

NCJRS

JUN 16 1978



UNITED NATIONS
GENERAL
ASSEMBLY

ACQUISITIONS



Distr.
GENERAL

A/32/199
22 September 1977

ORIGINAL: ENGLISH

Thirty-second session
Item 77 of the provisional agenda*

CRIME PREVENTION AND CONTROL

Report of the Secretary-General

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I. INTRODUCTION

1. The General Assembly, in paragraph 4 of its resolution 3021 (XXVII) of 18 December 1972, invited Member States to inform the Secretary-General of the situation concerning crime prevention and control in their respective countries and the measures being taken so that a final report, based on such information, could be submitted to the Assembly at its thirty-first session. 1/
2. In paragraph 8 of the same resolution, the General Assembly instructed the Committee on Crime Prevention and Control to submit a report, 2/ through the Economic and Social Council, to the Assembly on methods and ways likely to be most effective in preventing crime and improving the treatment of offenders, including recommendations on the measures most appropriate in such areas as law enforcement, judicial procedures and correctional practices.
3. The report of the Committee and the present report, although different in nature and scope, should therefore be considered complementary, since both of them stem from the grave concern expressed by the General Assembly in resolution 3021 (XXVII) about the increasing seriousness and proportions of the problem of crime in many parts of the world and about the threat that crime in its various forms presents to economic, social and cultural development and to man's quality of life.
4. The present report, designed to present a world-wide analysis of the problems of crime and the administration of justice, is based on the information received from the Governments of the following States: Algeria, Argentina, Australia, Austria, Bahamas, Bahrain, Barbados, Belgium, Canada, Chile, Colombia, Costa Rica, Cyprus, Czechoslovakia, Denmark, Ecuador, Egypt, El Salvador, Ethiopia, Finland, France, Gabon, German Democratic Republic, Germany, Federal Republic of, Greece, Guatemala, Guyana, Iceland, Indonesia, Iran, Iraq, Ireland, Italy, Jamaica, Japan, Kuwait, Libyan Arab Jamahiriya, Luxembourg, Malaysia, Maldives, Mauritius, Morocco, Netherlands, New Zealand, Norway, Oman, Pakistan, Peru, Philippines, Poland, Qatar, Saudi Arabia, Seychelles, Singapore, Spain, Sweden, Syrian Arab Republic, Trinidad and Tobago, Turkey, United Kingdom of Great Britain and Northern Ireland, United States of America, and Yugoslavia. Information was also received from the following non-member States: San Marino and Switzerland.
5. The report consists of four sections: the first section gives the background and scope; the second provides an over-all view of the current crime situation and

1/ The Economic and Social Council, by its resolution 1924 (LVIII) of 6 May 1975, decided that this report should be submitted to the General Assembly at its thirty-second, rather than its thirty-first, session.

2/ For the report of the Committee on Crime Prevention and Control, see E/CN.5/536, annex IV.

of the existing methods and means for preventing and controlling crime, including both the measures and personnel involved; 3/ the third contains an analysis, by region, of the world crime situation and of the measures for coping with it; and the fourth considers the policy implications and the role of the United Nations in this regard.

6. This report represents a pioneering effort in that it seeks to meet a long-standing need for a survey of the world crime situation (see Economic and Social Council resolutions 155 C (VII) of 13 August 1948 and 390 F (XIII) of 9 August 1951) based on detailed quantitative data and other information provided by Member States and focused particularly on special crime problems and new forms and dimensions of criminality not previously analysed from a broadly-based, factually-supported comparative perspective. There are, however, some intrinsic limitations which should be noted as bearing upon the completeness and accuracy of the presentation: first, many replies were not complete; secondly, the terminology used in the various replies differed either in meaning or in nuance; thirdly, gaps in the statistical data sometimes made generalization difficult. Therefore generalizations either have been avoided, when they appeared debatable, or have been carefully qualified.

7. Three important general conclusions emerge from the preparation of this report. First, crime is increasingly becoming a major world problem: its extent, variety and impact, both nationally and internationally, cannot be underestimated. Secondly, in view of the seriousness of the problem and of its ramifications and repercussions which extend far beyond national frontiers, international co-operation in relation to crime must be strengthened. Lastly, the United Nations has a primary and unique role to play in this direction, not only in the sharing of common experiences and the dissemination of reliable and internationally comparable data, but also in providing advice and technical assistance services to requesting countries in the development and promotion of relevant research and in the elaboration of policy guidelines and planning strategies in specific areas of common concern.

3/ This section also includes information provided in the responses to a questionnaire addressed to Member States on 14 May 1975 in pursuance of Economic and Social Council resolution 663 C (XXIV) of 31 July 1957 and General Assembly resolution 3144 B (XXVIII) of 14 December 1973 in which the Assembly requested the Secretary-General, in preparing the report on the situation of crime prevention and control, to take particularly into account the current application of the Standard Minimum Rules for the Treatment of Prisoners (see First United Nations Congress on the Prevention of Crime and the Treatment of Offenders: report by the Secretariat (United Nations publication, Sales No. 56.IV.4), annex I.A) and to make suggestions about the measures needed to ensure their most effective implementation.

