

CISMUN  
2015 

UNITED NATIONS DRUG  
CONTROL PROGRAM  
AGENDA: LEGALISATION  
OF MARIJUANA



**CISMUN**

**7-9 August, 2015**

**UN International Drug Control  
Program**

**Agenda:**

**Legalisation of Marijuana**

**“Background Guide”**

Dear Delegates,

I welcome you to the CIS MUN, to be held at Cambridge International School, Jalandhar on 7 -9 August, 2015. These papers are designed to give you a description of the topics and the committee. This Guide is not intended to represent exhaustive research on every facet of the topics. It will be encouraged and expected each delegate to fully explore the topics and be able to identify and analyze the intricacies of the issues. Delegates must be prepared to intelligently utilize their knowledge and apply it to their own country's policy. You will find that your state has a unique position on the topics that cannot be substituted by the opinions of another state.

Hope to have a great time with you people.

Ishnoor Singh Ghuman

(Chairperson)

# Flow of Debate

## **Model UN Preparation**

It is sometimes helpful to think of a Model UN conference as if it were a play in which delegates are the actors and Secretariat members are the directors. The storyline of a stage show is similar to what Model UNers call the "flow of debate" – the order in which events proceed during a Model UN conference. Just like scenes in a theatrical performance, debate unfolds in several different parts. The chart below shows the various stages of debate that take place during a Model UN simulation. Being familiar with how the action will proceed, from the first "scene" to the last, is an important way to prepare yourself for a Model UN conference.

## **Roll Call**

The Chairperson will announce each country's name. After delegates hear their country, they should answer "present/present and voting"

## **Setting the Agenda**

When Model UN committees have more than one topic available, the body must set the agenda to begin working on one of these issues. At this time a delegate typically makes a motion, stating "The country of [name] moves to place [topic A] first on the agenda, followed by [topic B] and then [topic C]." Once the motion has been made, three delegations must speak in favor of the motion, and three other delegations will speak against it. These speeches should alternate between those in favor and those opposed. Once these six speeches have been given, a vote is taken. Setting the agenda requires a simple majority vote.

## **Debate**

**Formal Debate:** Formal debate revolves around a speakers list. The Chair begins by asking all delegates interested in addressing the other members to raise their placards. The Chair then chooses delegates to be placed on the speakers list. A country may only be on the speakers list once, but delegates may add their country to the end of the list after their speech.

1a. When the session begins, speeches focus on stating country positions and offering recommendations for action.

2a. After blocs have met, speeches focus on describing bloc positions to the entire body.

3a. Delegates now make statements describing their draft resolutions to the committee.

4a. Delegates try to garner more support through formal speeches and invite others to offer their ideas.

5a. Delegates make statements supporting or disagreeing with specific draft resolutions.

6a. Delegates present any amendments they have created.

**Informal Debate:** Informal debate occurs outside of the speakers list. In moderated caucuses, the Chair moderates the discussion one-by-one so that each delegate can give a short speech. In unmoderated caucuses, the committee breaks into smaller groups so that delegates may discuss ideas with one another and discuss ideas.

1b. After several countries state their positions, the committee breaks for caucuses to develop regional positions.

2b. Writing begins as countries compose draft resolutions.

3b. Countries and groups meet for specific draft resolutions.

4b. Delegates finalize draft resolutions.

5b. Draft-resolution sponsors look for their resolution and look to gain support through friendly amendments.

## **Close of Debate**

Once the speakers list is exhausted, the committee automatically moves to voting. Also, once a delegate feels that his or her country's position is clear to others and that there are enough draft resolutions on the floor, he or she may make a motion to proceed into voting procedure by moving for the closure of debate.

## **Voting Procedures**

Once a motion to close debate has been approved, the committee moves into voting procedure. Amendments are voted on first, then resolutions. Once all of the resolutions are voted on, the committee moves to the next topic on the agenda.

