

---

25 September 2006

English only

---

**Conference of the Parties to the United Nations  
Convention against Transnational Organized Crime**  
Third session  
Vienna, 9-18 October 2006

**Towards security and justice for all: making the world safer  
from drugs, crime and terrorism**

**Note by the Secretariat**





UNITED NATIONS  
*Office on Drugs and Crime*

# TOWARDS SECURITY AND JUSTICE FOR ALL

**Making the world safer from drugs,  
crime and terrorism**

**DRAFT FOR DISCUSSION**

21 September 2006

## PREFACE

The United Nations *Office on Drugs and Crime* (UNODC) is growing in stature. As States seek solutions to threats that do not respect borders, they are making increased use of multilateral partnerships in order to improve security.

In the past five years, UN-brokered Conventions against corruption and trans-national organized crime have come into force. This builds on the existing international drug control regime. As custodian of these instruments, and as a provider of technical assistance in order to facilitate their implementation, UNODC is in high demand.

UNODC is the UN's centre for the fight against "uncivil society". It leads global drug control and crime prevention efforts and is playing an increasingly active role in terrorism prevention. UNODC is committed to achieving security and justice for all, making the world safer from drugs, crime and terrorism.

In order to deliver, UNDOC needs a clear idea of where it is going and the means to get there. To this end, UNODC has engaged all stakeholders in developing a medium-term strategy. The Strategy was developed in close consultation with Member States, external experts, NGOs and staff, and can thus be legitimately seen as a joint product.

The aim has been to position a transformed UNODC in the context of a changing world, to identify a limited number of strategic objectives and to map out how to achieve them.

Despite the magnitude of global challenges relating to drugs, crime and terrorism, the Office needs to be realistic about where its work can have the most impact. Since UNODC's main task is to help States help themselves, a strong emphasis is put on capacity-building and devolving more tasks to country or regional offices.

To implement this Strategy, UNODC will need sufficient, predictable and sustained resources. And Member States will need to see that they receive good value for money. In line with modern management practice and in harmony with the process of UN reform, this report puts particular emphasis on performance-based management.

A clear and common understanding about how UNODC can best assist Member States to control drugs and prevent crime and terrorism is essential for achieving shared objectives, maximizing available resources and building security and justice for all. I therefore urge you – as a partner in the quest for a safer world – to reflect on this strategy and strengthen UNODC's ability to help States address some of the most dangerous threats facing humanity.

Antonio Maria Costa

## 1. CONTEXT: LEADING THE FIGHT AGAINST “UNCIVIL SOCIETY”

Illicit drugs, organized crime, corruption and terrorism are threats to global peace and security. In his report *In Larger Freedom: Towards Development, Security and Human Rights for all* (2005), Secretary-General Kofi Annan said that “threats to peace and security in the twenty-first century include not just international war and conflict, but terrorism, weapons of mass destruction, organized crime and civil violence”. At the 2005 World Summit, world leaders singled out organized crime, corruption and terrorism as major threats which need to be addressed in facing the global challenges of development, security and human rights, core to the Millennium Development Goals.

These threats do not respect borders. Preventing and countering them therefore requires multilateral cooperation. In 1997, the Secretary-General designated the United Nations *Office on Drugs and Crime* as “the centre of the United Nations fight against ‘uncivil society’ – those who use the benefits of globalization to traffic illicit drugs, launder money, engage in terrorism and traffic in human beings.”

UNODC aims to contain the sinister trilogy of drugs, crime and terrorism and help strengthen the virtuous triad of peace, security and development.

This is a major responsibility, especially as these threats are not subsiding. Every day new reports emerge about the trafficking of young women, the smuggling of migrants, high-level corruption, terrorist plots, organized crime and drug trafficking.

UNODC’s work is increasingly in demand and expectations about what it can deliver are rising.

It is the custodian of five international conventions and three protocols on drugs, transnational organized crime and corruption, as well as a number of international standards and norms on drugs, crime prevention and criminal justice. It is an integral part of the UN’s action to prevent and counter terrorism.

Member States are increasingly turning to UNODC for specialized legal and technical assistance to implement international instruments related to drugs, crime and terrorism. UNODC’s network of field offices enables it to work at the country and regional level to respond to requests for practical assistance. The *Office* also encourages cross-border cooperation to promote bilateral and regional solutions to controlling drugs and preventing crime and terrorism.

UNODC’s reports, for example the illicit crop surveys, the annual *World Drug Report*, or regional studies on drugs and crime, are relied on by policy-makers and the media as unrivalled sources of in-depth and objective information and analysis.

In short, UNODC aspires to be the world’s conscience on drugs and crime, reminding States of their commitments and raising awareness about the need for drug control and crime prevention. It is also a service provider of technical assistance in order to help States address these threats.

## 2. WHY A STRATEGY?

This Strategy is the result of a management decision to review the *Office's* strategic direction and a response to an explicit request from Member States. It is a joint undertaking with Member States in order to improve coherence and planning in the multilateral fight against drugs, crime and terrorism. It can also be considered part of the ongoing reform process within the United Nations system.

The Strategy provides an opportunity to more clearly position UNODC within the UN family and the constellation of international organizations. This should enable UNODC to have a sharper profile, a more strategic perspective and make more efficient use of its resources.

This process builds on earlier and continuing initiatives. At the end of 2002, guidelines for setting the operational priorities of UNODC were laid down. In 2003, the Office was restructured to integrate previously separate crime and drugs programmes, and to link the functions of analysis, standard-setting, operations and administration. By the end of 2003, a new consolidated budget reflected the integration of the drugs and crime branches.

Since 2002, steps have been taken to make the *Office* more results-oriented, accountable, transparent and effective. As part of the UN Secretariat, UNODC prides itself on being in the vanguard of management reform. UNODC has therefore embraced the call made by the Secretary-General in his report *Investing in the United Nations: For a stronger Organization worldwide* to put more emphasis on achieving results and delivering services effectively, spending public funds prudently and being held accountable for its performance.

Efforts to improve the management of the *Office* must be matched by a drive to improve the policy planning and operational effectiveness of UNODC. This synthesis should enable UNODC to have a clearer view of its strategic objectives and a more realistic sense of how to reach them.

