

17 January 2019

English only

**Preparatory Meeting for the Fourteenth
United Nations Congress on Crime
Prevention and Criminal Justice**
Kyoto, Japan, 20–27 April 2020

**From Policy Directives to Concrete Results
A Quinquennial Strategic Operational Roadmap**

**The United Nations Congresses on Crime Prevention and Criminal
Justice (1955–2020): A Contextual Lens about the Rule of Law and
a Culture of Lawfulness**

Note by the Secretariat

Thirteen successful United Nations crime congresses have been held in different regions of the globe since 1955, bringing together over the years a growing number of policymakers, legislators, practitioners, international organizations, civil society, youth and academia to explore ways and means to enhance the international community's responses to crime, as its *modus operandi* continues to change and evolve.

The very nature of the United Nations crime congresses (including their preparatory and follow-up processes) attests to the fact that a broad and open dialogue among different stakeholders is essential to the development of appropriate responses in crime prevention and criminal justice that are effective in addressing, both at the substantive and institutional levels, serious persisting or emerging social concerns. A key feature of this dialogue has been its inclusiveness, as it has brought together intergovernmental and (through programmatic implementation) all sectors of society. Such inclusive dialogue is a key prerequisite for ensuring that the rule of law enjoys widespread support, acceptance and legitimacy, as well as for paving the way towards fostering a "culture of lawfulness" in support of sustainable development.

As the Commission on Crime Prevention and Criminal Justice (CCPCJ), in discharging its mandated functions as the preparatory body of the Crime Congresses, has been advancing the preparations for the 14th Crime Congress to be held in Kyoto, Japan in 2020, it is worthwhile to reflect on the contributions that the crime congresses have made in triggering fruitful policy-oriented discussions at the international level on crucial issues concerning crime prevention and criminal justice. Further, it is also important to recognize how the United Nations Office on Drugs and Crime (UNODC), through its mandates, expertise and its highly-specialized knowledge, has continued to support Member States in translating policy directives and recommendations into concrete and measurable results, positively affecting the lives of people of all ages, including most importantly children and youth around the world.



In undertaking such a reflective exercise, two key strategic issues need to be considered, thinking within the framework of a – metaphorically perceived – “relay process”, from the last Congress to the forthcoming one. First, it is important to note that the 13th Crime Congress took place at an important historical juncture, while the discussions and negotiations on the establishment of the 2030 Sustainable Development Agenda at the United Nations had begun but were still ongoing. This was manifested in the political outcome of the 13th Crime Congress, the Doha Declaration, which is an action-oriented document that reflects the aspirations of Member States, at the highest possible level, to strengthen crime prevention and criminal justice systems and the institutions comprising them, so as to contribute to the achievement of the 2030 Agenda for Sustainable Development.

Second, the 14th Crime Congress is uniquely placed to ensure “continuity”, namely to build on the achievements of the 13th Crime Congress and to function as a forum for Member States to work collectively for delineating a *quinquennial strategic operational roadmap for the years 2020–2025* through the future Kyoto Declaration, which would contribute to reinforcing the implementation of the 2030 Agenda for Sustainable Development up until five years before its intended maturity.

One way of illustrating this continuity is by referring to the phrase “from Doha to Kyoto and beyond”, which recalls another landmark in the history of multilateralism, to wit “From Kyoto to Doha and beyond”, that brings to our memory the multilateral negotiation and agreed course of action in the field of climate change (Kyoto Protocol-Doha Amendment-Paris Agreement). The analogy leads to thinking of the past United Nations congresses, as well as the forthcoming one in Kyoto, as important milestones towards a much bigger outcome, namely the implementation of the 2030 Agenda, to the extent that the rule of law contributes substantially to achieving sustainable development.

The 14th Crime Congress provides the international community with an opportunity that should be strategically taken advantage of: based on the work already done, discuss and identify measures and policies to address the growing complexity and evolving nature of crime, as well as the impact of such measures and policies on ensuring sustainable development. In this context, the 14th Crime Congress will offer a platform for exchange of views and experiences on a wide array of issues ranging from technological advancements as both means of and tools against crime, population growth, socio-economic inequalities, to inadequate urban design planning.

