

Institution: Swansea University		
Unit of Assessment: 19		
Title of case study: Changing government and international organizations' approaches to the measurement of effectiveness in drug and crime control policy		
Period when the underpinning research was undertaken: 2006-2020		
Details of staff conducting the underpinning research from the submitting unit:		
Name(s):	Role(s) (e.g. job title):	Period(s) employed by submitting HEI:
David R. Bewley-Taylor	Prof of International Relations and Public Policy, Director Global Drug Policy Observatory, and project PI	Since 2000
Period when the claimed impact occurred: 2014-2020		
Is this case study continued from a case study submitted in 2014? No		
1. Summary of the impact		
<p>Bewley-Taylor's research focuses on the recalibration of the way governments, UN agencies and international non-governmental organizations (INGOs) measure the effectiveness of national and international drug and crime control policies. His work has changed the approach adopted by the UK, Swiss and Norwegian governments, as well as the United Nations Office of the High Commissioner for Human Rights and, among other influential INGOs, the Global Commission on Drug Policy. This has been achieved through shifting attention away from traditional law enforcement indicators towards previously underrepresented metrics in other intersecting domains including human rights, public health, and development. Bewley-Taylor's work has helped shape and promote a new policy discourse and influenced policy initiatives, including government strategies, statements and negotiating positions within United Nations forums.</p>		
2. Underpinning research		
<p>All the work for this case study has been carried out at Swansea University and has since 2012 taken place under the auspices of the Global Drug Policy Observatory (GDPO) within the College of Arts and Humanities. Supported by several Open Society Foundation grants, the GDPO was established by Bewley-Taylor to generate policy relevant drug policy research and since 2016 has been the home for a dedicated workstream on metrics of drug and crime policy effectiveness.</p> <p>The underpinning research dates to 2006 and a grey literature INGO policy report [R1] examining the measurement of drug related harm and policy 'success'. The topic was picked up again in 2010 in the form of a co-authored editorial in the <i>International Journal of Drug Policy</i> [R2]. Ideas concerning appropriate measurement frameworks were explored further within Bewley-Taylor's Cambridge University Press <i>International Drug Control: Consensus Fractured</i>, in 2012 [R3]. This provides a fine-grained analysis of the operation of the international drug control regime between 1998 and 2009. In addition to introducing new concepts to better understand regime transformation, the work touched on indicators of policy 'success', particularly the need to look beyond treaty adherence. A 2013 piece in <i>The RUSI Journal</i> moved forward ideas specifically in relation to policies dealing with drug trafficking and organised crime in Afghanistan. In conjunction with a series of high-level presentations and policy briefings since 2014 the concepts from R2-3 and the RUSI article were developed into a short, commissioned piece for <i>IHS Jane's Intelligence Review</i> in 2015 and a series of GDPO peer reviewed grey-literature publications since January 2016. Research was also published in several cross-over magazine and online publications in 2016, including in German and French as well as a sole authored peer reviewed academic article in the journal <i>Drugs and Alcohol Today</i> [R4]. Bewley-Taylor was also an invited member of the International Peace Institute's (IPI) International Expert Group on Drug Policy Metrics, made a major contribution to the Group's report [R5] and published a related co-authored book chapter in 2018 [R6].</p>		

These more recent pieces bring together evidence and concepts to challenge the dominant and long-standing narrative, both at national and international levels, concerning the measurement of drug and crime control policies. The research highlights the need for the policy community to shift away from a one-dimensional law enforcement focus which, it is argued, owes much to the deeply held belief at the UN level that the best way to reduce what has become known as the 'world drug problem' is to minimize the scale of – and ultimately eliminate - the illicit market. Such an outlook has privileged indicators of policy 'success' that focus predominantly on scale and flows (e.g., numbers of arrests, prosecutions, drug seizures, laboratories destroyed and hectareage of drug crops eradicated).

The central arguments to come from Bewley-Taylor's work are: (1) Such a dynamic helps create a self-reinforcing 'metrics trap' that limits policy innovation (2) Within an increasingly market management-oriented approach to dealing with illicit drug markets, metrics need to move away from the measurement of policy outputs and processes towards the outcomes or consequences of those policies on individuals and communities. The research suggests the reconfiguration of existing data from related issue areas to assess the impact of policy on a range of interconnected dimensions. These include human rights (e.g. violations and abuses against affected populations), public health (e.g. the number of fatal over-dose cases, access to quality harm reduction and treatment services and associated prevalence of HIV, hepatitis and tuberculosis among people who inject drugs), human security and development (e.g. levels of drug market related violence, households engaged with 'Alternative Development') and the promotion of synergies between drug policy and attainment of the UN's Sustainable Development Goals more broadly.

