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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: work of the United Nations Office on Drugs and Crime and policy directives

Commission on Crime Prevention and Criminal Justice

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World crime trends and emerging issues and responses in the field of crime prevention and criminal justice

Strategic management, budgetary and administrative questions

Activities of the United Nations Office on Drugs and Crime

Report of the Executive Director

Summary

The present report outlines the activities carried out by the United Nations Office on Drugs and Crime in 2009 in the areas of drug control, criminal justice, crime prevention, corruption, organized crime, terrorism prevention and the rule of law. During the period under review, the United Nations Office on Drugs and Crime supported Member States in their efforts to achieve a world safer from crime, drugs and terrorism through research to expand the evidence base for policy and operational decisions; normative work to assist States in the ratification and implementation of international treaties, the development of domestic legislation on drugs, crime and terrorism and the provision of substantive and secretariat services for treaty bodies and governing bodies; and field-based technical cooperation and the development and implementation of regional and thematic programmes. This report also provides information on the implementation of Commission on Narcotic Drugs resolution 51/12, entitled “Strengthening cooperation between the United Nations Office on Drugs and Crime and other United Nations entities for the promotion of human rights in the implementation of the international drug control treaties”.

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Contents

	<i>Page</i>
I. Introduction	3
II. Drug control	3
A. Sustainable livelihoods	3
B. Supply reduction	5
C. Drug demand reduction, treatment and rehabilitation	6
D. Follow-up to the outcome of the high-level segment of the fifty-second session of the Commission on Narcotic Drugs	6
E. Strengthening cooperation between the United Nations Office on Drugs and Crime and other United Nations entities for the promotion of human rights in the implementation of the international drug control treaties	7
III. Combating transnational organized crime, corruption and terrorism	8
A. Transnational organized crime	8
B. Human trafficking and smuggling of migrants	9
C. Corruption	10
IV. International cooperation against terrorism	11
V. Emerging issues	13
A. Drugs	13
B. Crime	15
C. Information collection and analysis	16
VI. Criminal justice and crime trends	16
A. Criminal justice	16
B. Law enforcement	18
C. Data collection, research and monitoring of drug and crime trends	19
D. Scientific and forensic support	20
VII. Strengthening the United Nations Office on Drugs and Crime	21
A. Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime ..	21
B. Finance and partnerships	22
C. Inter-agency cooperation	24
VIII. Recommendations	26

I. Introduction

1. In 2009, the United Nations Office on Drugs and Crime (UNODC) supported Member States in their efforts to achieve a world safer from crime, drugs and terrorism through research to expand the evidence base for policy and operational decisions; normative work to assist States in the ratification and implementation of international treaties, the development of domestic legislation on drugs, crime and terrorism and the provision of substantive and secretariat services for treaty bodies and governing bodies; and field-based technical cooperation and the development and implementation of regional and thematic programmes. UNODC supports the efforts of Member States to combat illicit drugs, corruption, crime and terrorism and promote health, integrity and justice. With respect to supply reduction, the illicit crop surveys carried out by UNODC have set a high standard for information on illicit crops, and UNODC provided advice and support for the eradication of illicit crops while fostering growth and security through alternative livelihoods. UNODC has been working closely with Member States and regional organizations to develop and implement regional programmes to promote the rule of law and human security in Africa, Asia, the Americas and Europe, in line with Economic and Social Council resolution 2009/23, entitled “Support for the development and implementation of the regional programmes of the United Nations Office on Drugs and Crime”. In addition, UNODC has assisted States in improving their legal regimes and establishing modern judicial systems, as well as developing policies to deal with the links between drugs, crime and terrorism. However, while UNODC has the capacity to assess the threat posed by drugs and crime and has deepened its capacity to tackle the complex and interlinked challenges involved, a significant mismatch between mandates and low funding has made it difficult to implement multi-year programmes.

II. Drug control

A. Sustainable livelihoods

1. Illicit drug crop monitoring

2. In 2009, UNODC assisted States by supporting illicit drug crop monitoring and alternative development programmes within the framework of poverty alleviation and sustainable development. During the period under review, UNODC and its national counterpart agencies conducted monitoring surveys in Afghanistan, Bolivia (Plurinational State of), Colombia, Ecuador, the Lao People’s Democratic Republic, Myanmar and Peru.

3. Global opium production has declined strongly from its peak in 2007, mainly due to a significant reduction of opium poppy cultivation in Afghanistan. The small increases in opium production that occurred in the Lao People’s Democratic Republic and Myanmar did not offset that reduction. Opium poppy cultivation in 2009 was 16 per cent lower than in 2008 and 30 per cent lower than in 2007. Opium production in 2009 in the three countries where UNODC supported monitoring systems — Afghanistan, the Lao People’s Democratic Republic and Myanmar —

was 11 per cent lower than in 2008 and 16 per cent lower than in 2007.¹ In 2009, Afghan farmers earned about twice as much cultivating one hectare of opium poppy as they did cultivating one hectare of wheat. In the past, that ratio had been much greater. Under such conditions, distribution of improved wheat seeds and fertilizer in key areas could lead to a significant reduction in opium poppy cultivation. In Afghanistan and Myanmar, opium poppy cultivation continues to be associated with areas of insurgent activity.

4. In 2008, the total area under coca cultivation decreased by 8 per cent from 2007, due to a significant reduction in Colombia. That decrease was not fully offset by small increases in Bolivia (Plurinational State of) and Peru. The 2008 coca survey in Ecuador revealed that no significant coca cultivation existed in the country, confirming the results of the 2006 survey.

2. Illicit crop cultivation and poverty eradication

5. In 2009, UNODC exercised its catalytic role by focusing on the promotion of South-South cooperation. With a view to leveraging the work done in Peru in strengthening and creating farmer-led small business enterprises, a seminar and field visit to various farming villages in Peru where alternative development projects are under way were held for participants from China, Colombia, Ecuador, the Lao People's Democratic Republic, Myanmar and Thailand. The visit included coca-growing areas as well as licit plantations of specialty coffee, cacao, palm hearts and palm oil. In 2010, the Sustainable Highland Development and Networking project of the Royal Project Foundation of Thailand will send a team to Peru to learn about the creation of small farmer cooperatives and farmer-led production and marketing chains for specialty and niche-market coffees.

6. In Peru, UNODC established and supported cooperative enterprises that have generated more than \$90 million in exports in 2009, benefiting local farming families and communities. Most of the enterprises emerging from that training and sustainable development project now operate independently under the management of farmers who formerly cultivated coca.

7. UNODC redoubled its efforts to address the growing issue of food security in the post-opium environment in the Lao People's Democratic Republic and Myanmar. In November 2009, UNODC signed with the Government of the Lao People's Democratic Republic an agreement for a project, funded by the Government of Germany, on increasing food security and promoting licit crop production and small farmer enterprise development. The project, focusing on 50 of the poorest villages in Oudomxay province, is aimed at increasing rice production and livestock and small fishery operations, building on collaborative interventions with the Asian Development Bank and the United Nations Industrial Development Organization. The Royal Project Foundation of Thailand will provide the project with technical assistance in the cultivation of temperate crops, as well as soil management schemes and nursery construction.

¹ United Nations Office on Drugs and Crime, *Afghanistan Opium Survey 2009* (December 2009); United Nations Office on Drugs and Crime, *Opium Poppy Cultivation in South-East Asia: Lao People's Democratic Republic, Myanmar* (December 2009).

