



## Economic and Social Council

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### Commission on Crime Prevention and Criminal Justice

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Item 7 of the provisional agenda\*

#### **Strengthening the crime programme of the United Nations Office on Drugs and Crime and the role of the Commission on Crime Prevention and Criminal Justice as its governing body, including administrative, strategic management and budgetary questions**

#### **Draft resolution submitted by the Chairman**

The Commission on Crime Prevention and Criminal Justice recommends to the Economic and Social Council the adoption of the following draft resolution:

#### **Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime**

*The Economic and Social Council,*

*Recalling* General Assembly resolution 59/275 of 23 December 2004 on programme planning,

*Recalling* Commission on Narcotic Drugs resolution 48/14, in which the Commission urged the United Nations Office on Drugs and Crime to continue to develop an overarching strategy, in consultation with Member States, for consideration by the Commission, and also urged the Office to ensure that the strategy, as approved by Member States, through the strategic framework, guided the formulation of clearly defined objectives, improved benchmarks and performance indicators that would measure both qualitatively and quantitatively the impact of the work of the Office in full compliance with the relevant resolutions of the General Assembly on result-based budgeting,

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\* E/CN.15/2007/1.



*Taking into consideration* the deliberations of the Commission on Narcotic Drugs at its forty-ninth session<sup>1</sup> and the Commission on Crime Prevention and Criminal Justice at its fifteenth session<sup>2</sup> concerning progress made on the development of the overarching strategy of the United Nations Office on Drugs and Crime,

*Expressing appreciation* for the extensive consultations held by Member States, including within the framework of the open-ended informal Group of Friends of the Chairmen of the Commission on Crime Prevention and Criminal Justice and the Commission on Narcotic Drugs, to consider the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime,

*Taking into consideration* draft resolution IV, entitled “Strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime”, recommended by the Commission on Narcotic Drugs at its fiftieth session for adoption by the Economic and Social Council,<sup>3</sup>

*Acknowledging* that the United Nations Office on Drugs and Crime undertook extensive consultations with other United Nations bodies and relevant civil society entities and among its own staff during the preparation of the strategy,

1. *Approves* the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime, contained in the annex to the present resolution;

2. *Requests* the Executive Director of the United Nations Office on Drugs and Crime to incorporate the strategy for the period 2008-2011 into the strategic framework and to present the latter to the relevant intergovernmental bodies, for their consideration and approval;

3. *Stresses* that all action aimed at implementing the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime, especially action involving the participation of relevant civil society entities, shall be undertaken in full consultation with and at the request of the Member States concerned;

4. *Requests* the Executive Director to prepare the consolidated budget for the biennium 2008-2009, as well as for the biennium 2010-2011, for the United Nations Office on Drugs and Crime, based, inter alia, on the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime;

5. *Urges* Member States and other partners to provide sufficient, stable and predictable funding to the United Nations Crime Prevention and Criminal Justice Fund;

6. *Recommends* that a sufficient share of the regular budget of the United Nations be allocated to the United Nations Office on Drugs and Crime to enable it to fulfill its mandates;

7. *Requests* the Executive Director of the United Nations Office on Drugs and Crime to submit to the Commission on Crime Prevention and Criminal Justice at its sixteenth session a report identifying the medium-term strategy activities projected for the period 2008-2009 and the estimated cost to implement them;

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<sup>1</sup> *Official Records of the Economic and Social Council, 2006, Supplement No. 8 (E/2006/28), chap. IX.*

<sup>2</sup> *Ibid., Supplement No. 10 and corrigendum (E/2006/30 and Corr.1), chap. VIII.*

<sup>3</sup> E/2007/28, para.1.

8. *Also requests* the Executive Director to report, through the programme performance report, to the Commission on Crime Prevention and Criminal Justice on progress made in the implementation of the strategy for the period 2008-2011 for the United Nations Office on Drugs and Crime;

9. *Requests* the United Nations Office on Drugs and Crime to continue to improve its evaluation mechanisms and project cycle management.

## Annex

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

#### A. Strategy for the period 2008-2011

The mission of the United Nations Office on Drugs and Crime (UNODC) is to contribute to the achievement of security and justice for all by making the world safer from crime, drugs and terrorism.

The present strategy translates this vision into a platform for action. It is based on the existing mandates of UNODC and links them to results and does not represent a modification of these mandates. The strategy grew out of extensive consultations with all the stakeholders of the Office.