This is vital because UNODC is a small office with big mandates. The road ahead must be well-marked and the journey well-prepared in order for the *Office* to concentrate its resources and priorities on a limited set of issues where it can have a maximum impact. A shared understanding of core tasks and medium-term objectives would put the *Office* in a better position to serve the needs and priorities of Member States. That is the aim of this Strategy.

### 3. CURRENT SITUATION: A SMALL OFFICE WITH BIG MANDATES

#### **Headquarters-based with a field office network**

The United Nations *Office on Drugs and Crime* is a specialized entity within the United Nations Secretariat. It has 1,100 personnel of which 340 are situated at its headquarters in Vienna and close to 800 in a number of field and project offices around the world.

The analysis, legal advice, thematic expertise, administration and operational guidance provided from headquarters enable field offices to be well-advised and supported in their programmatic and project-based activities. Through this combination, Member States benefit from practical on-the-spot assistance and expertise developed at a global level, but applied to local conditions.

#### **Inherent Structural Realities**

The focus of the *Office*, reflected in staff expertise and project funding, has traditionally been weighted towards drug control. This is gradually changing as UNDOC takes on more responsibilities and programmes in crime and terrorism prevention, in line with the wishes of Member States.

The challenge is to further improve internal coherence and develop an institutional identity based around a common objective. Achieving greater horizontal integration will require bringing together different institutional histories, funding arrangements and competencies (analytical, normative and operational).

#### **Uneven Governance**

Greater coherence is also needed in the making of policy. At the moment, the UNODC structure rests upon uneven foundations.

A solid international **drug control regime** is in place, based on century-old international agreements. The three drugs conventions (on Narcotic Drugs, 1961, on Psychotropic Substances, 1971, and against the Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988) are almost universally adhered to. There is a clear legislative authority in the Commission on Narcotics Drugs, judicial authority in the International Narcotics Control Board, and executive authority in UNDOC. There is a solid basis of data and research on drugs. Clear drug control targets have been set in the ten year UNGASS process that will conclude in 2008.

A **crime control regime** is taking shape. Recently the UN Convention against Corruption (2005) and the UN Convention against Transnational Organized Crime (2003), together with the three Protocols that supplement it (Protocol to Prevent, Suppress and Punish Trafficking in Persons, Protocol against the Smuggling of Migrants, and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms) have come into force. But adherence is thus far uneven, and there is no blueprint for any crime control architecture. The legislative authority of the Commission on Crime Prevention and Criminal Justice (CCPCJ) is weak. The monitoring and evaluation system to be put in

place by the Conference of the Parties is as yet unclear, as is UNODC's executive mandate. The lack of crime data impedes research and policy.

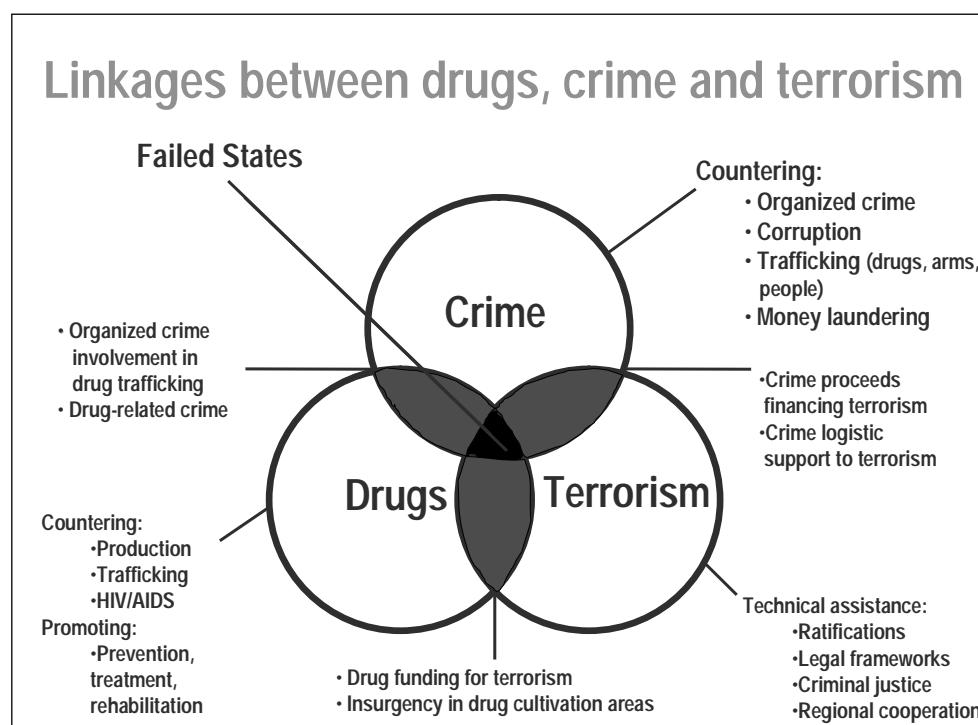
A **terrorism prevention regime** is in its infancy. A Global Counter-Terrorism Strategy was adopted by the General Assembly in a landmark resolution in September 2006. There are 13 counter-terrorism instruments which provide a basic legal framework. However, unlike drugs and crime, there is no comprehensive Convention. Legislative authority is scattered and executive responsibility still lacks coherence.

The imbalance between the three subject areas is also reflected in their budgets. In 2005, UNODC's drug control budget was US\$ 64.7 million, crime prevention received US\$ 18 million, and counter-terrorism US\$ 3.1 million.

The internal coherence that is being forged within UNODC is not being mirrored in the policy-making and governing bodies responsible for drug control and terrorism and crime prevention. As a result, it has proven difficult at times to align Member States' priorities, the *Office's* strategic direction, its budget and financing.

### Linkages

UNODC has the advantage of being able to combine cross-cutting expertise with a broader perspective and examine the linkages between drugs, crime and terrorism.