- See more at: <http://www.unausa.org/global-classrooms-model-un/how-to-participate/model-un-preparation/flow-of-debate#sthash.2KNqXYcv.dpuf>

## Model UN Preparation Guide Rules of Procedure | Chart of Rules and Motions

### Basic Model UN Rules of Procedure

### Required to Pass

A <b>motion to set the speakers time</b> sets or changes the amount of time each delegate has to speak.	Simple majority vote
A <b>motion to open the speakers list</b> allows delegates to sign up to speak. At some conferences a <b>motion to close the speakers list</b> closes the list for the remainder of the session or topic. However, at most Model UN conferences the speakers list can be opened and closed multiple times. This motion requires an immediate vote.	Simple majority vote
Delegates propose a <b>motion to suspend debate</b> for the purpose of holding a caucus. If you move to suspend the meeting, be sure to specify the purpose and the amount of time.	Simple majority vote
A <b>motion to adjourn meeting</b> ends the committee session until the next session, which might be the next year's conference, or after lunch or dinner.	Simple majority vote
A <b>motion to adjourn debate (also known as motion to table debate)</b> is not the same as a motion to adjourn the meeting. Rather, it is used to table, or put on hold, all of the work that the committee has completed on a particular topic. At some Model UN conferences you can return to this topic later, while at others the topic cannot be discussed again.	Two-thirds majority vote
A delegate makes a motion to <b>close debate</b> in order to move the committee to a vote, usually when the delegate has made his or her country's position clear and there are enough draft resolutions on the floor.	Two-thirds majority vote
A <b>point of order</b> is used when a delegate believes the chair has made an error in the running of the committee. The Delegate should only specify the errors they believe were made in the formal committee procedure, and may not address the topic being discussed.	Decision of Chairperson
A <b>point of inquiry</b> (also known as a <b>point of parliamentary procedure</b> ) can be made when the floor is open (i.e. when no other delegate is speaking) in order to ask the chairperson a question regarding the rules of procedure.	No vote
A delegate may raise a <b>point of personal privilege</b> in order to inform the chairperson of a physical discomfort he or she is experiencing, such as not being able to hear another delegate's speech.	No vote
A delegate raises a <b>point of information</b> in order to pose a question to a speaker during formal debate. The speaker chooses whether or not to yield his or her time to points of information.	Decision of speaker
A delegate makes an <b>appeal to the chair's decision</b> when he or she feels the chairperson has incorrectly decided a point or motion. At some conferences, this formal challenge must be made in writing. The appealing delegate speaks and the chairperson defends himself or herself before the vote.	Two-thirds majority vote

## **About the committee:**

### **The United Nations International Drug Control Programme (UNDCP)**

The goal of UNDCP is to limit illicit production, trafficking and consumption of drugs worldwide.

The United Nations International Drug Control Programme:

- provides information, analysis and expertise on the drug issue;
- builds local, national and international partnerships to address drug issues;
- strengthens international action against drug production, trafficking and drug-related crime;
- promotes efforts to reduce drug abuse, particularly among the young and vulnerable;
- Educates the world about the dangers of the drug abuse.

In 1991, the UN International Drug Control Programme (UNDCP) was established to coordinate UN drug control activities and to serve as the focal point for the UN Decade against Drug Abuse (1991-2000). The UNDCP subsequently continued its activities, expanded the scope of its efforts and increased the number of projects it oversees. While international cooperation has traditionally focused on enforcement, some move toward complementary action has taken place. In March 1993, delegates at the 36<sup>th</sup> session of the UN Commission on Narcotic Drugs adopted a resolution calling on governments to give priority to preventing drug abuse and to treating and reintegrating drug abusers in society. This new focus on reducing demand was seen by many countries as a complement to the traditional focus on enforcement, and as an important part of a balanced strategy to combat drug abuse.

The UNDCP's budget is now about US\$160 million a year – slightly less than in the late 1990s – and a substantive portion of that budget goes towards reducing the supply of drugs through alternative development. Apart from the general decline in regular budget resources that is affecting all parts of the UN, 90% of the UNDCP's funds come from voluntary contributions by seven governments and the European Union. This raises questions about both the nature of future expertise and the international "ownership" of the UNDCP.

