



Global studies on organized crime*

**Centre for International Crime Prevention
Office for Drug Control and Crime Prevention**

**United Nations Interregional Crime and
Justice Research Institute**

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*The present document consists of two parts, one covering the Centre for International Crime Prevention project entitled "Assessing transnational organized crime groups: dangerousness and trends", and the other covering the United Nations Interregional Crime and Justice Research Institute project entitled *World Organized Crime Report*.

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Part one

Assessing transnational organized crime groups: dangerousness and trends, by the Centre for International Crime Prevention

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I. Summary

1. In the last decade, organized crime groups have expanded their dimension and activities worldwide and are currently a global threat posing a concrete danger to the international community. Criminal groups have established international networks to better carry out their activities both in licit and illicit markets by employing sophisticated strategies and diverse *modi operandi*. As a result, they are able to infiltrate the financial, economic and political systems of countries all over the world.

2. The primary objective of the project to be carried out by the Centre for International Crime Prevention of the Office for Drug Control and Crime Prevention of the Secretariat is to assess organized crime groups worldwide according to their level of dangerousness. Moreover, the project will provide Member States and the international community with reliable information and analysis on the major and emerging transnational organized crime groups. The findings of the project will support and expand the technical cooperation activities of the Centre and enable it to assist requesting countries in the formulation of policies and guidelines on suitable strategies to prevent and combat transnational organized crime.

3. The project will rank criminal organizations on the basis of a dynamic approach consisting in the identification of specific conceptual areas that refer to the groups themselves and to the social, economic and political context.

4. Through qualitative, quantitative and comparative analysis, the project will allow a ranking and mapping of transnational organized crime groups, the identification of trends and the forecasting of their possible future developments and strategies. The findings of the project will be presented in two monographs and in additional articles to appear in the proposed new publication series entitled *ODCCP Studies on Drugs and Crime* and *United Nations Journal on Drugs and Crime*.

5. The project team will adopt a method of work that includes the establishment of a network of data providers and suitable contact persons in the field, the undertaking of ad hoc missions to relevant countries and regions and the organization of a series of consultations with an advisory panel composed of experts and scholars on organized crime. Moreover, the Centre will establish a network of relations with relevant law enforcement agencies, national statistical institutes, non-governmental research institutes and

academia in order to collect and analyse relevant information and data on transnational organized crime groups.

6. The project will proceed in three phases. The first phase will be devoted to the establishment of the network of data providers and to the collection of relevant information on the following transnational organized crime groups: Colombian cartels and Mexican organized crime groups; Nigerian and South African groups; Chinese Triads and Japanese yakuza; Thai and Cambodian organized crime groups; Russian organized crime groups; Turkish mafia and Albanian organized crime groups; and major Italian mafia-type organizations. The second phase will focus on the analysis of those organizations identified in the course of the first phase. The last phase will analyse other lesser-known criminal syndicates that have a transnational dimension and that operate in the major illegal markets in specific areas such as central and south-east Asia and Africa.

7. The envisaged duration of the project is five years, with an estimated budget of \$4,447,228 (see annex).

II. Background

8. The internationalization of organized crime is evidenced by the increasing expansion of major illegal markets such as those linked to trafficking in drugs and arms, trafficking in human beings, other forms of smuggling and money-laundering. Moreover, criminal organizations have expanded their opportunities to enter licit society through the globalization of financial and economic markets and their interaction and cooperation with other organized criminal groups in different countries. Finally, law enforcement agencies are reporting increases in organized crime activities carried out by foreigners.

9. Against such a background, the research team of the Centre will conduct an action-oriented analysis of those illegal entities defined as transnational organized crime groups. The scope of the project extends far beyond a mere ranking and mapping of criminal organizations. The main objective of the project is to assess the major and emerging transnational organized crime groups according to their level of dangerousness. The degree of dangerousness will be assessed through a multidimensional approach based on the identification of different conceptual areas and related indicators that characterize organized crime groups. Those elements, taken together, will help to generate assessment indicators.

10. Such a dynamic approach to the phenomenon will allow for the development of an innovative analysis of transnational organized crime that is clearly distinguished from previous works in this field carried out by the United Nations and by other national and international agencies. The research work will be based on information and data provided by specialized national and international agencies and relevant research and statistical institutes. That approach will lead to the first in-depth analysis of transnational organized criminal groups produced by the United Nations. As such, independence and impartiality will be ensured. Furthermore, as the project will not focus on the identity of criminals but on the analysis of strategies, trends, dynamics and structures of the major transnational syndicates, overlapping with the work carried out by other specialized national and international agencies will be avoided. On the contrary, the project will benefit from the establishment of close cooperation with such specialized entities and will complement and broaden the spectrum of information on the topic.