II. BACKGROUND AND SCOPE

8. As societies change, expand and develop, crime assumes new dimensions and new forms. Experience may vary, but in nearly every country juvenile delinquency, crime in the streets, violence and corruption are often matters of concern and of great public awareness. Not only crime, but also measures adopted to prevent and control it have given cause for concern. Traditional methods developed over the ages to deal with crime have not only proved largely unsuccessful, but have sometimes tended to aggravate the situation. Reactions to crime may vary between rigid support for "law and order", on the one hand, and permissiveness advocated by those recommending minimal legal intervention, on the other. While public apathy or indifference and unwillingness to become involved may encourage criminal behaviour, anger at being victimized and dissatisfaction with the criminal justice system can also lead to sections of the community organizing themselves for their own protection in a manner which can threaten public order and induce people to take the law into their own hands.

9. The gravity of these problems and their negative implications for society were debated at length by the General Assembly in 1972 ^{4/} when it endorsed the conclusions and recommendations of the Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, ^{5/} held at Kyoto in August 1970. At that time, the General Assembly drew attention to the Declaration, ^{6/} unanimously adopted by the Congress, which stated that the problem of crime in many countries in its new dimensions was far more serious than at any other time in the long history of the United Nations congresses on the prevention of crime and the treatment of offenders and alerted the world to the serious consequences for society of the insufficient attention being given to measures of crime prevention, which by definition include the treatment of offenders; reaffirmed the right of each State to formulate and implement, in accordance with its own conditions and national requirements, the policies and measures necessary to prevent crime and control delinquency; stressed the urgency of appropriate measures and called for the strengthening of international co-operation in crime prevention and control.

10. In pursuance of paragraph 4 of General Assembly resolution 3021 (XXVII), the Secretary-General, on 10 July 1974, sent a note to Member States and to certain non-member States inviting them to provide information on the situation concerning crime prevention and control and the measures being taken. The low rate of responses and their generality did not provide an adequate basis for a report. Therefore, the Secretary-General, on 3 June 1976, reiterated his request, addressing to Member States a detailed questionnaire on which this report is based, with follow-up notes sent on 8 October and 9 December 1976.

^{4/} See Official Records of the General Assembly, Twenty-seventh Session, Annexes, agenda item 53, document A/8940.

^{5/} See Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders (United Nations publication, Sales No. E.71.IV.8), part one, sect. II.

^{6/} Ibid., p. iii.

11. The questionnaire was so structured as to elicit information on both the dimensions and forms of criminality, as well as on the measures and means employed to cope with it. More specifically, concerning the crime situation, countries were asked to report from available statistical information the total number of offenders recorded officially, whether male or female or juvenile offenders, for the years 1970 through 1975. In addition, they were invited to report, from available sources, the total numbers of offences officially recorded; and they were provided with a number of crime categories into which to classify their data. These were: intentional homicide, assault, sex crimes, robbery, kidnapping, theft, fraud, drug abuse, illegal traffic in drugs and alcohol abuse. 7/ In most cases, both offender and offence statistics were provided by responding countries from police statistics for the period 1970 through 1975. National appraisals based on informed evaluations were also requested, to complement the statistical data or to supplement it for the most recent years. In addition, specific information was requested on certain new forms of criminality. Information on the measures and means employed for the prevention and control of crime was obtained by inviting countries to report on the numbers of criminal justice personnel, to comment on their adequacy in various respects, to indicate new measures and programmes for the prevention and control of crime with the aim of assessing their impact, and to describe their activities in relation to the forecasting of crime with a view to incorporating crime prevention into national planning. The answers obtained were therefore based both on available statistical data and on national appraisals and assessments. The statistical data have been processed by computer to allow for quantitative analysis, while the evaluative information has been used to integrate, clarify and supplement the numerical data. 8/

12. This survey represents a decided step forward in the collection of national statistics for use at the international level. The high response rate is evidence both of an increasing willingness to co-operate internationally in the field of crime prevention control and of the existence of reliable national data bases. This applies especially to developing countries. Thus, while occasionally still suffering from a certain imprecision, the data obtained are rich enough to provide an informational basis which has not existed in the past.

7/ It is almost impossible to draw up a definitive and universal list of crimes, as the cultural values and legal traditions and system of countries vary so much. There is, however, a common core of acts defined as criminal in practically all countries: these can be classified under the headings of "crimes against the person" (intentional homicide, assault, sexual offences, kidnapping and robbery), "crimes against property" (theft and fraud), and "crimes involving drugs of various kinds" (illegal trafficking in drugs, abuse of drugs by consumption and abuse of alcohol). Robbery is a difficult crime to classify, as it is an offence against both person and property, but as the person can eventually remain injured by the act, it is here classified as an offence against the person.

8/ It should be noted in this connexion that, while 64 countries responded, only 50 provided data which could be used in statistical analysis. Other replies were not sufficiently detailed or arrived too late for inclusion in the computer analysis. However, they were taken into account in presenting the qualitative analysis and regional review.

13. The availability of time series statistics of significant internal consistency makes possible a more comprehensive data base, but comparison still remains an arduous task. In fact, the very nature of crime and its manifold expression makes it difficult to translate the general picture of criminality in the world into reliable comparable and quantifiable data. Like poverty, ignorance and malnutrition, it is more felt than registered, more experienced than recorded. Unlike these, it cannot be measured against its opposite - for good behaviour is not usually counted. Moreover, not all parts of the world document crime events adequately and, even where they try to do so, lack of uniformity in legal systems, in statistical classifications and recording procedures, in police methods or geographical spread may render comparison misleading - so misleading, in fact, that the countries keeping the most careful records are likely to be regarded as having the most criminality when, in fact, they may be doing more to detect and record crime than many others.