The 4th and 14th United Nations Crime Congresses, from Kyoto to Kyoto: A Comparative Analysis

When comparing the overall theme and agenda items of the 4th and 14th Kyoto Crime Congresses (of 1970 and 2020, respectively), a considerable number of similarities can be identified. (*See Annex I that provides further detailed analysis.*)

The importance of the *prevention of crime* is stressed in the substantive topics of both Congresses. The 4th Congress recommended to increase *cross-sectoral activities* and to use comprehensive strategies for crime prevention. Furthermore, the substantive topics of both Congresses highlight the *need of collecting and evaluating data* in support of crime prevention to ensure a factual evidence-based approach. Topics such as: crime prevention in the context of socio-economic development (currently conveyed through the discussion on the importance of crime prevention and criminal justice for the promotion of the rule of law and, consequently, the achievement of the 2030 Agenda for Sustainable Development), reforms of legal systems, as well as the fight against new forms of crime were substantively considered.

Several subjects were identified as challenges in 1970, for example the need for educational approaches to fight crime and youth criminality, the call for more international cooperation, as well as getting the research community involved in supporting policymakers to create effective criminal policies. Fifty years later, these topics continue to be important to the international community and receive growing attention.

Fifty years after the 4th Crime Congress, innovative educational programmes and related tools to prevent youth crime have been developed by UNODC and are operational. Intergovernmental forums on crime prevention and criminal justice, and on the fight against organized crime, corruption and terrorism are prominent and key to policy development by the international community in these areas. Two major United Nations Conventions on Transnational Organized Crime and Corruption have been adopted and both have been empowered with review mechanisms, while there has also been the adoption of a growing number of international instruments against various forms of terrorism. All these developments are evidence of a progressive advancement over the years in specific topics and of new ways and means for strengthening international cooperation.

The existence of similarities between the two Crime Congresses is indicative of two key issues. First, that the 4th Crime Congress in Kyoto was also forward looking, as it discussed concerns of the international community that remain important today, namely: crime and development and more effective crime prevention. Second, that the 14th Crime Congress is an opportune forum to discuss innovative and progressive solutions to ensure enhanced and strengthened crime prevention and criminal justice responses in order to achieve social and economic development, and to overcome challenges and risks facing the criminal justice system, charting a roadmap that empowers the most vulnerable, while upholding human rights and fundamental freedoms and leaving no one behind within a spirit of full inclusion, integration and protection.

The 4th Congress already laid the foundation of a culture of lawfulness, when it emphasized that *“the individual citizen also had the major responsibility of helping to eradicate organized criminal activities which required corruption of public officials and tolerance of such corruption by individual citizens. Public educational efforts towards adequate community support of government activities against organized crime and corruption should also stress that as crime moved beyond national boundaries, citizens of one country must avoid supporting corrupting influences and criminal activities that crossed state and country lines”*.

Finally, it is important to note that the 4th Crime Congress for the first time adopted a short and concise Declaration “to alert the world to the serious consequences for society of the insufficient attention given to measures of crime prevention, calling upon all Governments to take effective steps to coordinate and intensify their crime prevention efforts within the context of their economic and social development, and urging the United Nations to give high priority to the strengthening of international cooperation in crime prevention.” It should also be noted that, again for the first time, such Declarations – together with other relevant recommendations made by the Kyoto Congress – were unanimously endorsed by both the Economic and Social Council in its resolution 1584 (L) of 21 May 1971 entitled “Criminality and social change” and by the General Assembly in its resolution 3021 (XXVII) of 28 December 1972 entitled “Crime prevention and control”.

Major similarities between the 4th and 14th Crime Congresses: Crime prevention; cross-sectoral activities; evaluations and statistics; socio-economic development; adjustment of legal systems; collaboration between communities and governments; rehabilitation; focus on youth; the role of academia; scientific approach to crime; education as key for the prevention of crime; fighting new forms of crime; increased international cooperation; and technical assistance.

New developments since the 4th Crime Congress: terrorism; gender-based approaches; fostering an active role and constructive engagement of women and youth in crime prevention and criminal justice efforts; concrete and innovative projects and steps already taken to address problems identified in 1970 (youth crime; public trust in the judicial system; creative educational approaches; need for a more uniform collection of data and crime reporting; growing awareness of the world-wide crime problem; existence of relevant United Nations Standards and Norms, as well as new

relevant United Nations Conventions and Treaties; advancements in information technology.

Integrated, Concrete and Programmatic Responses: Translating Policy Directives into Result Oriented Actions

In its resolution 70/174 in 2015, the General Assembly endorsed the Doha Declaration, the outcome document of the 13th United Nations Crime Congress. As a follow-up, the United Nations Office on Drugs and Crime (UNODC) launched in 2016 an ambitious Global Programme “*The Global Programme for the Implementation of the Doha Declaration: Towards a Culture of Lawfulness*”, which is generously supported financially by the Host Country of the 13th Crime Congress.