8. In 2009, UNODC began to incorporate environmental conservation components into its alternative development strategy. UNODC, in collaboration with the Government of Peru, drafted a national environmental programme to address the impact that deforestation and erosion due to illegal logging as well as trafficking in and poaching of wildlife, are having on rural farming communities. In 2010, UNODC will continue its work to incorporate environmental conservation into its alternative development programmes and hopes to work with donors to raise awareness of the need to preserve the environment. In 2010, UNODC will promote the conservation of forests and wildlife in a pilot project to be carried out in farming villages in the Lao People's Democratic Republic.

9. With a view to addressing Millennium Development Goal 8, to develop a global partnership for development, UNODC will, through its membership in the Global Donor Platform for Rural Development, continue to advocate the inclusion of alternative development strategies and concepts into broad-based national agricultural and rural development strategies.

B. Supply reduction

10. Communication is essential to effective responses to reduce the supply of illicit drugs and is at the heart of UNODC strategies in this key thematic area. During the period under review, UNODC has made practical progress in supporting States in establishing operational frameworks essential for communication in the management of their borders. The Central Asian Regional Information and Coordination Centre was inaugurated in December 2009 and is now fully functional in facilitating information exchange and analysis of illicit drug trafficking in support of the operational responses of the law enforcement agencies of the five Central Asian States, Azerbaijan and the Russian Federation. During its pilot phase, the Central Asian Regional Information and Coordination Centre supported the dismantling of 12 transnational heroin smuggling networks and the seizure of more than 200 kilograms of heroin.

11. The UNODC global Container Control Programme has delivered beyond expectations, largely due to the dedicated staff of the joint port control units, who effectively applied the professional skills delivered through UNODC technical assistance. The initiative has had spectacular results, as it led to the interception of sea containers carrying illicit drugs and diverted precursor chemicals, and its effectiveness extended into other areas of organized crime, as it was used to detect illegal shipments of endangered species and hazardous and environmentally dangerous materials, fraud and attempts at tax evasion. The Container Control Programme has grown since it started pilot sites in Ecuador, Ghana, Pakistan and Senegal in 2006. In 2009, Costa Rica and Panama joined the programme, and six States in Latin America and the Caribbean, together with sites in Africa, the Balkans, Central Asia and the Economic Cooperation Organization countries are targeted for assistance in 2010. Although capacity-building and skill transfer are key components of the technical assistance delivered, communication is the link connecting an expanding network of law enforcement professionals who work in container profiling, selection and searches.

12. In 2010, through the Airport Communication Project (AIRCOP), UNODC will offer States assistance in air border management, with a new initiative focusing upon capacity-building at airports. The project will upgrade professional skills, introduce new work practices and build inter-agency partnerships in a fashion similar to that of the Container Control Programme. Initially, 10 international airports in Brazil, Morocco and West Africa will establish joint airport interdiction task forces, which will be trained and connected to one another to exchange information in real time on the movement of passengers of interest and consignments of concern.

C. Drug demand reduction, treatment and rehabilitation

13. UNODC and the World Health Organization (WHO) launched a joint drug dependence treatment programme at a side event held in conjunction with the high-level segment of the fifty-second session of the Commission on Narcotic Drugs. The aim of the programme is to extend ongoing cooperation with WHO to improve the coverage and quality of treatment and care services for drug use disorders, based on evidence and ethical standards. Thousands of treatment staff have already been trained in the framework of projects sharing the same philosophy and are ready to initiate the improvement of treatment services. Moreover, seminal work has been initiated on the ethical basis of treatment and the relationship between patient motivation and treatment in the context of the criminal justice system.

14. The *Guide to Implementing Family Skills Training Programmes for Drug Abuse Prevention*² was also launched, and UNODC is ready to support building the capacity of Member States in Central Asia, the Balkans and Central America in 2010. In addition to its ongoing work on drug abuse prevention in families and in schools, in 2009 UNODC also initiated a programme on drug abuse prevention carried out in the workplace, in cooperation with the International Labour Organization and WHO.

15. The work of UNODC in the area of HIV/AIDS prevention focused on supporting key countries in setting targets, strengthening monitoring and evaluation, reviewing and adapting national policies and legislation and building capacity to move towards universal access to HIV prevention, care, treatment and support for drug users, prisoners and people vulnerable to human trafficking.

D. Follow-up to the outcome of the high-level segment of the fifty-second session of the Commission on Narcotic Drugs

16. On 11 and 12 March 2009, the Commission on Narcotic Drugs held a high-level segment at its fifty-second session, on follow-up to the twentieth special session of the General Assembly. Heads of State, ministers and Government representatives from 132 States gathered to evaluate progress made since 1998 towards meeting the goals and targets established by the General Assembly at its twentieth special session; identify future priorities and areas requiring further action, as well as goals and targets to be set for drug control beyond 2009; and

² United Nations publication, Sales No. E.09.XI.8.

adopt a political declaration and other measures to enhance international cooperation. At the high-level segment, Member States adopted a Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem. The General Assembly, in its resolution 64/182, entitled “International cooperation against the world drug problem”, welcomed the outcome of the high-level segment, including the Political Declaration and Plan of Action, thus reaffirming the commitment of Member States to enhancing international cooperation in countering the world drug problem.

E. Strengthening cooperation between the United Nations Office on Drugs and Crime and other United Nations entities for the promotion of human rights in the implementation of the international drug control treaties

17. The Commission on Narcotic Drugs, in its resolution 51/12, entitled “Strengthening cooperation between the United Nations Office on Drugs and Crime and other United Nations entities for the promotion of human rights in the implementation of the international drug control treaties”, requested UNODC to continue, within its existing mandate, to work closely with the competent United Nations entities, including the United Nations human rights agencies, and requested the Executive Director of UNODC to report to the Commission at its fifty-third session on the implementation of resolution 51/12. The cooperation between UNODC and other United Nations agencies to promote human rights has been carried out mainly within the overall framework of promoting and strengthening the rule of law and has focused, in particular, on the protection of human rights in the criminal justice system.

18. In particular, in the period under review, the Office of the High Commissioner for Human Rights (OHCHR) has contributed to several UNODC initiatives such as the publication of the United Nations Criminal Justice Standards for United Nations Police, the updating of the Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice and the development of supplementary rules on the treatment of women in detention and in custodial and non-custodial settings. OHCHR has also participated in the first phase of the development of United Nations guidelines on access to legal aid in criminal justice systems.

19. UNODC and OHCHR closely cooperate under the umbrella of the United Nations Rule of Law and Coordination Group, which is responsible for the overall coordination and coherence of rule of law within the United Nations. In this framework, UNODC and OHCHR jointly contributed to the development of the joint strategic plan for the period 2009-2011 for the Rule of Law and Coordination Group and participated in the development of the guidance notes of the Secretary-General on the United Nations approach to rule of law assistance, the United Nations approach to justice for children and United Nations assistance to constitution-making processes.

20. Cooperation and coordination between UNODC and OHCHR have also taken place in connection with the preparations of the quinquennial reports of the Secretary-General on capital punishment. In 1973, the Economic and Social

Council, in its resolution 1745 (LIV), invited the Secretary-General to submit to it, at five-year intervals starting in 1975, periodic updated and analytical reports on capital punishment. The Council, in its resolution 1995/57, recommended that the quinquennial reports of the Secretary-General should continue to cover also the implementation of the safeguards ensuring protection of the rights of those facing the death penalty. In that connection, UNODC liaised with the focal point for capital punishment in OHCHR.

III. Combating transnational organized crime, corruption and terrorism

A. Transnational organized crime

21. In 2009, UNODC supported the ratification and implementation of the Organized Crime Convention and the Protocols thereto. As at 31 December 2009, the Convention had been ratified by 151 States, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime,³ had been ratified by 135 States, the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime,⁴ had been ratified by 122 States, and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime,⁵ had been ratified by 79 States.