14. To this, other observations may be added regarding the degree of reliability of crime statistics. These may be briefly summarized as follows:

(a) There is a consistent number of offences that escape the knowledge of the community and of police enforcement agencies; typical of this category are crimes of corruption and various so-called victimless crimes;

(b) Victims, or other persons who are aware that a crime has been committed, may fail to refer the offence to the authorities because of fear of being exposed to the reaction of the offender or of suffering from other negative consequences, or because of a lack of confidence in the over-all political system and, specifically, in the criminal justice system;

(c) Use of discretion or arbitrariness on the part of the law enforcement or prosecuting authorities may result in a crime not being prosecuted and/or recorded;

(d) There may also be other difficulties stemming from the short-comings of systems for collecting and recording crime data.

15. The numerous attempts that have been made in this field have stressed the great difficulty of achieving comparability, not only because of the differential effect of the limitations mentioned above on the statistics of different countries, but also, most crucially, because of the variety of definitions used in national laws to refer to the same type of behaviour. Although this problem applies to all crime data, it may be especially pronounced in the case of juvenile crime. For example, the age ranges covered by the term "juvenile" vary in different countries. This difference occurs at both ends of the age-scale: the age at which criminal responsibility begins, and the age at which a young person is reclassified from "juvenile" to "adult". In some countries the lower age limit is 0, in others 16, with almost all ages between 5 and 16 being found more than once. The upper limit varies from 15 to 21, with 18 as the most frequent.

16. Another aspect in which countries vary considerably is in the degree to which young offenders are dealt with by agencies other than those of criminal justice; in that case they frequently do not appear in the criminal statistics. This factor, together with the age cut-off point variation mentioned above, can imply that the numbers for juvenile delinquents probably appear to be lower than they really are.

17. Because of the constraints indicated above, care has been taken not to make direct comparison between individual countries. However, because countries have provided a very extensive set of crime statistics and other valuable information, it has been possible, for the first time, to go beyond the traditional intuitive and impressionistic posture. Whatever the limitations of the collected information, such an attempt undoubtedly represents a considerable advance.

III. OVER-ALL VIEW OF THE PROBLEM

A. Crime patterns

1. World crime situation

18. On the basis of the information received on crime rates measured by the number of offenders, it is possible to conclude that the over-all rate for the years 1970-1975 was approximately 900 offenders per 100,000 population and that the offender rate increased steadily by approximately 2 per cent annually. For the period considered, the total increase has thus been about 15 per cent.

19. It can clearly be seen in chart I that the overwhelming proportion of the adult offenders were males, with a rate 10 times that for females. For juvenile offenders, the male rate was five times greater than that for females. Chart I also demonstrates that the offender rate was higher for adults than juveniles. However, it should be recognized that these rates are computed using the total population as a base, rather than specific age groups of the population.

20. Table 1 presents the over-all rates of reported offences for the years 1970-1975. It can be seen that theft accounts for by far the greatest proportion of all offences reported and that the crimes of kidnapping and intentional homicide have comparatively low rates. If the crimes are grouped together into the three broad categories of crimes against the person, crimes against property, and crimes involving drugs, it can be seen from chart II that crimes against property make up by far the greatest portion of all crime.

21. The rates at which the various crimes have been increasing are also of considerable interest. Over the six-year period, intentional homicide has increased 20 per cent, theft 46 per cent, robbery 179 per cent, and drug abuse 114 per cent. The world increase in the robbery and drug abuse rates must be seen as very serious.

TABLE 1

World rates (per 100,000 population) of reported offences,
1970-1975

Intentional homicide	3.9
Assault	184.1
Sex crimes	24.2
Kidnapping	0.7
Robbery	46.1
Theft	862.4
Fraud	83.3
Illegal drug traffic	9.8
Drug abuse	28.9
Alcohol abuse	67.8
Total offence rate	<u>1,311.2</u>

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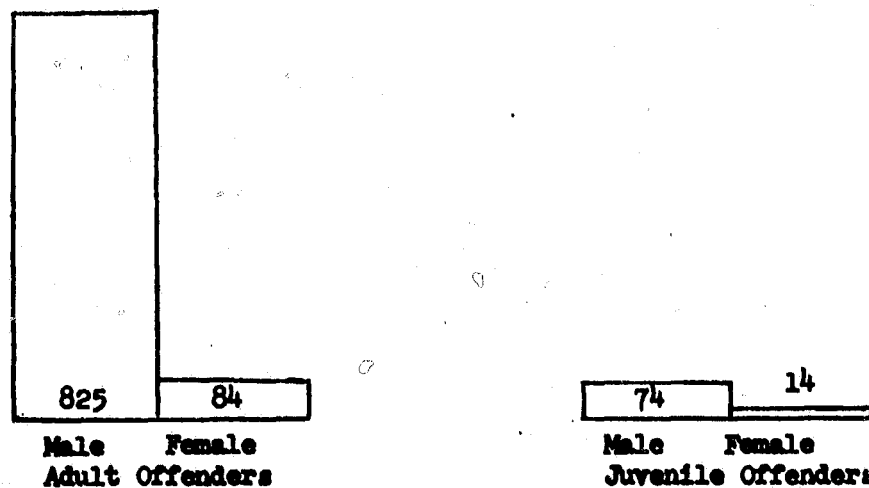