A. Theoretical framework

11. The theoretical framework adopted for the project is based on the premise that there are a number of crucial conceptual areas that need to be taken into consideration in the analysis of organized crime groups. Those conceptual areas characterize either the criminal groups themselves or the social, political and economic context in which they operate. The analysis of each conceptual area will be supported by both qualitative and quantitative indicators.

12. The conceptual areas that will be used to generate the assessment indicators will be divided into two categories: those directly related to the groups themselves, and those of a more social, economic or contextual nature.

1. Conceptual areas: characteristics of the groups

13. The conceptual areas related to the organized crime groups include the organizational formula and the availability of three basic resources: capital, violence and the capacity to influence law enforcement and the judicial system.

14. The analysis of the organizational formula includes issues related to the presence of an internal hierarchy and structure; to the existence of high command entities above the single organized crime groups (semi-formal institutions with different tasks such as dispute settlement among

organized crime groups and decision-making concerning highly sensitive initiatives); and to the observance of rules of affiliation, internal codes of conduct and the regulation of activities, as well as to the number and quality of their affiliates.

15. Capital refers to the availability of considerable economic resources that derive from the activities of the group and the capacity to reinvest the proceeds of crime in legal and illegal activities. The availability of capital is also linked to the capacity of the groups to maintain an oligopolistic position in illegal markets. The oligopolistic sector of illegal markets consists of a limited number of enterprises of varying national origin and composition engaged in supplying illicit goods and services. The analysis of economic resources will take into consideration the methods of capital accumulation (relationship between legal and illegal activities); the number and type of illegal markets in which organized crime groups are involved (diversification of illegal activities); the relevance of the environmental context (geographical, sociological etc.) that determines the specialization of a given criminal group in a particular illicit activity; the availability of specialized expertise and know-how in the management of particular illegal activities (smuggling of toxic waste, trafficking of heavy weapons, manufacturing of narcotics, money-laundering etc.); the placement and involvement of the criminal group in the context of the various phases of a given illicit activity (for example, in the drug business: cultivation, manufacturing, trafficking and distribution); and the capacity of the criminal group to reinvest the proceeds of crime in legal and/or illegal activities within the country or abroad.

16. Violence refers to the systematic use of intimidation and threats to manipulate behaviour and to the military impact of the group. In the analysis of this aspect, the following elements may be considered: the availability of personnel specialized in the professional use of violence; the availability of normal and sophisticated weaponry for the protection of persons, goods and markets that belong to the criminal enterprise; the size, the composition and the territorial extension of the criminal groups; and the

capacity to carry out strategies based on the use of terror on a small and large scale (against other organized crime groups, the State, civil society, guerrilla groups, economic operators etc.) and, consequently, to jeopardize the stability of democratic institutions and reduce the safety of citizens.

17. The capacity to influence law enforcement and the judicial system refers to the ability to infiltrate and manipulate institutions and political actors. Effective use of this resource can guarantee impunity to criminal organizations and neutralize the efforts of law enforcement agencies. This conceptual area is characterized by the capacity to establish a nexus with the political, institutional, economic and financial sectors; by the presence of members of organized crime groups in illicit lobbying networks (secret associations, corrupt Freemasonry lodges etc.); the capacity to promote the interests of the organized crime group through direct representation in the political system at different levels (local, national and international); and the use of intimidation, corruption and violence towards opponents in the political, economic and institutional arenas.

18. The ability to combine the availability of capital, violence and the capacity to influence law enforcement and the judicial system is due to the polyvalent nature of organized crime groups. The most threatening criminal groups are those that are able to concentrate economic and financial power and develop strategies of violence and intimidation that allow them to perform as a powerful pressure group in the political arena. Such sophisticated groups can simultaneously control the most profitable segments of the major illegal markets on a continuous basis. Moreover, these groups are extremely flexible and, as such, are able to move from one activity to another in response to specific strategic options or in order to conceal themselves when necessary

2. Conceptual areas: characteristics of the environment

19. The conceptual areas related to the social, political and economic context in which organized groups behave include the response of the criminal justice system and law enforcement agencies to organized crime and to the impact of organized crime on society at large.

20. The legal framework of a given country is an important element in the overall analysis of the environment in which criminal organizations operate. It demonstrates the degree of awareness of State agencies and institutions to the phenomenon of organized crime. For example, features that might suggest awareness on the part of a system might include the existence of special provisions recognizing mafia-type offences; the introduction of diversified investigative tools and procedural mechanisms that facilitate the investigation, trial and sentencing of organized crime groups; the existence of bilateral or multilateral treaties,

agreements or conventions on mutual legal assistance and extradition and international cooperation against organized crime and on related issues; the presence of specialized units in relevant law enforcement agencies, the judiciary and other areas such as the military; and inter-agency cooperation at the national and international levels against organized crime, through joint initiatives and strategies etc.