22. In October 2008, at its fourth session, the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, in its decision 4/1, requested UNODC to convene at least one open-ended intergovernmental meeting of experts by September 2009, which should present a report to the Conference at its fifth session, to be held in October 2010, on mechanisms, as appropriate, for reviewing the implementation of the Convention and the Protocols thereto. Pursuant to that decision, the first open-ended intergovernmental meeting of experts on possible mechanisms to review implementation of the Organized Crime Convention and the Protocols thereto was held in Vienna on 30 September 2009, and a second meeting was held on 25 and 26 January 2010.

23. The Conference also decided, in its decision 4/4, to establish an open-ended interim working group, inter alia, to facilitate the implementation of the Trafficking in Persons Protocol. The first meeting of the Working Group on Trafficking in Persons was held in Vienna on 14 and 15 April 2009, and a second meeting was to be held from 27 to 29 January 2010 in order to make recommendations to the Conference on how States parties can better implement specific provisions of the Protocol.

³ United Nations, *Treaty Series*, vol. 2237, No. 39574.

⁴ United Nations, *Treaty Series*, vol. 2241, No. 39574.

⁵ United Nations, *Treaty Series*, vol. 2326, No. 39574.

24. In its resolution 2008/23, entitled “Protection against trafficking in cultural property”, the Economic and Social Council requested UNODC, in close cooperation with United Nations Educational, Scientific and Cultural Organization, to convene an open-ended intergovernmental expert group meeting to submit to the Commission on Crime Prevention and Criminal Justice recommendations on protection against trafficking in cultural property, including ways of making more effective the model treaty for the prevention of crimes that infringe on the cultural heritage of peoples in the form of movable property. Accordingly, an open-ended intergovernmental expert group meeting on protection against trafficking in cultural property was held in Vienna from 24 to 26 November 2009, and the recommendations made at that meeting will be presented to the Commission on Crime Prevention and Criminal Justice at its nineteenth session.

B. Human trafficking and smuggling of migrants

25. Throughout 2009, UNODC carried out technical assistance projects addressing trafficking in persons and smuggling of migrants in all regions, providing assistance to over 80 countries. In addition, the Global Initiative to Fight Human Trafficking (UN.GIFT) worked with Governments in six regions to formulate joint programmes involving national stakeholders and international organizations.

26. In partnership with international, regional and non-governmental organizations, UNODC published the International Framework for Action to Implement the Trafficking in Persons Protocol, a technical assistance tool providing guidance for policymakers and working-level practitioners regarding concrete operational measures to give effect to the provisions of the Trafficking in Persons Protocol. In cooperation with the Naif Arab University for Security Sciences and Johns Hopkins University, UNODC published a technical paper on combating trafficking in persons in accordance with the principles of Islamic law. UNODC also produced a film, *Affected for Life*, primarily for use in training criminal justice workers. The film uses the testimonies of victims of human trafficking from all over the world and focuses on raising awareness of core concepts and victimization.

27. In 2009, under the umbrella of UN.GIFT, UNODC developed and published the following: a Comprehensive Model Law on Trafficking in Persons; a handbook for parliamentarians (in cooperation with the Inter-Parliamentary Union), the *Global Report on Trafficking in Persons*, the Anti-Human Trafficking Manual for Criminal Justice Practitioners and the *First Aid Kit for Use by Law Enforcement First Responders in Addressing Human Trafficking*. The *Global Report on Trafficking in Persons*, covering 155 countries and territories, provides research and data on countries’ legislative and administrative frameworks, the criminal justice response and the services provided to victims. The 26 training modules of the Anti-Human Trafficking Manual for Criminal Justice Practitioners, covering all aspects of the crime of human trafficking, provide guidance for specialized criminal justice responses. The *First Aid Kit* helps persons who may come into contact with trafficked persons to take the vital first steps to protect victims and apprehend criminals.

28. UN.GIFT also supported private sector efforts to combat human trafficking through a survey, in partnership with the Global Compact and the International

Labour Organization, on addressing human trafficking in global supply chains and the development of a public service announcement targeting the business community, produced by Cable News Network (CNN), which was broadcast starting in September 2009. UN.GIFT launched, in partnership with the Stop the Traffik coalition, the Start Freedom prevention campaign, which includes educational material for youth and schools worldwide.

29. UN.GIFT is supporting countries in the development and implementation of six joint programmes to ensure effective delivery of technical assistance by international organizations. The programmes will contribute to making support for national goals more coherent, effective and efficient and will help avoid duplication, reduce transaction costs and maximize synergies among the national partners and the various contributions of the United Nations system and other international organizations. The programmes are currently being developed in East Africa, Southern Europe, Latin America, South Asia, North Africa and the Middle-East and Central Asia and will be fully rolled out in 2010.

30. The growing programme to address the smuggling of migrants was reinforced through the development of draft model legislative provisions, draft training material for criminal justice practitioners, the Toolkit to Combat the Smuggling of Migrants, a research bibliography and a framework for action for implementation of the Smuggling of Migrants Protocol, to be published in 2010.

C. Corruption

31. UNODC, as the guardian of United Nations Convention against Corruption,⁶ has been providing expertise and technical assistance with a view to promoting integrity and combating corruption, in accordance with the four pillars of the Convention against Corruption: prevention, criminalization and law enforcement, international cooperation and asset recovery. The objective is to improve the capacity of Governments to prevent, investigate and prosecute corruption by adopting and enforcing laws, regulations and policies and by establishing or reviving necessary institutions. Assistance focuses on (a) establishing legal and policy frameworks consistent with international standards and norms; (b) strengthening the capacity of domestic institutions, in particular anti-corruption bodies and criminal justice institutions, to effectively prevent and control corruption in an integrated and coordinated way; (c) enhancing integrity, accountability and transparency in public and private sectors, including the management of public resources; (d) supporting relevant Government institutions in international cooperation and the recovery of assets at the domestic and international levels; (e) development of strategic and thematic partnerships with members of the international community and United Nations system to ensure coherency in the delivery of technical assistance; and (f) supporting the establishment of networks and platforms for policy dialogue and peer learning among Member States at the regional and international levels.

32. During the reporting period, technical assistance in the area of governance, anti-corruption and judicial reform was provided to the following

⁶ United Nations, *Treaty Series*, vol. 2349, No. 42146.

countries: Afghanistan, Bangladesh, Bolivia (Plurinational State of), Brazil, Cape Verde, Democratic Republic of Congo, Egypt, Indonesia, Iran (Islamic Republic of), Iraq, Jordan, Kenya, Kuwait, Kyrgyzstan, Lao People's Democratic Republic, Lebanon, Montenegro, Nigeria, Peru, South Africa, Sudan, Swaziland, Tajikistan, Thailand, Uganda, United Arab Emirates, United Republic of Tanzania and Viet Nam.

33. UNODC also provided technical assistance in the area of combating corruption in the framework of its global Anti-Corruption Mentor Programme. The Programme, launched in 2007, has the overall objective of providing top-level and long-term specialized expertise through the placement of anti-corruption experts within government institutions tasked with the prevention and control of corruption. Beneficiaries include Bolivia (Plurinational State of), Cape Verde, Jordan, Kenya, Kyrgyzstan, Tajikistan and Thailand and the Government of Southern Sudan.

34. In line with the principles outlined in the Paris Declaration on Aid Effectiveness and in order to enhance cooperation with other agencies and respond to requests as "one United Nations", UNODC has extended its technical assistance in the area of governance and anti-corruption to many countries, including for conflict and post-conflict situations such as in Iraq and Southern Sudan. In Iraq, for example, a joint United Nations Development Programme (UNDP)/UNODC programme on strengthening the capacity of Iraqi anti-corruption bodies was launched. The Government of Southern Sudan is also benefiting from activities under the Anti-Corruption Mentor Programme.

