World crime trends and responses: integration and coordination of efforts by the United Nations Office on Drugs and Crime and by Member States in the field of crime prevention and criminal justice

Note by the Secretariat

Summary

By its decision 2008/245, the Economic and Social Council approved the agenda item entitled “World crime trends and responses: integration and coordination of efforts by the United Nations Office on Drugs and Crime and by Member States in the field of crime prevention and criminal justice” for consideration by the Commission on Crime Prevention and Criminal Justice at its eighteenth session. The present note contains a summary of the work carried out by the Office in 2008 to enhance knowledge of trends in specific crime issues (see E/CN.7/2007/14–E/CN.15/2007/5, objective 2.1.1), in particular international and regional trends, studies on corruption and trafficking in persons and further work done towards improving the quality and quantity of information available to Member States and the international community on crime trends and the operations of criminal justice systems.
I. International trends

1. In line with its strategy to enhance knowledge of trends in specific crime issues, the United Nations Office on Drugs and Crime (UNODC), in December 2008, launched a data set of international homicide statistics aimed at achieving broad geographic coverage and providing an overview of available statistics through the presentation of intentional homicide rates per 100,000 population for 2004 for 198 countries or territories. The data set was assembled by UNODC utilizing a variety of sources, including the United Nations Survey of Crime Trends and Operations of Criminal Justice Systems, other cross-national sources such as the Statistical Office of the European Commission (Eurostat), international public health agencies and national law enforcement and criminal justice sources. The data set is available on the UNODC website, together with accompanying metadata and descriptions of the methodology.1

2. Homicide statistics are important in research and policymaking. While such statistics are a robust crime indicator, comparative analysis must nonetheless be conducted cautiously because of varying recording systems and legal definitions of homicide among countries. Given the nature of the indicator, even within a given country there is often more than one data source, related to either the health recording system or the criminal justice system. UNODC takes these factors into account by presenting a range for the number of homicides per 100,000 population captured by different national and international sources.

3. UNODC used figures from the international homicide statistics data set during the reporting period in calculating regional and subregional homicide rates.2 According to data from 198 countries or territories, the highest homicide rates are concentrated in Africa (with the exception of North Africa), and Central and South America. Those subregions fall within the higher homicide rate ranges, from 20 to more than 30 homicides per 100,000 population. By contrast, East and South-East Asia and Western and Central Europe have the lowest homicide levels, with rates lower than 3 homicides per 100,000 population. The States of the Caribbean and Eastern Europe are affected by relatively high homicide rates, which are in the range of 10 to 20 per 100,000 population. North Africa, North America and Central Asia follow, with rates of 5 to 10, while Oceania, South-West Asia, South Asia and South-Eastern Europe show homicide rates in the range of 3 to 5. Subregional homicide rates per 100,000 population for 2004 are presented in figure I.

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2 The results of this analysis have been published by the secretariat of the Geneva Declaration on Armed Violence and Development in Global Burden of Armed Violence (see www.genevadeclaration.org/resources-armed-violence-report.html).
Figure I

Homicide rates by subregion, 2004

Source: UNODC.

4. Trends observed in selected categories of crime recorded by police in countries that consistently completed the Survey in the period 1995-2006 are presented in figure II. During the period 1995-2004, three of the five types of crime studied (intentional homicide, house burglary and automobile theft) decreased slightly, while two (robbery and drug-related crime) increased. Over the period 2004-2006, only drug-related crime kept increasing, while the other types of crime decreased. After more than 10 years, the countries observed had succeeded in reducing rates of intentional homicide, house burglary and automobile theft by almost 50 per cent, while robbery rates, after a period of increase, had started decreasing and were approximately 20 per cent higher in 2006 than in 1995.
5. As reported to the Commission on Crime Prevention and Criminal Justice at its seventeenth session, new definitions and categories of crime that had not been included in previous surveys were added to the tenth Survey. These included drug trafficking, trafficking in persons, the smuggling of migrants, participation in criminal organized groups and counterfeit currency offences (see E/CN.15/2008/7, para. 9). Where applicable, respondents were invited to make reference to the provisions of the United Nations Convention against Transnational Organized Crime, its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and its Protocol against the Smuggling of Migrants by Land, Sea and Air.3

6. Thirty-six countries provided data on police-recorded crimes related to participation in criminal organizations, an offence introduced by the Organized Crime Convention. Fewer countries responded to the question on the number of persons suspected of, arrested for or cautioned about the same type of crime. As this was the first time that such data were collected in the Survey, no clear trends can be established on the basis of the information currently available.

