
PROVISIONAL AGENDA AND ORGANIZATION OF WORK

UNITED NATIONS
PROVISIONAL AGENDA

1. Opening of the Congress and election of the President
2. Adoption of the rules of procedure
3. Adoption of the agenda and organization of work
4. Election of Vice-Presidents and affirmation of the designation of other officers
5. Changes in forms and dimensions of criminality - transnational and national
6. Criminal legislation, judicial procedures and other forms of social control in the prevention of crime
7. The emerging roles of the police and other law enforcement agencies, with special reference to changing expectations and minimum standards of performance
8. The treatment of offenders, in custody or in the community, with special reference to the implementation of the Standard Minimum Rules for the Treatment of Prisoners adopted by the United Nations
9. Economic and social consequences of crime: new challenges for research and planning
10. Adoption of the conclusions on agenda items 5 to 9.
Annotations to the provisional agenda

1. Opening of the Congress and election of the President

The Congress will be opened by the Assistant Secretary-General for Social Development and Humanitarian Affairs of the United Nations at 10 a.m. on 1 September 1975.

Rule 13 of the provisional rules of procedure provides that the Congress shall elect a President.

After the election of the President, the Executive Secretary of the Congress will make a statement.

2. Adoption of the rules of procedure


3. Adoption of the agenda and organization of work

The procedural items on the provisional agenda follow the pattern established at previous Congresses. The substantive items, i.e., items 5 to 9, were approved by the Committee on Crime Prevention and Control at its second and third sessions in 1973 and 1974, respectively. 1/

Rule 6 of the provisional rules of procedure provides that the Congress shall conduct its work in plenary meetings, in meetings of the Steering Committee and in not more than five sections. In accordance with rule 7, the work concerning agenda items 5 to 9 will be conducted in five corresponding sections, whose conclusions will be considered in plenary meetings.

It is proposed that Sections I, II and III which will discuss agenda items 5, 6 and 7, respectively, should each hold seven meetings on 1, 2, 3, 4, 8 and 9 September 1975, and that Sections IV and V, which will discuss agenda items 8 and 9, respectively, should each hold seven meetings on 4, 5, 8, 9 and 10 September. The conclusions of all sections are to be considered by the Congress in plenary meetings on 11 and 12 September. A suggested time-table of the activities of the Congress is contained in the annex to the present document. A schedule of the ancillary programmes to be held during the Congress will be distributed by the host Government.

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1/ See the reports of the Committee on Crime Prevention and Control on its second session (E/CN.5/494, para. 62) and its third session (E/CN.5/516, para. 153). /...
4. Election of Vice-Presidents and affirmation of the designation of other officers

Under rule 13 of the provisional rules of procedure the Congress shall elect not more than 15 Vice-Presidents. The election of an honorary President and Honorary Vice-Presidents will be at the discretion of the Congress.

It may be possible, as a result of consultations to be held prior to the Congress, for a single slate of candidates to be put forward for election. In that event, the Congress could proceed to elections immediately. Should nominations be made from the floor, statements nominating candidates and statements seconding nominations should be limited, in accordance with recent practice in United Nations bodies, to one of each for each candidate, after which the Congress should proceed immediately to the election. Following the election of the officers, a single statement should be made on behalf of all the members of the Congress congratulating all the officers on their election.

If more seconded nominations are received than are required to fill the offices available, a vote shall be taken in accordance with rule 29 which, among other things, provides that voting in plenary meetings shall be confined to government delegations, each of which shall have one vote.

Under rule 14, the Secretary-General will have designated, in advance of the Congress and from among the registered members, a Chairman, Vice-Chairman and Rapporteur for each section and a General Rapporteur for the plenary meeting. The list of officers so designated will be presented to the Congress at its first plenary meeting for affirmation.

Rules 25-28 of the provisional rules of procedure provide for the composition and function of the Steering Committee, which shall act as the governing body of the Congress and assist the President in the general conduct of the work of the Congress. Among other things, the Steering Committee traditionally has been concerned with such matters as accreditations and the submission to the Congress of any question not closely related to the agenda items.

5. Changes in forms and dimensions of criminality - transnational and national

The basic working paper for this agenda item is document A/CONF.56/3, with the same title. Under this item, the Congress may wish to examine innovative ways and means of organizing comprehensive action to deal with the new forms and dimensions of crime with which traditional codes and procedures can no longer cope.