It is built on five premises:

(a) Crime, drugs and terrorism are universal challenges. Effective responses to these threats include national, regional and international responses, based on the principle of shared responsibility;

(b) The United Nations helps define these international responses; becomes custodian of the relevant international legal instruments when adopted; facilitates international cooperation; keeps the world informed about how the problem in question is evolving; and assists Member States, when requested, in building domestic capacity and in translating the multilateral standards into national practice;

(c) An important part of the established mandates of UNODC is to facilitate the ratification and implementation of the relevant international conventions on crime, drugs and terrorism;

(d) UNODC has a comparative advantage to contribute, in compliance with its mandates, to this multilateral response, in particular, in offering:

- Normative services: facilitating the effective implementation of existing international legal instruments and their transformation into global norms and, where appropriate, facilitating negotiation of international legal instruments
- Research and analysis
- Technical assistance: assisting Member States, upon request, in signing and ratifying relevant international legal instruments and facilitating implementation of these instruments; and providing member States, upon request, with legislative assistance and facilitating national capacity-building, inter alia, in the area of multilateral standards and norms

(e) These services must be consistent with, and indeed contribute to, the wider efforts of the United Nations towards peace, security and development.

The strategy responds to the following needs, expressed by the many different stakeholders of UNODC:

➤ **The need for more stable, predictable and sufficient funding.** Currently 12 per cent (US\$ 16.1 million) of UNODC's annual budget of US\$ 135.9 million

comes from the regular budget of the United Nations. The remaining 88 per cent comes from voluntary contributions of Member States to two separate trust funds. Most of these contributions are earmarked. Although the increase in earmarked contributions represents a vote of confidence in UNODC by Member States, it creates an unstable and unpredictable funding situation, making it difficult to plan even one year ahead. UNODC must grow to respond to the greater demand for its services. The resources provided to UNODC should be commensurate with the mandates and the tasks entrusted to it.

➤ Given the wide array of mandates, **the need to operationalize results within UNODC's established mandates and in conformity with the Financial Rules and Regulations of the United Nations and the Regulations and Rules Governing Programme Planning.**

➤ **The need to find the right mix of normative, analytical and operational functions within the mandates of the UNODC programmes.** While it is clear that the Office must do all three, the specific mix will vary according to time and place, and to the particular issue being addressed. As custodian of the relevant international treaties and with its accumulated in-house expertise, UNODC has a comparative advantage in helping Member States translate international legal commitments into operational standards and norms.

➤ **The need to improve horizontal integration.** The interrelationship between drugs, crime and terrorism should be reflected, where appropriate and in accordance with established mandates of UNODC, in UNODC's work in the provision of technical assistance.

➤ **The need to balance expertise between headquarters and the field.** Increase expertise and presence in the field, with due regard to project activity, through, among others, different arrangements in partnership with other United Nations entities, while maintaining optimal staffing levels at headquarters.

➤ **The need to specify results to be achieved, resources required for this, to carry out effective programme delivery and to produce these concrete results.** The consolidated biennial budget should become a real tool for the planning and use of human and financial resources required for the effective implementation of the programmes. UNODC should be accountable for delivering results and all member States should be able to see how funds are being spent.

The UNODC strategy for the period 2008-2011 responds to the needs outlined above and is a joint undertaking of all the stakeholders of UNODC. This joint undertaking applies both to the formulation of this strategy, which has been done, and to its implementation. The means to secure the involvement of all stakeholders in the implementation is the consolidated biennial budget in full compliance with relevant General Assembly resolutions and financial rules and regulations.

In support of the strategy, which will be reflected in the strategic framework and the consolidated biennial budget, UNODC will develop an implementation plan as an internal managerial tool, which will show:

- How each concrete result specified in the strategy will be achieved
- How much it will cost
- Where each activity will be carried out (country, region, world)
- Who (in terms of work units) will be responsible for it

- Which projects will contribute to achieving it
- What performance indicators will be used to measure its achievement

Actions under this strategy contribute towards the protection and empowerment of those most vulnerable, in particular women and children, and to secure their lives, livelihoods and dignity.<sup>a</sup>

## **B. Objectives and results**

UNODC will concentrate on three themes: rule of law; policy and trend analysis; and prevention, treatment and reintegration, and alternative development.

