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## Commission on Narcotic Drugs

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### Policy directives to the United Nations International Drug Control Programme

## Commission on Crime Prevention and Criminal Justice

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Vienna, 11-20 May 2004

Item 4 of the provisional agenda\*\*

### Work of the Centre for International Crime Prevention

## Development, security and justice for all

### Report of the Executive Director

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## **I. Introduction**

1. The problems of new and vicious forms of terrorism, the spreading of crime, corruption, drug abuse and trafficking each cause grave suffering; those problems collectively constitute threats to peace and stability. The poorer the country, the greater the risk that uncivil behaviour will render development unsustainable. The present report describes the work of the United Nations Office on Drugs and Crime to assist Member States in their efforts to counter those threats.

2. What the United Nations Office on Drugs and Crime can do should not be overestimated. The operational priorities that were agreed by Member States in January 2003, reflected in the consolidated budget for the biennium 2004-2005 (E/CN.7/2003/20 and Add.1), set the resource requirements at US\$ 180.4 million, representing an increase of 12.7 per cent compared with the amount for the biennium 2002-2003.

## **II. Peace and security**

### **A. Legal framework**

3. The United Nations Office on Drugs and Crime is the custodian of international conventions to counter the world drug problem, transnational organized crime and corruption. It has also been mandated to assist States in becoming parties to and implementing the 12 universal instruments on terrorism.

#### **International drug control conventions**

4. The Single Convention on Narcotic Drugs of 1961,<sup>1</sup> the Convention on Psychotropic Substances of 1971<sup>2</sup> and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,<sup>3</sup> which have been ratified by nearly all Member States, provide the legal framework for international drug control. In 2003, the ministers and government representatives participating in the ministerial segment of the forty-sixth session of the Commission on Narcotic Drugs adopted the Joint Ministerial Statement, in which they reiterated the importance of States parties fully implementing those conventions. In 2003, the United Nations Office on Drugs and Crime continued to assist States in complying with the provisions of those conventions and supported the International Narcotics Control Board in monitoring their implementation.

5. Multilateralism is essential to the maintenance of the international drug control system, which is weakened if States parties do not fulfil their treaty obligations. In 2003, the United Nations Office on Drugs and Crime worked intensively to preserve and strengthen the international drug control system.

#### **The United Nations Convention against Transnational Organized Crime and its Protocols and the United Nations Convention against Corruption**

6. During 2003, the United Nations Office on Drugs and Crime assisted Member States in ratifying the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annex I) and its three Protocols. In the course of the year, a significant step forward was made: the Convention entered into

force on 29 September 2003, less than 36 months after the holding of the high-level political signing conference for the Convention in Palermo, Italy. On 25 December 2003, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Assembly resolution 55/25, annex II), also entered into force. Finally, on 28 January 2004, the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (Assembly resolution 55/25, annex III), also entered into force.<sup>4</sup> The United Nations Office on Drugs and Crime will serve as the secretariat for the Conference of the States Parties to the United Nations Convention against Transnational Organized Crime.<sup>5</sup>

7. News is not uniformly good. There is general agreement that illicit trafficking in firearms remains a real threat to peace in many societies and that firearms, which are easily available and cheap even in the most remote corners of the world, maim and kill millions of people. Despite efforts by the United Nations Office on Drugs and Crime, the entry into force of 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 (General Assembly resolution 55/255, annex), has been delayed. The United Nations Office on Drugs and Crime once again calls on Member States to increase their efforts to control the illicit manufacturing and smuggling of firearms. By their early accession to the Protocol, Governments would demonstrate their commitment to addressing the problem.

8. Another landmark achievement in 2003 was the adoption by the General Assembly of the United Nations Convention against Corruption (Assembly resolution 58/4, annex), the first international instrument of its kind. The Convention, which reflects the unprecedented strong commitment of Member States, sets new global standards and opens new avenues for genuine international cooperation against the scourge of corruption.<sup>4</sup> The United Nations Office on Drugs and Crime will assist Member States in becoming parties to the Convention as soon as possible, thus joining forces to control corrupt practices.

## **B. Support to treaty implementation**

### **Legal assistance**

9. The United Nations Office on Drugs and Crime is mandated to ensure that the relevant international conventions provide an effective legal framework in support of peace and security—at the national level as well as through international cooperation. Over the years, the Office has developed unique expertise in assisting States in improving national legislation and strengthening the criminal justice system: best practices have been identified, toolkits have been prepared, model legislation has been drafted and mentors have been provided for day-to-day casework. During 2003, work was intensive in all those areas.

### **Law enforcement**

10. During 2003, the United Nations Office on Drugs and Crime helped Member States to establish state-of-the-art law enforcement mechanisms, promoting joint

international operations. Training of law enforcement officials, investigators, prosecutors and judges has been a high priority. The Office has provided specialized training in modern investigative techniques, such as covert intelligence and off-site evidence gathering, and in the use of advanced intelligence software.

11. The United Nations Office on Drugs and Crime has identified and promoted best policing practices, facilitating cross-border law enforcement cooperation. The Global Programme against Organized Crime has contributed to the establishment of a global network of specialists, as a step towards implementation of the relevant treaties.<sup>6</sup> The annual regional meetings of heads of national drug law enforcement agencies have served as a forum for direct inter-agency cooperation. Cross-border law enforcement was promoted, particularly in precursor control, controlled delivery operations, undercover operations, surveillance, tracking equipment, witness protection programmes and financial investigation. In many countries, a substantial amount of state-of-the-art equipment was provided.<sup>7</sup> In all of those areas, the United Nations Office on Drugs and Crime worked closely with the relevant law enforcement agencies, such as the International Criminal Police Organization (Interpol), the Customs Co-operation Council (also called the World Customs Organization), the European Police Office (Europol) and the Southeast European Cooperative Initiative.

### **C. Countering trafficking in humans**

12. Trafficking in persons is widespread and growing reality. It has been estimated that more than 700,000 people are trafficked each year for sexual exploitation alone. Trafficking in women, especially young girls, is possibly the fastest-growing type of organized crime. In addition, hundreds of thousands of people work as de facto “modern slaves” in sweat shops, on merchant ships and on countryside estates. In many parts of the world, it is difficult to assist male victims because legislation against trafficking often focuses on women only and services for victims of trafficking are mainly available to female or child victims only.