35. UNODC has been supporting the development of judicial reform programmes with a view to strengthening the integrity and capacity of judicial institutions in various countries to prevent and control corruption. Moreover, pursuant to Economic and Social Council resolutions 2006/23 and 2007/22, UNODC is finalizing a guide on strengthening judicial integrity and capacity. In addition, training manuals on alternative dispute resolution, restorative justice and judicial ethics were developed and published.

IV. International cooperation against terrorism

36. In October 2009, the national counter-terrorism focal points of 114 Member States gathered in Vienna to identify ways to better link global counter-terrorism work carried out by the United Nations with national counter-terrorism strategies and efforts. The event was organized by the Governments of Austria, Costa Rica, Japan, Norway, Slovakia, Switzerland and Turkey, together with the Counter-Terrorism Implementation Task Force, the Counter-Terrorism Committee Executive Directorate and UNODC. Participants stressed the value of technical assistance in assisting States with the ratification and implementation of the international legal framework for combating terrorism and acknowledged the important role played by UNODC in that regard.

37. In 2009, 65 countries were assisted directly by the UNODC Terrorism Prevention Branch, participants from 75 countries were reached through 18 regional and subregional workshops and more than 1,500 criminal justice officials were trained. Since the launch of the global project on strengthening the legal regime against terrorism, in January 2003, 168 countries have been assisted, more than

9,200 criminal justice officials have been trained and 18 technical assistance tools have been developed, of which five were finalized in 2009. An estimated 515 new ratifications were made by assisted countries, including 46 ratifications in 2009. Since 2003, an estimated 69 assisted countries prepared new or revised counter-terrorism legislation.

38. In response to the demand for sustained capacity-building assistance, UNODC is also assisting Member States in developing and implementing national action plans. UNODC offers comprehensive packages of technical assistance covering a range of crimes potentially linked to terrorism. Innovative activities are used to promote international cooperation in criminal matters related to counter-terrorism, such as the specialized workshops held in the Sahel region, each bringing together practitioners from two to four countries and the establishment of a “justice platform” for justice practitioners of Member States belonging to the Indian Ocean Commission.

39. UNODC is providing training assistance in specialized areas such as nuclear, chemical and biological terrorism, maritime terrorism and the financing of terrorism. Five online training courses have been delivered, reaching 126 participants from 72 countries. The digest of cases for counter-terrorism practitioners and the comprehensive legal training curriculum for criminal justice practitioners are other examples of tools aimed at achieving a direct, practical and sustained impact.

40. UNODC continued its coordination with the relevant Security Council bodies, in particular the Counter-Terrorism Committee and its Executive Directorate. In 2009, UNODC participated in five country visits of the Committee and its Executive Directorate and organized two subregional workshops — one for countries of the Middle East, held in the United Arab Emirates in June 2009, and the other for Caribbean countries, held in Saint Kitts and Nevis in July 2009 — to assist the countries of those subregions in complying with their reporting obligations towards the three relevant Security Council committees.⁷

41. UNODC also contributed to the work of the multi-agency Counter-Terrorism Implementation Task Force. UNODC is one of the coordinators of the Task Force’s Integrated Assistance for Countering Terrorism (I-ACT) initiative, co-chairs the working group on tackling the financing of terrorism of the Task Force, and it is an active member in several other Task Force working groups, including the working groups on protecting human rights, countering the use of the Internet and conflict prevention and resolution.

⁷ Namely, the Counter-Terrorism Committee and its Executive Directorate, the Security Council Committee established pursuant to resolution 1540 (2004) and the Security Council Committee established pursuant to resolution 1267 (1999) concerning Afghanistan.

V. Emerging issues

A. Drugs

1. The evolving threat of Afghan opiates

42. UNODC started a research programme focused on the global market for Afghan opiates and the threats that it poses. The first findings were presented in a groundbreaking report released in October 2009, which was the first comprehensive presentation of transnational Afghan opiate flows.⁸ The report is expected to contribute to counter-narcotics efforts aimed at combating the threats posed by Afghan opiates.

2. Work of the United Nations Office on Drugs and Crime in the region

43. At the regional level, UNODC seeks a convergence of the interests of regional partners through the promotion of integrated regional strategies to counter the production, trafficking and abuse of Afghan opiates; support for the implementation of cross-border operational initiatives; and mutual legal assistance and extradition.

44. Through the Paris Pact Initiative, the international community has developed a good degree of consensus on priority areas and programmes aimed at stemming trafficking in and consumption of Afghan opiates. As a result of the Paris Pact Initiative, an international partnership of over 55 partnering countries and international organizations, UNODC has been able to devise a regional cooperation strategy for Afghanistan and neighbouring countries. That regional approach, known as the Rainbow Strategy, clusters the outcomes and recommendations of Paris Pact expert round tables related to Afghanistan and neighbouring countries into seven priority areas.⁹

45. In October 2009, experts on counter-narcotics law enforcement and drug demand reduction met in Paris and analysed current and possible future trends of Afghan heroin trafficking and abuse in Western Europe, identified current challenges and good practices in the fields of supply and demand reduction in Western Europe and made recommendations relating, inter alia, to precursor control, money flows and strategic forensic data. Further, as a follow-up to the Paris Pact expert round table on financial flows held in 2008, experts participating in the meeting of a technical working group held in Tashkent in November 2009 explored the regulation of *hawaladars* in Afghanistan, in particular with respect to cash flows into and out of the country.

46. The Triangular Initiative aims to improve counter-narcotics cooperation between Afghanistan, Iran (Islamic Republic of) and Pakistan. The third ministerial meeting of the Triangular Initiative was held on 27 October 2009. The three States parties agreed to appoint permanent liaison officers to the joint planning cell of the Triangular Initiative in Tehran, in order to enhance analytical and operational capacity, establish border liaison offices at their borders and increase the number of

⁸ *Addiction, Crime and Insurgency: The Transnational Threat of Afghan Opium*, United Nations publication, Sales No. E.09.IV.15.

⁹ Information about the Rainbow Strategy is available from <http://www.unodc.org/unodc/en/regional/central-asia.html>.

joint patrols and joint operations. The parties discussed the practical modalities of such operations, particularly the need for a common communication system and information exchange. The Triangular Initiative has recently been linked up to a similar cooperative platform, the Central Asian Regional Information and Coordination Centre.

3. New trafficking routes for cocaine

47. UNODC identified several notable trends in the trafficking of cocaine in 2009. More cocaine appears to be trafficked in Argentina, Brazil and Uruguay as a result of increased production in Bolivia (Plurinational State of) and Peru. Smugglers are becoming more resourceful, as evidenced by the fact that Colombian cocaine traffickers are using semi-submersible craft to transport large quantities of cocaine to North America. Additionally, cocaine is now being dissolved and concealed for transport by incorporating it into low-density plastic materials, making it very difficult to detect. In the last quarter of 2009, UNODC started in-depth analytical work on the transnational cocaine market and will report its findings in 2010.

4. Production of amphetamine-type stimulants in West Africa

48. UNODC has previously highlighted West Africa's vulnerability as a transit area for South American cocaine destined for European markets. In 2009, significant quantities of precursor chemicals used to produce methylenedioxymethamphetamine ("ecstasy") were seized in Guinea. Industrial-scale high-pressure reaction vessels necessary for production were also found close to the precursors. That is the strongest evidence to date that criminal groups operating in West Africa are producing or preparing to produce amphetamine-type stimulants — a worrying development for the troubled subregion.