21. With regard to the impact of organized crime on society, it will be necessary to take into consideration various elements such as the level of perception of the threat caused by organized crime groups (collective reactions against organized crime through public protests, creation of associations, such as victim protection associations etc.), as well as governmental commitment in the promotion of awareness campaigns addressing the problem of organized crime.

22. The analysis of the conceptual areas will be complemented with pertinent statistical indicators. Additional data on the specific socio-economic context will be considered, as required.

B. Objectives

23. The primary objective of the project is to assess the threat posed by criminal organizations. The analysis of each conceptual area and related indicators will provide the framework for ranking criminal organizations according to their level of dangerousness.

24. The project will also provide Member States and the international community with reliable information on and analyses of trends relating to the major, and/or emerging, transnational organized crime groups. Moreover, the outcomes of the project will support the technical cooperation activities of the Centre, and will allow it to assist requesting countries in the formulation of policies and guidelines on suitable strategies to prevent and combat such groups.

III. Legislative context and previous initiatives

25. Concern over the dangers posed by organized crime has received significant attention from the United Nations. For example, the Economic and Social Council, in its resolution 1992/22, determined that national and transnational crime, organized crime and economic crime

should be priority themes guiding the work of the Commission on Crime Prevention and Criminal Justice. In its resolution 1992/23, the Council requested the Secretary-General to continue the analysis of information on the impact of organized criminal activities upon society at large.

26. Further, the General Assembly, in its resolution 46/152, called on the international community “to increase its support of technical cooperation and assistance activities for the benefit of all countries, including developing and smaller countries”. The resolution also states that the Secretariat should “coordinate research, training and the collection of data on crime and justice, and provide technical assistance and practical information to Member States ...”.

27. In Council resolutions 1996/27 and 1997/22, the Secretary-General was asked to establish and expand its central repository on matters relating to transnational organized crime. Similarly, Council resolutions 1996/11 and 1997/27 call for the establishment of an advisory panel of experts to assist the Secretariat in collecting information and analysing crime trends. In response to the former resolutions, the Centre has begun setting up a central repository within the framework of the United Nations Crime and Justice Information Network. With regard to the latter resolutions, the Governments of Argentina and the Netherlands hosted meetings in March 1997 and 1998, respectively.

28. The meeting in the Netherlands resulted, *inter alia*, in the development of a draft pilot survey on organized crime, the results of which have been collected by the Centre. An analysis of the information obtained indicated that the survey might represent only a small part of a larger effort on the part of the Secretariat to collect information in this field. The present project intends to build on that pilot survey, as mandated, as a means of obtaining information on recent criminal cases concerning organized crime. A revised version of the questionnaire can be used as a checklist for interviews with police officers, prosecutors and (examining) judges who have worked on selected criminal cases. The experience in some States of the European Union has shown that with this approach, important and valid information can be collected that can form the basis of national reports and profiles of current organized crime groups. Experience has also shown that such an approach allows for a gradual increase in the quality of the information provided by the concerned agencies. In addition, country liaison officers will be identified to assist in the selection of a representative sample of criminal cases, in the provision of information according to the established guidelines, and in the

interviewing process. Further, the liaison officers would, in due course, introduce project team members from the staff of the Centre to the primary information agencies at the national level.

29. On a more general level, the experts in attendance at the above-mentioned meetings concluded that the efforts of the Secretariat in the field of data and information collection and analysis were not sufficient to support the needs of the international community in its fight against transnational organized crime. As an example, significant energy is being expended in the elaboration of a comprehensive international convention against transnational organized crime and of three additional international legal instruments (or protocols) on illegal transport of and trafficking in migrants; illicit manufacturing of and trafficking in firearms, their parts and components and ammunition; and trafficking in women and children. In order for the Secretariat to act as a centre of excellence and to provide sound advice to requesting Governments, it must develop the capacity to answer complex question related to the activities of organized crime groups.

IV. Project implementation

A. Project focus areas

30. The project will focus on two aspects of the phenomenon of organized crime. After the full elaboration of the components of the assessment indicators, the project will examine those transnational criminal organizations that appear, on the basis of public and academic accounts, to be pre-eminent. The project team will give particular attention to their internal structure and modus operandi. With regard to the internal structure, the following aspects

will be dealt with: the modalities through which they recruit new members; the stratification of power inside the groups (hierarchy, roles, differentiation of tasks and assignments); the presence of a corpus of rules and laws inside the group; the possible presence of high command structures; and the existence of possible fraternizing mechanisms (family, ethnic, religious, political etc.) that ensure the loyalty of members to the group. The analysis of the strategies developed by the criminal groupings will shed light on the mechanisms that allow and encourage their expansion and continuity.

31. Within such a framework, the following criminal groupings will be assessed: Colombian cartels and Mexican organized crime groups (Latin America); Nigerian and South African groups (Africa); Chinese Triads and Japanese yakuza (east Asia); Thai and Cambodian organized crime groups (south-east Asia); Russian organized crime groups (eastern Europe); Turkish mafia and Albanian organized crime groups (Balkan region); Italian major mafia-type organizations (western Europe).