13. International cooperation needs to address trafficking in persons more vigorously, using the legal framework provided by the Trafficking in Persons Protocol. The United Nations Office on Drugs and Crime, which has developed a data bank for the countries of origin, transit and destination of trafficked people, assists Member States in their efforts to address the problem. Furthermore, the Office provides assistance in the investigation of national and international trafficking rings, sharing best practices in identifying the victims, rescuing them from the immigration and financial difficulties that they inevitably face once they have been liberated and providing victim protection assistance. In cooperation with the United Nations Interregional Crime and Justice Research Institute, the United Nations Office on Drugs and Crime has initiated studies on the routes and processes involved in trafficking in persons, including the role of organized criminal groups.<sup>8</sup>

### **D. Countering terrorism through treaty implementation**

14. United Nations efforts to counter terrorism are based on strong obligations by Member States with regard to the 12 conventions and protocols on terrorism: the

treaties oblige States to adopt effective national policies to prevent terrorism and its financing. The United Nations Office on Drugs and Crime has been active in that area, contributing expertise that is uniquely relevant because it has been developed as a result of years of work in the areas of drug control and crime prevention.

15. The links between terrorism, drug trafficking and organized crime are another challenge to world peace and stability. In 2003, the United Nations Office on Drugs and Crime, working closely with the Counter-Terrorism Committee of the Security Council, supported the ratification and implementation of the 12 universal instruments on terrorism, as well as compliance with Security Council resolution 1373 (2001) of 28 September 2001.<sup>9</sup> The Office also assisted States in incorporating into domestic legislation provisions to enable them to fulfil their obligations under those instruments, while advocating the necessary human rights safeguards.<sup>10</sup>

#### **E. Countering money-laundering**

16. Terrorists, drug traffickers and other criminal groups use similar money-laundering schemes. The Global Programme against Money-Laundering has contributed to the implementation of Security Council resolution 1456 (2003) of 20 January 2003, providing assistance in such areas as drafting legislation and building capacity for investigators, prosecutors and operators in the financial sector, as well as establishing and strengthening financial intelligence units.

### **III. Poverty eradication**

17. At the Millennium Assembly of the United Nations, world leaders identified global poverty as one of the most daunting challenges. They adopted the United Nations Millennium Declaration, in which they resolved to halve extreme poverty by 2015 (General Assembly resolution 55/2, annex, para. 19). The United Nations Office on Drugs and Crime is helping to meet that goal through its drug and crime control efforts. That contribution is based on a double argument. Firstly, undeniably uncivil behaviours thrive where lawlessness prevails; this is especially the case in the world's poorest regions. Secondly, where bullets prevail over ballots, poverty cannot be overcome. In other words, poor societies find themselves in a vicious circle that can only be broken by addressing matters involving development, security and justice together as a whole: the work of the United Nations Office on Drugs and Crime is precisely about breaking that vicious circle.

#### **A. Alternative development**

18. In 2003, the United Nations Office on Drugs and Crime assisted Governments in reducing the cultivation of illicit drug crops, particularly opium poppy and coca bush. Progress has been undeniable, though uneven. Over the years, there have been success stories about sustained illicit crop elimination in Bolivia, the Islamic Republic of Iran, Lebanon, Pakistan, Peru, Thailand and Turkey. Illicit cultivation of opium poppy has been concentrated mainly in Afghanistan and Myanmar, while illicit coca bush cultivation is still prevalent mostly in Colombia. Most

Governments of countries in the Andean subregion and in South-East and South-West Asia have initiated alternative development plans aimed at curbing illicit crop cultivation. Those plans include the promotion of commercially viable agro-industry and agro-forestry projects, as well as the rational use of woodland resources and soil conservation. The programmes of the United Nations Office on Drugs and Crime, of which some are run independently and some are co-managed with other agencies and international financial institutions, have focused on the reduction of poverty, the empowerment of women, the creation, through investments in infrastructure, of new sources of livelihood and the protection of the environment. The programmes target the poorest of the poor, peasant families in isolated areas of the world—which is exactly where illicit drug production and trafficking thrive. The projects are designed and implemented with full empowerment of the beneficiaries, including special measures to overcome gender bias.

19. The United Nations Office on Drugs and Crime has directly promoted, or has helped to incorporate into the national poverty alleviation strategies, best practices in alternative development in Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Myanmar, Peru and Viet Nam. In Latin America, pilot projects reached tens of thousands of farming families, organized under agro-businesses and producer associations. In addition to generating legal employment (and therefore income) for young people and women, alternative livelihood schemes contributed to the production of legal exports and food crops, to the benefit of the balance of payments of the countries concerned. It is exactly that combination of micro- and macroeconomic benefits that make alternative development initiatives particularly attractive—and, once again, popular among policy makers, after a recent period of disaffection.

20. In recent years, there has been a sustained reduction of opium poppy cultivation in South-East Asia. Alternative development activities and related opium demand reduction activities in the Lao People's Democratic Republic and Myanmar contributed to a reduction of 60 per cent in opium production in the Golden Triangle between 1996 and 2003. Far-reaching partnership with development agencies is needed in order to accelerate the ongoing elimination of opium production in the Lao People's Democratic Republic and in Myanmar (where serious concerns about human rights undermine resource sharing) and to prevent illicit opium poppy cultivation from returning to Viet Nam. The United Nations Office on Drugs and Crime delivers model projects and promotes targeted development practices, yet the required capital and social infrastructure (roads, electricity, education and health services) can only be provided through the continuous engagement of development agencies.

21. Afghanistan faces a historic challenge: the establishment of an effective rule of law in the context of sustained development. In 2003, the progress achieved towards the creation of an effective, democratic system of government was impressive. However, the country's national security has been undermined by illicit crop cultivation and, increasingly, refining of and trafficking in illicit drugs. The resources produced by the opium economy in Afghanistan continue to be used to fund operations of criminal groups, corruption, money-laundering and terrorism, even beyond the country's borders. Indeed, neighbouring countries and those located along the opium trafficking routes<sup>11</sup> pay a high price: drug trafficking and the spreading of HIV/AIDS.