3. References to the research

R1 and R5 are peer reviewed grey literature publications. R2 is published in a journal with an impact factor of 4.444 and R4 of 0.58. R6 is a peer reviewed chapter within an edited collection.

R1 - With Marcus Roberts and Mike Trace, *Monitoring Drug Policy Outcomes: The Measurement of Drug Related Harm*, The Beckley Foundation Drug Policy Programme, Report 9, July 2006. http://www.dldocs.stir.ac.uk/documents/BeckleyFoundation_Report_09.pdf

R2 - With Christopher Hallam, Editorial, 'Mapping the world drug problem: Science and Politics in the United Nations drug control system,' *The International Journal of Drug Policy*, Volume 21, Issue 1, 2010, pp. 1-3. ISSN: 0955-3959. doi:10.1016/j.drugpo.2009.10.007

R3 - *International Drug Control: Consensus Fractured*, Cambridge University Press, March 2012, pp. 344. ISBN 978-1-107-01497-8 (Hb), ISBN 978-1-107-64128-0 (Pb)

R4 - 'Refocusing metrics: can the sustainable development goals help break the 'metrics trap' and modernize international drug control policy?', *Drugs and Alcohol Today* Volume 17, Issue 2, 2017, pp. 98-112 ISBN 978-1-78743-230-7 doi:10.1108/DAT-12-2016-0033

R5 - International Expert Group on Drug Policy Metrics, *Aligning Agendas: Drugs, Sustainable Development and the Drive for Policy Coherence*, New York: International Peace Institute, February 2018 <https://www.ipinst.org/2018/02/drugs-sustainable-development-and-the-drive-for-policy-coherence>

R6 - With Marie Nougier, 'Measuring the "World Drug Problem": 2019 and Beyond,' in Axel Klein and Blaine Stothard (Eds), *Collapse of the Global Order on Drugs: From UNGASS 2016 to Review 2019*, Emerald Publishing, 2018, pp. 49-65. (DBT contribution 60%)

Who grant was awarded to	The grant title	Sponsor	Period of the grant (dates)	Value of the grant
Bewley-Taylor	Global Drug Policy Observatory	Open Society Foundations	October 2012- January 2016	GBP229,069
Bewley-Taylor	Global Drug Policy Observatory	Open Society Foundations	February 2016 – July 2017	GBP62,208
Bewley-Taylor	Global Drug Policy Observatory	Open Society Foundations	October 2018 – March 2020	GBP37,544
Bewley-Taylor	Global Drug Policy Observatory	Open Society Foundations	January 2020- June - 2021	GBP54,263

4. Details of the impact

Although measuring the effectiveness of drug and crime control policies has been an area of increasing concern for some time (see R1), it is only recently that the issue of policy metrics has 'broken the surface' and become a major point of attention for the drug and crime control community at both the national and international level. This has taken place within an environment where a growing number of policy actors are recognizing important connections between the international drug control regime and other regimes (e.g., human rights) and UN system-wide initiatives such as the Sustainable Development Agenda. Through a combination of both academic and grey literature publications, high-level presentations at the UN in New York, Geneva, Vienna and think-tanks in the UK and US, as well as face-to-face briefings with a range of end-users, Bewley-Taylor's metrics focused research has made a substantial contribution to this twin process, in terms of both significance and reach.

Government level impact

For example, in relation to impact significance, having attended a Chatham House event in November 2014, UK civil servants from the Office for Security and Counter Terrorism (OSCT) became interested in his research. On the back of this, since early 2015 Bewley-Taylor has been an expert advisor to the OSCT in its work across a range of portfolios including UK's activities at the UN Crime Congress, the UN Commission on Narcotic Drugs (CND) and the UN Commission on Crime Prevention and Criminal Justice. Among other things, his advice on multilateral engagement helped shape the approach to and draft language for the UK delegation's negotiations around the *Doha Declaration* in April 2015 and influence the government's assessment of transnational criminality more broadly. Commenting on his general guidance on the focus of impact indicators as well as specific metrics related language used during the 2015 negotiations, a senior Home Office official noted how Bewley-Taylor's work had '**influenced the shape of the Home Office's International Impact Framework on Serious and Organised Crime**' and contributed '**particularly instructive**' input on the *Declaration* [C1].