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7. Police-recorded offences of trafficking in persons were reported by 51 countries, while 43 were able to provide data on police records related to the smuggling of migrants. Many countries confirmed that data were collected on the basis of definitions matching those in the relevant Protocols. As was the case with the offence of participation in organized criminal groups, it is difficult to discern any patterns on the basis of the data currently available. It is important to note that many countries are willing to share information and to establish baseline data to monitor future trends. Data on trafficking in persons reported in the tenth Survey were integrated into the Global Report on Trafficking in Persons, published by UNODC and the Global Initiative to Fight Human Trafficking (UN.GIFT) in February 2009.

8. Sixty-three countries were able to provide data on counterfeit currency offences. Interestingly, in the majority of reporting countries the number of offences recorded by the police decreased between 2005 and 2006. As reported by one country in the comments section of the Survey, the decrease observed in counterfeiting offences in recent years may be attributed in part to enhanced security features that make the replication of bills more difficult, as well as increased education and awareness on the part of merchants and retailers in detecting counterfeit banknotes.

9. With respect to crime involving drugs, 57 countries provided responses to both the question on drug-related crime and that on drug trafficking, defined as drug offences that are not connected to personal use. Figure III shows average rates for both of those categories by region, as reported in the tenth Survey. Rates of police-recorded drug-trafficking offences are reasonably comparable across regions. This is likely due to the restricted definition of the crime.\(^4\) In contrast, recorded drug-related offences show significantly greater variability between regions. The number of drug-related offences recorded may be more heavily affected by variations in national definitions and law enforcement priorities and diverse approaches to case recording.

\(^4\) Nearly 70 per cent of countries providing data on drug trafficking also reported that the definition provided in the Survey was consistent with that applied in the country.
II. Regional trends and studies

10. An analysis of the homicide trend data at the subregional level contained in the *Global Burden of Armed Violence* report, published in 2008, indicates a number of relevant patterns. Subregional homicide rates change reasonably slowly and do not generally exhibit unpredictably large increases or decreases from year to year. However, those subregions with lower homicide rates also tend to be those which show either stable or gradually decreasing homicide rates over time, in line with the global crime trends from 1995 to 2006 presented in figure II. This includes the subregions of Central Asia and the South Caucasus, Eastern Europe, South-Eastern Europe, Western and Central Europe and North America from 1998 to 2005.5

11. In contrast, subregions with higher homicide rates tend to be those in which the homicide rate is increasing over time. Homicide rates in Central America and the Caribbean, for example, showed (non-linear) increases between 1998 and 2002.5 This pattern is supported by more recent data reported in the tenth Survey and collected by UNODC in the context of the data set of international homicide statistics. An analysis of intentional homicide data for seven countries in the Caribbean and Central American subregions indicates an increase of over 7 per cent between 2004 and 2006. In contrast, North America and South America, which have

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5 The analysis is based on eight countries in Central Asia and the South Caucasus, four countries in Eastern Europe, seven countries in South-Eastern Europe, 27 countries in Western and Central Europe and nine countries in North America (see *Global Burden of Armed Violence*).
lower homicide rates, show a stable or decreasing trend from 2004 to 2006. This pattern may be linked in particular to findings of rising crime in the Caribbean subregion and a vulnerability to violence associated with narcotics trafficking. A study on the threat of narco-trafficking in the Americas, published by UNODC in 2008, addresses this issue in the wider context of drug-trafficking routes.