22. In 2003, the United Nations Office on Drugs and Crime assisted the Counter-Narcotics Directorate of the National Security Council of Afghanistan in building capacities in drug law enforcement and in the criminal justice sector. In a manner compatible with the still evolving security conditions, the Office has acted as a catalyst for drug control and has engaged the agencies involved in post-conflict reconstruction to ensure that the elimination of illicit drug crops remains a priority. In 2003, the Office helped to develop the national drug control strategy, which is aimed at the elimination of illicit cultivation of opium poppy within 10 years. Staff of the Counter-Narcotics Directorate were trained to improve the integration of issues related to drugs and crime into national reconstruction and development planning. The Office has supported the Afghan Judicial Reform Commission in upgrading the criminal justice system, the penitentiary system, the juvenile justice system and drug control legislation. Increased availability of Afghan opium leads to increased crime and terrorism; and opium addiction results in enormous suffering, especially in refugee camps. Therefore, in 2003 the Office sponsored demand reduction activities, research on the extent of drug abuse and the training of Afghan officials in drug abuse prevention.

23. All of Central Asia, in addition to the countries bordering that region, has been affected by the exportation of Afghan opium. The United Nations Office on Drugs and Crime has followed up on the recommendations of the Ministerial Conference on Drug Routes from Central Asia to Europe, held in Paris in May 2003, with an initiative aimed at achieving effective cross-border cooperation in countries along the drug trafficking routes.

## **B. Protecting the environment**

24. Illicit crop cultivation and the production of narcotic drugs have a considerable impact on the environment: they lead to deforestation, soil degradation and contamination through the disposal of toxic chemicals used in illegal drug laboratories. The United Nations Office on Drugs and Crime does not itself engage in illicit crop eradication, fumigation and similar campaigns, regardless of how effective they may prove to be. However, programmes of the United Nations Office on Drugs and Crime complement such activities, contributing to the protection of the environment by providing alternative sources of livelihood. For example, the reduction of illicit coca bush cultivation by means of forest management, which simultaneously raises income and protects the environment, is being pursued in the Andean countries. As soon as the security situation in Afghanistan allows similar operations, the Office will play a leading role in promoting them.

## **C. Promoting public health**

### **Reducing demand for illicit drugs**

25. The United Nations Office on Drugs and Crime assisted Member States in promoting drug demand reduction, demonstrating their commitment to achieving the targets set during the twentieth special session of the General Assembly, held in 1998. The Office has assisted States in: (a) establishing national drug abuse information systems; (b) promoting best practices in drug abuse prevention and the



treatment and rehabilitation of addicts;<sup>12</sup> and (c) implementing projects leading to reduced drug dependence.<sup>13</sup>

26. The expertise and support provided by the United Nations Office on Drugs and Crime in the area of prevention is especially noteworthy.<sup>14</sup> Through its Global Youth Network against Drug Abuse project, the Office has identified good practices in drug abuse prevention, promoting their implementation worldwide. The Network, which includes some 300 organizations in 50 different countries, has recently conducted the last (the project is ending) of its regional training workshops. The United Nations Office on Drugs and Crime has also used sports to promote healthy lifestyles; in Qatar, for example, a Football without Borders training camp was organized in Doha in October 2003. A similar initiative involving basketball had been launched earlier.

27. The United Nations Office on Drugs and Crime has developed a methodological resource known as the toolkit on drug abuse epidemiology to support: (a) the development of an integrated drug information system; (b) the implementation of school surveys on drug abuse; (c) prevalence estimation, that is, indirect methods for estimating the size of the drug problem; (d) data management and interpretation; and (e) qualitative research and focused assessment studies.<sup>15</sup>

28. The United Nations Office on Drugs and Crime continued to support the development of drug abuse education in schools. Projects targeting youth at risk were implemented in Central America, the Caribbean and Africa. The United Nations Office on Drugs and Crime also supported the mobilization of society through prevention projects in India, Myanmar and Viet Nam. The community mobilization phase of the Global Initiative on Primary Prevention of Substance Abuse, a project implemented jointly by the United Nations Office on Drugs and Crime and the World Health Organization (WHO), was finalized, reaching tens of thousands of young people and adults in Belarus, the Philippines, the Russian Federation, South Africa, Thailand, the United Republic of Tanzania, Viet Nam and Zambia. Representatives of more than 100 community-based organizations supported by the project met to identify best practices for substance abuse prevention, monitoring and evaluation. Following the successful establishment of local expert networks in Eastern Africa, the United Nations Office on Drugs and Crime also launched a local expert network on demand reduction in Western Africa.

29. With regard to treatment and rehabilitation, the United Nations Office on Drugs and Crime launched a number of regional projects, covering Belarus, the Republic of Moldova, the Russian Federation and Ukraine, as well as the Central Asian States (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan). The projects are aimed at the diversification of services available to injecting drug users, including treatment and the prevention of HIV/AIDS.

30. To support the priority given by Member States to combating the threat posed by amphetamine-type stimulants, the United Nations Office on Drugs and Crime conducted the first world survey of the problem. The publication *Ecstasy and Amphetamines: 2003 Global Survey*<sup>16</sup> indicated that the problem of amphetamine-type stimulants affected all countries, as producers or consumers or both. The abuse of such stimulants is spreading; it currently affects an estimated 40 million people, or 0.6 per cent of the world population, regardless of age, gender, nationality or

income. Global manufacture of amphetamine-type stimulants is estimated at approximately 530 tons; the business is valued at US\$ 65 billion.

#### **Countering the HIV/AIDS pandemic**

31. The challenge to the United Nations Office on Drugs and Crime in reducing the demand for illicit drugs is to reverse HIV/AIDS epidemics induced by injecting drug use. At the end of 2003, there were about 40 million people (margin of error: 15 per cent) living with HIV/AIDS; and in 2003, 3 million persons died of HIV/AIDS. While sub-Saharan Africa remains the most affected region (accounting for about 70 per cent of people living with HIV/AIDS), new epidemics have emerged in Central, South, South-East and East Asia, Latin America and Eastern Europe. One of the main causes of the recent HIV/AIDS epidemics is the sharing of contaminated injection equipment among drug abusers and risky sexual behaviour resulting from drug abuse. There are approximately 12.6 million injecting drug users in the world; and in some areas, up to 80 per cent of them are HIV-positive. In a number of countries, the majority of people living with HIV/AIDS are injecting drug users and their partners. It is estimated that at least 10 per cent of people living with HIV/AIDS worldwide are injecting drug users.