32. On the basis of the results achieved in the previous phase, the second component of the project will be expanded to other major criminal syndicates that have a transnational dimension and that operate in the major illegal markets. In that context, the research team will deal with criminal groups that are less known to the public, but that are nonetheless active on the international criminal scene. That component of the research work will also focus on new and rampant forms of organized crime in specific geographical areas such as Africa and central and south-east Asia and Africa.

B. Project results

33. Through qualitative, quantitative and comparative analysis, the project will generate the results outlined below.

ed according

to the characteristics assessed in the analysis of the conceptual areas already mentioned. Accordingly, the level of dangerousness of the criminal organizations will be determined on the basis of the sophistication of their structural form, their economic power, their ability to use violence and their capacity to

infiltrate and manipulate institutional and political entities. Their dangerousness will be contextualized by considering the capacity of the criminal justice system and law enforcement agencies of affected countries to cope with the problem, as well as the role of civil society in promoting the rule of law and in reacting to the aggressiveness of criminals.

35. Identification of organized crime trends and mapping of organized crime groups will be achieved. Using a diversified geographic information model, the project will lead to the elaboration of different types of maps. Static and descriptive maps will show the geographical distribution of organized crime groups, the presence of specialized law enforcement units in charge of fighting organized crime and the existence of specific legislative and institutional tools to combat organized crime. The use of dynamic maps will shed light on trends in and the development of transnational criminal activities; interactions among different criminal organizations; cooperation among law enforcement agencies from different countries; and existing agreements, conventions and treaties dealing with organized crime and related issues among countries and organizations. Finally, comparative maps will allow for the comparison of organized crime trends at both the national and global levels. The graphic overlapping of the maps will highlight possible discrepancies between the patterns and dynamics of criminal groupings and the strategies enacted by Governments and organizations to counter them.

36. Forecasting of the possible future evolution and strategies of organized crime groups will be carried out. The ranking, identification of patterns and mapping of organized crime groups will allow the research team to provide reliable forecasts for the benefit of the international community, Member States, concerned governmental institutions, international organizations, academic institutions etc.

37. The outcomes of the project will be published in two monographs to appear in the *ODCCP Studies on Drugs and Crime* and in additional articles and papers on specific issues related to the research work to appear in the *United Nations Journal on Drugs and Crime*.

38. Close cooperation will be sought, as required, between the Centre and the United Nations Interregional Crime and Justice Research Institute (UNICRI) in implementing the project.

C. Technical cooperation component

39. The implementation of the project will provide substantive support to and will allow the expansion of the technical cooperation activities of the Centre related to preventing and combating transnational organized crime. Moreover, the findings of the research work will be used to assist requesting countries in the formulation of policies and guidelines on suitable strategies to prevent and combat organized crime. The project will allow the Centre to support government efforts in implementing effective national legal and operational instruments to fight organized crime; in improving bilateral and multilateral cooperation in those subregional and regional areas affected by organized crime; and in setting priorities in the provision of technical assistance.

D. Method of work and research sources

40. The research team will adopt, as required, a diversified approach in the collection and analysis of relevant data and information, in order to achieve the broadest possible perspective on the phenomenon. As a matter of course, the team will continually collect and review various sources of information. This will include the collection and analysis of reports of relevant law enforcement agencies, research studies, reports of governmental and ad hoc committees etc.; a statistical overview of relevant reports and publications issued by national statistical institutes, law enforcement agencies, non-governmental research institutes etc.; a review of the literature, including relevant publications, monographs, articles etc.; the analysis of samples of recent criminal cases by file analysis and interviewing of functionaries involved; and the collection of relevant legislation and bilateral, regional or multilateral treaties, conventions or agreements on organized crime and related issues.

41. In order to ensure continuity and stability in the information-gathering process, the project team will establish a network of data providers and suitable contact persons in the field. This network will include national and international liaison officers, as noted above. Moreover, ad hoc missions to the relevant countries and regions will complement the research through on-the-spot assessments of the phenomenon of organized crime and will strengthen links with the network of counterparts.

42. Finally, the project provides for the organization of a series of meetings of an advisory panel composed of experts and scholars on organized crime groups. This group of

experts will provide the research team with additional tools for analysis and interpretation. They will also serve as focal points in their respective countries for the exchange of information and data. The meetings of the advisory panel will correspond to the specific needs encountered in the development of the project. The first meeting will consist of an open discussion on the theoretical framework and related indicators of the project. Other meetings or consultations, which will probably have fewer participants and a more focused agenda, will be devoted to an exchange of information and views on the major transnational criminal syndicates and to the emerging forms of organized crime in specific geographical areas. The intent is to develop a fairly flexible mechanism for the project team to meet with known experts to test the validity of its work.