As has been done in previous congresses, it may be helpful for the Congress in discussing this broad question to break it down into more manageable key issues, as follows:

(a) Crime as business at the national and transnational levels: organized crime, white-collar crime and corruption. At both the national and the
transnational levels, the control of crime as business poses many problems. Very often, accelerated national economic expansion provides opportunities that create new forms of economic crime; the techniques of legitimate business are utilized for illegal transactions. By the same token, where war, disaster, faulty planning or inherited underdevelopment give rise to economic shortages, smuggling, black marketing and corruption are likely to occur. What national and international means can be devised to free nations from this costly burden on their national economies? Which measures have been found to be most effective? Conversely, to what extent do existing laws and conventions provide loopholes for these crimes to be committed across national boundaries?

(b) Offences involving works of art and other cultural property. The rise of a special form of commercial criminality pertaining to the illicit removal of and traffic in works of art and other cultural property has affected many countries in recent years. What measures, in addition to a wide acceptance of UNESCO conventions, could be employed to protect the national cultural heritage without impeding the legitimate objective of cultural dissemination?

(c) Criminality associated with alcohol and drug abuse. In recent years, there has been an upsurge of concern about the growing problem of alcohol and drug abuse, the latter dependent on a world-wide trade. What national efforts to deal with the problem of alcohol and drug abuse have been proved most successful? Is the current system of conventions to deal with the problem of narcotics distribution adequate? Should certain drug uses be decriminalized?

(d) Interpersonal violence. Without a diminution of interpersonal violence among persons known to each other, there has emerged in many countries a disturbing increase of unprovoked stranger-to-stranger violence. What measures, including those related to education and the use of the mass media, could be used to curb this violence?

(e) Violence of transnational and internationally comparative significance. The problem of the prevention and suppression of these highly visible forms of violence arises, in part, because there is no accepted legal definition of "terrorism" as a crime. Legally relevant instances of what is frequently termed "terrorism" include such offences as interference with aircraft in flight, taking of hostages, and the destruction of public installations. What is the relationship between the alleviation of justified popular grievances and the elimination of acts of "terrorism"? What national efforts to minimize the dangers of "terrorism" have been most effective? What is the role that the United Nations system could play in helping to identify and remove the root causes and contemporary expressions of violence of transnational significance?

(f) Criminality related to motorized traffic. Increased motorization in most regions of the world accompanied by rising numbers of serious traffic accidents has necessitated the diversion of a high proportion of police resources to traffic control from the essential aspects of crime prevention and control. What effective means can be employed to relieve the police of this burden?
(g) Criminality associated with migration and flight from natural disaster and hostilities. Forms of modern slavery involving the illicit importation and exportation of labour and its exploitation, as well as the depressed living conditions conducive to criminality which many migrant workers and their families have to endure, merit international concern in view of the likely persistence of a high rate of labour mobility between countries. The same applies to disaster victims and refugees, large numbers of whom are driven across national boundaries without the necessary visa requirements and work permits. To what extent can these criminogenic factors be dealt with by national and international agencies concerned with local development, labour and social services thus relieving the growing burden of national criminal justice agencies in this regard?

(h) Female criminality. In a number of countries, the female crime rate in most crime categories is increasing much faster than male criminality. What are the real causes of such increases and what are possible solutions?

(i) Forecasts of crime and crime control problems. The environment in which criminal justice agencies will have to function in future is bound to be very different from that of today. There is no doubt that in many countries the nature and quality of crime will be diversified in relation to the expansion of the available opportunities, unless major social changes are initiated. What new forms and dimensions of criminality can be anticipated for the next decade or two? How should these challenges be met?

6. Criminal legislation, judicial procedures and other forms of social control in the prevention of crime

The basic working paper for this agenda item is document A/CONF.56/4, with the same title.