32. The United Nations Office on Drugs and Crime is in the process of significantly strengthening its capacity to respond to HIV/AIDS issues related to drug abuse. The Office has established a new unit for HIV/AIDS work, inter alia, to assist Governments in the implementation of preventive projects among drug abusers. HIV/AIDS advisers are being placed in the regional offices of the United Nations Office on Drugs and Crime in Bangkok, Moscow and Tashkent.

33. In July 2004, the United Nations Office on Drugs and Crime will assume the chairmanship of the Joint United Nations Programme on HIV/AIDS (UNAIDS) Committee of Cosponsoring Organizations. As the convening agency for all matters pertaining to injecting drug use as it relates to HIV/AIDS, the United Nations Office on Drugs and Crime leads the inter-agency task team on HIV/AIDS prevention among injecting drug users.<sup>17</sup>

34. Major challenges remain. According to a survey carried out in 2003, only 5 per cent of injecting drug users worldwide have been reached with HIV/AIDS prevention and care services. In prisons, the risk of HIV infection remains unacceptably high. Prevention activities for drug-abusing sex workers also remain insufficient. And finally, the nexus between trafficking in human beings and HIV/AIDS has not been addressed on a large enough scale. The United Nations Office on Drugs and Crime is in the process of developing and implementing activities in several countries with a view to helping the authorities in those countries to deal with this phenomenon.

#### **D. Africa's special needs**

35. Drug abuse and trafficking, organized crime, corruption, terrorism and the spread of HIV/AIDS have all impeded sustainable development in Africa. Levels of corruption remain high in many States; criminal justice agencies are often too poorly equipped to counter the problem effectively. The extent of human trafficking and corruption are not always well understood and measures to confront them are

frequently inadequate. Drug trafficking has actually increased across Africa, and it is often linked to corruption, money-laundering and trafficking in precursors. Those trends have resulted in very high levels of interpersonal violence in major urban areas, where poor social conditions and high unemployment are key factors leading to an environment conducive to crime. In spite of these obvious challenges, for too long the Governments of most African countries, development agencies and the international financial institutions operating in Africa have addressed drug and crime issues in isolation rather than as part of mainstream development initiatives. This trend cannot be allowed to go on.

36. The United Nations Office on Drugs and Crime is craving for more and better work in Africa. The main limitation is the nature of the funding of the United Nations Office on Drugs and Crime: mostly 90 per cent of its funding is made available by third parties, with “strings attached” (earmarked for use only in specific geographical or thematic areas). With the limited means at its disposal, the Office in 2003 supported the African Union in integrating drug- and crime-related issues into the New Partnership for Africa’s Development. The Office continued to work with Governments to strengthen judicial integrity and promoted the development of multisectoral programmes to combat drug trafficking and abuse, corruption, organized crime and terrorism. It helped to improve the seaport and airport law enforcement capabilities in several countries in Eastern and Southern Africa, with a view to putting a halt to trafficking in drugs and other commodities by organized crime. It also provided specialized training for judges, prosecutors and investigators to improve the implementation of the international drug control conventions. The Office assisted in the adoption and implementation of an action plan for countering trafficking in human beings in the member States of the Economic Community of West African States.

37. Substance abuse and especially drug trafficking and other criminal activities have been the focus of projects in urban centres. In 2003, action concentrated on persons living in shanty towns and townships, especially in South Africa (for example, in Soweto). Support is increasingly being provided to vulnerable groups, particularly those severely affected by war and conflict, such as child soldiers, forced into active conflict through violence and drug addiction. In 2003, the United Nations Office on Drugs and Crime was asked to organize treatment facilities following a period of conflict.

38. The HIV/AIDS pandemic in Africa is related to drug injection to a lesser extent than in other regions. However, the interaction is there and the risks cannot be overestimated. An initiative launched jointly by the United Nations Office on Drugs and Crime and UNAIDS in Africa resulted in several preventive actions in various countries.<sup>18</sup>

39. In 2003, civil society partners were once again mobilized. Small grants were provided to non-governmental organizations to support activities targeting drug abuse and HIV/AIDS. In South Africa, governmental and other organizations, allied with media groups, have cooperated with the United Nations Office on Drugs and Crime in campaigns throughout the country to raise awareness about those problems.

## **IV. The rule of law and good governance**

### **A. Criminal justice reform**

40. Where law enforcement, the administration of justice and financial systems are weak, organized criminal activity is prevalent. The work of the United Nations Office on Drugs and Crime directly contributed to the fulfilment of prerequisites for prosperity and social justice called for in the United Nations Millennium Declaration, in particular, strengthening the rule of law and promoting democracy and good governance.

41. As the repository of the United Nations standards and norms in crime prevention and criminal justice,<sup>19</sup> the United Nations Office on Drugs and Crime advised several Governments in 2003, enhancing their capacities to administer criminal law and reduce crime by promoting the treatment of offenders, juvenile justice reform, prison improvement, victim support and urban security. In its technical cooperation activities in this area, the Office has provided advice on the drafting of legislation, the establishment of specialized departments and the collection of data relevant to the administration of justice.<sup>20</sup>

42. The United Nations Office on Drugs and Crime collects information on international standards relating to crime prevention and criminal justice and continuously explores new ways to maximize the effectiveness of technical assistance, particularly in the reconstruction of justice institutions in peacekeeping and post-conflict situations. In 2003, the Office supported the development of programmes for criminal justice reconstruction in Afghanistan, including criminal law reform, capacity-building for key criminal justice actors, such as the Ministry of Justice and the judiciary. In 2003, the Office was asked to assist, and has started work, in post-conflict reconstruction activities for Iraq and Somalia. The United Nations Office on Drugs and Crime fact-finding mission to Iraq, just days prior to the tragic bombing of the United Nations office in Baghdad, recommended measures to prevent crime and trafficking and promote the establishment of the rule of law, all of which are essential requirements for the restoration of peace and security.