E. Time-frame

43. The project will last for a period of five years from 1 September 1999 through 31 August 2004 and will be developed in three phases. The first phase will cover the period from September 1999 to August 2000. During that phase, the following activities will be undertaken:

(a) Establishment of a network of information and data providers, including law enforcement agencies, research, academic and statistical institutes and international organizations such as the International Criminal Police Organization (Interpol) and the European Police Office (Europol);

(b) Collection of relevant information and data on major organized crime groups;

(c) Organization of the first meeting of the advisory panel of experts devoted to the identification and analysis of indicators on organized criminal groups.

44. The second phase will last from September 2000 to August 2002. During that two-year period, the research team will accomplish the following tasks:

(a) Analysis of relevant information and data on the major transnational organized crime groups;

(b) Organization of meetings or consultations with experts devoted to an in-depth analysis of the most important transnational organized crime groups;

(c) Publication of a monograph to appear in the *ODCCP Studies on Drugs and Crime*;

(d) Additional articles and papers on specific issues related to the research work may be published in the *United Nations Journal on Drugs and Crime*.

45. The third phase will last from September 2002 to August 2004 and will be devoted to an analysis of other criminal groups emerging on the international scene. The following activities will be carried out:

(a) Collection and analysis of relevant information and data on emerging transnational criminal organizations;

(b) Organization of meetings or consultations with experts on new forms of organized crime in the world;

(c) Publication of a monograph on the outcomes of the third phase of the project to appear in the *ODCCP Studies on Drugs and Crime*;

(d) Possible publication, in the *United Nations Journal on Drugs and Crime*, of additional articles and papers on specific issues related to the research work.

V. Staff and budget

46. The existing resources of the Centre will allow it to begin to establish the foundation for the proposed project within the mandates elaborated above. However, in order for the Centre to become a leading agency in the provision of data and information on transnational organized crime and to support various technical cooperation activities in this field, extrabudgetary resources are required.

47. The implementation of the project will require the following staff resources: three L-3 research staff members; one General Service staff member with technical skills; 10 short-term consultancy contracts of three work-months each for ad hoc assignments (for example, data entry; setting up special software programs for mapping; database analysis; and statistical analysis); and liaison officers.

48. Moreover, resources are needed for the following: equipment and documentation; organization of consultations at Vienna with the advisory panels of experts, each lasting three days; travel; and publications.

Annex

Proposed project budget

Table

Assessing transnational organized crime groups: dangerousness and trends: draft budget proposal

Description	1999		2000		2001		2002		2003		2004		Total	
	W/M	Dollars	W/M	Dollars	W/M	Dollars	W/M	Dollars	W/M	Dollars	W/M	Dollars	W/M	Dollars
<i>A. Personnel</i>														
International staff														
Research staff	4	35 900	12	107 700	12	107 700	12	107 700	12	107 700	8	71 800	60	538 500
Research staff	4	35 900	12	107 700	12	107 700	12	107 700	12	107 700	8	71 800	60	538 500
Research staff	4	35 900	12	107 700	12	107 700	12	107 700	12	107 700	8	71 800	60	538 500
Short-term consultants (10)	--	--	6	36 000	6	36 000	6	36 000	6	36 000	6	36 000	30	180 000
Consultant for programme evaluation	--	--	--	--	--	--	2	10 000	--	--	2	10 000	4	20 000
Subtotal	12	107 700	42	359 100	42	359 100	44	369 100	42	359 100	32	261 400	214	1 815 500
Administrative support														
Support staff	4	19 700	12	59 000	12	59 000	12	59 000	12	59 000	8	39 400	60	295 100
Subtotal	4	19 700	12	59 000	12	59 000	12	59 000	12	59 000	8	39 400	60	295 100
Mission costs														
Centre for International Crime														
Prevention coordinator of activities		12 500		25 000		25 000		25 000		25 000		12 500		125 000
Research staff		14 000		18 000		18 000		18 000		18 000		14 000		100 000
Collection of data (second phase)		40 000		180 000		140 000		--		--		--		360 000
Collection of data (third phase)		--		--		--		80 000		120 000		40 000		240 000
Subtotal	--	66 500	--	223 000	--	183 000	--	123 000	--	163 000	--	66 500	--	825 000
National personnel														
Liaison officers	--	10 000	--	50 000	--	50 000	--	50 000	--	50 000	--	40 000	--	250 000
Total A	16	203 900	54	691 100	54	651 100	56	601 100	54	631 100	40	407 300	274	3 185 600