CHART I
World rate of criminal offenders (per 100,000 population)
1970-1975

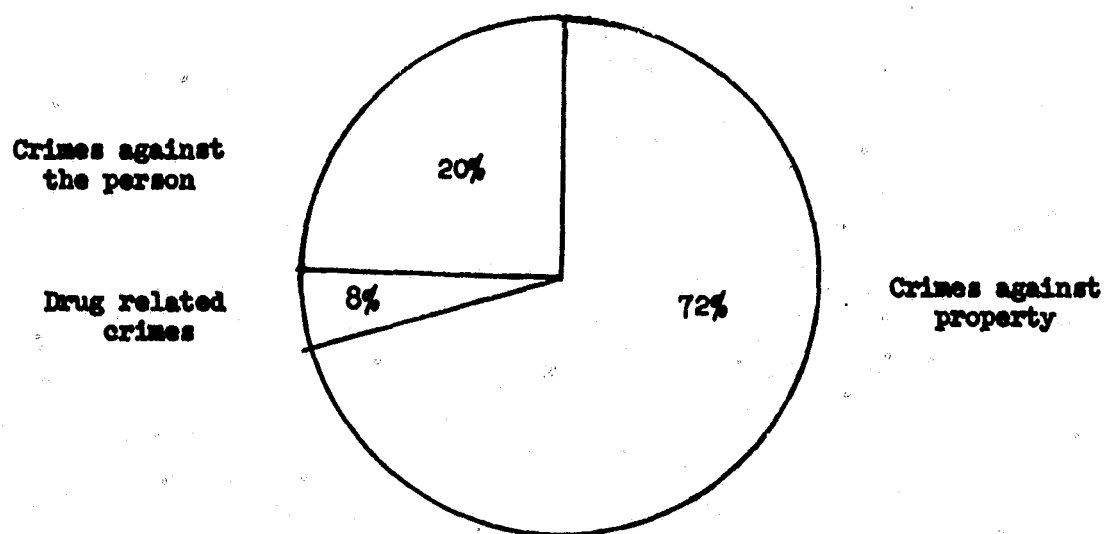


CHART II
The world crime picture: proportions of total crime
according to broad crime categories

(a) Crime in developing countries

22. The over-all rate of criminal offenders for the period 1970-1975 was approximately 800 per 100,000 population. It can be concluded from the information provided that the number of offenders increased at an annual rate of approximately 2.5 per cent. The rate of increase for females was 30 per cent higher than that for males.

23. It can be seen from chart III that the overwhelming proportion of adult offenders were males, with a rate 12 times that of females. For juvenile offenders, the rate for males was eight times greater than for females. This chart also demonstrates that the adult offender rate was higher than the juvenile rate.

24. Table 2 presents the over-all rate for reported offences for the years 1970-1975. Kidnapping and intentional homicide have comparatively low rates, but crimes of assault and theft are extremely high. If crimes are grouped into the broad categories of offences against property, offences against the person, and drug-related offences, from chart IV it appears that crimes against the person and crimes against property account almost equally for a total of 90 per cent of all reported crimes in developing countries.

25. The rates of increase in the various crimes are also of considerable interest. While the rate of increase in intentional homicide has been only 4.6 per cent over the six-year period, theft and robbery have increased by 43 and 42 per cent, respectively. We may conclude that these increases in theft and robbery are substantial and serious. Furthermore, drug abuse has also seriously increased at a rate of 113 per cent over the six-year period.

TABLE 2

Crime rates (per 100,000 population) of reported
offences for developing countries, 1970-1975

Intentional homicide	5.1
Assault	253.1
Sex crimes	24.3
Kidnapping	1.2
Robbery	58.8
Theft	354.3
Fraud	30.1
Illegal traffic in drugs	14.9
Drug abuse	14.8
Alcohol abuse	30.4

Total offence rate 787.0

(b) Crime in developed countries

26. The over-all rate of criminal offenders for the period 1970-1975 was approximately 1,000 per 100,000 population. The number of offenders has increased

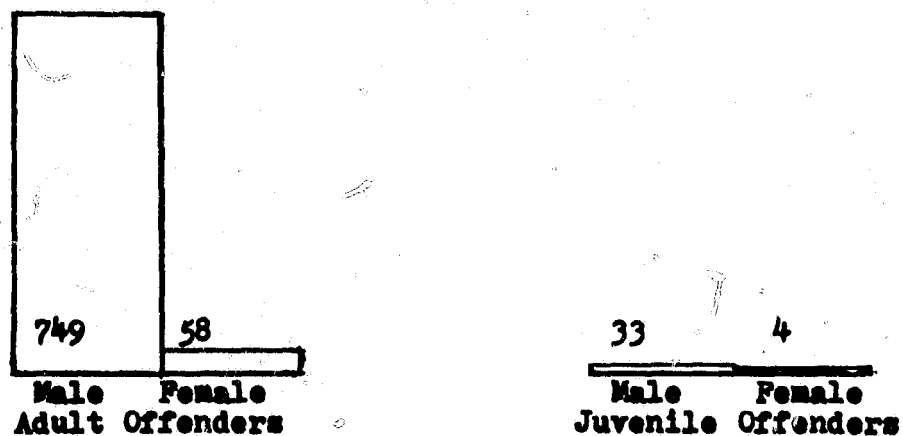


CHART III

Crime rates (per 100,000 population) for developing countries by offender characteristics, 1970-1975