## **Needs-driven, Donor-dependent**

UNODC provides technical assistance upon request. Its activities are needs-driven and oriented towards implementation of technical assistance in the field. However, only 12% of the annual budget of US\$138 million comes from the regular UN budget. The remaining 88% comes from voluntary contributions, mostly from Member States, through two distinct Trust Funds. This creates an unstable and unpredictable funding situation, making it difficult to plan even one year ahead. The high degree of earmarked voluntary funding also means that major donors exert considerable leverage over policy which is, at times, inconsistent with the decisions of UNODC's governing bodies.

## **A Network of Partnerships**

UNODC's issues do not occur in isolation. Not only do drugs, crime and terrorism sometimes overlap, but they affect and are affected by other factors like development, health, poverty and the environment. UNODC is therefore part of a network of contacts with UN departments and agencies, regional and sub-regional organizations, development banks, NGOs, foundations and the private sector.

## 4. THEMES, OBJECTIVES AND RESULTS

UNODC's work is concentrated around three themes: **analysis**, **rule of law**, and **human security**. This chapter looks at the characteristics of each, outlines the main strategic objectives and lists the desired results.

### 4.1 Analysis

Effective policy must be based on accurate information. Analysis is essential for measuring trends, highlighting problems, learning lessons and evaluating effectiveness. UNODC contributes to drug control and crime prevention through providing evidence-based reporting.

#### *Main Objective*

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

Reporting on global trends in illicit drugs is well covered by illicit crop surveys and the *World Drug Report*, whereas crime statistics and research are limited. At the moment there are no comprehensive figures on world crime nor an overview of crime trends. This is a major handicap to making policy on crime-related issues. There is also a greater need for counter-terrorism legal research in order to produce effective model laws and legislative benchmarks.

<i>Results</i>	<i>Threat and risk analysis</i>
<p>Within the medium-term, UNODC aims to achieve the following results to improve threat and risk analysis:</p> <ul style="list-style-type: none"><li>• Enhanced knowledge of trends including emerging trends in drugs and crime available to Member States and the international community;</li><li>• An enhanced capacity by Member States and the international community to formulate strategic responses to address trends, including emerging trends in drugs and crime.</li></ul>	

<i>Results</i>	<i>Scientific and forensic capacity</i>
<p>Analysis can be enriched by scientific and forensic capacity. In the future, UNODC will:</p> <ul style="list-style-type: none"><li>• Help improve scientific and forensic capacity of Member States to meet international standards;</li><li>• Make greater use of forensic and laboratory data in order to support policy decisions and operational activities.</li></ul>	

## 4.2 Rule of Law

The rule of law is the basis for providing security and justice for all. It is therefore the cornerstone of UNODC's work. UNODC has brokered international instruments on drugs and crime. It is the secretariat and custodian of the drug and crime conventions and protocols. It is also a normative intermediary by assisting States to implement and live up to their commitments.

### ***Main Objective***

***Effective responses to crime, drugs and terrorism and effective, fair and humane criminal justice systems through the implementation of international legal instruments and standards and norms of criminal justice.***

<b><i>Results</i></b>	<b><i>Ratification and implementation of conventions/protocols and standards and norms</i></b>
	<p>In the medium-term, UNODC's work in relation to the ratification and implementation of conventions/protocols and standards and norms will seek to achieve the following results:</p> <ul style="list-style-type: none"><li>• Universal ratification of the drug control conventions, the UN Convention against Transnational Organized Crime (TOC) and the protocols thereto, the UN Convention against Corruption (CAC) and the universal instruments against terrorism;</li><li>• The enactment of domestic legislation and administrative structures in line with these international instruments and standards and norms;</li><li>• High-quality services provided to treaty-based organs and governing bodies related to drugs, crime and terrorism.</li></ul>

<b><i>Results</i></b>	<b><i>International cooperation in criminal justice matters</i></b>
	<p>UNODC will also work to improve international cooperation in criminal justice matters related to drugs, crime and terrorism. Desired results are:</p> <ul style="list-style-type: none"><li>• Enhanced capacity of Member States to implement various mutual assistance cooperation instruments for investigation, extraditions, transfer of sentenced people, seizures and confiscation of proceeds of crime, and witness protection;</li><li>• Enhanced capacity to enable special investigative techniques in the detection, investigation and prosecution of organized crime, corruption and drug trafficking;</li><li>• Reinforce the ability of Member States to establish comprehensive and effective anti-money laundering/countering the financing of terrorism systems.</li></ul>

***Results******Criminal justice systems—  
more accessible, accountable and effective***

UNODC will also work with Member States to make criminal justice systems more accessible, accountable and effective. This should result in:

- Enhanced capacity of Member States, particularly States in post-conflict or transitional stages, to develop and maintain accessible and accountable domestic criminal justice systems in accordance with international standards and norms;
- Criminal justice systems with a high degree of integrity;
- Enhanced capacity to respond to new and emerging forms of crime, such as cybercrime and counterfeited goods.

### **4.3 Human Security**

Drugs and crime are major problems, but they are not vast impersonal forces. Drugs, crime and terrorism affect the lives of individuals and the social fabric of communities. In order to prevent, treat and reintegrate those affected, due attention needs to be paid to human security.

Under the Human Security heading there are two main objectives:

***Main Objectives***

*Reduction in opportunities for illicit activities and gains, and reduction in risks of drug abuse, HIV/AIDS, criminal activity and victimization; and*

*Effective care and reintegration into society of drug abusers and offenders, and assistance to victims.*

***Results******Community-centred prevention programmes***

NGOs and civil society have a pivotal role to play in improving human security. This is particularly the case with community-centred prevention programmes. In this area, UNODC aims for:

- Enhanced understanding and use of international standards and norms for crime prevention and of the Declaration on Guiding Principles of Drug Demand Reduction;
- Enhanced national capacity to prevent drug abuse;
- Increased awareness of human trafficking among relevant authorities, general public and particularly vulnerable groups in selected countries;
- Increased awareness among relevant authorities and general public that smuggling of migrants is a criminal activity and poses serious risks to migrants;
- Increased partnerships with NGOs that advance capacities to apply international standards and norms in community-centred drugs and crime prevention programmes.