Figure IV

Homicide trends in the Americas, 2004 and 2006

![Homicide trends in the Americas, 2004 and 2006](image_url)


12. UNODC prepared a report on drug trafficking as a security threat in West Africa as a background document for a high-level conference on drug trafficking as a security threat to West Africa, held in Praia in October 2008. The report shows that cocaine seizures doubled every year between 2005 and 2007 (from 1,323 kilograms in 2005 to 3,161 in 2006 to 6,458 in 2007), and preliminary data for 2008 confirm the increasing trend. This suggests that considerable quantities of cocaine from the Andean countries are transiting West Africa on their way to European markets. This may represent a weakness of the region and a threat to its security. The report highlights the importance of strengthening the rule of law and fighting corruption in the region.

13. UNODC published a report on crime and its impact on the Balkans and affected countries in March 2008 in which it argues that while trends in both conventional crime and organized crime are decreasing in the region, significant

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6 An analysis of trends in intentional homicide in the Americas, Europe and Central Asia and the South Caucasus conducted by UNODC can be found in the *Global Burden of Armed Violence* report.
challenges remain. In particular, the region continues to be the primary transit zone for heroin destined for Western Europe and an important corridor for human trafficking and the smuggling of migrants. The report concludes that dealing with these transnational threats requires strengthened governance and institutions in South-Eastern Europe.

III. Studies on corruption and trafficking in persons

14. The Global Report on Trafficking in Persons, published by UNODC and UN.GIFT in February 2009, provides an overview of the global and regional patterns and flows of human trafficking based on information collected from 155 countries and territories for the period 2003-2007. It deals with the response to trafficking in persons, in particular as regards the adoption of legislation and criminal justice measures. Aggregate data for about 50,000 victims of trafficking detected by the national authorities are presented and analysed along with information on the institutional framework and characteristics of identified offenders.

15. The report also presents information collected by UNODC in the format of country sheets, with links to sources of information used. Each country profile contains an analysis of the national institutional framework, criminal justice statistics and data concerning services provided to victims. This is the first global study on trafficking in persons based exclusively on official information provided by responding countries and covers more countries than any previous report.

16. The Global Report on Trafficking in Persons shows that the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the Organized Crime Convention has had an impressive positive impact in the international community. The number of countries with a specific offence on trafficking in persons more than doubled in the five years (2003-2008) following the entry into force of the Protocol. Nonetheless, data show that trafficking in persons is a crime that remains largely unpunished. As at the end of 2008, about 60 per cent of reporting countries had recorded fewer than 10 convictions per year for the specific offence of trafficking in persons, with many not having recorded any.

17. In the area of corruption, UNODC has developed a set of statistical tools (survey methodology and questionnaires) to support countries in assessing the nature and extent of the phenomenon in the business sector. The methodology is aimed at the collection of internationally comparable data on crime and corruption and was employed for a second round of surveys in Cape Verde in 2008. The surveys, aimed at monitoring trends and measuring the impact of anti-corruption initiatives, are being carried out in the country as components of a project to strengthen the rule of law in Cape Verde. A report containing an analysis of the results will be published in 2009.

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7 Including 155 country profiles divided into 11 regional sections.
18. Pilot surveys on integrity in the justice sector in Afghanistan were carried out by UNODC in partnership with the Attorney-General’s office and the Supreme Court of Afghanistan in January and February 2008. The surveys involved face-to-face interviews with judges, prosecutors, lawyers, community leaders, journalists, businessmen and teachers in five Afghan provincial capitals. UNODC and the United Nations Development Programme (UNDP) are undertaking further joint work with the aim of developing a methodology for a corruption monitoring system for Afghanistan. This will entail a system of surveys based on well-tested research tools, including some internationally comparable elements.

19. Within the framework of a joint UNDP/UNODC project to assist the Government of Iraq in combating corruption through policy support and compliance with the United Nations Convention against Corruption, UNODC is developing a programme of surveys aimed at providing a comprehensive assessment of the nature, location, causes and consequences of corruption in Iraq and of the existing legal, institutional and operational anti-corruption capacities. The surveys to be carried out in Iraq will ensure international comparability of the results.