### **1. Rule of law**

The rule of law is the basis for providing security and justice for all. It is therefore the cornerstone of UNODC's work. UNODC has assisted in the development of the international instruments on drugs and crime. It is the secretariat and custodian of the drug and crime conventions and protocols. The United Nations Global Counter-Terrorism Strategy, in which Member States expressed their resolve to condemn terrorism in all its forms and manifestations committed by whomever, wherever and for whatever purposes and recognized UNODC as the lead office for the delivery of legal assistance in preventing terrorism.

#### **Main objectives**

- **To promote, at the request of Member States, effective responses to crime, drugs and terrorism by facilitating the implementation of relevant international legal instruments**
- **To promote, at the request of Member States, effective, fair and humane criminal justice systems through the use and application of United Nations standards and norms in crime prevention and criminal justice**

#### **Result area 1.1. Ratification and implementation of conventions and protocols**

- 1.1.1 Universal ratification of the international drug control conventions, the United Nations Convention against Transnational Organized Crime and the Protocols thereto, the United Nations Convention against Corruption and the relevant international conventions and protocols relating to terrorism
- 1.1.2 Improved national capacity for the enactment of domestic legislation in line with the above-mentioned conventions and protocols
- 1.1.3 Improved capacity of national criminal justice systems to implement the provisions of the above-mentioned conventions and protocols
- 1.1.4 High-quality services provided to treaty-based organs and governing bodies related to drugs, crime and terrorism

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<sup>a</sup> Nothing in this document prejudices the acceptance of concepts that have not been approved by the General Assembly.

**Result area 1.2. International cooperation in criminal justice matters**

- 1.2.1. Enhanced capacity for international cooperation against crime, organized crime, corruption, drug trafficking and terrorism
- 1.2.2. Strengthened capacity of Member States to establish comprehensive and effective regimes against money-laundering and financing of terrorism in accordance with relevant General Assembly resolutions
- 1.2.3. Strengthened capacity of Member States to establish comprehensive and effective regimes against money-laundering related to organized crime, drug trafficking and corruption
- 1.2.4. Enhanced capacity for international cooperation in asset recovery, mutual legal assistance, extradition and other forms of international cooperation in accordance with relevant conventions and protocols and, where appropriate and upon request, assisted by model treaties and agreements
- 1.2.5. Enhanced knowledge of the barriers to and good practices on the implementation of the United Nations Convention against Transnational Organized Crime and the United Nations Convention against Corruption, in particular, the provisions for international cooperation
- 1.2.6. Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism
- 1.2.7. Enhanced capacity to respond effectively utilizing special investigative techniques in the detection, investigation and prosecution of crime, organized crime, corruption and drug trafficking
- 1.2.8. Enhanced capacity to protect witnesses

**Result area 1.3. Criminal justice systems: more accessible, accountable and effective**

- 1.3.1. Enhanced capacity of Member States, particularly States in post-conflict or transitional stages, to develop and maintain accessible and accountable domestic criminal justice systems in accordance with international standards and norms
- 1.3.2. Enhanced capacity to respond to new and emerging forms of crime
- 1.3.3. Improved capacity of national criminal justice systems to use and apply relevant United Nations standards and norms in crime prevention and criminal justice

**Result area 1.4. Terrorism prevention**

- 1.4.1. Increasing awareness of relevant international conventions and protocols relating to terrorism and related United Nations resolutions
- 1.4.2. Enhancing the capacity of Member States to address the legal aspects of countering terrorism as reflected in the United Nations Global Counter-Terrorism Strategy, adopted by the General Assembly

- 1.4.3. Enhanced legal knowledge and expertise of Member States on the issues of terrorism prevention through, inter alia, the holding of training programmes, workshops and seminars

## **2. Policy and trend analysis**

Effective policy must be based on accurate information. Policy and trend analysis is essential to measuring trends, highlighting problems, learning lessons and evaluating effectiveness. Scientific and forensic findings enrich policy and trend analysis by providing the basis for accurate information in specific areas.

Better data and improved national capacity to collect data are needed to support and enhance the international community's responses to crime and illicit drugs. There is also a greater need for counter-terrorism legal analysis in order to carry out technical assistance.

