the biennial programme plan constitutes the principal policy directive of

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\* E/CN.7/2011/1.

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<sup>1</sup> ST/SGB/2000/8. Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.



the United Nations and once approved by the General Assembly, serves as the framework for the formulation of the biennial programme budget.

### **Development and implementation of the Strategy 2008-2011**

2. The UNODC Strategy 2008-2011<sup>2</sup> was developed as a response to two imperatives: first, given the funding structure of the UNODC that sees a heavy reliance on voluntary contributions as compared to the regular budget (with the latter constituting no more than 9 per cent of the overall budget), the planning, monitoring and reporting processes of the Office were fragmented, cumbersome and in need of streamlining. Secondly, the first annual evaluation report of the Independent Evaluation Unit 2004<sup>3</sup> contained a specific recommendation welcoming the creation of the Strategic Planning Unit and called for the creation of a unified organizational strategy. Accordingly, Member States and Secretariat engaged in a comprehensive consultative process that resulted in the adoption of the UNODC Strategy, which provided an overarching political delineation of the goals and objectives of the Office. It also provided an operational framework setting out three main themes: rule of law; policy and trend analysis; prevention, treatment and reintegration, and alternative development. These three themes were further subdivided into 14 result areas and 53 concrete results to be achieved.

3. While adopting the strategy, the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice “urged the Office to ensure that the strategy, as approved by Member States, through the strategic framework, guided the formulation of clearly defined objectives, improved benchmarks and performance indicators that would measure both qualitatively and quantitatively the impact of the work of the Office in full compliance with the relevant resolutions of the General Assembly on result-based budgeting”.<sup>4</sup>

4. By the time the Strategy was endorsed, however, the Strategic Framework 2008-09 had already been finalized by the General Assembly. As a result, the Strategy could not be aligned with the Strategic Framework for 2008-09. In order to align these two major planning tools, the Office undertook a phased approach. As a first step, the Secretariat undertook an internal exercise to map the results of the Strategy against the expected accomplishments identified in the Strategic Framework and to classify its various operational vehicles according to result areas and results in the Strategy. As requested in the Strategy,<sup>5</sup> this formed the basis for

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<sup>2</sup> E/2007/INF/2/Add.1 2007/12 and 2007/19.

<sup>3</sup> “... While strategic frameworks have been developed at various levels of the organization, they are not guided by a unified strategy. ... Recommendation 1: There is a need for UNODC to develop an overarching strategy (a plan designed to achieve a long-term aim/goal) as an instrument that operationalises conventions, unifies strategic objectives, strategic frameworks and global programmes in line with resource availability. The Strategy will provide the necessary links between operational priorities, the 2006-2007 Strategic Framework on the one hand, and results-based management and project cycle management on the other. This recommendation recognizes that UNODC now has a Strategic Planning Unit dedicated to the pursuit of an organizational strategy.” (See [www.unodc.org/documents/evaluation/FinalAER2004.pdf](http://www.unodc.org/documents/evaluation/FinalAER2004.pdf).)

<sup>4</sup> E/2007/INF/2/Add.1 2007/12 and 2007/19.

<sup>5</sup> E/CN.7/2007/14-E/CN.15/2007/5: “The consolidated biennial budget should become a real tool for the planning and use of human and financial resources required for the effective implementation of the programmes. UNODC should be accountable for delivering results and all Member States should be able to see how funds are being spent.”

the consolidated budget in 2008-2009, which clearly laid out the results areas identified in the Strategy and went some way towards creating a real tool for planning and monitoring the Office's work.

5. The next step was to incorporate the Strategy 2008-11 into the Strategic Framework for the following biennium, 2010-11. This was successfully carried out and adopted by the General Assembly.<sup>6</sup> Simultaneously, and again following the directives of the Strategy,<sup>7</sup> the Office undertook a major realignment, creating five thematic clusters and two cross-cutting functional branches. The integrated programme approach was conceptualized and launched with the support of all stakeholders<sup>8</sup> with the aim of horizontal integration, strengthening field office capacity to advise Member States in situ and providing flexible operational frameworks that are lead by, and an integral part of, national policy and planning.