The Global Programme has four main components: (i) strengthening judicial integrity and the prevention of corruption in justice systems; (ii) fostering prisoners’ rehabilitation and social integration; (iii) preventing youth crime through sports; and, (iv) the “Education for Justice” initiative. The Programme supports various activities directed at the development of operational, legislative and policy-related work required by Member States to implement the Doha Declaration, thus contributing to make progress towards, and ultimately achieve, the crime prevention and criminal justice goals and targets contained in the 2030 Agenda for Sustainable Development. Since the Programme’s inception, over 200,000 people from 192 countries have been either directly or indirectly impacted by the Programme. More specifically, nationals from 185 countries have received direct capacity building support and 35 countries have received direct technical assistance.

The extensive expertise of UNODC in crime prevention and criminal justice, its wide spread field presence, and its global network of criminal justice professionals, have all helped to ensure that these activities would translate the Doha Declaration into a lasting legacy of proven results, and have a positive, sustainable impact on people’s lives and the prosperity of the global community.

The current Global Programme is a solid example of translating policy directives into concrete results. With the Global Programme, UNODC is presenting the global community with true examples not only on how the rule of law and a culture of lawfulness can be promoted at the national, regional and international levels, but also on how it is leveraging the benefits of the advancements in information technology. The Global Programme not only ensures successful programmatic implementation of a political process, but also represents crucially important and necessary continuity between the two crime congresses (The 13th and 14th Crime Congresses) in practical and programmatic terms, while bearing in mind a forward-looking vision towards 2025.

With UNODC working with a very broad range of stakeholders, (including: children, youth, academia and educators, judges and other crime prevention and criminal justice practitioners, sport coaches, United Nations agencies, intergovernmental and non-governmental organizations, as well as the private sector), an innovative and unprecedented approach is opening new horizons on how the political outcome of the quinquennial Crime Congresses can become to practical fruition for hundreds of criminal justice professionals around the world. As such, the Global Programme provides major substantive inputs to the 2020 Crime Congress with a view to informing and inspiring its deliberations, thus paving the way for further advances in policymaking in the areas of competence of the Crime Congresses.

In this perspective, the 14th Crime Congress, building also on the results of the Global Programme, can act as a “*Think Tank on Programmatic Implementation Modalities*” for the international crime prevention and criminal justice community to connect policy formulation with programme implementation, enabling at the same time the United Nations to truly become more agile in the way it proactively conducts its work for the benefit of its Member States, translating policy into activities in the shortest period of time possible.

Annex I

The table below provides detailed comparative analysis using the report and Declaration of the 1970 Kyoto Congress, as well as the overall theme, agenda items and workshop topics of the 14th Crime Congress.

Overall theme of 14th Crime Congress	Overall theme of 4th Crime Congress	Similarities to the 4th Crime Congress	New elements and differences between 1970 and 2020
Advancing crime prevention, criminal justice and the rule of law: towards the achievement of the 2030 Agenda	Crime and development.	<ul style="list-style-type: none"> The link between crime and development highlighted, providing an overall theme for the substantive topics of both Congresses. 	<ul style="list-style-type: none"> The main theme of the 4th Congress was '<i>crime and development</i>', whereas the main theme of the 14th Congress is '<i>Advancing crime prevention, criminal justice and the rule of law towards the achievement of the 2030 Agenda</i>' (the term <i>rule of law</i> appears only once in the report of 1970 whereas it is an important part of the main theme for the 14th Crime Congress). With the adoption of the overall theme and agenda items of the 14th Crime Congress, it is clear that the discussion continues along the path charted by the Doha Declaration and goes further, as the international community not only acknowledges the importance of international cooperation, but also places the promotion of the rule of law as key to the achievement of the 2030 Sustainable Development Agenda.
1. Comprehensive strategies for crime prevention towards <i>social and economic development</i>	Evidence-based crime prevention: statistics, indicators and evaluation in support of successful practices;	<ul style="list-style-type: none"> PP6 of the 1970 Kyoto Declaration noted the obligation to alert the world to the serious consequences for society of the insufficient attention which was being given to measures of crime prevention. Agenda item 1 of the 4th Crime Congress focused on the '<i>social defence policies in relation to development planning</i>' and its <i>socio-economic context</i>, which is thematically very close to agenda item 1 of the 14th Crime 	<ul style="list-style-type: none"> Using digitalized statistics and indicators to promote successful practice, more data available. (Workshop a). Before the statistics and data collected were mainly based on reports and working papers. However, in A/CONF.43/5 the importance of collecting accurate data and the creation of a more uniform crime reporting was recognized. (par.87 A/CONF.43/5)