5. International support provided to West Africa

49. Throughout 2008 and 2009, UNODC was successful in drawing the attention of the international community to the security threat posed to West Africa by illicit trafficking and transnational organized crime. In July 2009, the Security Council took note of the UNODC report entitled *Transnational Trafficking and the Rule of Law in West Africa: A Threat Assessment*, presented by the Executive Director of UNODC, and commended the multi-stakeholder comprehensive approach in assisting the subregion through the West Africa Coast Initiative, a joint effort of UNODC, the Department of Peacekeeping Operations and the Department of Political Affairs of the Secretariat, the United Nations Office for West Africa and INTERPOL, which have agreed to jointly support the Economic Community of West African States (ECOWAS) Regional Action Plan on Illicit Drug Trafficking and Organized Crime for the period 2008-2011. In November and December 2009, the Executive Director of UNODC was invited to address the Security Council on the situation in Guinea-Bissau, West Africa and the African continent as a whole and was subsequently requested by members of the Security Council to provide the Council with regular updates on the situation and progress made with regard to the challenges faced by West Africa related to drug trafficking and organized crime.

50. In 2009, UNODC, with the support of international and development partners, has been successful in mobilizing additional resources to assist the subregion in combating drugs and related crimes. The States of West Africa have demonstrated

their commitment to the declarations made at the ECOWAS ministerial conference on drug trafficking as a security threat to West Africa held in Praia in October 2008 and have taken action to implement the ECOWAS Regional Action Plan.

51. The ECOWAS Commission has also taken the necessary steps to implement the ECOWAS Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crime in West Africa and the Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime and Drug Abuse in West Africa (2008-2011), starting with the strengthening of its existing structure for combating illicit drugs and crime. In December 2009, the ECOWAS Commission, with the support of UNODC, in partnership with the United Nations Office for West Africa, held a donor round table in Vienna, hosted by the Government of Austria, at which were presented the main initiatives to support the ECOWAS Action Plan, including the ECOWAS operational plan and the monitoring and evaluation mechanism.

B. Crime

1. The global response to human trafficking

52. UNODC, in the framework of UN.GIFT, undertook a comprehensive collection of the official national data to prepare the *Global Report on Trafficking in Persons* in 2009. Building on that effort, UNODC is working to establish an international monitoring mechanism for trafficking in persons.

2. Evolving threat of transnational organized crime

53. UNODC undertook the preparation of a global transnational organized crime threat assessment study in 2009, to be completed in 2010. The report will assess a range of transnational organized crime activities. As part of this work, UNODC conducted background research on some threats posed by “emerging” issues such as cybercrime and trafficking in natural resources.

3. Countering piracy in East Africa

54. In 2009, UNODC undertook new work to support the prosecution of piracy suspects arrested by national navies in the northern Indian Ocean. However, while navies have proved highly effective in arresting pirates, their mission can be successful only if States of the subregion are willing and able to prosecute, while meeting international human rights obligations. UNODC has worked with a number of countries, principally Kenya and Seychelles, to provide support to the police, courts, prosecutors and prisons to ensure that the trials of Somali suspects are effective, efficient and fair. In doing so, improvements have been made to the local criminal justice institutions to the benefit of all who use them, not only the 150 suspects of piracy that have appeared before those courts. UNODC developed the Somali custodial corps at the end of 2009 and completed work on building 10 prisons in Somaliland and Puntland. That will allow piracy suspects who are Somali nationals to be held in the prisons of Kenya, Seychelles and other States in the region and be transferred back to Somalia to serve the remainder of their sentences. The programme continues to grow, and UNODC is well established as the lead agency in support of piracy prosecutions.

4. Cybercrime

55. UNODC held an expert group meeting on cybercrime on 6 and 7 October 2009 to discuss and assess the role of UNODC in the fight against cybercrime in developing countries. Participants in the meeting considered initiatives and programmes already developed by other organizations, institutions and national authorities and assessed how UNODC could best create synergies with such initiatives. UNODC, together with International Scientific and Professional Advisory Council, organized a conference on protecting children from sexual offenders in the information technology era, held in December 2009. The outcomes and recommendations of both meetings, along with other activities to counter cybercrime, will be presented at the Twelfth United Nations Congress on Crime Prevention and Criminal Justice and to the Commission on Crime Prevention and Criminal Justice at its nineteenth session, for follow-up.

C. Information collection and analysis

56. In line with result area 2.1, “threat and risk analysis”, of the strategy for the period 2008-2011 for UNODC (E/CN.7/2007/14-E/CN.15/2007/5), UNODC has sought to identify, analyse and monitor global drug and transnational organized crime threats. Building on previous efforts, tools and products such as the annual report questionnaire, the United Nations Survey of Crime Trends and Operations of Criminal Justice Systems, field surveys, the *World Drug Report* and regional and thematic studies, UNODC is working to develop the capacity and methods needed to produce the information requested by Member States. Although progress has been made, more needs to be done to achieve the goal of producing systematic and comprehensive analysis with a view to continuously informing multilateral policy and response formulation.

VI. Criminal justice and crime trends

A. Criminal justice

57. In the area of crime prevention and criminal justice reforms in developing, transitional and post-conflict societies, UNODC published tools and policy documents and provided technical assistance through 35 programmes in 28 countries, with the main growth areas being penal reform and alternatives to imprisonment, victim empowerment and conflict resolution and prevention. UNODC has expanded its activities in the field of prison reform, with a budget of about \$30 million, funding projects mainly in Africa, the Middle East and West and Central Asia, with other projects being developed in Latin America and the Caribbean. Assistance was provided by UNODC, jointly with the Department of Peacekeeping Operations and UNDP, to Afghanistan, Guinea-Bissau, Haiti, Liberia, Sierra Leone, Somalia and the Sudan. As a partner agency of the Armed Violence Prevention Programme,¹⁰ UNODC contributed to the first joint assessment mission,

¹⁰ Other agencies participating in the Armed Violence Prevention Programme are the Office for Disarmament Affairs of the Secretariat, the United Nations Children’s Fund, UNDP, UN-Habitat and WHO.

to Kenya. As a result, a set of recommendations to the United Nations country team has been formulated, and support for the implementation of a national victimization survey is under way. UNODC developed a thematic programme on crime prevention and criminal justice reform for the period 2009-2011 and included crime prevention and criminal justice components in all the regional programmes that it developed.

58. Tools were developed to facilitate the implementation of relevant United Nations standards and norms in crime prevention and criminal justice. As part of its Criminal Justice Assessment Toolkit,¹¹ UNODC developed four tools, on gender, crime prevention, forensics and border control. In addition, UNODC published the *Handbook on Prisoners with Special Needs*,¹² the *Handbook for Prison Managers and Policymakers on Women and Imprisonment*¹³ and the *Handbook on Planning and Action for Crime Prevention in Southern Africa and the Caribbean Regions*.¹⁴ In cooperation with the Department of Peacekeeping Operations, UNODC published the United Nations Criminal Justice Standards for United Nations Police and, in cooperation with the United Nations Children's Fund (UNICEF), published the Model Law on Justice in Matters involving Child Victims and Witnesses of Crime. In addition, UNODC worked in partnership with the UN-Habitat Safer Cities Programme to develop a crime prevention assessment tool for use by United Nations entities, donor organizations, Government officials and other key stakeholders.