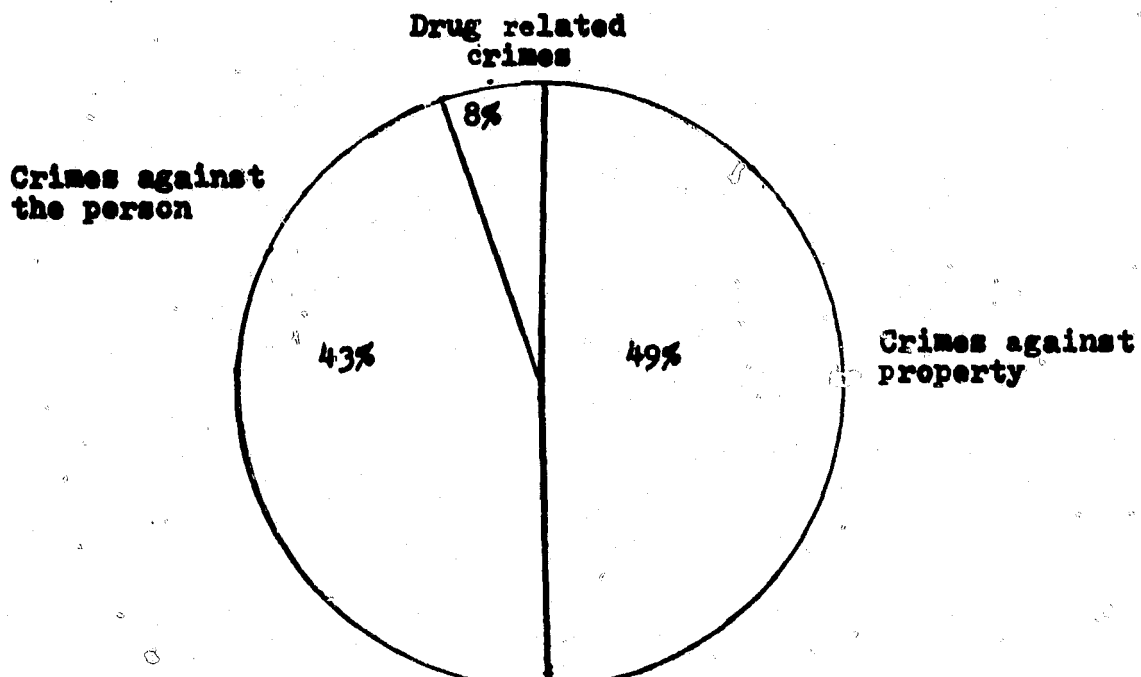


CHART IV

Crime picture for developing countries: proportions of total crime according to broad crime categories 1970-1975

steadily at an annual rate of 1 per cent. The rate of female offenders has increased 50 per cent more rapidly than that of the male.

27. It can be seen from chart V that the overwhelming proportion of adult offenders were males, with a rate eight times that for females. For juvenile offenders, the rate for males was five times greater than for females. This chart also demonstrates that the adult offender rate was much higher than the juvenile rate.

28. Table 3 presents the over-all rates for reported offences for the years 1970-1975. Crimes of intentional homicide, kidnapping and illegal traffic in drugs have comparatively low rates, but crimes of theft, fraud and assault are by far the predominant crimes in the developed countries.

29. Grouping crimes according to the broad categories of offences against the person, offences against property and drug-related offences, offences against property accounted for an enormous 82 per cent of all crime (chart VI). However, this picture should be seen against the rate of increase in some of these crimes. While intentional homicide and theft have both increased substantially - by roughly 35 per cent over the six-year period - robbery has increased by 322 per cent. The increase in robbery is very serious indeed, even though it accounts, comparatively, for a small portion of total reported offences. Similarly, drug abuse has increased by 138 per cent over the six years, providing evidence of another seriously growing crime problem for developed countries.

TABLE 3

Crime rates (per 100,000 population) of reported offences for developed countries, 1970-1975

Intentional homicide	2.7
Assault	115.3
Sex crimes	24.0
Kidnapping	0.2
Robbery	33.3
Theft	1,370.5
Fraud	136.4
Illegal traffic in drugs	4.7
Drug abuse	43.1
Alcohol abuse	105.1
Total offence rate	<u>1,835.3</u>

2. Country assessments of the crime situation

30. The complementary information provided by Member States, based on national appraisals of the situation, supports the conclusion that crime increased over the 1970-1975 period by amounts ranging from slight to great. At least half of the respondents made the assessment that crime had definitively increased, while

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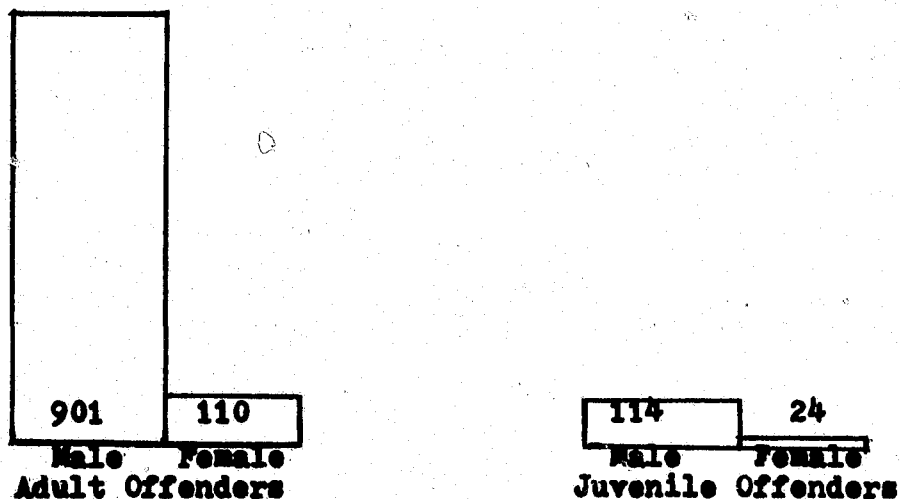