# AGENDA BACKGROUND

## History

The United States took the lead both in addressing the drug trade itself and in signing bilateral agreements with other nations to combat it; however, real international cooperation began only with the 1961 UN *Single Convention on Narcotic Drugs*, which banned a wide range of drugs. This convention was amended and strengthened by a protocol in 1972. In addition, the UN agreed to the *Vienna Convention on Psychotropic Substances* in 1971 in order to control trade in hallucinogens and amphetamines (psychotropic substances had not been included in the 1961 Convention). Between them, “these three Conventions regulate the legal production, distribution and supply of controlled substances for medical and scientific purposes and make illegal all other such activities.” Also in 1971, the United Nations Fund for Drug Abuse Control (UNFDAC) was established; the United States, Germany, Sweden and Norway have been leading supporters of this body. In 1984, the UN General Assembly unanimously requested the preparation of a draft convention to complement the 1961 *Single Convention* (as amended) and the 1971 *Psychotropic Substances Convention*. A UN *Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances* was adopted and prepared for signature in late 1988. This convention reiterates that it is concerned with reinforcing and supplementing the earlier conventions, and “strengthening and enhancing effective legal means for international co-operation in criminal matters for suppressing the international criminal activities of illicit traffic.” As of May 2002, 166 countries and the European Union had become parties to the Convention.

- ECOSOC Resolution 2003/41 which states “Efforts to counter the trend towards the legalization of drugs for non-medical use”.  
(<http://www.un.org/en/ecosoc/docs/2003/resolution%202003-41.pdf>)
- WHO held its Thirty-sixth Meeting in Geneva on 16-20 June 2014 with agenda Cannabis And cannabis resin with Expert Committee On Drug Dependence.  
([http://www.who.int/medicines/areas/quality\\_safety/8\\_2\\_Cannabis.pdf](http://www.who.int/medicines/areas/quality_safety/8_2_Cannabis.pdf) )



## **Current Situation**

Cultivation and production of cannabis herb ("marijuana") remains widespread, while production of cannabis resin ("hashish") remains confined to a few countries in North Africa, the Middle East and South-West Asia. In Afghanistan, despite the fact that the area under cannabis cultivation has been decreasing, the potential cannabis resin production in 2012 was higher than in 2011 due to the greater yield per hectare. Global cannabis use seems to have decreased, essentially reflecting a decrease in cannabis use estimates reported by a number of countries in Western and Central Europe. However, in the United States, the lower perceived risk of cannabis use has led to an increase in its use. At the same time, more people using cannabis are seeking treatment each year.

In Europe, the market has changed over the past decade, with cannabis herb produced locally or regionally now gaining ground over cannabis resin, largely sourced from Morocco, which previously was the dominant cannabis substance in Europe, as evidenced by seizure data.

New regulatory frameworks in the States of Colorado and Washington in the United States and in Uruguay now make the recreational use of cannabis legal under some restrictions. The new laws also include provisions for the supply chain, including both licensed and personal cultivation. It is too early to understand the impact of these changes on recreational and problematic use of cannabis and in the broad range of areas that they may affect, including health, criminal justice, and public revenues and expenditures. It will take years of careful monitoring to understand the broader effects of those novel regulatory frameworks in order to inform future policy decisions.

Based on existing research, it can be argued that with declining risk perception and increased availability, use and youth initiation may increase. Tax revenues from retail cannabis sales are expected to provide public revenue. However, expected revenue will need to be cautiously weighed against the costs of prevention and health care.

## **CANNABIS: OVERVIEW**

### **Cultivation and production**

Cannabis cultivation remains widespread in most regions, ranging from personal cultivation to large-scale farm and indoor warehouse operations, thus making it difficult to estimate the global levels of cannabis cultivation and production. While cannabis herb is grown in almost every country in the world<sup>1</sup>, the production of cannabis resin is confined to only a few countries in North Africa, the Middle East and South-West Asia. In Afghanistan, on the basis of available cultivation and production estimates, in 2012, the total area under cultivation of cannabis was 10,000 ha, down from 12,000 ha in 2011. But potential resin production, due to higher yields per hectare, was estimated at

1,400 tons in 2012, compared with 1,300 tons in 2011. The decline in the price of cannabis resin in Afghanistan between December 2011 and December 2012 supports the assumption of a possible increase in availability over that period.<sup>2</sup>

Among countries reporting in 2012 through the annual report questionnaire, Italy, the United States and Ukraine reported eradication of a large number of plants and cultivation sites.