### **B. Fighting corruption**

43. Corruption distorts markets, erodes the quality of life and hampers development, providing business for a few unethical individuals. Corruption also nurtures crime, terrorism and other threats to human security. Corruption is above all a key cause of economic underperformance and a major obstacle to poverty eradication. While all countries suffer from corruption, the poorer the country the more severe its impact. There are estimates that in some instances up to one third of total direct investment and aid has been diverted to the benefit of corrupt officials, at home or abroad. In 2003, the United Nations Office on Drugs and Crime prepared the ground for the adoption of the United Nations Convention against Corruption,<sup>21</sup> while the Office's field operations have contributed to the performance standards of the judicial system. All things considered, insufficient resources are currently being devoted to the fight against corruption—a type of underfunding, exacerbated by inadequate inter-agency cooperation and by benign neglect in some banking circles.

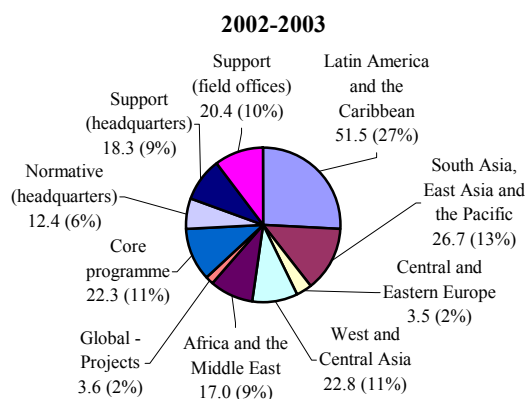
The United Nations Office on Drugs and Crime is taking the lead in trying to overcome these bottlenecks.<sup>22</sup>

## V. Funding of the United Nations Office on Drugs and Crime

44. The social evils addressed by the United Nations Office on Drugs and Crime in fulfilling its mandates are enormous, in terms of both their size and their scope. It is often said that, in comparison, the Office's resources are minuscule. This comparison, often made by outside observers, is not meaningful. Resources can be leveraged and thus multiplied: what counts is to be at the centre of our society's concerns and to address those concerns in an efficient, imaginative and proactive manner (see figures I and II). That is exactly what the Office has tried to achieve in the past couple of years, through continuing efforts aimed at good governance and the coordination of work with like-minded institutions (national and international), firmly focusing on project delivery.

Figure I  
**Consolidated budget scenario, by region, 2002-2003**

(Millions of United States dollars)



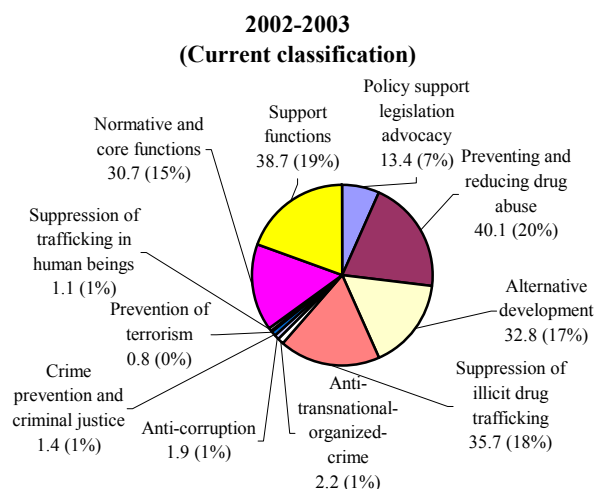
Item	Voluntary sources		Regular budget		Total	
	\$m	%	\$m	%	\$m	%
Drug programme	166.4	91	16.7	9	183.1	100
Crime programme	8.4	54	7.3	46	15.7	100
<b>Total UNODC</b>	<b>174.8</b>	<b>88</b>	<b>24.0</b>	<b>12</b>	<b>198.8</b>	<b>100</b>

*Note:* The following abbreviations are used in the table:

UNODC = United Nations Office on Drugs and Crime

\$m = Millions of United States dollars

Figure II  
**Consolidated budget scenarios, by theme, 2002-2003**  
(Millions of United States dollars)



Item	Voluntary sources		Regular budget		Total	
	\$m	%	\$m	%	\$m	%
Drug programme	166.4	91	16.7	9	183.1	100
Crime programme	8.4	54	7.3	46	15.7	100
<b>Total UNODC</b>	<b>174.8</b>	<b>88</b>	<b>24.0</b>	<b>12</b>	<b>198.8</b>	<b>100</b>

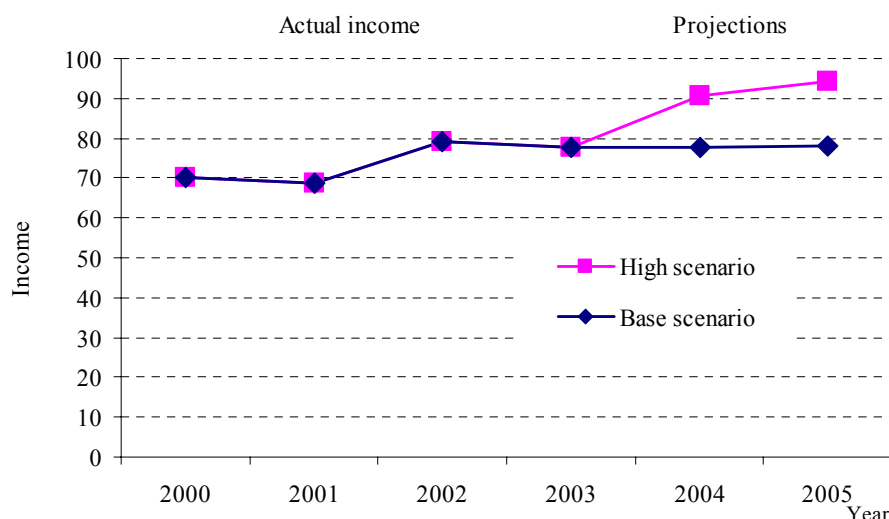
Note: The following abbreviations are used in the table:

UNODC = United Nations Office on Drugs and Crime

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45. The approach has worked. The budget of the United Nations Office on Drugs and Crime (mostly funded through voluntary contributions by a small number of Member States) has increased significantly (by 12.7 per cent—see figure III). Furthermore, general-purpose income increased to \$18.5 million in 2003 (23 per cent above the 2002 level). This increase, coupled with cost-saving measures introduced in mid-2002, prevented a potential default during 2003. The balance has now been restored at over \$8 million, and it is growing. As a result of management reforms and the adoption of Commission on Narcotic Drugs resolution 46/9, it is anticipated that the general-purpose fund balance will grow to \$10 million during the biennium 2004-2005, which is sufficient to allow for the extension of staff contracts to two years. Additional general-purpose income will be needed to reach a more appropriate fund balance of around \$15 million, which would cover cashflow gaps in project funding.