Under this agenda item, the Congress may wish to identify the factors that contribute to the inefficiency and overburdening of the criminal justice system, and explore measures to improve the system. The consideration of the following related key issues is recommended:

(a) The crisis in the criminal justice system. In many countries the role of the criminal justice system as an institution of social control in the prevention of crime has been seriously challenged. Not only do many jurisdictions register a significant and worrisome increase in serious crime and delinquency, resulting in an over-burdening of the criminal justice system, but judicial rules and procedures have remained complex and, in some cases, become more time-consuming and more costly as well. Should there be a comprehensive reform of the entire system, or should there be piecemeal amendments of old laws and procedures as well as of the several subsystems? What is the interplay between legislation and judicial rule making in this regard? How has the shortage of specialized judges and well-trained judicial personnel been dealt with in various countries?
(b) Changes in judicial procedures and diversion of offenders. Some of the overload of the criminal justice system could be removed by changes in judicial procedures and the diversion of offenders out of the formal criminal justice system so that they can be handled by community and social services organizations. What changes in methods of pre-trial detention, prosecutorial and judicial use of discretion, and sentencing procedures would such a new policy require?

(c) The role of the criminal justice system in crime prevention. There is a belief that a significant segment of the law is anachronistic or had not been carefully drafted, that persons of lower-class status and members of minority groups are overrepresented as offenders in the criminal justice process and underrepresented as agents of the law, that in the face of rising crime rates only a very small number of offenders are ultimately convicted and that most offenders are not rehabilitated. In what way could the various components of the criminal justice system, from legislation to aftercare agencies, be made to share the same goals and means in discharging their responsibility in the prevention of crime and the treatment of offenders? How can unintentional but predictable negative side effects be minimized?

(d) Decriminalization and depenalization. In both developing and developed countries there is a trend towards decriminalization and depenalization; on the other hand, a reverse trend is also noticeable in some countries with respect to some offences currently deemed particularly heinous. Most legislative change in the area of decriminalization and depenalization has been in the field of morals offences, traffic offences, alcoholism, vagrancy, disorderly conduct, minor thefts and assaults. In the experience of nations, what basic criteria have emerged for the safe decriminalization or depenalization of certain types of criminal conduct, and what alternative methods of dealing with these problems have proved successful?

The diversion methods that can be used to reduce the volume of persons being canalized through the process of arrest, arraignment, trial, conviction and sentencing, fall chiefly into three categories: (a) community programmes at a pre-arrest level, (b) diversion at the police level in lieu of arrest, and (c) court-based diversion such as pre-trial release programmes. What are the procedural and civil rights implications, positive and negative, of such programmes?

(e) Alternative forms of social control in the prevention of crime. Any programme which is designed to improve society, be it through more equitable distribution of income, better educational or social welfare services, improved employment opportunities, or elimination of forms of discrimination, contributes to social control and crime prevention in that it tends to rectify social injustices and thus remove or lessen their criminogenic influence. What measures can be adopted to co-ordinate the responsibilities of social and economic planners, on the one hand, and of criminal justice specialists, on the other? Specific legislative, procedural and judicial tasks will have to be defined at the Congress, emphasizing those which can be delegated to, or shared with, other legal and social services and community organizations. What steps could be taken to preserve
or resurrect traditional forms of social control, such as those provided by kinship groups, customary courts and village councils, as important forms of community participation in the functioning of the criminal justice system? Could such indigenous forms of social control be adapted to urbanized society?

7. **The emerging roles of the police and other law enforcement agencies, with special reference to changing expectations and minimum standards of performance**

The basic working paper for this agenda item is document A/CONF.56/5, with the same title.

Under this item, the Congress may wish to consider measures that would improve the performance of the police and other law enforcement agencies with a view to making them highly responsive to the requirements of the community for crime prevention and control. Some key issues on which the Congress may concentrate are:

(a) **Police professionalism and accountability.** As many law enforcement agencies are striving for greater professional recognition, the calibre of police personnel is increasing, thus police administrators are faced with the challenge of creating a working climate which provides job satisfaction, encourages individual dedication to duty, and produces policemen who are responsive to public expectations. How can this goal be best achieved, while ensuring internal and external accountability and minimizing corruption and undesirable practices?

(b) **Police recruitment and training.** In view of the complexity of modern police work, how can police agencies attract and retain the calibre of personnel who will be both efficient and responsive to public needs? Few would question the need for policemen who display an awareness of human and constitutional rights. However, what criteria, especially with respect to educational standards, should be used in selecting such personnel? What has been the experience of national law enforcement organizations attempting to ensure minority representation in proportion to the ratio of such groups in the population of the area to be served? Considering the shortage of police manpower in many regions, how can police departments provide adequate basic and in-service training for their members and at the same time meet operational requirements? How could police effectiveness be enhanced by the inclusion of women on police rosters?