59. In the area of setting new standards, in March 2009, in cooperation with the Government of Thailand, UNODC organized the meeting of the intergovernmental expert group to review and update the Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice, held in Bangkok from 23 to 25 March 2009 (E/CN.15/2010/2). In November 2009, also in cooperation with the Government of Thailand, an open-ended intergovernmental expert group meeting to develop supplementary rules specific to the treatment of women in detention and in custodial and non-custodial settings was held, pursuant to Commission on Crime Prevention and Criminal Justice resolution 18/1. In addition, preliminary work has started to develop a set of United Nations principles and guidelines for improving access to legal aid in criminal justice systems.

60. UNODC strengthened partnerships with other United Nations agencies, regional organizations and non-governmental organizations. It also supported the development of a multisectoral crime prevention strategy to facilitate cooperation among States in the Caribbean subregion by providing assistance to the Caribbean Community. UNODC carried out joint programming missions with UN-Habitat to Honduras in April 2009, began implementation of the memorandum of understanding with UNDP in the area of criminal justice and carried out a joint regional training session with UNICEF on juvenile justice indicators. UNODC is part of the of the United Nations Rule of Law Coordination and Resource Group, and in that framework cooperated in the development of the United Nations Rule of

¹¹ Available from <http://www.unodc.org/unodc/en/justice-and-prison-reform/Criminal-Justice-Toolkit.html>.

¹² United Nations publication, Sales No. E.09.IV.4.

¹³ United Nations publication, Sales No. E.08.IV.4.

¹⁴ United Nations publication, Sales No. E.09.IV.1.

Law website and document repository (www.unrol.org) and the development of unified training by the United Nations in the area of the rule of law. UNODC is also a member of the steering committee of the Interagency Panel on Juvenile Justice and, in partnership with UN-Habitat, carried out expert consultations for a good practices handbook on policing urban spaces.

B. Law enforcement

61. In 2009, UNODC published a handbook on serious and organized crime threat assessments to assist policymakers and managers with respect to serious and organized crime through the analysis of immediate threats, current trends and future challenges. Concurrent with the development of such tools, UNODC will encourage States to make relevant data and statistics available to a United Nations technical working group, to include contributors from independent think tanks and other organizations, that will work to identify the nature of future organized crime threats and thus support the development of sound strategies to be adopted now to anticipate those threats.

62. The acquisition of new knowledge, the transfer of skills, the acceptance of new ideas and the introduction of new procedures are essential elements in supporting capacity-building for law enforcement. The UNODC Computer-based Training (CBT) programme, given a “UN 21 Award”, has remained a cornerstone of UNODC technical assistance delivery, and 10 new areas of the CBT curriculum are being developed: the smuggling of migrants, advanced anti-human trafficking techniques, integrity and ethics, violence against women, identity crime, first responders to a crime scene, crimes against children, wildlife trafficking, training on HIV/AIDS for law enforcement staff and community policing.

63. UNODC, working in partnership with other United Nations bodies and international organizations, will assist Member States in disrupting and dismantling criminal networks responsible for the production, trafficking and sales of counterfeit medicine. UNODC will also help States to adopt more adequate legislation, strengthen forensic capacities to identify fraud, support the investigatory arm of national authorities to prosecute offenders who manufacture counterfeit drugs and form the necessary partnerships to tackle the counterfeit medicine industry.

64. In 2009, UNODC programme support to counter trafficking in human organs advanced a step further. In the future, UNODC will take action in accordance with the findings of the Joint Council of Europe/United Nations study on trafficking in organs, tissues and cells and trafficking in human beings for the purpose of organ removal.¹⁵ UNODC will support studies to develop the knowledge to accurately assess and understand the dynamics of this illicit market and will provide basic investigation training, support the collation and analysis of information, as well as the development of that information into intelligence, and information exchange. UNODC will work with international partners such as the Council of Europe, the European Police Office, INTERPOL and the World Customs Organization to provide informed support to the efforts of national authorities to act against those responsible for this trade.

¹⁵ Available from www.coe.int.

C. Data collection, research and monitoring of drug and crime trends

65. The *World Drug Report 2009*¹⁶ noted encouraging reductions in the global production of cocaine and heroin and in cocaine and cannabis consumption in certain regions, while highlighting the worsening of the global problem with respect to amphetamine-type stimulants. The *World Drug Report 2009* also contained an overview of the unintended consequences of the international drug control system. The results of the Afghanistan opium survey, released in August 2009, showed a decline in opium poppy cultivation and an increase in the number of poppy-free provinces. In December 2009, illicit opium survey reports were published for South-East Asia (Lao People's Democratic Republic, Myanmar and Thailand), and the findings point to a slight increase in opium poppy cultivation and an overall decrease in opium production in the Golden Triangle. New data on coca bush cultivation in the Andean countries in 2008 were published in June 2009 and showed an overall decrease in global cocaine production.

66. Pursuant to Commission on Narcotic Drugs resolution 52/12, on data collection, in July 2009 UNODC organized an informal expert meeting on drug statistics to support the drafting of the new data collection tools to be submitted to the open-ended intergovernmental expert group meeting on improving the collection, reporting and analysis of data. Pursuant to the same resolution, UNODC also organized an open-ended intergovernmental expert working group in Vienna from 12 to 15 January 2010 to make specific recommendations on the improvement of tools for the collection, collation, analysis and reporting of relevant drug-related data, and on the possibility of adopting a single, comprehensive data collection tool. Furthermore, pursuant to Economic and Social Council resolution 2009/25, UNODC plans to organize an open-ended intergovernmental expert working group to make specific recommendations on the improvement of tools for the collection of relevant crime and criminal justice data, as well as their analysis and dissemination, to be hosted by the Government of Argentina in February 2010.

67. In 2009, UNODC continued the regular collection of data on selected crimes through the Eleventh United Nations Survey of Crime Trends and Operations of Criminal Justice Systems. Data from previous survey rounds analysed in 2009 showed that three of the five types of crime surveyed (intentional homicide, house burglary and automobile theft) slightly decreased, while two (robbery and drug-related crime) increased. Over the period 2004-2006, only drug-related crime continued to increase.¹⁷ UNODC continued its work on the promotion of surveys of victimization through the UNODC/United Nations Economic Commission for Europe manual on victimization surveys and through surveys carried out in several African countries, including Cape Verde, Ghana, Kenya and the United Republic of Tanzania. UNODC also continued its involvement in inter-agency efforts to develop indicators on violence against women and juvenile justice information. Surveys in rural and urban areas of Afghanistan were carried out to assess awareness and experience of corruption. Together with UNDP, UNODC started methodological

¹⁶ United Nations publication, Sales No. E.09.XI.12.

¹⁷ Data based on trends observed in selected categories of crime recorded by police in countries that consistently completed the United Nations Survey on Crime Trends and Operations of Criminal Justice Systems in the period 1995-2006.

work aimed at building capacity for the development of integrity surveys for public officials in Iraq.

68. In 2009, the global Synthetics Monitoring: Analysis, Report and Trends (SMART) programme held an inaugural regional workshop in Bangkok for 10 Member States in the Asia-Pacific region to identify gaps in the generation, management, analysis and reporting of synthetic drug information, followed by national capacity-building workshops in Cambodia, Myanmar and the Philippines. In the framework of the SMART programme, UNODC published the 2009 annual report *Patterns and Trends of Amphetamine-type Stimulants and Other Drugs in East and South-East Asia (and Neighbouring Regions)*, which provides an in-depth analysis of the illicit synthetic drug situation in the region. The two biannual SMART updates published in 2009 highlighted emerging information illustrating shifts in the manufacture of, trafficking in and use of various synthetic drugs.