<i>Results</i>	<i>HIV/AIDS prevention and care</i>
<p>UNODC is a co-sponsor of UNAIDS and is the lead agency for coordinating United Nations system-wide responses to the transmission of HIV/AIDS through injecting drug use and in prisons. UNODC therefore regards HIV/AIDS prevention and care as high priorities. UNODC will:</p> <ul style="list-style-type: none"> <li>• Expand Member States' capacity to reduce the spread of HIV/AIDS among injecting-drug users in identified countries;</li> <li>• Expand Member States' capacity to reduce the spread of HIV/AIDS in prison settings;</li> <li>• Build capacity of NGOs to respond to HIV/AIDS amongst injecting drug users and in prison settings in accordance with authenticated good practices.</li> </ul>	

<i>Results</i>	<i>Corruption prevention</i>
<p>The United Nations Convention against Corruption (CAC) places much emphasis on corruption prevention. It contains a number of measures that Member States should implement as part of a comprehensive approach against corruption. UNODC will push for the following results in this area:</p> <ul style="list-style-type: none"> <li>• Effective development and implementation of preventive anti-corruption policies in compliance with Article 5 of the CAC;</li> <li>• Effective independent anti-corruption bodies in compliance with Article 6 of the CAC;</li> <li>• Better awareness at the international level of corruption and its negative impact, as well as wider appreciation of the CAC;</li> <li>• Increased partnerships with NGOs as well as bilateral and multilateral organizations that advance capacities to apply international standards and norms in corruption prevention;</li> <li>• Enhanced integrity of criminal justice systems.</li> </ul>	

***Results******Alternative development***

Alternative development is a good example of human security. If farmers have sustainable livelihoods, they should be less inclined to grow illicit crops and better able to enjoy a life of dignity. This would improve their quality of life and that of all those affected by drug trafficking and abuse. As part of its drug control efforts and in order to improve human security, UNODC aims for greater results in alternative development including:

- Enhanced capacity of Member States to design and coordinate (internal and external) development interventions aimed at preventing, reducing and eliminating the cultivation of opium poppy, illicit coca bush and cannabis;
- Increased partnerships between Member States and international development organizations, international financial institutions and development networks;
- Increased partnerships with civil society, NGOs and private sector that promote collaborative activities in alternative development.

***Results******Drug dependency treatment and rehabilitation***

Concerning drug dependency treatment and rehabilitation, UNODC aims to:

- Increase Member State capacity to provide treatment and support services to drug dependent persons;
- Improve well-being and promote reintegration into society of people who have been treated for drug dependency;
- Increase partnerships with NGOs that advance capacities to apply international standards and norms in treatment and reintegration.

***Results******Prison reform***

In the area of prison reform, the expected results are:

- Wide application of international standards and norms for prisoner treatment;
- Increased capacity to apply international standards of professional management/operation of prisons;
- Increased capacity to apply international standards and good practices on diversions, restorative justice and non-custodial sanctions;
- More partnerships with NGOs that advance capacities to apply international standards and norms in prison reforms.

<i>Results</i>	<i>Juvenile justice</i>
<p>To improve juvenile justice, UNODC will:</p> <ul style="list-style-type: none"> <li>• Enhance application of international standards and norms on juvenile justice;</li> <li>• Increase capacity to apply international standards and best practices on diversion, use of detention as a measure of last resort and treatment of children in conflict with the law;</li> <li>• Increase partnerships with NGOs that advance capacities to apply international standards and norms on juvenile justice.</li> </ul>	

<i>Results</i>	<i>Assistance to victims</i>
<p>Providing assistance to victims is an important part of treatment and reintegration. UNODC will take steps that should result in:</p> <ul style="list-style-type: none"> <li>• Wider application of international standards and norms for the treatment of victims of crime;</li> <li>• Strengthened capacity to implement victim assistance programmes for the most vulnerable sections of society, including women and children;</li> <li>• Strengthened partnerships with NGOs that advance awareness of existing standards and norms and their application in the area of victim assistance.</li> </ul>	

## 5. HOW TO IMPLEMENT THE STRATEGY

In order to reach the identified objectives and achieve the expected results, a number of enabling conditions will be necessary. These include the need to:

### ► Enhance crime and terrorism control regimes

The *Office* aims to respond more efficiently and comprehensively to Member States' needs in fulfilling their obligations under international treaties relating to crime and terrorism prevention and drug control. Because crime and terrorism instruments, and governance structures are younger and therefore less developed than those for drug control, special attention will be paid to building up international legal regimes and national capacity in these areas. This will not come at the expense of its drug control work.

### ► Put Norms into Practice

As custodian of the relevant international treaties and with its accumulated in-house expertise, UNODC is well-placed to help States translate international legal commitments into operational standards and norms through technical assistance and analysis of international trends and good practices. This will help States to build capacity to counteract drugs, crime and terrorism. It will also enable them to have a better appreciation of their progress in relation to the application of international norms.

### ► Devolve More Responsibility to the Field

While the foundation of the *Office's* work derives from the normative regimes, a major asset is its ability to provide operational support to Member States. Since technical assistance is delivered in the field, more expertise, resources and responsibility will be allocated to field offices. National and regional offices will be encouraged to take a more proactive role in developing and implementing programmatic frameworks and managing their resources.

### ► A Centre of Excellence

To support UNODC's work in the field, headquarters will be transformed into a centre of excellence – a hub of specialized expertise, a trusted source for identifying and alerting the world to trends in drugs and crime, and a clearing house for collecting, analysing and sharing information and good practices in-house, with the field, within the UN family and with Member States (e.g. computer-based training programmes in law enforcement).

### ► Improve Horizontal Integration

The interrelationship between drugs, crime and terrorism should be reflected in UNODC's governance, budget and analysis. Greater horizontal integration will better align the priorities of the Member States with the operations of the *Office* and lead to a more holistic understanding of drugs, crime and terrorism and the ways to counteract them.