IV. Work towards better data

20. Crime and criminal justice statistics remain scarce overall at the national, regional and international levels. Many countries still face challenges in compiling, processing and disseminating relevant crime and criminal justice statistics in a systematic and sustainable way. Those countries need assistance in developing national capacity for the generation and collection of criminal justice statistics, including by the police, prosecutors, courts and penal systems and in developing population-based surveys. To address the scarcity of international data over time, assistance is also needed to facilitate institutional reporting by countries, including systematic participation in the Survey. UNODC, in cooperation with relevant partners at the national, regional and international levels, intends to strengthen its capacity to support countries in this respect, with the aim of increasing the quality, availability and international comparability of crime and criminal justice information.

21. The establishment of a network of national contact points for crime and criminal justice statistics would be one way to achieve this aim. The network could include focal points in national statistical offices, law enforcement agencies, prosecution services, courts and national penal administrations. For issues relating to specific crimes, including corruption and forms of organized crime, national focal points could also be established on a thematic basis. The experience gained in the development of a roster of experts in the Africa region under the Data for Africa initiative and for Europe in the context of the European Commission project on the classification of offences for purposes of crime statistics suggests that single national points of contact may represent an effective approach.

22. An important component of the work carried out by UNODC with a view to improving the quality of data collected was the near-finalization of the UNODC/Economic Commission for Europe (ECE) Manual on Victimization

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Surveys. The Manual, which was drafted by a task force composed of experts from seven countries and three international institutions in addition to UNODC and ECE,11 covers a wide range of issues related to planning and implementing a victimization survey and shows many examples from such surveys carried out in different countries. The Manual deals with ways to analyse, present and interpret data with a view to communicating key findings and results. It is addressed in particular to countries that are in the process of developing victimization survey programmes for the first time and have limited experience in this field. Subject to the availability of resources, it is expected that the Manual will be edited early in 2009 in view of its formal submission for adoption by relevant statistical bodies.12

23. Responses to the tenth Survey, providing information on the period 2005-2006, were received from 86 States, or approximately 44 per cent of Member States, as shown in figure V. This represents an improvement over the eighth and ninth Surveys. Nevertheless, the response rate is still very low, especially from developing countries.

Figure V
Number of States responding to the United Nations Survey of Crime Trends and Operations of Criminal Justice Systems

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of States responding</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>72</td>
</tr>
<tr>
<td>Second</td>
<td>88</td>
</tr>
<tr>
<td>Third</td>
<td>93</td>
</tr>
<tr>
<td>Fourth</td>
<td>101</td>
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<tr>
<td>Fifth</td>
<td>103</td>
</tr>
<tr>
<td>Sixth</td>
<td>83</td>
</tr>
<tr>
<td>Seventh</td>
<td>92</td>
</tr>
<tr>
<td>Eighth</td>
<td>66</td>
</tr>
<tr>
<td>Ninth</td>
<td>74</td>
</tr>
<tr>
<td>Tenth</td>
<td>86</td>
</tr>
</tbody>
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24. On the basis of the recommendations of the open-ended expert group meeting held in 2006 (see E/CN.15/2006/4), UNODC has taken steps towards the interactive checking of data received in connection with the tenth Survey. Responses to

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11 Australia, Canada, Italy, the Netherlands, Poland, the United Kingdom of Great Britain and Northern Ireland and the United States of America and the European Institute for Crime Prevention and Control, affiliated with the United Nations, the European Union Agency for Fundamental Rights and the Statistical Office of the European Commission.
12 It is anticipated that the Manual will be submitted to the plenary session of the Conference of European Statisticians, to be held in June 2009.
selected variables were examined by UNODC in cooperation with external experts. This included reviews to assess the consistency of responses with answers provided in previous surveys, the internal consistency of responses within the tenth Survey and the consistency of responses with other known sources of crime statistics, where available.

25. The results of the examination of each country response against the selected variables were disseminated as reported, annotated with extended metadata produced by UNODC. The metadata are provided to assist users in establishing data quality and comparability over time and across countries. As at January 2009, UNODC had published three variables in an annotated format (recorded homicide offences at the national level, recorded homicide offences in the largest city and recorded homicide offences committed with a firearm at the national level). Further variables from the Survey are planned to be reviewed and published in this format in 2009.