(c) **Police response to changing forms of criminality.** The emergence of such forms of criminality as white-collar and organized crimes and the growing incidence of drug abuse, interpersonal violence and serious traffic accidents have imposed the requirement on law enforcement officers to be trained in such diverse fields as accountancy, business administration, computer science, sociology, intervention in family conflicts, and negotiation for the release of hostages and kidnap victims. How can selective recruitment, adequate specialized training and the effective deployment of manpower enable law enforcement agencies to cope with the changing forms of deviant behaviour that are appearing in most regions of the world? How can demands for constant training and retraining programmes be met while services are to be provided simultaneously for ever greater areas of crime control?
(d) Police/community relations. It is said that police officers should be a part of and not apart from the communities in which they serve. By what means can greater use be made of the mass media and effective community programmes to familiarize the public with the working role of the police? In what ways can the police encourage public participation in crime prevention and, where possible, the work of the police?

(e) Private security organizations. What should be the role and position of private security and guard organizations in relation to the public police? What should be the extent of governmental control and supervision over these private agencies, particularly with regard to training and recruitment standards?

(f) Police involvement in the formulation of legislation. Considering the position occupied by the police within the criminal justice system and the critical role which they play in the preservation of human rights, particularly with respect to arrest and detention, should the views and opinions of responsible police administrators be sought prior to the enactment of legislation or administrative regulations which affect the functions of the police? How true is the claim that many conflicts between police and public result from the obligation of the police to enforce laws which, through no fault of their own, are unenforceable?

(g) International police co-operation. To enable law enforcement agencies better to cope with new forms and dimensions of criminality, what steps can be taken to improve and expand police co-operation at an international level? Are there means by which the exchange of information relating to the activities and movements of international criminals through the International Criminal Police Organization (INTERPOL) can be encouraged?

(h) The present and future role of the police. Historically, the police have been relied upon for the prevention and detection of crime, the maintenance of order, the enforcement of the law and the provision of a variety of related services. In view of rapid social change and rising crime rates, would it be better to cast the police in a narrower role more closely related to crime control? Should this be done, what effect would such a change have on the relationship between the public and the police? Of equal importance, what agencies would have to be created to carry out the duties not directly related to crime formerly performed by law enforcement agencies?

(i) International code of police ethics. Pursuant to Economic and Social Council resolution 1794 (LIV) and General Assembly resolution 3216 (XXIX), a draft international code of police ethics is presented to the Congress with a view to its adoption and recommendation to Governments of Member States. Such a code would specifically prohibit the use of torture or any form of cruel, inhuman or degrading treatment of persons in police custody.
8. The treatment of offenders, in custody or in the community, with special reference to the Standard Minimum Rules for the Treatment of Prisoners adopted by the United Nations

The basic working papers for this agenda item are documents A/CONF.56/6, A/CONF.56/8 and A/CONF.56/9.

Under this item, the Congress may wish to consider such alternatives to imprisonment as progressive measures of rehabilitation of offenders and reducing to a reasonable level the overcrowding of correctional institutions. In addition to suggestions for promoting the implementation of the Standard Minimum Rules for the Treatment of Prisoners, the Congress is also called upon by the General Assembly in its resolution 3218 (XXIX) to include in the elaboration of the Standard Minimum Rules for the Treatment of Prisoners, rules for the protection of all persons subjected to any form of detention or imprisonment against torture and other cruel, inhuman or degrading treatment or punishment.

Some key issues for discussion are:

(a) **Alternatives to imprisonment.** The question of how far imprisonment can be replaced by forms of non-institutional sanctions and treatment should be considered, first, from the point of effectiveness, secondly, with regard to the heavy operational costs of traditional institutions and, thirdly, with respect to the humanitarian aspects.

(b) **Factors in correctional reforms.** Although the need for correctional reforms is recognized, a number of circumstances inhibit the necessary and desirable development of these reforms, particularly in an environment of rising violence and organized criminality. Accordingly, provision must be made to increase public participation and assistance in practical correctional work through various methods. The role of the correctional workers as advocates of change is essential, and even the involvement of offenders themselves in the efforts to bring about change needs to be considered. It is also necessary to discuss the interrelationship between the system of correctional services and the larger system of social welfare services in order to breach the isolation in which the correctional system too often operates, and to extend to the correctional clientele the greatest possible range of services available to the society.