### ► Promote Regional Cooperation

Regional strategies should be aligned with this overall UNODC strategy. The mechanism for this alignment rests in the existing country/regional programmes (also known as Strategic Programme Frameworks). A good example of the regional strategic approach is the five-year Africa Programme of Action. A regional strategy for West and Central Asia will outline steps to combat the effects of drug

trafficking. A similar approach is being pursued for Central America and the Caribbean based on current research on links between drugs, crime and development in the two subregions. Furthermore, UNODC is supporting ASEAN and China Cooperative Operations in Response to Dangerous Drugs (ACCORD), which is taking action to reduce drug problems in East Asia. UNODC has launched far-reaching regional initiatives in the Gulf and in Central Asia to improve intelligence sharing and operational cooperation among law enforcement agencies in these regions in order to make them more effective in preventing and combating transnational drug and crime-related threats.

#### ► **Leverage Resources**

Many of the initiatives that UNODC promotes and assists require funding well beyond the *Office's* means. Instead of simply avoiding more ambitious endeavours, UNODC will do more to leverage the resources of major assistance providers such as development banks, philanthropic funds and international financial institutions. In this way, UNODC can use its contacts and on-the-ground knowledge to identify projects that require support, raise awareness among potential donors and then play a matchmaking role in order to bring added weight to its main themes and programmes and significantly increase the amount of assistance channelled to Member States.

#### ► **Engage More Actively in Peace-building**

Post-conflict societies are particularly vulnerable to transnational threats. UNODC has expertise that can be brought to bear as part of broader UN peacekeeping interventions, or in a peace-building transition phase when fragile states require capacity-building. These are areas where UNODC's work is in high demand, and where the *Office* will expand its activities in the future.

#### ► **Secure Stable and Predictable Resources**

Financial and human resources must be aligned with the Strategy and the expected results. It is worth recalling that in *In Larger Freedom* the Secretary-General called on world leaders to give UNODC resources commensurate with its expanded tasks. Both the *Office* and the donor community should be guided in their decision-making by this Strategy and provide resources sufficient to achieve its objectives and sufficient for the *Office* to plan more than one year in advance. Such stable and predictable resources will enable the *Office* to recruit, retain and develop substantive and managerial talent.

#### ► **Improve Results-Based Management**

Planning, monitoring, reporting and accountability for results are the cornerstones of the Secretary-General's management reform initiative. This Strategy is part of a wider results-based management effort within the UN system and is a key component of the results-based management effort within UNODC. It is imperative that there be a clear alignment of results and deliverables at every level.

#### ► **Expand Strategic Partnerships**

Partnerships have been developed over the last few years with a number of international, regional and subregional organizations, development agencies and banks, international financial institutions, philanthropic funds, and non-governmental organizations. Implementation of this Strategy will require deepening and widening of such partnerships in order to achieve operational synergies and generate a multiplier effect in promoting good practices in areas related to UNODC's mandate.

**► Build Up the Crime Prevention Network**

In order to improve crime data collection and research, UNODC will invigorate the Institutes of the United Nations Crime Prevention and Criminal Justice Programme Network, starting with the United Nations Interregional Crime and Justice Research Institute (UNICRI).

**► Encourage Innovation, Reward Performance**

UNODC personnel will be encouraged to break the mould of bureaucratic procedure and thinking, and seek innovative ways to improve administration, analysis and the delivery of technical assistance. In order to motivate staff and strengthen career development, outstanding performance will be rewarded.

**► Raise the Profile of UNODC**

Despite the importance of UNODC's work, it has a relatively low public profile. In order to better inform a broad public about the *Office's* mission to make the world safer from drugs, crime and terrorism, UNODC will use its public information tools to promote awareness of its work more vigorously.

## 6. NEXT STEPS

This Strategy aims to serve the needs and priorities of Member States. Its implementation will depend on their support.

The Strategy will be implemented through a biennial business plan as a necessary complement to the Programme Budget for the biennium 2008-2009. This plan will be a single, integrated and results-oriented instrument combining drugs, crime and terrorism.

Adequate regular budget and voluntary funding will be needed to achieve the stated objectives. The business plan will be used as a vehicle to encourage Member States' commitment to particular objectives and key results.

All programmes and projects of the *Office* will be aligned with the Strategy's objectives.

This Strategy should be considered a living document to be reviewed and updated regularly. For example, its implementation will draw on the findings of the Secretary-General's High-level Panel on System-wide Coherence.

## ANNEX: SUGGESTED PERFORMANCE INDICATORS

What follows is a suggested list of indicators to measure achievements for each result under each of the main objectives. It is important to recognise that the performance indicators will only be as valid as the ability to collect and report on them. Critically, this is related to both Members States' capacity to build data collection systems and to the Office's ability to provide effective support in this endeavour. This necessarily means that some of the indicators suggested below will be fine tuned during the process of implementation.

Performance indicators serve three functions. They are a theoretical test of the feasibility of the identified result; they provide a measure of the level of influence and accountability, and provide for monitoring and reporting on the degree of the achievement of the result.

It is important to note that there are at least three levels of influence and accountability for UNODC: high, medium and low. First, UNODC has a high level of influence and accountability for the results achieved by the Member State if direct assistance was provided to the country. Secondly, the Office has a medium level of influence and accountability for the results achieved if assistance was provided but the final result is dependant on the political processes within the country. For instance, UNODC may assist a country to write legislation on a particular subject but the transformation of a draft law into a promulgated law is dependant on the political process in the country. Thirdly, UNODC has a low level of influence and accountability for the results achieved by a Member State in an area where no particular or direct assistance was provided save general advocacy and access to international standards, good practices and knowledge exchange.