26. With a view to improving the quantity and quality of data collected in the African region, UNODC continued to work on a project to collect and analyse data and trends in drugs, crime and victimization in Africa, funded by the United Nations Development Account. Victimization surveys were carried out in Egypt, Rwanda and the United Republic of Tanzania (in cooperation with United Nations Human Settlements Programme), which resulted in a series of reports to be published in electronic format on the UNODC website in 2009. Preparations were begun for new surveys in Burkina Faso and Ghana. UNODC also started preparations for a victimization survey in Guinea-Bissau. Further work within the Data for Africa initiative, including the development of a roster of experts in the region, was carried out in close cooperation with the African Institute for the Prevention of Crime and the Treatment of Offenders (UNAFRI).

27. Within the framework of the same project, UNODC and the Economic Commission for Africa jointly organized a workshop on crime statistics (Addis Ababa, 9-12 December 2008), which was attended by experts from 21 African countries. The African Union Commission and UNAFRI were also represented.

28. The workshop recommended the development of an African framework of crime and criminal justice statistics to put existing international standards and guidelines into the African context and to support countries in their efforts to strengthen their capacity to produce and disseminate crime and criminal justice statistics. At the national level this could be achieved, in particular, by improving the coordination of the production and dissemination of crime and criminal justice statistics and by providing support in the regular implementation of crime-related surveys (including victimization surveys and other relevant surveys).

29. Further to the publication of a manual for the measurement of juvenile justice indicators, UNODC organized a joint regional workshop with the United Nations Children’s Fund (UNICEF) in Kathmandu on building juvenile justice information

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systems. The objectives of the workshop were to increase knowledge among key
decision makers concerning juvenile justice indicators to increase the country’s
capacity for assessing the current strengths and weaknesses in data collection and to
initiate the development of national plans for improving information systems for
indicator measurement.

30. The regional workshop was attended by more than 30 Government officials,
together with UNODC and UNICEF field staff members, from seven countries in
South Asia, South-East Asia and South-West Asia. In the course of the workshop,
Government officials from law enforcement services, prosecution services, courts
and ministries of interior, justice and social welfare produced and presented national
juvenile justice system maps, identified juvenile justice-related information that was
routinely recorded and created draft plans for the next steps in developing or
improving juvenile justice information systems. UNODC and UNICEF will
continue to support countries in follow-up to the workshop and in the
implementation of national plans for juvenile justice information systems. UNODC
plans to conduct two additional regional workshops in 2009.

31. Following its participation in an expert group meeting on indicators to
measure violence against women, organized in 2007 by the Division for the
Advancement of Women, the Economic Commission for Europe and the Statistics
Division,16 UNODC continued to support the process of review of the proposed
indicators through the Friends of the Chair of the Statistical Commission. UNODC
promoted the draft list of indicators and the development of unified methods and
standards for data collection at the country level through training in Kyrgyzstan and
at the international level through participation in a conference for chairpersons and
members of parliamentary bodies dealing with gender equality organized by the
Inter-Parliamentary Union.

32. UNODC, in partnership with the Austrian Ministry of the Interior and the
International Organization for Migration, is developing guidelines for the collection
of data on trafficking in persons, including comparable indicators. This joint work
has resulted in the production of a manual dealing with a number of agreed-upon
human trafficking indicators for research purposes to be published in 2009.

V. Further work and conclusions

33. UNODC will continue to work to improve the availability and quality of
statistics at the national and international levels. In particular, it will, subject to the
availability of funding, support countries in building institutional capacity to
conduct victimization surveys with the guidance of relevant parts of the Manual on
Victimization Surveys. It will also continue its work in the area of corruption
surveys in countries that request assistance in establishing baseline data and
monitoring trends regarding corruption-related behaviour.