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		<p>Congress, focusing on the relationship between development and crime. (par.62 A/CONF.43/5)</p> <ul style="list-style-type: none"> • Public measures to prevent and combat crime (par.76 of A/CONF.43/5) goes hand in hand with the objective to develop comprehensive strategies for crime prevention of agenda item 1 of the 14th Crime Congress. • ‘Cross-sectoral activity’ or ‘intersectoral programmes’ are mentioned in par.94 of A/CONF.43/5 to improve crime prevention, which applies equally to agenda item 1 of the 14th Crime Congress. • The ‘evaluation in support of successful practices’ of workshop (a) of the 14th Crime Congress, can be compared with case-based approach that is mentioned in par.107 of A/CONF.43/5, which highlights the difference of socio-political systems and their differing nature and structure of criminality. • Par.110 (5) (a,b,c,d) goes hand in hand with the approach of workshop (a): ‘special courses with emphasis on the problems and methodology of quantitative measurement’, ‘research’, ‘national, regional and international meetings to evaluate results’, ‘using resources as data banks. • Par.204 A/CONF.43/5: ‘(...) great expectations of the usefulness of future criminological research aided by computers to collate and evaluate data’. 	<p>** Of course the significant advancement in statistical crime analysis and information technology should be emphasized **</p>
2. <i>Integrated</i> approaches to challenges facing the criminal justice system	Reducing reoffending: identifying risks and developing solutions	<ul style="list-style-type: none"> • Agenda Item 2 “participation of the <i>public</i> in the prevention of crime and delinquency” of the 4th Crime Congress is closely related to the ‘integrated approaches’ of agenda item 2 of the 14th Crime Congress. • One of the challenges for the criminal justice system in 1970 and today is the adjustment of the legal system to social changes’ and thus ‘the 	<ul style="list-style-type: none"> • The focus particularly on the reduction of reoffending is a new element compared to the 4th Crime Congress; the term ‘reoffender’ or ‘reoffending’ doesn’t appear in the whole report. • Whereas the 4th Congress had a whole agenda item on ‘standard minimum rules for the treatment of prisoners’, the 14th Crime

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		<p>review and reform (...) of the criminal law in each country’(Par.81 of A/CONF.43/5)</p> <ul style="list-style-type: none"> • Par.98 of A/CONF.43/5; ‘(...) an integrated approach to community improvement and, incidentally, crime prevention by social service agencies, both statutory and voluntary. • Par.111 of A/CONF.43/5 ‘bringing the public to a closer knowledge of, participation and collaboration with governmental efforts in the prevention and treatment of crime and delinquency’. • Although it rather focuses on youth, the reduction of reoffending is mentioned in A/CONF.43/5 par.118: ‘stressed the importance of youth groups (...) rehabilitation work with youths and young adults who have broken the law’. However, ‘other communities’ are mentioned. A proposal is made to use ‘ex-offenders’ for ‘after-care and probation work’ and to bring in their experience to help others. Par.120 of A/CONF.43/5. [This is also very relevant to workshop (c) of the 14th Crime Congress] • ‘Community and citizens must be involved (for) primary prevention of crime and delinquency’ Par.122 of A/CONF.43/5. [This is also relevant to workshop (c) of the 14th Crime Congress] • Par.204 Using ‘scientific approach to problems of crime’ and in par.200 engaging the research community in order to support ‘policy makers in their task of formulating and to administrators in carrying out of the most effective criminal policy’ in A/CONF.43/5. 	<p>Congress will carefully examine and discuss integrated approaches to reducing reoffending, taking also into account the implementation of the Nelson Mandela Rules.</p>
3. Multidimensional approaches by Governments to	Education and youth engagement as key to making societies resilient to crime.	<ul style="list-style-type: none"> • Agenda item 3 – the standard minimum rules for the treatment of prisoners in the light of recent 	<ul style="list-style-type: none"> • The focus on youth and the increase in juvenile delinquency is mentioned in par.65 and par.70 of A/CONF.43/5.