CHART V
Crime rates (per 100,000 population) for developed countries
by offender characteristics, 1970-1975

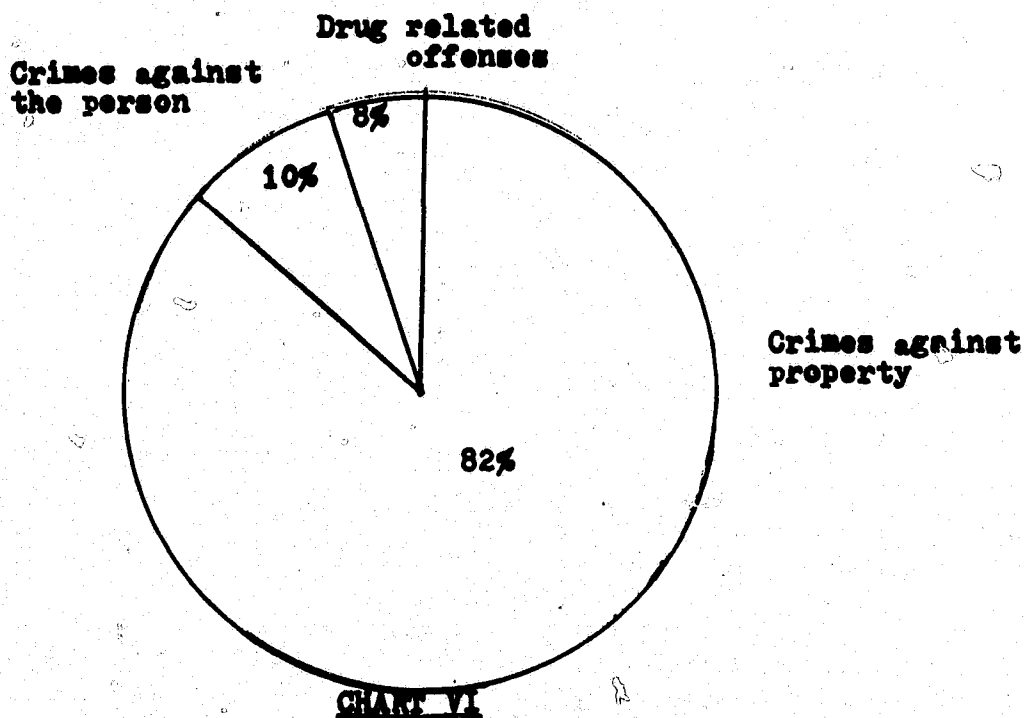


CHART VI
Crime picture for developed countries: proportions
of total crime according to broad crime categories

one third considered that it had remained relatively stable. Only a few countries reported a decrease, but this varied according to crime types.

31. Since decreasing crime is comparatively rare today, it is interesting to know those countries that reported it. Egypt, Ireland, Maldives and Turkey reported a decrease in intentional homicide; Chile, Ecuador, Ireland, Jamaica, Kuwait, Morocco and Oman a decrease in assaults, and Egypt, Ireland, Kuwait, Qatar and Singapore a decrease in robbery. Iceland, Morocco and New Zealand reported a decrease in both theft and fraud, and Algeria and Ireland a decrease in drug-related offences and alcohol abuse.

32. Because of the difficulties of collecting official statistics at the national level on special and new forms of criminality, evaluations on this were solicited. The answers provided can be summarized as follows:

(a) Organized crime seems to be primarily a problem for developed countries (48 per cent), rather than for the developing countries, of which 30 per cent reported it as serious. There was little indication of whether the laws to combat it were stringent enough, or rigorously enforced. There seems to be no concerted effort among any countries to combat this type of crime. The problems of definition with this type of crime have been noted before.

(b) Crimes against the environment were reported as posing a problem primarily in the developed countries (44 per cent) compared with 17 per cent in the developing countries. Only very few countries reported stringent ecological laws and their rigorous enforcement.

(c) Political crimes were regarded as a serious problem by approximately 20 per cent of both developing and developed countries, and similar proportions reported that stringent laws had been introduced and were rigorously enforced. Again, definitional problems occurred in the recording and reporting of this class of crime.

(d) Illegal possession of firearms was reported as a serious problem by 48 per cent of the developed countries and 34 per cent of the developing countries, with similar proportions reporting that their laws were stringent and rigorously enforced.