D. Scientific and forensic support

69. Pursuant to Commission resolution 52/7, on quality evaluation of the performance of drug analysis laboratories, UNODC developed a web-based portal for its international collaborative exercises, a proficiency-testing scheme for drug analysis laboratories, which provides the instant, personalized and confidential evaluation of results submitted by participating laboratories and currently supports some 60 laboratories in 34 Member States. Support to the laboratory and law enforcement sectors resulted in the development of tools such as the multilingual dictionary of precursors¹⁸ and a computer-based training module on using UNODC drug test kits, as well as a series of best practice manuals related to aspects of quality management. Forensic training programmes were delivered in Nigeria, in partnership with INTERPOL, on crime scene and physical evidence awareness and with the Organization for Security and Cooperation in Europe, in Turkmenistan, on identification of drug precursors. Active promotion by UNODC of international cooperation in the forensic sector led to the inauguration of the Asian Forensic Sciences Network, which as at November 2009, had 14 member institutes in 10 countries.

70. The timely on-the-ground forensic support to Guinea provided the strongest evidence to date of illicit synthetic drug manufacture in West Africa. In addition, expert scientific advice was provided on issues including the disposal of chemicals, the global situation with respect to amphetamine-type stimulants and international forensic cooperation, including at forums such as the meetings of Heads of National Drug Law Enforcement Agencies of Asia and the Pacific and Africa and the Subcommittee on Illicit Drug Traffic and Related Matters in the Near and Middle East.

¹⁸ *Multilingual Dictionary of Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances under International Control* (United Nations publication, Sales No. M.09.XI.14).

VII. Strengthening the United Nations Office on Drugs and Crime

A. Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime

71. In 2009, UNODC steadily pursued a comprehensive strategic approach, of which the thematic programmes, the regional programmes and the new thematic pillars (transnational organized crime, corruption, criminal justice, health and terrorism prevention) are key interrelated elements. As strategic tools, the thematic and regional programmes are interlinked. Thematic programmes provide policy guidance that is translated into activities by way of the regional programmes. The thematic programmes provide a conceptual synthesis of the work of UNODC (i.e. mandates, guiding principles, approaches, methodologies and tools) covering each of its thematic focus areas, such as organized crime, corruption, criminal justice reform and crime prevention, health and terrorism prevention. The regional programmes, meanwhile, adopt a “bottom up” approach ensuring full consultation with Member States in the field with respect to their priorities and, by so doing, set out clear objectives for the provision of technical assistance by UNODC and for partnership-building. Both the thematic and regional programme documents are the result of a collaborative interdivisional process carried out through flexible task teams.

72. The regional programmatic approach has several aims: (a) full ownership by partner countries through alignment with national and regional policies and priorities; (b) an integrated framework linking the normative and operational aspects of the work of UNODC to provide know-how and expertise at the national and regional levels; (c) a move from a project-based approach to a programme approach; and (d) more effective cooperation and planning with other United Nations entities and multilateral donors. In line with the new approach, UNODC has developed a new generation of regional programmes covering East Asia and the Pacific, East Africa, Central America and the Caribbean and the Balkans. Further regional programmes will be launched in 2010, including for West Africa, North Africa and the Middle East, Southern Africa, Central Africa, Central Asia, West Asia and the Southern Cone of Latin America.

73. That approach has enabled UNODC to secure a stronger sense of ownership and political endorsement by countries of the regions concerned through an extensive consultation process culminating in regional expert and ministerial meetings held in Nairobi, Belgrade, Santo Domingo and Managua. The new approach in field programming means, inter alia, that gradually UNODC will move towards a more unified system of fund allocation, monitoring and reporting, thus reducing the administrative burden of individual project management. Overall, the concept of integrated programming is increasingly guiding the daily work of UNODC and has proved instrumental in acting as “one UNODC”.

74. An online programme and operations manual unifies the various operating instructions, standard procedures and rules of UNODC. UNODC is also ensuring a special focus on gender issues as part of its technical assistance portfolio and plans to introduce a more stringent impact assessment requirement as part of its

evaluation activities. The third quarter review of field offices' programme delivery confirmed the upward trends observed in previous years. As of October 2009, programme delivery by UNODC field offices had reached a total of \$132.68 million, corresponding to a 64-per-cent delivery rate. That represented a 61-per-cent increase in expenditures between October 2008 and October 2009, which will lead to the highest annual delivery in UNODC history, estimated at between \$178 and \$190 million. Despite a continuous decline in its general-purpose resources, UNODC has managed to double its field delivery in the past two years, although that increase is mainly due the increased size of the programme in a few countries.

B. Finance and partnerships

1. Governance and the financial situation of the United Nations Office on Drugs and Crime

75. In 2009, UNODC faced a difficult financial situation, with a sharp decline in general-purpose income, partially exacerbated by the global financial crisis. General-purpose income dropped from \$17.8 million in 2008 to an estimated \$13.1 million, a decline of 26 per cent, which necessitated the implementation of a series of cost-cutting measures, including the abolition of 29 posts funded by general-purpose income and significant reductions in travel, consultancies, training, operating expenses and contractual services. Those measures have also entailed a substantial realignment of the field office network, increased cost-sharing of common costs with special-purpose projects and the streamlining of the work of some organizational units. The Secretariat provided in-depth briefings to Member States on the financial situation facing UNODC and the details of the measures being taken to cut costs (see E/CN.15/2009/22). While general purpose-funds represent less than 6 per cent of the total funding available to UNODC, the savings requirements had a disproportionate impact on the day-to-day functioning of UNODC and presented a serious challenge for the work of UNODC. General-purpose resources fund, in part, the Independent Evaluation Unit, policy analysis and research, advocacy, strategic planning, human security and rule of law, health and human development, field offices and the Programme and Financial Information Management System (ProFi). At the same time, special-purpose income dropped from \$270.6 million in 2008 to an estimated \$197.9 million in 2009, a decline of 26.9 per cent. The level of special-purpose funds in proportion to general-purpose funds continues to place considerable strain on UNODC programmes and programme support services which are funded from declining multilateral core resources (general-purpose funds and the regular budget). Most voluntary contributions are tightly earmarked for specific projects and leave little operating flexibility to respond to complex programming and management challenges.

76. In view of these financial difficulties, the consolidated budget for the biennium 2010-2011 for UNODC, which was approved by the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, in December 2009, was a fiscally austere budget, based on the level of 2009 income. The cost-saving measures taken in 2009 will be maintained and extended through the biennium 2010-2011 unless general-purpose income returns to the level

achieved in 2008 or if special-purpose contributions are secured for these specific purposes.

77. Through Commission on Narcotic Drugs resolution 52/13 and Commission on Crime Prevention and Criminal Justice resolution 18/3, both entitled “Improving the governance and financial situation of the United Nations Office on Drugs and Crime”, and Economic and Social Council decision 2009/251, entitled “Frequency and duration of the reconvened sessions of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice”, a standing open-ended intergovernmental working group was established to discuss and formulate recommendations on how to improve the governance structure and financial situation of the United Nations Office on Drugs and Crime. The working group will submit its report and any recommendations to the Commission on Narcotic Drugs at its fifty-third session, in March 2010, and to the Commission on Crime Prevention and Criminal Justice at its nineteenth session, in May 2010.

2. Widening the donor base and increasing contributions

78. The UNODC consolidated budget for drug and crime programmes for the biennium 2008-2009 amounts to \$504.7 million, including about \$ 39.2 million (7.8 per cent) from the regular budget of the United Nations.¹⁹ Voluntary contributions are budgeted for an amount of \$465.5 million, of which \$312.4 million (67.1 per cent) for the drugs programme and \$153.1 million (32.9 per cent) for the crime programme. Within the segment of voluntary contributions, general-purpose resources for drugs and crime amounted to \$30.1 million for the biennium. UNODC intensified cooperation with its major, emerging and national donors. Fourteen informal major donor meetings were held on a number of important issues involving policy, funding and operational priorities.