<i>Description</i>	<i>1999</i>		<i>2000</i>		<i>2001</i>		<i>2002</i>		<i>2003</i>		<i>2004</i>		<i>Total</i>	
	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>	<i>W/M</i>	<i>Dollars</i>
<i>B. Demonstration projects</i>														
Consultative meetings in Vienna (10)		10 000		40 000		40 000		40 000		40 000		30 000		200 000
Total B		10 000		40 000		40 000		40 000		40 000		30 000		200 000
<i>C. Equipment</i>														
Purchase of documentation (periodicals, books, journals and report)		10 000		26 000		3 000		3 000		25 000		3 000		70 000
Personal computer, specialized software and auxiliaries		70 000		--		--		--		30 000		--		100 000
Total C		80 000		26 000		3 000		3 000		55 000		3 000		170 000
<i>D. Miscellaneous</i>														
Printing of monographs		--		--		--		100 000		--		100 000		200 000
Printing of articles and papers on selected issues		--		30 000		30 000		30 000		30 000		30 000		150 000
Office operating costs (telephone supplies and other charges)		2 000		6 000		6 000		6 000		6 000		4 000		30 000
Total D		2 000		36 000		36 000		136 000		36 000		134 000		380 000
Total A, B, C and D		295 900		793 100		730 100		780 100		762 100		574 300		3 935 600
Support costs (13 per cent)		38 467		103 103		94 913		101 413		99 073		74 659		511 628
Total budget	16	334 367	54	896 203	54	825 013	56	881 513	54	861 173	40	648 959	274	4 447 228

Note: W/M: work months.

Part two
World organized crime report, by the United Nations
Interregional Crime and Justice Research Institute

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I. Summary

1. The aims of the project include the publication and dissemination every second year of a *World Organized Crime Report* providing qualitative and quantitative information on trends in organized crime activities and the structure of groups operating at the international level; types and distribution patterns of illicit markets; major initiatives taken internationally against organized crime by both governmental and non-governmental organizations, and developments in national legislation against organized crime. Other aims of the project are as follows: the immediate establishment and further development of a data bank on organized crime trends, providing information on various aspects of crime and the activities of organized crime groups; the holding of periodical workshops and think-tanks of decision makers and experts for the analysis and discussion of the collected data and resulting trends; and, on the basis of detailed and updated information to be collected by UNICRI and in response to specific requests from the countries concerned, the identification of areas for technical cooperation to be carried out by the Centre for International Crime Prevention of the Office for Drug Control and Crime Prevention of the Secretariat (not included in the present project proposal) at the regional and country levels.

2. The envisaged duration of the first phase of the project is two years, with an estimated budget of \$1,412,048 (see annex).

II. Background

3. Pursuant to General Assembly resolution 53/111 of 9 December 1998, an open-ended intergovernmental ad hoc committee was established for the purpose of elaborating a comprehensive international convention against transnational organized crime. The draft United Nations Convention against Transnational Organized Crime, which is currently under consideration, will provide an appropriate legal framework for international cooperation in countering transnational criminal groups. The draft Convention envisages the regular collection, analysis and sharing of comprehensive information on organized crime, on the basis of data to be provided by Member States. It further entails the development and adoption of common definitions, standards and methodologies; trend analysis; and monitoring of policies for prevention and control.

4. The need for the collection, analysis and sharing of comprehensive information on organized crime, already noted in the past, would become even more urgent in view of the requirements embodied in the draft Convention.

5. The *World Organized Crime Report* aims at providing information to policy makers and the general public on the situation of and trends in organized crime worldwide, including efforts undertaken internationally to combat the phenomena.

6. Research findings will assist in the elaboration of common definitions, standards and methodologies to facilitate the development and monitoring of policies to prevent and combat organized crime and improve their effectiveness and efficiency.

III. Outcome

7. The project is expected to have the following outcome:

(a) The publication and dissemination every second year of a *World Organized Crime report*;

(b) The immediate establishment and further development of a data bank on organized crime trends, providing information on organized crime at the national and international levels;

(c) The holding of periodical workshops and think-tanks of decision makers and experts for the analysis and discussion of the collected data and resulting trends;

(d) On the basis of detailed and updated information and in response to specific requests from the countries concerned, the identification of areas for technical cooperation to be undertaken by the Centre (not included in the present project proposal) at the regional and country levels.

A. *World Organized Crime Report*—activities and structure of the first issue

8. The aim of the first issue of the *World Organized Crime Report* is twofold: (a) to provide qualitative and quantitative information on trends in organized crime

activities and the structure of groups operating at the international level, on the types and distribution patterns of illicit markets, on major initiatives taken internationally against organized crime by both governmental and non-

governmental organizations, and on developments in national legislation against organized crime; and (b) to set the basis for future reports by developing guidelines for data collection and standards for data analysis. It will also represent a test of the methods and techniques for the collection, analysis, presentation and dissemination of data related to the mandates envisaged under the draft Convention.

9. The first issue of the *World Organized Crime Report* will result in a comprehensive publication structured as outlined below.