34. UNODC will continue to work to improve understanding of global and
regional homicide patterns through research on homicide statistics from multiple
sources. The international homicide statistics data set published in December 2008
is intended to represent a starting point for further research and will require

development and updating as more timely information becomes available. Within the framework of ongoing research initiatives, including joint work with the non-governmental organization Small Arms Survey, UNODC has also commenced an analysis of the structure and underlying causes of intentional homicide in selected regions, together with an analysis of methodological approaches to the measurement of criminal justice system performance in the case of crimes involving armed violence. The results of this work are tentatively planned for publication in 2009.

35. UNODC is continuing its work on the identification of core indicators for selected crimes and components of the activities of criminal justice systems. Part of that work is being conducted in collaboration with the European Commission through participation in the expert group on policy needs for data on crime and criminal justice (and relevant subgroups), as well as a parallel group established at Eurostat, representing the statistical authorities of the Member States, created by the European directors of social statistics. In 2008 UNODC was involved in the development of a European Union-level system for the classification of criminal offences and in advancing research aimed at developing indicators on the effectiveness of criminal justice systems and juvenile criminal justice. Further work is foreseen in cooperation with ECE and the Conference of European Statisticians, which may include the following broad activities: (a) developing a set of principles around international crime classification systems for statistical use; (b) undertaking a case study of selected offences; and (c) working with the European Commission on the current classification project.

36. In the countries of South-Eastern Europe, UNODC, in partnership with the European Institute for Crime Prevention and Control, affiliated with the United Nations, the Joint Research Centre on Transnational Crime and the International Centre for Migration Policy Development, has commenced a two-year project funded by the European Commission on the development of monitoring instruments for judicial and law enforcement institutions in the western Balkans. The overall objective of the project is to strengthen the response to crime and corruption in countries of the western Balkans by bringing national statistical mechanisms in justice and home affairs institutions into compliance with relevant international standards and good practices.

37. As a follow-up to the open-ended expert group on ways and means to improve crime data collection, research and analysis, convened in 2006, UNODC organized an expert group meeting on crime statistics in Vienna from 28 to 30 January 2009. The meeting was aimed at assessing progress made with respect to the recommendations made in 2006, with the objective of assessing the current data collection system and reviewing its core items and periodicity; discussing the practical use of the recently finalized UNODC/ECE Manual on Victimization Surveys; and reviewing a number of relevant issues, including ways of improving the analysis and dissemination of data. The meeting resulted in a set of practical recommendations for the advancement of work in the collection and analysis of international crime and criminal justice statistics.

38. A key recommendation was to revise the United Nations Survey of Crime Trends and Operations of Criminal Justice Systems questionnaire in order to improve the response rate, produce more timely data and minimize the reporting burden and complexity for Member States. The experts recommended that this be achieved through the development of a reduced questionnaire containing a core set of questions to be carried out on an annual basis, together with an ad-hoc thematic module that would change every year.

VI. Recommendations

39. It is recommended that the Commission:

(a) Urge Member States to support work by UNODC to meet the strategic objective of enhancing knowledge of thematic and cross-sectoral trends in specific crime issues. In particular, it is recommended that the Commission note the efforts of UNODC to produce more timely and relevant data and to minimize the reporting burden and complexity for Member States through a reduced Survey to be carried out on an annual basis;

(b) Encourage Member States to consider identifying national contact points for crime and criminal justice statistics with a view to facilitating the effective and timely collection, dissemination and exchange of relevant information as well as efficient coordination at the national, regional and international levels. This could be achieved in consultation with the institutes of the United Nations Crime Prevention and Criminal Justice Programme network and other regional bodies;

(c) Support the continuation of a standing group of experts for the purpose of assisting and advising UNODC and other relevant stakeholders on the collection and analysis of crime data and information and for assisting countries to strengthen national capacity for the collection, analysis and dissemination of crime and criminal justice statistics;\(^{18}\)

(d) Encourage Member States to carry out victimization surveys within the framework of their national crime prevention programmes and programmes for the collection of crime-related information. In this respect, the Commission may wish to take note of the work carried out by UNODC and ECE in developing the Manual on Victimization Surveys.

\(^{18}\) A standing group of experts could continue to meet pursuant to Council resolution 1997/27.