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<p>promoting the rule of law by, inter alia, providing access to justice for all; building effective, accountable, impartial and inclusive institutions; and considering social, educational and other relevant measures, including fostering a culture of lawfulness while respecting cultural identities, in line with the Doha Declaration.</p>		<p>developments in the correctional field’ in A/CONF.43/5</p> <ul style="list-style-type: none"> • Agenda item 4 – organization of research for policy development in social defence in A/CONF.43/5 • “Educational policies and programmes, (...) to the development of attitudes and behaviours that would give youths a proper appreciation of their responsibilities in society.” (Par.80 of A/CONF.43/5) are very similar to the logic of the Education for Justice (E4J) Component of the Doha Programme. • To counter the adverse effects of development and urbanization on societies, it was emphasized that with adequate forethought and planning, positive steps could be taken to alleviate these negative effects (Par 86 of A/CONF.43/5) “That effort would entail the provision of adequate housing and <i>educational</i> and recreational facilities, and assistance in job placement and in the general process of resettlement”. • The importance of a multidimensional approach is already pointed out in Par.79 of A/CONF.43/5, which encourages the ‘interaction of social, economic and cultural forces’ to fight crime. • ‘Community and citizens must be involved (for) primary prevention of crime and delinquency’ Par.122 of A/CONF.43/5. • Fostering a culture of lawfulness stand in relation with the approach of par.129 of A/CONF.43/5 getting ‘individual citizens’ involved (...) to eradicate organized criminal activities’, ‘Public educational efforts towards adequate community support of government activities against organized crime and corruption’. 	<ul style="list-style-type: none"> • Agenda item 3 and workshop (c) of the 14th Crime Congress highlight concrete steps in order to fight youth crime through a preventive and educational approach. • Agenda item 3 goes further and builds upon the issue of public trust in criminal justice systems, as already noted in par.115 of A/CONF.43/5: ‘public must have confidence in the criminal justice system; and that confidence would be present only if the police, courts and correctional processes of the State were indeed ethically sound, fair and efficient’.

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		<ul style="list-style-type: none"> • Agenda item 3 of the 14th Crime Congress is largely congruent to par.132 of A/CONF.43/5 that places an emphasis on the importance of how the public perceives criminal justice and the problem of crime; and thus, calls for ‘proper use of mass communications media’ and stresses ‘the value of educational programmes for youth’. • As mentioned above, in A/CONF.43/5 par.118, the 4th Congress ‘stressed the importance of youth groups (...) young people themselves must be more effectively involved as agents of delinquency and crime prevention and treatment’ It also noted the need to harness the energies of some university student groups for important social processes. 	
<p>4. International cooperation and technical assistance to prevent and address all forms of crime:</p> <p>(a) Terrorism in all its forms and manifestations;</p> <p>(b) New and emerging forms of crime</p>	<p>Current crime trends, recent developments and emerging solutions, in particular new technologies as means for and tools against crime</p>	<ul style="list-style-type: none"> • Focus on new and emerging forms of crime in par.73 A/CONF.43/5 and in agenda item 4 as well as workshop (d) of the 14th Crime Congress. • Technical assistance by the United Nations: A/CONF.43/5 – ‘gathering of statistics and information’, and ‘give specialist support to geographical areas’, ‘provision of technical assistance’ (Par.90). • The need for increased international cooperation in emerging forms of crime was pointed out in par.91 A/CONF.43/5 ‘greater (...) consultation and co-operation on a regional basis between countries (...) taking place in both crime prevention and other fields’. • OP 2 of the Kyoto Declaration of 1970 urged the United Nations and other international organizations to give high priority to strengthening of international cooperation in crime prevention. 	<ul style="list-style-type: none"> • The 4th Congress discussed in-depth the relationship between crime and development: to counter the adverse effects of development and urbanization on societies, it was emphasized that with adequate forethought and planning, positive steps could be taken to alleviate these negative effects (Par 86 of A/CONF.43/5) “That effort would entail the provision of adequate housing and educational and recreational facilities, and assistance in job placement and in the general process of resettlement”. • PP 4 of the Kyoto Declaration of 1970 states that ‘sophisticated types of organized crime and corruption’ are ‘<i>world-wide</i> crime problem, affect nations and undermines their efforts to achieve a more wholesome environment and a better life for the people.’ • Building on this and given the current challenges that the international community

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		<ul style="list-style-type: none"> • Par.136 of A/CONF.43/5 ‘suggestions for international action’ – ‘furthering partnership in the prevention and control of crime’, ‘deal with questions of international crime’. • Par.237 of A/CONF.43/5: ‘multilateral and bilateral aid programmes’, ‘providing staff and facilities for training’, ‘United Nations and other technical assistance agencies were asked to make available fellowships for training’. 	<p>is facing with the advancement of new technologies, the 2020 Crime Congress is well positioned to focus on current crime developments and trends, as well as new technologies.</p> <ul style="list-style-type: none"> • The term ‘terrorism’ seems to be completely new, as it only figures once in the whole document. See par.299 A/CONF.43/5: ‘Hijacking could be subdivided into the “derouting of aircraft” and acts of terrorism against the security of aerial navigation”. However, it was the first time that a special meeting was convened to discuss these issues.