6. The creation of these thematic clusters was also prompted by the need to foster greater accountability for results, rationalizing the distribution of responsibilities across organizational structures and improving performance management. Considerable effort was also put into ensuring that each of the thematic clusters developed Thematic Programmes to provide conceptual and operational frameworks at the global level to ensure a uniform and evidence-based approach to all of UNODC's technical cooperation efforts.

7. The final step in this evolving process of entrenching Results-Based Management in the UNODC was reached when for the first time, the Strategic Framework 2012-2013 encompassed the entire gamut of UNODC's activities, regardless of the source of funds, and corresponded exactly to the more specialized and flatter structures put in place through the realignment process. As a result of this delegation and thematic specialization, the Strategic Framework 2012-2013 adopted by the General Assembly<sup>9</sup> is more outcome-oriented and provides Member States a clearer and better defined space to guide, assess, monitor and govern the UNODC more effectively.

8. Revisiting and updating the Medium-Term Strategy 2008-2011 should therefore build on the achievements reflected in the Strategic Framework 2012-2013 and ensure that the result orientation and the integrated programming approach become more strongly anchored in the work of the Office.

### **A way forward**

9. In light of the above, it is proposed that the Strategy 2012-15 comprise an overarching political vision for the UNODC over the course of the next four years, supported by the Strategic Frameworks for 2012-13 and 2014-15. It should be noted that the Strategic Framework for 2012-13 has already been adopted by the General

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<sup>6</sup> A/63/16.

<sup>7</sup> Section I of the Strategy addresses, inter alia, the need to improve horizontal integration, requiring the interrelationship between drugs, crime and terrorism be reflected, where appropriate and in accordance with established mandates, in UNODC's provision of technical assistance. It also addresses the need to balance expertise between headquarters and the field and to increase expertise and presence in the field, while maintaining optimal staffing levels at headquarters.

<sup>8</sup> E/CN.7/2010/13-E/CN.15/2010/13.

<sup>9</sup> Adopted through GA resolution A/65/16.

Assembly,<sup>10</sup> and the Strategic Framework for 2014-15 will have to be developed by the end of 2011, and approved by the Commissions in their spring sessions in 2012 for onward submission to the Committee for Programme and Coordination and the General Assembly.

10. The Commission on Narcotic Drugs may, through its intergovernmental working group on governance and finance, review the Strategy 2008-2011 and update it as required to cover the period from 2012 to 2015. This would imply building upon the lessons learned over the last four years, and already reflected in the seven subprogrammes contained in the Strategic Framework 2012-2013:

Programme 13. International drug control, crime and terrorism prevention and criminal justice

Subprogramme 1. Countering transnational organized crime and illicit trafficking, including drug trafficking

Subprogramme 2. Countering corruption

Subprogramme 3. Preventing and combating terrorism

Subprogramme 4. Justice

Subprogramme 5. Health and livelihoods (combating drugs and HIV)

Subprogramme 6. Research and trend analysis

Subprogramme 7. Policy support

11. In the course of 2011 the Commission, through its intergovernmental working group on governance and finance, may also concomitantly consider and approve a draft Strategic Framework 2014-2015, to be presented to the reconvened sessions in December 2011. This would enable the Secretariat to further refine the expected accomplishments, indicators of achievement and performance measures, to identify thematic and other priorities paying close attention to incorporating such prioritization into the results framework, and allowing for a unified monitoring and reporting system.

12. The consolidated budget 2012-2013 will provide the monitoring and reporting framework for the first part of a new Strategy 2012-2015. With the Commission approving the Strategic Framework 2014-2015 in their 2012 sessions, the operational, monitoring and reporting framework for the second biennium of the Strategy 2012-2015 will also be put in place.

13. At the end of the process outlined above all three essential elements of a new strategy will be in place, namely, an overarching political vision, accompanied by two operational frameworks for the two bienniums.

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<sup>10</sup> Ibid.