### Analysis

#### *Main Objective*

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

Threat and risk analysis	
Result	Performance Indicator
Enhanced knowledge of trends including emerging trends in drugs and crime is available to Member States and international community.	Periodical expert review of all published material and other analytical work
	Number of state-of-the-art reports disseminated
	Number of page views and downloads from website
	Review by international journals
Member States and international community have enhanced capacity to formulate strategic responses to address the trends including emerging trends in drugs and crime	Qualitative description of reports, special studies, papers and recommendations that are taken into account in, and contribute to, strategic responses at national, regional and international levels
	Increases use and number of citations of publications, technical reports and statistics of the UNODC

Scientific and forensic capacity	
Result	Performance Indicator
Improved scientific and forensic capacity of Member States to meet international standards	<p>Number of manuals, guidelines, training materials and tools produced by UNODC</p> <p>Number of requests for technical information and materials</p> <p>Number of requests for training assistance / Number of such requests that have been met</p> <p>Number of drug and precursor id kits distributed</p> <p>Number of Member States in receipt of UNODC assistance reporting enhanced scientific and forensic capacity. NB: Specific indicators relating to enhanced capacity to be defined at project / programme level</p> <p>Results of assessment of capacity: (a) active participation in the International Collaborative Exercises (ICE) (b) of those laboratories in receipt of UNODC assistance, change in understanding of good laboratory practices / change in performance</p>
Greater consideration of scientific issues and laboratory data in strategic operations, policy and decision-making	<p>Number of returns for technical questions in reports by Member States</p> <p>Number of instances where UNODC-supported laboratories present/actively participate in relevant interagency programmes with law enforcement, regulatory, judicial, health aspects</p> <p>NB: Specific indicators relating to increased utilisation of scientific data to be defined at project / programme level</p>

## Rule of Law

### *Main Objective*

*Effective responses to crime, drugs and terrorism and effective, fair and humane criminal justice systems through the implementation of international legal instruments and standards and norms of criminal justice.*

Ratification and implementation of conventions/ protocols and standards and norms	
Result	Performance Indicator
Universal ratification of drugs, TOC, corruption and terrorism conventions	Increased number of Member States that have ratified the TOC Convention and its Protocols
	Increased number of Member States in receipt of UNODC assistance and/or advice who have ratified the TOC Convention and its Protocols
	Increased number of Member States that have ratified the UN Convention against Corruption
	Increased number of Member States in receipt of UNODC assistance and/or advice who have ratified the UN Convention against Corruption
	Increased number of Member States that have ratified anti-terrorism conventions
The enactment of domestic legislation and administrative structures in line with these international instruments and standards and norms;	Increased number of Member States in receipt of UNODC assistance and/or advice who have ratified anti-terrorism conventions
	Increased number of Member States that have enacted domestic implementing legislation of the TOC Convention and its Protocols
	Increased number of Member States in receipt of UNODC assistance and/or advice who have enacted domestic implementing legislation of the TOC Convention and its Protocols
	Increased number of countries identified by the COP to the TOC Convention that require UNODC assistance and/ or advice in implementing the instruments
	Increased number of Member States that have enacted domestic implementing legislation of the UN Convention against Corruption
	Increased number of Member States in receipt of UNODC assistance and/or advice who have enacted domestic implementing legislation of the UN Convention against Corruption
	Increased number of countries identified by the COSP to the UN Convention against Corruption that require UNODC assistance and/or advice in implementing the instrument
	Increased number of Member States that have enacted domestic anti-terrorism legislation
	Increased number of Member States in receipt of UNODC assistance and/or advice that have enacted domestic anti-terrorism legislation

	<p>Increased number of Member States that have enacted domestic drug-control legislation</p> <p>Feedback on core elements on quality of advice e.g. responsiveness, utility, timeliness and accessibility</p> <p>Increase in the number of Member States that have adopted national laws and administrative structures and practices consistent with international standards and norms</p> <p>Increase in the number of Member States in receipt of UNODC assistance that have adopted national laws and administrative structures and practices consistent with international standards and norms</p> <p>Feedback on core elements on quality of advice e.g. responsiveness, utility, timeliness and accessibility</p> <p>Good practices and guidelines provided to and used by Member States in receipt of UNODC assistance</p> <p>Number of Member States in receipt of UNODC assistance that have implemented national strategies, action plans, established specialised units or other structures</p> <p>Number of criminal justice officials trained in Member States in receipt of UNODC assistance</p> <p>Number of criminal justice officials trained in Member States in receipt of UNODC assistance</p>
High quality services provided to treaty-based organs and governing bodies related to drugs, crime and terrorism.	<p>Percentage of members of the extended bureaux of the Commission on Narcotic Drugs, the Commission on Crime Prevention and Criminal Justice, the Conference of Parties to the United Nations Convention against Transnational Organized Crime and the Protocols thereto and Conference of the States Parties to the Convention against Corruption in force expressing full satisfaction with the quality and timeliness of technical and substantive services provided by the Secretariat</p> <p>Percentage of members of the International Narcotics Control Board expressing full satisfaction with the quality and timeliness of substantive services provided by the Secretariat to the Board</p>

International cooperation in criminal justice matters	
Results	Performance Indicator
Enhanced capacity for international legal cooperation against organized crime, corruption, drug trafficking and terrorism	<p>Number of Member States in receipt of UNODC assistance that have enacted domestic legislation implementing the provisions concerning international cooperation contained in the international legal instruments on drugs, crime and terrorism</p> <p>Number of Member States in receipt of UNODC assistance that have successfully implemented the provisions concerning international cooperation contained in the international legal instruments on drugs, crime and terrorism</p> <p>Number of criminal justice officials trained in implementing the provisions concerning international cooperation contained in the international legal instruments on drugs, crime and terrorism e.g. evidence gathering, assets confiscation and recovery, transfer of sentenced persons, extradition, joint investigation, etc.</p>
Strengthen capacity of Member States to establish comprehensive and effective money-laundering/countering the financing of terrorism systems.	<p>Increased capacity of Member States to successfully cooperate to: recover assets freeze, seize and confiscate proceeds of crime interdict money laundering counteract suspicious financial transactions</p>
Enhanced capacity for law enforcement cooperation against organized crime, corruption, drug trafficking and terrorism	Increased number of requests for international assistance that have been acted upon
	Increased number of Member States that have requested and/or used the model laws, model treaties and tools developed by UNODC
	The development of regional responses and national compliance goals through collective agreement reached at UN regional forums such as the Heads of National Drug Law Enforcement Agency (HONLEA) and the Sub Commission for the Near and Middle East.
NB: Specific indicators relating to enhanced capacity to be defined at project/programme level e.g. value of assets recovered, number of anti-money laundering operations launched, etc.	