### **Main objective:**

**Enhanced knowledge of thematic and cross-sectoral trends for effective policy formulation, operational response and impact assessment in drugs and crime**

### **Result area 2.1. Threat and risk analysis**

- 2.1.1. Enhanced knowledge of trends including emerging trends in drug and specific crime issues available to Member States and the international community
- 2.1.2. Enhanced capacity of Member States and the international community to formulate strategic responses to address emerging trends in drugs and crime

### **Result area 2.2. Scientific and forensic capacity**

- 2.2.1. Improved scientific and forensic capacity of Member States to meet internationally accepted standards
- 2.2.2. Increased use of scientific information and laboratory data, supported by UNODC, in strategic operations, policy and decision-making

## **3. Prevention, treatment and reintegration, and alternative development**

Drugs, crime, corruption and terrorism affect the lives of individuals and are major obstacles to sustainable development.

Addressing drug abuse and illicit drug production requires a shared responsibility. Prevention, reduction and the elimination of the cultivation of illicit drug crops are integral to achieving sustainable development and require special policies and greater efforts on the part of all member States. In this regard, alternative development, an important component of a balanced and comprehensive drug control strategy, is intended to create a supportive environment for the implementation of that strategy, in contributing in an integrated way to the eradication of poverty, thus contributing to the attainment of Millennium Development Goals.



**Main objectives:**

- **Reduction of opportunities and incentives for illicit activities and gains, and reduction of drug abuse, HIV/AIDS (as related to injecting drug abuse, prison settings and trafficking in human beings), criminal activity and victimization with a special focus on women and children, as well as dissemination of information and successful practices in those areas**
- **Effective prevention campaigns, care and reintegration into society of drug users and offenders, and assistance to victims of crime**
- **Foster and strengthen international cooperation based on the shared responsibility principle in sustainable alternative development, including, where appropriate, preventive alternative development**

**Result area 3.1. Community-centred prevention**

- 3.1.1. Enhancing understanding and use of international standards and norms for crime prevention
- 3.1.2. Enhancing understanding and use of balanced demand and supply reduction strategies as a means for reducing the illicit drug problem
- 3.1.3. Creating tools to address youth and violent crime, especially in marginalized urban communities
- 3.1.4. Enhancing national capacity to prevent drug abuse
- 3.1.5. Increasing awareness of human trafficking among relevant authorities, general public and vulnerable groups
- 3.1.6. Increasing awareness among relevant authorities and the general public that smuggling of migrants is a criminal activity and poses serious risks to migrants
- 3.1.7. Expanding the capacity of Member States to foster community-centred drug abuse and crime prevention programmes and, in that context, increased cooperation between UNODC and relevant entities of civil society that are active in such programmes in accordance with relevant international conventions and within the mandates of UNODC

**Result area 3.2. Corruption prevention**

- 3.2.1. Effective development and implementation, by Member States, of preventive anti-corruption policies in compliance with the United Nations Convention against Corruption, through enhancing national capacity
- 3.2.2. Enhancing the capacity of Member States in establishing and strengthening effective independent anti-corruption bodies in compliance with the United Nations Convention against Corruption
- 3.2.3. Increased awareness at the international level of corruption and its negative impact, as well as wider recognition of the United Nations Convention against Corruption

- 3.2.4. Increased cooperation between UNODC and relevant civil society entities as well as bilateral and multilateral organizations that advance capacities to implement the United Nations Convention against Corruption
- 3.2.5. Enhanced integrity and transparency of criminal justice systems in the context of corruption prevention through enhancing national capacity

**Result area 3.3. HIV/AIDS prevention and care (as related to injecting drug users, prison settings and trafficking in human beings)**

- 3.3.1. Expand member States' capacity to reduce the spread of HIV/AIDS among injecting drug users, in conformity with relevant international conventions and the established mandates of UNODC
- 3.3.2. Expand Member States' capacity to reduce the spread of HIV/AIDS in prison settings
- 3.3.3. Expanding, in consultation with the Member States concerned, the capacity of relevant entities of civil society to respond to HIV/AIDS among injecting drug users and in prison settings, in accordance with relevant international conventions and the established mandates of UNODC

**Result area 3.4. Alternative development**

- 3.4.1. Enhanced capacity of Member States, upon request, to design and implement sustainable alternative development programmes, including, where appropriate, preventive alternative development programmes, within their broader development context, aimed at preventing, reducing and eliminating the illicit cultivation of opium poppy, coca bush and cannabis
- 3.4.2. Raising awareness of and mainstreaming the issue of alternative development, including, where appropriate, preventive alternative development programmes, among international organizations, international financial institutions and development networks
- 3.4.3. Increased partnerships between UNODC and relevant civil society entities and the private sector that promote Member States' capacity for collaborative activities in alternative development, including, where appropriate, preventive alternative development