33. Views were also provided as to those crimes which, while not necessarily the most troublesome now, might be expected to become so in the future, especially in an international context. The three categories of crimes singled out were:

(a) Criminality involving drugs. Although drug abuse is seen primarily as an internal national problem, illegal trafficking is by its nature both international and criminogenic. Estimates of the amount of crime created as a side-effect of drug trafficking vary, but countries of every region perceive it as a dangerous and, sometimes, the most dangerous threat to their economies and general social quality of life. The survey leaves no doubt that drug-related crimes, if not actual drug usage, are considered likely to be such a social threat that a major effort to co-ordinate and stimulate world-wide co-operation against drug trafficking should be a high priority, at least for the most affected countries.

(b) Political crime and terrorism, including hijacking, especially but not solely, of aircraft. Most countries are signatories to one or more of the conventions on this subject and most mentioned this problem.

(c) Transnational crime of a fraudulent "white collar" kind, including tax evasion, offences against consumers and computer abuse. In order to cope with these categories of crimes, the strengthening of international co-operation was urged. In particular, several countries requested specific help from the United Nations and other sources to deal with the pressing problem of extradition of criminals who take refuge in other countries.

3. Socio-economic development and crime

34. Measures for crime prevention and control must obviously be adopted with specific reference to the factors influencing criminal phenomena. It is well known that studies and research on the aetiology of crime and delinquency have not succeeded in pinpointing unequivocal crime causes, especially as far as their generalization is concerned. Multifactorial theories support the idea that specific elements become criminogenic only when they combine with each other and when they operate in the context of given cultural and social conditions. The extreme variability in the complex interplay of aetiological factors is the real obstacle to the construction of theories of general application which can be used for the formulation of effective policies. In this regard much remains to be done by criminology and the related social sciences. For the time being, however, the more the co-variations between crime trends and other types of behavioural and social phenomena are explored, the more relevant researchable areas can be identified.

35. In this connexion, it may be interesting to summarize the results of an analysis carried out as part of this study, correlating different crime rates with certain socio-economic and demographic indicators. 9/ The indicators used were: 10/

- (a) The proportion of the work force in agriculture;
- (b) The infant mortality rate;
- (c) The school attendance ratio;
- (d) The gross domestic product per capita;
- (e) The proportion of the population which is illiterate;

9/ The methods used were the statistical techniques of correlation coefficients and multiple regression.

10/ A wide variety of sources was used, but data were drawn specifically from issues of the United Nations Statistical Yearbook, the UNESCO Statistical Yearbook, the World Health Statistics Annual, the International Labour Office's Year Book of Labour Statistics and the United Nations Demographic Yearbook.

(f) The rate of population increase, because it could be that a rapid increase in population will naturally account for a higher crime rate;

(g) The proportion of the population between 15 and 24 years of age (called "youthful"), as this age range is well-known to be crime-prone.

36. It must be stressed that the results are tentative and provisional and, therefore, do not allow any definitive conclusion. The patterns which seem to emerge may be summarized as follows:

(a) A high rate of homicide tends to occur in countries having a low gross domestic product per capita and a high proportion of their work force in agriculture.

(b) In contrast to homicide, a high rate of assault is more frequent in countries with a low proportion of their work force in agriculture. For both violent crime categories, however, the proportion of the population between 15 to 24 years of age was also an important indicator.

(c) All indicators were highly related to the property crime rates so that it was difficult to isolate one of them. However, countries with a high rate of property crime often accompanied a high gross domestic product per capita and a low proportion of the work force in agriculture.

(d) Drug offences presented a similar pattern of statistical relationships as those of property crimes, although probably the most important feature was that countries with a low proportion of the work force in agriculture tended also to have low rates of drug crime.

(e) It appears that some countries which have high rates of illiteracy also have low rates of juvenile crime. This finding is highly speculative, however, as the data are difficult to interpret, owing to the limitations of juvenile-offender data outlined earlier. However, the finding is supported by the observation that low juvenile-offender rates are also displayed by countries with a high proportion of the work force in agriculture.

37. The existence of a co-variant relationship between two or more phenomena does not warrant the conclusion that one phenomenon influences the other, or a fortiori, that one phenomenon has an aetiological impact. In fact, the co-variance between two or more phenomena may well be influenced by a still different one. Nevertheless, the first step in identifying aetiological relationships is the discovery of co-variation.

38. From this point of view, the findings of the above-mentioned analysis have some value. They reveal interesting areas to which more efforts should be devoted in order to ascertain whether and how much one set of facts is influenced by the other. This is first of all the domain of research but, for the time being, it would be advisable for policy-makers to give some attention to them as a basis for prudent policy decisions.

/...

39. The identification of the factors influencing criminality is, of course, an indispensable pre-condition for policy decisions intended to prevent and combat it. A meaningful contribution in this direction can be made through informed evaluations based on the knowledge of experts and practitioners who have gained long experience in this field. The informed assessments provided by Member States have this value and must, therefore, be taken into special account.

40. It is worth noting that, in general, these assessments coincided with the results of the statistical analysis.

41. Social and economic conditions were identified by the respondents in developing countries as the main factors related to the increases in crime. Developed countries singled out no particular elements, suggesting mostly that the causal factors were multifaceted.

42. The factors seen as being most related to lower crime trends were the presence of a close kinship system (30 per cent of both the developing and developed countries) and the controlling effects of religion (again, the same proportions for both country groups). The developed countries saw the presence of community organizations and other local groups as having a beneficial effect upon crime prevention. People's courts, for example, in socialist countries, were seen as having a useful effect in five cases, four of these in developed countries.