<b>Enhanced capacity to enable special investigative techniques in the detection, investigation and prosecution of organized crime, corruption, and drug trafficking</b>	
<b>Result</b>	<b>Performance Indicator</b>
Enhanced capacity to respond effectively utilizing special investigative techniques in the detection, investigation and prosecution of organized crime, corruption, drug trafficking;	<p>Changes in the detection, investigation and prosecution capacities in Member States that have received UNODC assistance in applying special investigative techniques</p> <p>The adoption into service of UN good practice guidelines and toolkits in areas such as firearms control, counter kidnapping, etc.</p> <p>NB: Specific indicators relating to enhanced capacity to be defined at project/ programme level e.g. persons prosecuted for organized crime activities</p>
Enhanced capacity to protect witnesses	<p>Increased number of Member States with witness protection legislation and / or programmes in force in accordance with the international and regional conventions and standards and norms</p> <p>Increased number of Member States, who have received UNODC assistance, with witness protection legislation and / or programmes in force in accordance with the international and regional conventions and standards and norms</p> <p>The adoption into service of UN good practice guidelines and principles on establishing and operating witness protection programs</p>

<b>Accessible, accountable and effective criminal justice systems</b>	
<b>Result</b>	<b>Performance Indicator</b>
Enhanced capacity of Member States to develop and maintain accessible and accountable domestic criminal justice systems in accordance with international standards and norms	<p>Increased number of tools, manuals and training materials produced and successfully utilized.</p> <p>NB: Indicators to be defined in conjunction with the development of assessment tool(s)</p>
Enhanced capacity of post-conflict and transitional States to develop and maintain accessible and accountable criminal justice systems in accordance with international standards and norms	<p>NB: Indicators to be defined in conjunction with the development of assessment tool(s)</p>
Enhanced integrity of criminal justice systems (CJS)	<p>Mechanisms for ensuring integrity of the judiciary, prosecution service and police adopted in countries in receipt of UNODC assistance, including</p> <p>Standards in recruitment Performance evaluation Oversight Code of ethics Complaints monitoring and redress</p>
Enhanced capacity to respond to new and emerging forms of crime, such as cyber crime and counterfeited goods	<p>NB: Indicators to be defined in conjunction with the development of assessment tool(s)</p>

## **Human Security**

### **Main Objectives**

*Reduction in opportunities for illicit activities and gains, and reduction in risks of drug abuse, HIV/AIDS, criminal activity and victimization; and*

*Effective care and reintegration into society of drug abusers and offenders, and assistance to victims.*

<b>Community-centred prevention programmes</b>	
<b>Result</b>	<b>Performance Indicator</b>
Enhanced understanding and use of international standards and norms for crime prevention and of the Declaration on Guiding Principles of Drug Demand Reduction	<p>Number of Member States that evaluate on a regular periodic basis the effectiveness of their drug abuse prevention programs / strategies</p> <p>Number of people trained</p> <p>Of those trained, change in understanding of international standards and norms</p> <p>Change in the number of Member States reporting that they implement drug abuse prevention activities across a full range of community-centred settings</p>
Enhanced domestic capacity to prevent drug abuse	<p>Number of good practice documents / tools produced and disseminated</p> <p>Change in the number of Member States collecting data on agreed upon core drug abuse indicators</p> <p>Number of people trained</p> <p>Of those trained, change in understanding of international standards and norms</p> <p>NB: Specific indicators relating to enhanced capacity to be defined at project/ programme level; for instance it is anticipated that each good practice tool or document produced will have some measures of efficacy built in or around it</p>
Increased awareness of human trafficking among relevant authorities, general public and particularly vulnerable groups in selected countries	Number of Member States implementing information campaigns carried out with UNODC assistance
Increased awareness among relevant authorities and general public that smuggling of migrants is a criminal activity and poses serious risks to migrants.	Number of Member States implementing information campaigns carried out with UNODC assistance
Increased partnerships with NGOs that advance capacities to apply international standards and norms in community-centred drugs and crime prevention programmes	<p>NB: Specific indicators relating to enhanced capacity to be defined at project/ programme level</p> <p>Number of agreements where NGOs are utilized as delivery agents for programmes under UNODC auspices</p>

	Number of instances where NGOs are invited to present/ actively participate in legislation and programme design.
--	--

<b>HIV/AIDS prevention and care</b>	
<b>Result</b>	<b>Performance Indicator</b>
Expand capacity of Member States to reduce spread of HIV/ AIDS among injecting drug-users in identified countries	<p>Increase in service coverage for HIV/ AIDS prevention and care for injecting drug users</p> <p>NB: Specific indicators relating to enhanced capacity to be defined at project / programme level</p>
Expand capacity of Member States to reduce spread of HIV/ AIDS in Prison settings	<p>Number of Member States implementing national strategies based on internationally accepted good practices on prevention</p> <p>Number of Member States (where the prevalence rate in prisons is significantly higher than the national average) implementing comprehensive programmes on HIV prevention</p> <p>NB: Specific indicators relating to enhanced capacity to be defined at project / programme level</p>
Enhanced capacity of NGOs to respond to HIV / AIDS amongst injecting drug users and in prison settings in accordance with authenticated good practices	<p>Number of agreements where NGOs are utilized as delivery agents for programmes under UNODC auspices</p> <p>Number of instances where NGOs are invited to present / actively participate in legislation and programme design</p> <p>Number of NGOs abiding by authenticated good practice</p>

<b>Corruption prevention</b>	
<b>Result</b>	<b>Performance indicators</b>
Enhanced capacity for effective development and implementation of preventive anti-corruption policies in compliance with Art. 5 of the CAC	<p>Number of Member States that have adopted anti-corruption policies / strategies</p> <p>Number of Member States in receipt of UNODC assistance that have adopted anti-corruption policies</p> <p>Number of positive evaluations of UNODC projects that, inter alia, supported countries in the development and adoption of anti-corruption policies.</p>
Enhanced capacity for establishment of independent anti-corruption bodies in compliance with Art. 6 of the Convention	Number of Member States that have established anti-corruption bodies that meet the criteria of Art. 6 including independence in funding, staffing, training and other means of undue influence