**Result area 3.5. Treatment and rehabilitation of drug-dependent persons**

- 3.5.1. Increased Member States' capacity to provide treatment and support services to drug-dependent persons
- 3.5.2. Enhanced knowledge of treatment and rehabilitation for abusers of new and emerging types of drugs and expanded Member States' capacity to respond to the abuse of such drugs
- 3.5.3. Improved well-being, rehabilitation and reintegration into society of people undergoing treatment for drug dependence

- 3.5.4. Increased partnerships with relevant civil society entities that advance Member States' capacities to provide treatment and rehabilitation that are in accordance with the relevant international conventions

**Result area 3.6. Prison reform**

- 3.6.1. Wide application of international standards and norms on the treatment of prisoners
- 3.6.2. Increased capacity to apply international standards on the professional management/operation of prisons
- 3.6.3. Increased capacity to apply international standards and norms on diversions, restorative justice and non-custodial sanctions, where appropriate
- 3.6.4. Increased partnerships with relevant civil society entities that advance Member States' capacities to apply international standards and norms that are in accordance with the relevant international conventions and within the established mandates of UNODC

**Result area 3.7. Juvenile justice**

- 3.7.1. Enhancing capacity of Member States to apply international standards and norms on juvenile justice
- 3.7.2. Increased partnerships between UNODC and relevant civil society entities that advance Member States' capacities to apply international standards and norms on juvenile justice

**Result area 3.8. Assistance to victims**

- 3.8.1. Wider application of international standards and norms on the treatment of victims of crime
- 3.8.2. Strengthened capacity of Member States to implement victim assistance programmes for the most vulnerable segments of society, including women and children
- 3.8.3. Strengthened partnerships between UNODC and relevant civil society entities that advance Member States' capacity to raise awareness of existing standards and norms and their application in the area of victim assistance

**C. Management support**

In line with relevant General Assembly resolutions and decisions, including those related to the United Nations reform process, and rules and regulations of the United Nations, this strategy puts particular emphasis on results-based management, budgeting and accountability. The following management support initiatives are guided by General Assembly resolutions, in particular resolutions 55/231 of 23 December 2000, 60/1 of 16 September 2005 and 60/257 and 60/260 of 8 May 2006:

- Improved results-based management:
  - Resources are well aligned with strategic objectives
  - Planning, programming and budgetary cycles are aligned
  - Continuous strengthening of the monitoring and evaluation framework, in particular project cycle management
  - Improved capacity to apply the lessons learned from evaluation
- Effective and transparent financial management:
  - Effective and transparent financial management at the project and organizational level, contributing to the overall efficiency of UNODC
  - Improved financial reporting and analysis, including risk assessment
- Motivated staff:
  - Further development of transparent, effective and fair recruitment/placement systems to support a results-based approach
  - Performance of staff evaluated on the basis of the achievement of results and the demonstration of required values and competencies
  - Due regard shall be paid to the recruitment of staff on as wide a geographical basis as possible
- Expanded strategic partnerships:
  - Deepening and widening of partnerships including, where appropriate, with relevant civil society entities and the private sector in order to achieve operational synergies and generate a multiplier effect in promoting good practices and achieving the agreed upon results
  - Leveraging resources effectively by broadening its resource base by coordinating with development partners and through initiatives such as the United Nations Trust Fund for Human Security
- Strengthened field capacity:
  - Increase expertise and presence in the field, with due regard to project activity, through, among others, different arrangements in partnership with other United Nations entities, while maintaining optimal staffing levels at headquarters
  - Integration of UNODC field capacities into the United Nations country teams where appropriate
  - Technical assistance projects in accordance with national and regional priorities within the framework of this strategy and in consultation with the Member States concerned and other development partners
  - Country ownership of technical assistance
  - Consultation with the Member States concerned on the presence of field offices based on consideration of planning, programming and budgetary requirements

- Innovative information and communications technology:
    - Effective use of modern information technology services for programmatic, management and reporting purposes
  - Raise the public profile of UNODC activities:
    - Making the achievements of UNODC more visible to both the general public and to the specialized audience of policymakers, practitioners and analysts/researchers
    - Effective utilization of both classical and modern information and communication technologies to raise the profile of UNODC
  - Reporting:
    - Reporting on the progress of the implementation of the strategy
-