Figure III  
**Income from voluntary contributions, 2000-2005**  
 (Millions of United States dollars)



Item	Actual income			Estimate	Scenarios			
	2000	2001	2002	2003	2004		2005	
					Base	High	Base	High
Drug programme	67.3	65.4	74.1	70.9	70.9	81.2	70.9	81.2
Crime programme	3.0	3.4	5.0	6.9	6.9	9.5	7.1	13.2
<b>Total UNODC</b>	<b>70.3</b>	<b>68.8</b>	<b>79.1</b>	<b>77.8</b>	<b>77.8</b>	<b>90.7</b>	<b>78.0</b>	<b>94.4</b>
Change from the previous year (percentage)		-2%	15%	-2%	0%	17%	0%	4%

Note: UNODC = United Nations Office on Drugs and Crime.

## VI. New challenges

46. The present report brings to the attention of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice the major activities and strategic direction pursued by the United Nations Office on Drugs and Crime during 2003, highlighting their most salient features. The work of the Office in the period ahead will be adjusted to take into consideration some of the critical challenges to be addressed by each of the two commissions.

## **A. Drug control**

47. After nearly a century of drug control, at a time when adherence to the three international drug control conventions is almost universal, it may appear paradoxical that small vocal groups in a minority of developed countries are advocating the relaxation of controls over illicit drug consumption. This move is taking place at a time when there is a global consensus in favour of tightening regulations for tobacco, the most widely consumed licit drug, a process that began in the industrialized countries with the banning of smoking in public places and has led to the adoption of the landmark WHO Framework Convention on Tobacco Control. Drug policies are inseparable from the political and social environment in which they mature. Furthermore, given the positive-sum game of fighting together international drug trafficking, universality of consensus should always be a goal of international policy.

48. The twenty-first century marks the second century of international drug control: the time may have come to discuss how the international drug control system, as represented by the international drug control conventions, can be strengthened, starting from two premises. First, it is generally acknowledged that the contribution made by the international drug control conventions to the welfare of people and to medicine and science, as well as to the stability of society, is incalculable; this should be the starting point for any serious consideration. The second premise is that multilateralism is essential to the maintenance of the international drug control system, which is weakened if ratifying States shirk their obligations.

49. There is a continued strong global commitment to reducing drug abuse and countering drug trafficking through a global strategy based on a balanced approach, giving equal priority to demand and supply reduction activities and using developmental tools to reduce illicit cultivation of drug crops. Any divergence of views, when it occurs, is not so much over the goals themselves as over the means of achieving them. In implementing the global strategy at the national level, all countries should assume responsibility for minimizing any adverse effects that any divergence might have on other countries, on their economic and legal systems and on their drug problems. In the case of divergence of views, the quasi-judicial role of the International Narcotics Control Board needs to be upheld: the judgement of the Board as an independent monitoring and evaluation mechanism should be respected.

50. The agenda of the Commission on Narcotic Drugs provides opportunities to address some key issues in the field of drug control. Under the thematic debate on synthetic drugs and the control of precursors, the Commission will have the opportunity to consider the challenge posed by the illicit manufacture of, trafficking in and abuse of amphetamine-type stimulants (particularly methamphetamine and Ecstasy). Demand reduction measures for amphetamine-type stimulants are relatively new, untested and untried. In particular, the Commission should explore measures for prevention that are badly needed. The Commission should also consider measures to improve international cooperation in precursor control to counter illicit drug manufacture.

51. The Commission should take note of some salient trends in drug abuse and trafficking. The abuse of cannabis affects practically all countries. The States parties to the international drug control conventions are committed to addressing the public



health and security issues resulting from abuse of and trafficking in cannabis, particularly in Africa, despite the call from political parties and groups, mainly in developed countries, for divergent approaches. The heroin and cocaine problems may be characterized as stable. This, however, conceals a very mixed picture. The rebuilding of Afghanistan has not yet shown any gains in drug control. Cultivation of coca bush and opium poppy has been limited to a handful of countries. Drug abuse is stable or declining in the mature markets, but increasing in developing countries. Though coca bush cultivation in Colombia and opium poppy cultivation in Myanmar are declining, drug control objectives can only be sustained in both countries if domestic peace and the rule of law become more firmly established. While alternative development has proved to be a credible instrument for reducing coca bush and opium poppy cultivation, there are areas with the highest concentration of illicit crop cultivation that are still not covered by alternative development projects. Hence, there is a need for the international community, particularly agencies involved in development work, including international financial institutions, to provide sustained support for alternative development by making available adequate resources to reach a critical mass of people in those areas affected by illicit crop cultivation.

52. Drug demand reduction is clearly the hope of the future, but it takes time to achieve tangible results. A much broader approach to preventing drug abuse is needed, involving society at large, in schools, sports centres, the workplace and the family, as well as in public settings. Such a consensus-driven approach has yielded tangible results in the area of tobacco control: there is wide public support for banning smoking practically everywhere. However, these gains should not divert attention from the fact that nearly half a century elapsed between the first scientific evidence linking smoking to lung cancer and the recent adoption of the WHO Framework Convention on Tobacco Control. If there is a lesson to be learned from tobacco control, it is that the positive impact of measures to curb demand for illicit drugs will be enhanced if they continue to be driven by the global consensus that illicit drugs are dangerous, unhealthy substances to be kept under social control. Progress can be achieved, but it will be incremental and it will take time. The Commission on Narcotic Drugs may wish to examine the measures related to a global strategy for prevention, treatment and rehabilitation. Of critical importance is the guidance to be provided in preventing HIV/AIDS from spreading as a result of injecting drug abuse.