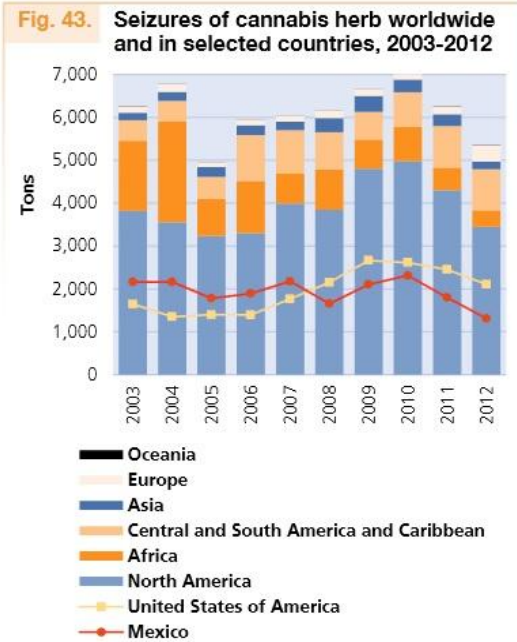
## Seizures

Global cannabis herb seizures in 2012 were reported at 5,350 tons, down from the 6,260 tons reported in 2011. With the exception of the Caribbean and Europe, seizures have declined slightly in most regions. The largest quantities of cannabis herb were seized in North America, which accounts for over 64 per cent of seizures worldwide. In contrast to cannabis herb, cannabis resin seizures increased in 2012, with 1,269 tons seized, compared with 1,058 tons in 2011. Resin seizures increased significantly in Afghanistan, from 62 tons in 2011

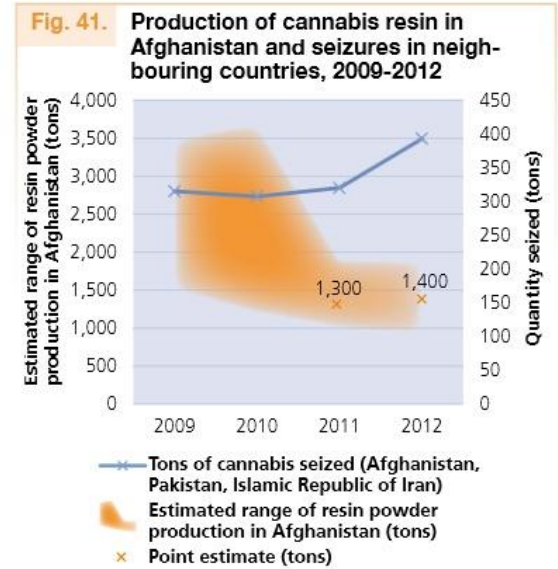


Source: UNODC annual report questionnaire.

and in North Africa (mainly due to increases reported in Algeria (rising from 53 tons to 157 tons) and, to a lesser extent, in Morocco (rising from 126 tons to 137 tons). Spain accounts for 26 per cent of global cannabis resin seizures; although seizures in that country declined slightly from 2011 (356 tons) to 2012 (326 tons). Based on an analysis of supply indicators for cannabis herb at the retail level (see annex for details), availability remains high in the Americas and appears to be growing in the subregion of Western and Central Europe and in South-Eastern Europe. Despite reports of falling seizures, consumer access to marijuana herb is likely increasing in North America, Oceania, Western and Central Europe and South-Eastern Europe. When retail prices are adjusted by taking into account purchasing power in order to compare prices worldwide, cannabis herb is found to be relatively inexpensive in North America, cheapest in Africa and South Asia (India and Sri Lanka) and most expensive in East and South-East Asia.



Source: UNODC annual report questionnaire.



Source: Afghanistan cannabis surveys (published by UNODC) and UNODC annual report questionnaires.