1. Global overview

10. An international analysis of trends in and patterns of transnational organized crime will be presented, covering geographical distribution, countries affected, criminal groups involved, various types of traffic, emerging issues in relation to criminal activities and countermeasures at the domestic and international levels. Particular attention will be given to the mapping and analysis of the main transnational flows of transactions and other activities of organized crime groups. The analysis will be based on expert reports from the following nine regions of the world: Africa; Arab region; central Asia; south-east Asia; Australia and the Pacific; eastern and central Europe; western Europe; Latin America; and North America. The sources used will include databases and reports of the United Nations, the International Monetary Fund, the World Bank, the European Union, the Council of Europe, the seven major industrialized countries (Group of Seven), the Financial Action Task Force on Money Laundering, Interpol and Europol; international and national research institutes; analyses of the relevant literature and legislation; conference papers; and material provided by governmental and non-governmental organizations and law enforcement agencies. On occasion, media reports may provide supporting information on recent developments, such as the entry into force of new legislation.

B. Data bank on organized crime trends

2. Structure, dynamics and strategies of organized crime groups

11. The analysis of the structure, dynamics and strategies of organized crime groups will be based on the findings of the study carried out by the Centre for International Crime Prevention on the operations of large-scale and emerging organized crime groups, entitled “Assessing transnational organized crime groups: dangerousness and trends”.

3. Illicit markets

12. The review of illicit markets will include a summary of the findings of specific research studies undertaken by UNICRI and the Centre, such as those entitled “Global programme against trafficking in human beings” and “Global programme against corruption”. It may also include expert-based information on the involvement of organized crime in other illicit markets, such as those relating to crimes against the environment; trafficking in endangered species; disposal of hazardous waste, including nuclear material; money-laundering and international fraud; computer-related crimes; trafficking in arms; and trafficking in art objects, the cultural heritage, stolen vehicles etc.

4. Bibliography

13. An updated bibliography on organized crime and its prevention and control will complement the publication.

14. A network of experts (focal points) will be established to provide first-hand information on organized crime and relevant countermeasures. Experts will be selected among leading academics, independent researchers and experienced law enforcement and judiciary officers. In order to provide standardized and comparable information, specific guidelines for data collection will be developed.

15. The first issue of the *World Organized Crime Report* will be translated into four of the official working languages of the United Nations (English, French, Russian and Spanish), and widely distributed so as to provide information to policy makers and the general public on the situation of and trends in organized crime worldwide, including efforts undertaken internationally to combat the phenomena.

16. The information collected during research work on the *World Organized Crime Report* will be stored in a data bank

on crime and the activities of organized crime groups, which will include references to indicators relating to aspects of transnational organized crime; relevant legislation; case studies; statistical information and reviews of the literature; international reports; and specific analyses. The data bank, which will be maintained and updated as a regular exercise, will facilitate the sharing of information as called by the draft United Nations Convention against Transnational Organized Crime.

17. The data bank will also maintain a bibliography on aspects of organized crime analysed in the Report, and on their prevention and control. Access to the data bank will be provided through the existing United Nations Crime and Justice Information Network.

C. Workshops and think-tanks

18. Upon publication of the first issue of the *World Organized Crime Report*, the organization of a workshop/ think-tank is envisaged for decision makers and experts at the international level, with a view to analysing and discussing the *Report* and the emerging trends in organized crime. On that occasion, issues would be selected and highlighted for the elaboration of common definitions, standards and methodologies aimed at facilitating the development and monitoring of policies to prevent and combat organized crime, and at enhancing their effectiveness and efficiency, with particular attention being paid to the role of international cooperation. In addition, the *Report* would help to define the most useful and efficient reporting requirements within the framework of the United Nations Convention against Transnational Organized Crime.

19. The workshops will also represent the appropriate site for discussion of areas of possible technical cooperation and for facilitating contacts between donors and Governments that may express a desire for technical assistance (to be undertaken by the Centre at a later stage) in the above-mentioned areas.

20. Following the workshop, a report highlighting the main issues discussed and the recommendations adopted will be made available for distribution on a large scale to ministries, parliaments, police forces, authorities in large cities and other distribution centres (such as libraries and universities), and will be accessible electronically.

21. The project duration is two years. However, it is expected that the project will become a regular exercise with the publication and dissemination every second year of an issue of the *World Organized Crime Report*, to be followed by a workshop/think-tank.

22. The project envisages close cooperation between UNICRI and the Centre. This requires the establishment of structures at both ends (to be better defined at a later stage), with a team including experts in criminology, sociology, economics, statistics and editing for the duration of the project. A small advisory expert group will also be created. Institutions and experts for specific issues will be consulted.

23. The working team will be responsible for identifying the already available resources and focal points in each region concerned. The focal points will provide information on organized crime activities, and on offenders prosecuted and sentenced.

24. Guidelines for data collection to be circulated among the focal points will be developed by the working team in order to ensure that comparable information will be obtained from different areas covered by the study.