## **B. Crime prevention**

53. In the last decade the nature of organized crime has changed, propelled by the opening of markets (globalization), facilitated by new communication technologies and pressured by important law enforcement successes. As a result, criminal groups today resemble much more complex networks of business—illegal conglomerates able to blend with legitimate businesses (and this itself is a problem). Gone are the hierarchical structures (the families, the cartels and the like) specialized only in violence and therefore confined to the margins of society. Crime has spread to many countries, making its detection more difficult and making international cooperation more essential than ever before. Empirical evidence shows that criminal groups have broadened the scope of their operations, in terms of both the geographic areas

and the sectors involved; that is, crime is not merely transnational and specialized but transcontinental and diversified.

54. While drug trafficking remains a key specialization, criminal organizations also engage in smuggling whatever is available for profit, from drugs and firearms to human beings. Internet links facilitate sophisticated scams, fostering economic and financial transactions between people who are not aware of each other's identity, location or motives.

55. The United Nations Office on Drugs and Crime hopes that the first session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime will function as an informal deadline for States to complete the ratification process. Participation in the Conference carries high political and substantive significance. The first session will be an occasion for States to formulate a common vision and strategy about the implementation of the Convention and its Protocols. Equipped with a flexible set of rules of procedure, the Conference will need to delve into the substance of implementation, determining the methods and means to be used to discharge the mandate given to it by the Convention.

56. A further challenge for the United Nations Office on Drugs and Crime will be to continue engaging Governments in an active and ongoing dialogue, and offering to them the necessary support, to facilitate the entry into force of the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, which is lagging behind the other related instruments in terms of the number of ratifications.

57. The United Nations Office on Drugs and Crime will also actively promote the rapid entry into force of the United Nations Convention against Corruption. It will do so by offering specialized services to those States that request assistance in incorporating the provisions of the Convention into their domestic legal systems. In addition, the Office will assist States, pending the entry into force of the Convention, in implementing measures aimed at the prevention of corruption and the recovery of assets.

58. The United Nations Office on Drugs and Crime also intends to engage civil society and the private sector in anti-corruption programmes. Those partners can contribute to the inclusion of transparency and action against corruption in the Secretary-General's Global Compact, making sure that those efforts complement the action of Governments, the principal stakeholders of the process.

59. The provisional agenda for the thirteenth session of the Commission on Crime Prevention and Criminal Justice offers an opportunity to explore the challenges that lie ahead. That opportunity is further accentuated by three important elements of the provisional agenda: (a) the thematic discussion for the thirteenth session (the rule of law and development) brings the work of the Commission to the centre of political developments affecting the United Nations and the global policy debate; (b) the finalization of the preparations for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice; and (c) the senior-level discussion on progress made with regard to the criminal justice aspects of terrorism and international cooperation and to the universal conventions and protocols related to terrorism, to be held during the thirteenth session of the Commission.

60. The Commission on Crime Prevention and Criminal Justice will thus have an opportunity to explore the role that Member States would wish it to play in promoting the rule of law and engaging in policy development in that area, building on the entire array of standards and norms in crime prevention and criminal justice. In this context, it would be highly beneficial for the Commission to provide guidance as to how the United Nations Office on Drugs and Crime could use its specialized knowledge and expertise to support criminal justice systems in peacekeeping operations or post-conflict reconstruction.

61. To support the Commission on Crime Prevention and Criminal Justice, the United Nations Office on Drugs and Crime intends to improve its capability to conduct crime research and analysis. The Office will fully utilize the experience of the United Nations Interregional Crime and Justice Research Institute, in partnership with the other institutes of the United Nations Crime Prevention and Criminal Justice Programme network.

62. The preparations for the Eleventh Congress offer another opportunity and pose another challenge to the Commission on Crime Prevention and Criminal Justice. The opportunity lies in utilizing fully the great potential of the Congress for policy dialogue and exchange of ideas. Therein lies also the challenge to the Commission, which would need to gear its operations and debate towards being proactive in discharging its mandate.

#### *Notes*

<sup>1</sup> United Nations, *Treaty Series*, vol. 520, No. 7515.

<sup>2</sup> Ibid., vol. 1019, No. 14956.

<sup>3</sup> Ibid., vol. 1582, No. 27627.

<sup>4</sup> The United Nations Office on Drugs and Crime, together with the Office of Legal Affairs of the Secretariat, organized a treaty event during the fifty-eighth session of the General Assembly. In January 2004, there were 59 parties to the Convention, 45 parties to the Trafficking in Persons Protocol and 40 parties to the Smuggling of Migrants Protocol.

<sup>5</sup> In cooperation with the Government of Mexico, the United Nations Office on Drugs and Crime organized in Merida, Mexico, in December 2003 the High-level Political Conference for the Purpose of Signing the United Nations Convention against Corruption. At the Conference, 95 States signed the Convention and one State deposited its instrument of ratification. In January 2004, there were 100 signatories to the Convention.

<sup>6</sup> Technical assistance programmes to counter organized crime were under way in South Africa and the former Yugoslav Republic of Macedonia and in Central Asia and West Africa. A pilot project on collecting and analysing information about criminal groups in a large number of societies was completed and an analysis of 43 criminal groups in 17 countries was published. A first draft of a manual on best practices in preventing and fighting organized crime was also completed. In 2003, the United Nations Office on Drugs and Crime organized 16 seminars on the promotion and implementation of the Organized Crime Convention and over 1,600 criminal justice practitioners received training.

<sup>7</sup> Various forms of technical law enforcement assistance were provided to Governments of countries in Southern and East Africa, Central Asia, South-East Asia and Central and Eastern Europe to counter drug trafficking and related cross-border crime. For example, over 900 precursor test kits were provided to Governments during the past two years.