Furthermore, Bewley-Taylor's advisory role with the Swiss government (2016-present), including Foreign Affairs, Ministry of Health and the Swiss Federal Office of Police, and the joint organisation

of CND side-events since 2014, has influenced Bern's approach to the measuring the effectiveness of drugs and crime policies. As noted by an official of the Federal Office of Police, Bewley-Taylor's work has **'contributed to Switzerland having become seen as one of the proponents of changing international drug control by changing how states perceive the world drug problem'** [C2]. This was a view echoed by a colleague from the Directorate of Political Affairs' who stressed that his **'inputs were highly relevant and instrumental in our efforts to promote an evidence-based and health oriented approach to drug policy'** [C3].

Ongoing work, including briefings, with the Norwegian government has also had a similar impact, including in the wording of country statements within the CND in Vienna. This is evidenced by the views of the Senior Drug Policy Advisor, Ministry of Health and Care Services' and the First Secretary, Permanent Mission of Norway to the International Organisations in Vienna. They point out that Bewley-Taylor's **'input has helped change the way we as Norwegian policy makers view the issue area and have presented our position within the Commission on Narcotic Drugs'** [C4].

UN agency impact

In June 2018 Bewley-Taylor presented research in Geneva as an invited member of an Office of the United Nations High Commissioner for Human Rights (OHCHR) expert group and the following summer was an expert member of a OHCHR delegation to a UN Office on Drugs and Crime inter-agency expert meeting on drug policy metrics in Vienna. Such activity, and other work with the OHCHR including informal briefings, presentations, and dissemination of research publications, has impacted the agency's approach to the issue. In the words of the OHCHR Human Rights and Drug Policy Advisor, **'Bewley-Taylor's ground-breaking work on drug policy metrics and indicators has been significant in helping change the way the Office approaches measurement of intersections between drug policy and human rights'** [C5]. His impact is also evidenced in the citation of his submission to the OHCHR in a major report to the UN Human Rights Council in a September 2018 [C6].

International non-governmental organisation impact

Over the course of the census period, and demonstrating the reach of his work, Bewley-Taylor's engagement with a range of INGOs has resulted in uptake of his research and a subsequent impact upon their policy positions. For instance, according to the Vice President of the New York based International Peace Institute, as core member of the IPI's International Expert Group on Drug Policy Metrics, his **'original contributions'** helped provide Group's 2018 report **'with the credibility and added value necessary for it to be accepted as an official document of the 61st Session of the United Nations Commission on Narcotic Drugs'**. Moreover, it was noted how **'Bewley-Taylor's work in the field of drug policy metrics and indicators has contributed to a change in the IPI's approach to assessing the effectiveness of international drug policy and our work with the UN member states'** [C7]. The International Drug Policy Consortium (IDPC), a global network of over 190 NGOs that focus on a range of drug policy issues, has also embraced his work and applied it to its position on policy monitoring and assessment. As the Executive Director has noted **'Bewley-Taylor's research has demonstrably changed IDPC views on drug policy metrics and indicators. As such it directly effects our policy position and advocacy goals, as well as those of our membership, within a range of forums at national, regional, and multinational levels'** [C8]. Furthermore, the Global Commission on Drug Policy has noted that its **'longstanding collaboration with Professor Bewley-Taylor has done much to change the way it views the measurement of drug policy effectiveness and consequently approaches this vital issue in its work. Engagement with his ground-breaking research on drug policy metrics and indicators...has assisted the Commissioner's in re-framing notions of policy success and deepened their resolve to emphasize the measurement of public health and a range of other human rights related outcomes'** [C9].

5. Sources to corroborate the impact

C1 – Head of International Strategy, OSCT, Home Office, London, UK

C2 – Strategic Analyst, Federal Office of Police, Bern, Switzerland

C3 – Head, Economic Issues Section, Directorate of Political Affairs, Sectoral Foreign Policies Division, Swiss Federal Department of Foreign Affairs, Bern, Switzerland

C4 –Senior Drug Policy Advisor, Norwegian Ministry of Health and Care Services, Department of Public Health, Oslo, Norway and First Secretary, Permanent Mission to Norway to the International Organizations in Vienna

C5 – Human Rights and Drug Policy Advisor, Office of the United Nations High Commission for Human Rights, Geneva, Switzerland

C6 – Human Rights Council, thirty-ninth session, 10-28 September 2018, Annual Report of the United Nations High Commissioner for Human Rights and reports of the Office of the High Commissioner and the Secretary General, *Implementation of the joint commitment to effectively addressing and countering the world drug problem with regard to human rights. Report of the Office of the United Nations High Commissioner for Human Rights*, 14 September 2018, A/HRC/39/39

C7 –Vice President and Chief Operating Officer, International Peace Institute, New York, USA

C8 – Executive Director, International Drug Policy Consortium, London, UK

C9 – Chair of The Global Commission on Drug Policy, Former President of Switzerland, Geneva, Switzerland