- 1- World Drug Report 2013
- 2- UNODC and Afghanistan, Ministry of Counter-Narcotics, "Afghanistan opium price monitoring monthly report" (December 2012)

## Changing cannabis policy in the Americas

Recent policy changes to cannabis regulation in Uruguay<sup>1</sup> and in the states of Washington<sup>2</sup> and Colorado<sup>3</sup> in the United States<sup>4</sup> now make the authorized production, distribution and consumption of marijuana legal,<sup>5</sup> under some conditions, such as purchasing age. The International Narcotics Control Board has expressed concern that "a number of States that are parties to the 1961 Convention are considering legislative proposals intended to regulate the use of cannabis for purposes other than medical and scientific ones" and it urged "all Governments and the international community to carefully consider the negative impact of such developments." In the Board's opinion "the likely increase in the abuse of cannabis will lead to an increase in related public health costs".<sup>6</sup> Although in those three jurisdictions,

the purchase, possession and consumption of cannabis are now legal, the details, design and implementation of the new laws vary significantly. For example, in Uruguay users must register in a database to monitor cumulative purchases (maximum 40 g per month),<sup>7</sup> but in the State of Colorado, purchases of up to 1 oz (28 g) are allowed per outlet, with no central registry of cumulative purchases per buyer nor any limit on the amount that can be purchased each month.<sup>8</sup> Because of these and other notable differences in each law, there is unlikely to be one uniform impact of these policy changes, but rather measurable distinct changes reflecting the contexts of each jurisdiction. The impact of the new legislation could differ substantially from current cases of depenalization, decriminalization or “medical” cannabis laws by allowing the establishment of a licit supply chain, including large-scale licensing for production, personal cultivation and retail commercialization<sup>9</sup> of the market. While it is not yet clear how the market will change, the commercialization of cannabis may also significantly affect drug-use behaviours. Commercialization implies motivated selling, which can lead to directed advertisements that promote and encourage consumption.

- 1- Uruguay, Law No. 19.172. In Uruguay, prior to passing of the new law legislation already exempted from punishment the possession of a “reasonable quantity” (of any drug) intended exclusively for personal use. The new legislation now permits cannabis cultivation, production and sale for recreational use.
- 2- United States, State of Washington, Initiative Measure No. 502. Available at <http://lcb.wa.gov/publications/Marijuana/I-502/i502.pdf>.
- 3- Data from Amendment 64: Use and Regulation of Marijuana (United States, Constitution of the State of Colorado, art. XVIII, sect. 16). Available at [www.fcgov.com/mmj/pdf/amendment64.pdf](http://www.fcgov.com/mmj/pdf/amendment64.pdf).
- 4- The United States federal Controlled Substances Act continues to prohibit cannabis production, trafficking and possession.
- 5- For non-medical and non-scientific uses
- 6- Report of the International Narcotics Control Board for 2013(E/INCB/2013/1).
- 7- Uruguay, Law No. 19.172.
- 8- United States, State of Colorado, Amendment 64, sect. 5, part 2.
- 9- In the states of Colorado and Washington, for-profit businesses can enter the market and use any means that are within the law to promote production, consumption and profits

( [https://www.unodc.org/documents/wdr2014/Cannabis\\_2014\\_web.pdf](https://www.unodc.org/documents/wdr2014/Cannabis_2014_web.pdf) )

## What is happening around the world at present?

- UN drugs body warns US states and Uruguay over cannabis legalisation. International Narcotics Control Board report says US and Uruguay are breaking drug treaties and warns of huge rise in abuse of ADHD treatment Ritalin.
- The head of Russia's Federal Drug Control Service has called marijuana a dangerous gateway drug and said the authorities did not plan to legalize it, or to allow methadone treatment for heroin addicts. Moreover Putin said "Cannabis can be used only as raw material for agriculture, but as a recreational drug – I'm totally against.
- The drug policy in the Netherlands aims: *to reduce the demand for drugs, the supply of drugs and the risks to drug users, their immediate surroundings and society.*
  - The Dutch recognize that it is impossible to prevent people from using drugs altogether. Coffee shops are therefore allowed to sell small amounts of soft drugs. This pragmatic approach means that authorities can actually focus on the big criminals who profit from drugs and who supply hard drugs.
- Questions of legalizing cannabis in INDIA have been currently a topic which Indian Media has brought up time to time. In *India*, *marijuana* use has been historically bound to faith and mysticism.
- David Nutt, chair of research body Drug Science and professor of neuropsychopharmacology at Imperial College London, is one of the UK's top drug researchers and he says, "Tobacco kills older people, alcohol kills younger people, cannabis doesn't kill anyone." The overwhelming evidence that seemingly everyone but the UK government recognises is that marijuana has the potential to be a top medicine.