- <sup>8</sup> A number of research tools have been developed and tested. Technical cooperation projects to improve data collection, legislation and practical measures to fight trafficking in human beings were launched in South-East Asia, Central and Eastern Europe, Latin America and Western Africa. A database on trafficking flows, which includes data from multiple sources on global trends, cross-national routes and the volume of trafficking in persons and smuggling of migrants, has been established. A toolkit has been prepared to provide examples of good practices in preventing and combating such trafficking. To help raise global awareness of the problem of trafficking in human beings, the United Nations Office on Drugs and Crime has issued public service announcements, focusing on trafficking in women for the purpose of sexual exploitation and trafficking in men, women and children for the purposes of bonded and forced labour. These were aired through the BBC, CNN International, MTV Asia and national networks in over 40 countries. In 2003, the United Nations Office on Drugs and Crime released two new video spots, which have been aired on BBC, CNN and some national television stations.
- <sup>9</sup> The United Nations Office on Drugs and Crime has assisted 70 countries in developing counter-terrorism legislation.
- <sup>10</sup> The United Nations Office on Drugs and Crime is organizing, jointly with the Organization for Security and Co-operation in Europe and the Counter-Terrorism Committee of the Security Council, the third special meeting for the coordination of activities of international organizations, on 11 and 12 March 2004. The United Nations Office on Drugs and Crime, in cooperation with the International Institute of Higher Studies in Criminal Sciences, has developed a model law on extradition related to terrorism, and a series of extradition case studies have been examined with a view to facilitating extradition related to terrorism.
- <sup>11</sup> In Afghanistan, the opium survey for 2003 conducted jointly by the United Nations Office on Drugs and Crime and the Counter-Narcotics Directorate of the Transitional Authority of Afghanistan confirmed that the area under opium poppy cultivation increased by 8 per cent, from 74,000 hectares in 2002 to 80,000 hectares in 2003. Opium production increased by 6 per cent, from 3,400 tons in 2002 to 3,600 tons in 2003.
- <sup>12</sup> The United Nations Office on Drugs and Crime distributed the first three publications in its Drug Abuse Treatment Toolkit series, which cover key aspects of treatment by identifying addiction-related conditions that most affect society, the two key phases of treatment (the detoxification-stabilization phase and the rehabilitation-relapse prevention phase) and a step-by-step format to assist and provide guidance in the planning and implementation of effective drug abuse treatment systems.
- <sup>13</sup> In line with the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction (General Assembly resolution 54/132, annex), the United Nations Office on Drugs and Crime: (a) facilitated the sharing of information on best practice strategies and programmes; (b) provided guidance and assistance in the development of demand reduction strategies and programmes in line with the Guiding Principles (Assembly resolution S-20/3, annex, para. 8); and (c) provided assistance in the establishment of national information systems, including data on regionally and internationally recognized core indicators.
- <sup>14</sup> For example, a project on prevention of the abuse of amphetamine-type stimulants in the Philippines and Thailand was launched. The United Nations Office on Drugs and Crime has continued to support the establishment of treatment services, especially through training, in Egypt, Jordan, Mexico, Nigeria and Pakistan.
- <sup>15</sup> The United Nations Office on Drugs and Crime is currently supporting the development of drug information systems in the Caribbean, Central and South-West Asia, Eastern Africa, Northern Africa and the Middle East.
- <sup>16</sup> United Nations publication, Sales No. E.03.XI.15.
- <sup>17</sup> To assist United Nations country teams in addressing HIV/AIDS transmission among injecting drug users, the United Nations Office on Drugs and Crime organized a meeting on HIV/AIDS prevention and care for injecting drug users in Vienna on 16 and 17 September 2003.

Participating in the meeting were country team members from Argentina, Brazil, China, India, Indonesia, the Islamic Republic of Iran, Kazakhstan, Myanmar, Pakistan, the Russian Federation, Ukraine, Uzbekistan and Viet Nam, as well as representatives of the secretariat of UNAIDS, the United Nations Office on Drugs and Crime, the United Nations Children's Fund, the United Nations Development Programme, the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization. The United Nations Office on Drugs and Crime maintains the United Nations Reference Group on HIV/AIDS Prevention and Care among IDU in Developing and Transitional Countries, whose members completed a mapping of the global, regional and national epidemiology of injecting drug use and HIV infection.

- <sup>18</sup> In Eastern Africa, projects were revised to include training of professionals in providing services to prevent HIV/AIDS transmission, which is induced or facilitated by drug abuse in all 13 countries in Eastern Africa. In countries in Western Africa, including Nigeria, the United Nations Office on Drugs and Crime helped Governments to provide vulnerable young people, mostly women and HIV-positive drug abusers, with access to counselling and treatment services.
- <sup>19</sup> Lessons learned from ongoing pilot projects in Egypt and Lebanon (reforming the juvenile justice system), South Africa (building of outreach centres for victims of domestic violence) and Senegal (introducing community policing and establishing houses of justice to increase urban security) have been used to design a range of new "pipeline" projects, such as those currently being developed at the request of the Governments of Brazil, Ethiopia, the Islamic Republic of Iran, Jordan, the Lao People's Democratic Republic and Nigeria.
- <sup>20</sup> In cooperation with the International Committee of the Red Cross, two training courses were organized in October 2002 and June 2003. The Meeting of Experts on the Application of United Nations Standards and Norms in Crime Prevention and Criminal Justice was held in Stadtschlaining, Austria, from 10 to 12 February 2003 (E/CN.15/2003/10/Add.1).
- <sup>21</sup> The *Anti-Corruption Toolkit*, a United Nations anti-corruption manual for policy makers, a handbook for prosecutors and investigators, the compendium of international legal instruments on corruption and a publication series on anti-corruption topics will contribute to expanding the knowledge base on measures to be taken to implement the Convention.
- <sup>22</sup> A proposal for a formal coordination mechanism has been prepared in consultation with 14 international organizations. The United Nations Office on Drugs and Crime has been providing assistance directly to Colombia, Hungary, Indonesia, the Islamic Republic of Iran, Lebanon, Nigeria, Romania and South Africa. In collaboration with Transparency International and the Department for International Development of the United Kingdom of Great Britain and Northern Ireland, the Office supports chief justices from common and civil law countries in identifying and applying best practices in strengthening judicial integrity and capacity.
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