(c) **The Standard Minimum Rules in the climate of change.** The Congress may wish to comment on a proposed series of measures to be taken in order to ensure a wider dissemination and a more effective implementation of the Standard Minimum Rules, such as the preparation of an introduction to the Rules and an interpretative commentary on each one of the Rules, the formulation of a new set of Rules applicable to such non-institutional groups of offenders as probationers and parolees, and the drafting of rules providing for the voluntary return of persons convicted of crime in a foreign country to their State of residence for the service of sentence.

(d) **Protection of all detainees against torture and other inhuman treatment.** In responding to the request in General Assembly resolution 3218 (XXIX) of
6 November 1974, the Congress may wish to pay particular attention to the issues related to the protection of all persons subjected to any form of detention or imprisonment against torture and other cruel, inhuman or degrading treatment or punishment. Since the Standard Minimum Rules as they stand at present preclude torture and abusive treatment, what steps are required to better ensure that the substance and spirit of the Rules are applied to all persons detained whether by court order or otherwise? Even if by amendments of Rules 4 (1) and 64 (1) the Rules were to be made explicitly applicable to all persons detained, the effective implementation of the standards of the Rules would still require the adoption of appropriate implementation procedures. A draft of such procedures is contained in document A/CONF.56/6.

The consideration by the Congress of this issue will also have to be guided by the Secretariat's analytical summary (A/CONF.56/8) and the outline of principles of medical ethics (A/CONF.56/9) which is being prepared by the World Health Organization.

9. Economic and social consequences of crime: new challenges for research and planning

The basic document for this agenda item is document A/CONF.56/7, with the same title.

Under this item, the Congress may wish to examine the major economic and social effects of crime and policies for crime control, the methodological questions that arise in assessing the economic and social impact of crime, and action proposals for the kind of policies and planning for crime prevention which would minimize and redistribute the costs of crime.

Some key issues for resolution are:

(a) Major economic and social consequences of crime, and policies for crime control. The major effects of rising crime rates in terms of economic deprivation and strains on the social fabric have been felt in many countries. The issue is to identify and analyse these major effects from the standpoint of their human and material costs and in relation to the dissipation of the manpower and financial resources needed for development and the fulfilment of national objectives for achieving a better quality of life.

(b) Assessing the costs of crime (including crime control policies). One of the main obstacles to a meaningful incorporation of crime prevention and control in national development plans is the highly imprecise (or total absence of reliable) calculation of the costs that crime, and government activities to prevent and control it, impose on the economy as well as on individuals and groups. Which of the principal approaches to and techniques for measuring the impact of crime to be considered by the Congress could best be explored further and developed with a view to their effective application at the national and international levels?

(c) Planning to minimize and redistribute the costs of crime. On the basis
of the discussion of the above issues, implications will have to be drawn for the strategies to be followed in the future to minimize the most noxious consequences of crime and to redistribute the costs of combating them more equitably among the various segments of society. The Congress may wish to offer recommendations on proposals relating to the conversion of unsystematized criminal justice systems into an integrated, functional whole; the adoption of comprehensive crime prevention policies combining that measure of control and freedom which is optimal to national development and individual fulfilment; the devising of imaginative far-sighted policies, in short-term, medium-term and long-term planning perspectives that can be adjusted to anticipated developments, and a pervading concern with fulfilling the aims of social as well as criminal justice. Recognition will also have to be given to the need for basic structural reforms as well as a revitalization of moral values alongside more rational approaches and technically efficient measures.
# Annex

PROPOSED TIME-TABLE AND ORGANIZATION OF WORK OF THE CONGRESS

Monday, 1 September 1975

10 a.m. - 1 p.m.  1st plenary meeting

1. Opening of the Congress by the Assistant Secretary-General for Social Development and Humanitarian Affairs of the United Nations