# Research

The first step in preparing for a rewarding Model UN experience is to gather information. Give yourself plenty of time before a conference to research, read and then formulate your arguments. Since most delegates use the Internet for about majority of their research, we have compiled a list of web resources to help you get started. However, you should not overlook the resources available in books and periodicals at your local library.

While conducting research, try to keep in mind that your primary goal is to represent your country as realistically as possible. To do so, you will need to research three different areas. Follow these links for tips on researching each of the three components:

- Your country and its positions;
- The issues to be debated at the conference; and
- The UN system.

## Look into the following :-

1. UN Website
2. Examine your countries website and what it values (in relation to the topic)
3. Your country's voting history in relation to the topics.
4. Past/Present enforcement of laws regarding the agenda and initiatives your country has supported.

# The Nature of Proof/ Evidence in Council

Evidence or proof is acceptable from the following sources:

## **News Sources:**

- **REUTERS** – Any Reuters article which clearly makes mention of the fact or is in contradiction of the fact being stated by a delegate in council.  
<http://www.reuters.com/>
- **State operated News Agencies** – These reports can be used in the support of or against the State that owns the News Agency. These reports, if credible or substantial enough, can be used in support of or against any Country as such but

in that situation, they can be denied by any other country in the council. Some examples are,

- RIA Novosti (Russia) <http://en.rian.ru/>
- IRNA (Iran) <http://www.irna.ir/ENIndex.htm>
- BBC (United Kingdom) <http://www.bbc.co.uk/>
- Xinhua News Agency and CCTV (P.R. China) <http://cctvnews.cntv.cn/>

**Government Reports:** These reports can be used in a similar way as the State Operated News Agencies reports and can, in all circumstances, be denied by another country. **However, a nuance is that a report that is being denied by a certain country can still be accepted by the Executive Board as credible information.**

Examples are,

- **Government Websites** like the State Department of the United States of America <http://www.state.gov/index.htm> or the Ministry of Defense of the Russian Federation <http://www.eng.mil.ru/en/index.htm>
- **Ministry of Foreign Affairs** of various nations like India (<http://www.mea.gov.in/>),
- People's Republic of China(<http://www.fmprc.gov.cn/eng/>), France(<http://www.diplomatie.gouv.fr/en/>), Russian Federation([http://www.mid.ru/brp\\_4.nsf/main\\_eng](http://www.mid.ru/brp_4.nsf/main_eng))
- **Permanent Representatives** to the United Nations Reports <http://www.un.org/en/members/> (Click on any country to get the website of the Office of its Permanent Representative.
- **Multilateral Organizations** like the NATO (<http://www.nato.int/cps/en/natolive/index.htm>), ASEAN (<http://www.aseansec.org/>), OPEC ([http://www.opec.org/opec\\_web/en/](http://www.opec.org/opec_web/en/)), etc.

**UN Reports:** All UN Reports are considered are credible information or evidence for the Executive Board of the Security Council.

- **UN Bodies:** Like the SC <http://www.un.org/Docs/sc/>, GA (<http://www.un.org/en/ga/>), HRC (<http://www.ohchr.org/EN/HRBodies/HRC/Pages/HRCIndex.aspx>) etc.

- **UN Affiliated bodies** like the International Atomic Energy Agency (<http://www.iaea.org/>), World Bank (<http://www.worldbank.org/>), International Monetary Fund (<http://www.imf.org/external/index.htm>), International Committee of the Red Cross (<http://www.icrc.org/eng/index.jsp>), etc.
- **Treaty Based Bodies** like the Antarctic Treaty System (<http://www.ats.aq/e/ats.htm>), the International Criminal Court (<http://www.icc-cpi.int/Menus/ICC>)
- **Amnesty International** (<http://www.amnesty.org/>)
- **Al-Jazeera** (<http://www.aljazeera.com>)