	<p>Number of Member States in receipt of UNODC assistance that have established anti-corruption bodies that meet the criteria of Art. 6 including independence in funding, staffing, training and other means of undue influence</p> <p>Number of positive evaluations of UNODC projects that, inter alia, supported countries in the establishment and / or strengthening of independent anti-corruption bodies.</p>
Enhanced awareness at the international level of corruption and its negative impact as well as the UN Convention against Corruption	<p>Number, relevance and coverage of corruption related articles published in the international press</p> <p>Number of corruption related articles in the international press making specific reference to UNODC and/or to UNCAC</p>
Increased partnerships with NGOs as well as bi-lateral and multilateral organisations that advance capacities to apply international standards and norms in corruption prevention	Number of instances where UNODC cooperates with NGOs as well as bilateral and multilateral organisations in the implementation of programmes, projects and other activities geared towards the prevention and control of corruption
Enhanced integrity of criminal justice systems	Mechanisms for ensuring integrity of the judiciary, prosecution service and police adopted in countries in receipt of UNODC assistance, including Standards in recruitment Performance evaluation Oversight Code of ethics Complaints monitoring and redress

Alternative development	
Result	Performance indicators
Enhanced capacity of Member States to design and coordinate (internal and external) development interventions aimed at preventing, reducing and eliminating the cultivation of opium poppy, illicit coca bush and cannabis	<p>Increased availability of appropriate tools, training, advisory services and technical assistance to support effective alternative development.</p> <p>Increased institutional capacity to design, implement, evaluate and monitor alternative development plans and programs and to include drug control objectives into conventional development programs</p>
	NB: Specific indicators relating to enhanced capacity to be defined at project/ programme level

Increased partnerships between Member States and international development organizations, international financial institutions, development networks, etc.	<p>Number of successfully facilitated agreements or verifiable collaborative field activities</p>
	<p>NB: Specific indicators relating to enhanced capacity to be defined at project/ programme level</p>
Increased partnerships with civil society, NGOs and, private sector that promote collaborative activities in alternative development.	<p>Number of agreements where civil society, NGOs and the private sector are utilized as delivery agents for programmes under UNODC auspices</p>
	<p>Number of instances where civil society and NGOs are invited to present / actively participate in programme design and evaluation</p>
	<p>Level of financial and political support given by civil society and private sector to alternative development programmes</p>
	<p>Special arrangements ( e.g. marketing, technical assistance) or agreements signed with the private sector</p>

<b>Drug dependency treatment and rehabilitation</b>	
<b>Result</b>	<b>Performance indicators</b>
Increased member-state capacity to provide treatment and support services to drug dependent persons	<p>Increased quality/number of drug treatment programmes and facilities in Member States where UNODC provides assistance</p> <p>Increased number of drug dependent persons with access to drug treatment programmes</p> <p>Number of good practice documents and tools produced and disseminated</p> <p>Number of people trained</p> <p>Of those trained, improved understanding of evidence-based treatment and rehabilitation practices</p> <p>NB: Specific indicators relating to enhanced capacity to be defined at project / programme level; for instance it is anticipated that each Good Practice tool or document produced will have some measures of efficacy built in or around it.</p>
Enhanced well being and reintegration into society of people who have been treated for drug dependency	<p>Improvement in health status, social relations, employment status and/or school participation, and decreased drug problems and criminal activity among clients of centres where UNODC provides assistance</p> <p>Number of Member States reporting that they provide a variety of treatment and rehabilitation services across a range of settings</p>

Increased partnerships with NGOs that advance capacities to apply international standards and norms in treatment and reintegration	Number of agreements where NGOs are the delivery agents for programmes under UNODC auspices
	Number of instances where NGOs are invited to present / actively participate in legislation and programmes design by members states.

<b>Prison reform</b>	
<b>Result</b>	<b>Performance indicators</b>
Enhanced application of international standards and norms for prisoner treatment	Trends in compliance with core standards of international standards and norms in Member States where UNODC provides assistance
Increased capacity to apply international standards of professional management / operations of prisons	Increased number of people trained Of those trained, change in understanding of international standards and norms
Increased capacity to apply international standards and good practices on diversions, restorative justice and non-custodial sanctions	Increased implementation of legal instruments that permit use of non-custodial sanctions and restorative measures Number of people trained Of those trained, change in understanding of standards and good practices Changes in instances of custodial sentences / restorative justice programmes/ diversion programmes
Increased partnerships with NGOs that advance capacities to apply international standards and norms in prison reforms	Number of agreements where NGOs are utilized as delivery agents for programmes under UNODC auspices Number of instances where NGOs are invited to present/ actively participate in legislation and programme design.

<b>Juvenile justice</b>	
<b>Result</b>	<b>Performance indicators</b>
Enhanced application of international standards and norms on juvenile justice	Trends in compliance with international standards and norms in Member States where UNODC provides assistance
	Increased implementation of diversion and restorative justice programmes in Member States where UNODC provides assistance
	Number of people trained
	Of those trained, change in understanding of standards and good practices on diversion, use of detention as a measure of last resort and treatment of children in conflict with the law

Increased capacity to apply international standards and good practices on diversion, use of detention as a measure of last resort and treatment of children in conflict with the law	<p>Reduction in use of detention, in particular pre-trial detention of children in conflict with the law in Member States where UNODC provides assistance</p>
	<p>Number of agreements where NGOs are utilized as delivery agents for programmes under UNODC auspices</p>
Increased partnerships with NGOs that advance capacities to apply international standards and norms on juvenile justice	<p>Number of instances where NGOs are invited to present / actively participate in legislation and programme design.</p>

<b>Assistance to victims</b>	
<b>Result</b>	<b>Performance indicators</b>
Wider application of international standards and norms for treatment of victims of crime	Increased development of domestic legislation for the protection and assistance of victims in those Member States where UNODC provides assistance
Strengthened capacity to implement victim assistance programmes for the most vulnerable sections of society, including women and children.	Increased number of victim assistance programmes in Member States where UNODC provides assistance Increased number of victim assistance programmes targeted to women and children in Member States where UNODC provides assistance Increased number of practitioners trained Of those trained, change in understanding of good practices
Strengthened partnerships with NGOs that advance awareness of existing standards and norms and their application in the area of victim assistance	Number of partnerships with NGOs resulting in delivery of programmes under UNODC auspices