79. In 2009, voluntary contributions for both drugs and crime were expected to be pledged in an amount of \$211.1 million,²⁰ representing a decrease of 18.8 per cent from the previous year. Special-purpose and programme funding is estimated at \$200.1 million, while general-purpose funding will be \$11.0 million (5.2 per cent). A marked shift occurred in the UNODC funding composition. The major donors group provided about 63 per cent of all voluntary funding, compared with 52 per cent in 2008, while the emerging and national donor group accounted for about 26 per cent. Donations from other contributors, such as United Nations agencies, international financial institutions and private foundations, totalled about 11 per cent, which is 8 per cent more than the amount for 2008. Significantly increased pledges in 2009 were made by Australia, Austria, Canada, Finland, Germany, Japan, the Republic of Korea, Sweden, Thailand and the United Kingdom of Great Britain and Northern Ireland. Key institutional support for general-purpose funding in 2009 was primarily funded (93 per cent of total) by a small group of major donors such as Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Japan, Luxembourg, Norway, Spain, Sweden, Turkey and the

¹⁹ Excluding the share of the regular budget of the United Nations allocated to the United Nations Office at Vienna.

²⁰ That amount represents signed funding agreements and is not necessarily equal to income actually received by UNODC.

United States of America. Brazil, Colombia and Mexico provided significant cost-sharing contributions for the local support budget.

C. Inter-agency cooperation

1. Partnerships with the European Commission, international financial institutions and other institutions

80. In 2009, UNODC and the European Commission held annual policy consultations at the senior level. Key policy topics reviewed included drug-related issues in Afghanistan, West Africa and Latin America and the Caribbean, the follow-up to the 10-year review of progress achieved by Governments in meeting the goals and targets set by the General Assembly at its twentieth special session; the new joint programme of UNODC and WHO on drug dependence treatment and care; the implementation of the United Nations crime conventions; and the joint programme on piracy. Also, the overall funding situation was reviewed. In operational terms, cooperation between the European Commission and UNODC was enhanced and reached an unprecedented, high level. The first joint European Commission/UNODC programme concerning support to the trial and related treatment of piracy suspects in the Horn of Africa was launched. By end of the year 2009, 21 projects were ongoing, with a total budget of nearly €80 million, of which the European Commission provided about €74 million.

81. UNODC worked with the African Union Commission in support of the African Union Plan of Action on Drug Control and Crime Prevention (2007-2012). A joint UNODC/African Union Commission project was launched to strengthen the capacity of the Commission and the regional economic communities.

82. UNODC also strengthened partnerships with regional organizations. Enhanced triangular cooperation has been sought in Central America and the Caribbean between the Caribbean Community and the Central American Integration System. UNODC is providing support for the implementation of the Santo Domingo Partnership and Monitoring Mechanism, adopted in Santo Domingo in February 2009, to strengthen regional cooperation in the fight against illicit drugs and crime.

83. Cooperation was increased with both the Inter-American Development Bank and the World Bank. UNODC worked closely with the World Bank in the framework of the Stolen Asset Recovery (StAR) Initiative. In May 2009, a joint guide was released to help States recover assets through non-conviction-based asset forfeiture.

84. UNODC cooperation with the private corporate sector, as well as a number of private foundations, is of growing importance. This cooperation encompasses advocacy, marketing support, project management and training, as well as direct sponsorship of certain UNODC programmes, including research and publications, in the area of drug abuse prevention, crime prevention, countering money-laundering and countering corruption.

2. Partnerships with entities of the United Nations system

85. UNODC strengthened its partnerships with other United Nations agencies in view of the “Delivering as one” initiative, for programmes carried out in Cape Verde, Mozambique and Viet Nam. UNODC staff have been placed in the integrated peacebuilding offices in Guinea-Bissau and Sierra Leone. UNODC has engaged with the Multi-Donor Trust Fund Office and has been successful in mobilizing resources for inter-agency projects. One highlight of inter-agency coordination is a programme concept to support the implementation of the Economic Community of West African States regional action plan on illicit drug trafficking and organized crime (2008-2011). UNODC has formed a partnership with the Department of Peacekeeping Operations, the Department of Political Affairs, the United Nations Office for West Africa and INTERPOL to implement that programme.

86. A cooperation agreement between UNODC and UNDP was signed in February 2009 and the joint anti-corruption campaign “Your No Counts” was launched (www.yournocounts.org). UNODC and UNDP have developed a joint anti-corruption technical assistance programme in Iraq. Significant efforts have been made to implement the UNODC/UN-Habitat memorandum of understanding. A joint crime prevention assessment tool has been developed, as well as a joint technical assistance tool on policing in urban spaces, which will be ready in early 2010.

87. UNODC continues to engage with UNICEF in the area of juvenile justice. In 2009, a joint training package for professionals working with child victims and witnesses of crime was developed. In addition, UNODC is part of the Coordinating Action on Small Arms, which comprises 19 agencies, funds and programmes of the United Nations and is chaired by the Office for Disarmament Affairs of the Secretariat.

3. Partnerships with civil society

88. An independent evaluation of the “Beyond 2008” project that brought the voices of non-governmental organizations to the high-level segment of the fifty-second session of the Commission on Narcotic Drugs concluded that consultation process was “participatory, relevant and efficient” and provided a series of recommendations to UNODC, the Vienna Non-Governmental Organization Committee on Drugs and the Commission on Narcotic Drugs. Building on the findings and the recommendations of that evaluation, UNODC has developed a new project entitled “Looking beyond: towards a stronger partnership with civil society on drugs and crime prevention”, which will consolidate the partnership with the Committee and further reach out to civil society organizations working on anti-corruption crime prevention, criminal justice and human trafficking. The project activities started with engaging civil society organizations in the promotion of the Convention against Corruption and facilitated their participation in the third session of the Conference of the State Parties to the United Nations Convention against Corruption, which took place in Doha from 9 to 13 November 2009.

VIII. Recommendations

89. It is recommended that the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, in the context of their respective mandates, and Member States, should consider the following actions:

Data collection

(a) Continue to strengthen drug and crime data collection activities and reporting to the United Nations through the periodic questionnaires and individual seizure reports, as well as supporting the dissemination of drug and crime statistics to Member States and the international community through the Internet and reports, including the publishing of the *World Drug Report*;

(b) Encourage Member States to commit resources to help developing countries to design and improve systems for the generation, management, analysis, reporting and use of information on illicit drugs that is necessary for policy and programme development;

Scientific and forensic capacity

(c) Encourage the participation of forensic laboratories in proficiency testing schemes as a commitment to quality and continuous improvement and provide the necessary support, including but not limited to import authorizations for controlled substances used in those testing schemes, to facilitate the process;

Terrorism

(d) Provide further guidance and sustained support to strengthen the work of UNODC in the area of counter-terrorism, in particular, sustained and custom-tailored capacity-building technical assistance for domestic criminal justice practitioners involved in the investigation, prosecution and adjudication of terrorism cases;

(e) Invite Member States and relevant subregional, regional and international organizations to work closely with UNODC in the area of combating terrorism and encourage Member States to increase the level of resources provided to enable UNODC to adequately respond to the requests for technical assistance activities in the area of terrorism prevention;

Financial support

(f) Emphasize the importance of providing regular and adequate core resources to enable UNODC to fully implement its mandates and to provide support in accordance with the increasing demand for technical assistance by Member States. In particular, financial support would be required for the successful implementation of the regional programmes being launched in many areas of the world.