25. A tentative description of the working team for the first phase of the project includes the following profiles:

(a) Project coordinator/editor (professional): a sociologist/criminologist with experience in data analysis and interpretation, with overall responsibility for coordinating project activities, supervising the working team, directing project consultants, setting up a network of advisors to the project, advising on the content of reports, reviewing, editing and commenting on drafts etc.;

(b) Researcher (professional): a sociologist/criminologist with experience in research methods, data analysis and interpretation, arranging for the exchange of information and acting as data bank manager;

(c) Project consultants, including a senior consultant who acts as overall project advisor and focal points in the field who provide regional-based information;

(d) Computer expert (support), with experience in using statistical software and desktop publishing.

IV. Staff and budget

Annex

Proposed project budget

Table
World Organized Crime Report: draft budget proposal

Description	1999		2000		2001		Total	
	Work-months	Dollars	Work-months	Dollars	Work-months	Dollars	Work-months	Dollars
A. Personnel								
International staff								
Project coordinator (L-4)	4	41 500	12	124 500	8	83 000	24	249 000
Research staff (L-3)	4	35 900	12	107 700	8	71 800	24	215 400
Senior project consultant	1	8 000	2	16 000	2	16 000	5	40 000
Nine consultants, including travel Consultant for programme evaluation	9	65 500	18	131 000	9	65 500	36	262 000
	--	--	--	--	--	--	--	--
Subtotal	18	150 900	44	379 200	27	236 300	89	766 400
Administrative support								
Computer expert	4	19 700	12	59 100	8	39 400	24	118 200
Mission costs		5 000		20 000		15 000		40 000
Total A	22	175 600	56	458 300	35	290 700	113	924 600
B. Training								
Workshop/think-tank		--		80 000		--		80 000
Total B		--		80 000		--		80 000
C. Equipment								
Purchase of documentation (periodicals, books, journals and reports)		7 000		10 000		3 000		20 000
Equipment (personal computer, specialized software and auxiliaries)		25 000		--		--		25 000
Total C		32 000		10 000		3 000		45 000
D. Miscellaneous								
Printing of <i>World Organized Crime Report</i> (including transla- tion and distribution)		--		--		200 000		200 000
Office operating costs (telephone, supplies and other charges)		--		--		--		--
Total D		--		--		200 000		200 000
Total A, B, C and D		207 600		548 300		493 700		1 249 600
Support costs (13 per cent)		26 988		71 279		64 181		162 448
Total budget	22	234 588	56	619 579	35	557 881	113	1 412 048

Budget justification sheet

1. Staff travel requirements

1. During years one and two, the estimated requirements relate to the following:

(a) Field missions from Rome or Vienna to Africa, the Arab region, central Asia, south-east Asia, Australia and the Pacific, eastern and central Europe, western Europe, Latin America and North America;

(b) One staff member, travel and daily subsistence allowance.

2. Consultants' travel requirements

2. During year one, the estimated requirements relate to the following:

(a) Participation in the coordination meeting and drafting of guidelines (approximately 10 participants from Europe and North America; duration of three days in addition to travel; venue, UNICRI);

(b) Travel of the senior consultant (from western Europe; participation in two meetings of two days each at UNICRI);

(c) Travel of other consultants within the regions of competence.

3. During year two, the estimated requirements relate to the following:

(a) Participation in the coordination meeting/drafting of the *World Organized Crime Report* (approximately 10 participants from Europe and North America; duration of three days in addition to travel; venue, UNICRI);

(b) Travel of the senior consultant (from western Europe; participation in two meetings of two days each at UNICRI);

(c) Travel of other consultants within the regions of competence.

3. Printing and distribution requirements for the first issue of the *World Organized Crime Report*

4. The estimated requirements are based on the following:

(a) Number of pages of the *Report*: approximately 200;

(b) Languages: English, French, Russian and Spanish;

(c) Translation into three languages;

(d) Number of copies to be printed: 10,000 in English, 4,000 in French, 4,000 in Russian and 4,000 in Spanish, or a total of 22,000;

(e) Distribution charges.

4. Organization of the workshop/think-tank

5. The estimated requirements are based on the following:

(a) Duration of 2.5 working days in addition to travel; venue, UNICRI;

(b) Participants: approximately 30, including nine experts, one from each world region (Africa, Arab region, central Asia, south-east Asia, Australia and the Pacific; eastern and central Europe, western Europe, Latin America and North America); 18 policy makers from selected countries (two per region); and a senior consultant (from Europe);

(c) Working language: English.

5. Purchase of documentation and information

6. The project requires the acquisition of books, journals, reports, documentation and information from on-line databases, paper and digital materials (electronic documentation, CDs etc).

6. Non-expendable equipment for the data bank

7. The project requirements are as follows: a server with integrated RAID system; personal computers; related software; and one printer.