2. Election of the President (item 1)

3. Statement by the Executive Secretary of the Congress (item 1)

4. Adoption of the rules of procedure (item 2)

5. Adoption of the agenda and organization of work (item 3)

6. Election of Vice-Presidents and affirmation of the designation of other officers (item 4)

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<th>Date</th>
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<th>Section I</th>
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<tr>
<td>Monday</td>
<td>1 September</td>
<td>3-6 p.m. (Except Steering Committee, which will meet at 4 p.m.)</td>
<td>Steering Committee</td>
<td>Consideration of item 5, &quot;Criminal legislation, judicial procedures and other forms of social control in the prevention of crime&quot;; key issues: (a) The crisis of the criminal justice system; (b) changes in judicial procedures and diversion of offenders.</td>
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<td>2 September</td>
<td>10 a.m. - 1 p.m. and 3-6 p.m.</td>
<td>Consideration of item 5, &quot;Changes in forms and dimensions of criminality - transnational and national&quot;; key issues: (a) Crime as business at the national and transnational levels; organized crime, white-collar crime and corruption; (b) offenses involving works of art and other cultural property; (c) Criminality associated with alcohol and drug abuse.</td>
<td>Consideration of item 6;  key issue (c) The role of the criminal justice system in crime prevention.</td>
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<td>Wednesday</td>
<td>3 September</td>
<td>10 a.m. - 1 p.m. and 3-6 p.m.</td>
<td>Continuation of item 5; key issues: (d) Interspecific violence; (e) Violence of transnational and internationally comparative significance; (f) Criminality related to motorized traffic.</td>
<td>Continuation of item 6; key issue (d) Decriminalization and depenalization.</td>
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<td>Thursday</td>
<td>4 September</td>
<td>10 a.m. - 1 p.m. and 3-6 p.m.</td>
<td>Continuation of item 5; key issue: (g) Criminality associated with migration and flight from natural disaster and hostilities; (h) Criminality; (i) Forecasts of crime and crime control problems.</td>
<td>Continuation of item 6; key issue (e) Alternative forms of social control in the prevention of crime.</td>
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Section IV

Consideration of item 8, "The treatment of offenders in custody or in the community, with special reference to the Standard Minimum Rules for the Treatment of Prisoners adopted by the United Nations"; key issues (a) Alternatives to imprisonment; (b) Factors in correctional reform;

Section V

Consideration of item 9, "Economic and social consequences of crime; new challenges for research and planning"; key issues (a) Major economic and social consequences of crime and policies for crime control.
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<tr>
<td>Friday</td>
<td>10 a.m.-</td>
<td>Two lectures will be delivered.*</td>
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<td>5 September</td>
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<td>Steering Committee</td>
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<td>Monday</td>
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<td>Adoption of the report of the Section to plenary.</td>
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<td>8 September</td>
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<td>Section II</td>
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<td>3-6 p.m.</td>
<td>Adoption of the report of the Section to plenary.</td>
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<td>Tuesday</td>
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<td>Two lectures will be delivered.</td>
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<td>9 September</td>
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<td>Steering Committee</td>
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<td>3-6 p.m.</td>
<td>A lecture will be delivered.</td>
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<td>Wednesday</td>
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<td>Adoption of the report of the Section to plenary.</td>
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<td>10 September</td>
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<td>Section III</td>
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<td>Thursday</td>
<td>10 a.m.-</td>
<td>Adoption of the report of the Section to plenary.</td>
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<td>11 September</td>
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<td>Section IV</td>
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<td>Key issues: (c) and (d) (continued).</td>
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<td>Continuation of item 9:</td>
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<td>Continuation of item 9:</td>
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<td>Key issue (b) Assessing the costs of crime (including crime control policies).</td>
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<td>Consideration of item 9:</td>
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<td>(c) Planning to minitate and redistribute the costs of crime.</td>
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<td>2:30-5:30 p.m.</td>
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<td>9:30 a.m.-</td>
<td>3rd plenary meeting</td>
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<td>12 September</td>
<td>12:30 p.m.</td>
<td>Consideration of the reports of Sections IV and V.</td>
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<td>2:30-5:30 p.m.</td>
<td>Closing ceremonies.</td>
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* Lectures are separate activities from those of Sections.
This archiving project is a collaborative effort between United Nations Office on Drugs and Crime and American Society of Criminology, Division of International Criminology. Any comments or questions should be directed to Cindy J. Smith at CJSmithphd@comcast.net or Emil Wandzilak at emil.wandzilak@unodc.org.