B. Measures and means for the prevention and control of criminality

1. Criminal justice system

43. The criminal justice system, which consists of law enforcement agencies, courts and correctional services, is organized in accordance with laws, administrative provisions and regulations. It involves a complex of institutions, physical structures and equipment, related services and personnel. The human component of the system is of paramount importance because, whatever the legal and operational resources, programmes are carried out by means of an interpersonal relationship with the individuals dealt with by the system.

44. The availability, selection, training, utilization and remuneration of criminal justice personnel are, therefore, basic factors in formulating and maintaining effective programmes for crime prevention and control.

45. The term "criminal justice personnel" includes:

(a) Police officers, called "law enforcement officers" in some countries and jurisdictions;

(b) Court personnel, that is, judges at various levels, prosecutors, where they are employed by the State, and court administrators; representatives of private parties (advocates, barristers etc.) are excluded from this survey;

(c) Correctional personnel, that is, prison officers or guards, treatment personnel in prisons of varying degrees of security;

(d) Non-custodial treatment or supervisory personnel, that is, parole and probation officers - in some countries these roles are combined; in others they are performed by personnel belonging to separate services.

Categories (c) and especially (d) may be supplemented by volunteers, sometimes to a marked degree.

46. Table 4 presents the rates per 100,000 population for all personnel, by developed and developing countries. It was found that the only category in which there was a major difference between the two groups of developed and developing countries was in institutional manpower (prison staff of various kinds), where the rate for the developing countries was approximately half that for the developed. There were also slightly fewer judges in developing countries.

TABLE 4
Rates (per 100,000 population) of
criminal justice personnel

	Developed countries	Developing countries	World
Law enforcement	302	394	331
Judges	11.3	4.1	8.8
Prosecutors	4.8	3.7	4.5
Corrections: institutional personnel	34.9	15.4	28.7
Corrections: non-institutional personnel . .	4.5	1.3	3.5

47. The same socio-economic indicators used for the assessment of co-variations in offender and crime rates have also been used for an analysis of personnel rates.

48. Generally, gross domestic product was strongly related to personnel levels. It was observed that countries with a high gross domestic product per capita tended also to have a higher ratio of judges, prosecutor and correctional staff, but the opposite was the case for law enforcement officers. This seems to suggest that economically less developed countries put appreciably more resources into the police forces than into other criminal justice agencies. This is reinforced by a strong relationship between the percentage of illiterates in the population and levels of police staffing. Both economic and educational indicators of development related strongly to the levels of judicial and correctional manpower.

49. As regards the adequacy of personnel, it was reported that:

(a) Recruitment procedures and levels are adequate only in 40 per cent of the developed countries and in 21 per cent of the developing countries, which represents only 31 per cent of the world respondent sample. Over all, the problem is most severe for the lower ranks of personnel in all the agencies, although some countries reported a shortage in court personnel.

(b) Only 38 per cent of the world respondent sample reported that salary levels were adequate: seven of these were developing countries and 10 were developed countries. Recruitment and salary levels obviously are related. In particular, a sudden upsurge in industrial prosperity and, therefore, in wage levels causes severe problems of recruitment; the same effect is observed in a period of financial stringency after a period of strong economic growth. Less wealthy countries reported considerable difficulties in this area.

(c) Qualifications were seen as adequate by 40 per cent of the developed countries compared to only 22 per cent of the developing countries, that is, 31 per cent of the world respondent sample. The existence of an educational generation gap, wherein the long-serving senior officials were much less well trained and educated than their subordinates, was mentioned.

(d) Performance of their personnel was rated as adequate in 31 per cent of the countries: of these, 11 were developed countries and only four were developing countries. The training of higher-level personnel, such as senior policemen and the judiciary, was seen as a need, as was the raising of the standards of lower-ranking staff. Specialized training to deal with such new problems as widespread white-collar crime was advocated. In all these respects United Nations help was strongly urged.

(e) The use of volunteers was mentioned by several countries as highly desirable and successful, particularly in structured situations, but numerical data are lacking and it appears that in many cases the numbers fluctuate. The use of volunteers and paraprofessionals is an essential component of diversion programmes and efforts to promote the reintegration of offenders. The use of non-professional personnel in the courts is considered very helpful in the countries where it is reported, and is the main form of popular participation in criminal justice.

50. Member States were invited to assess the value of a number of general measures for controlling crime. Respondents indicated the following measures, in order of importance, as having the greatest impact on crime:

- (a) Improvement of law enforcement;
- (b) Primary prevention, that is, programmes directed at reducing the opportunities to commit crime;
- (c) Legislation on specific offenders and offences;
- (d) Improvement of the adjudication process;

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- (e) Improvement of correctional institutions;
- (f) Improvement of corrections in the non-institutional sector;
- (g) Popular participation in criminal justice administration.

51. The general conclusion which can be drawn is that efforts at reducing crime at an early stage are considered to be more important than the modifications of behaviour patterns in the later stages of the criminal justice process. There was general agreement between developing and developed countries concerning the priorities to be given to these measures.

52. Criminal codes in many countries have either been revised extensively in the last six years or it is planned that they will be revised in the near future. The general trend of the revisions is towards greater severity for some offences, especially for violent crimes. Indeed, much of the impetus for the revision of criminal codes and criminal justice procedures seems to have been provided as a response to a perceived increasing rate of violent crime, including violent political crime. There is, however, also a trend towards less punitive and perhaps less costly (in both human and material terms) types of sanctions considered at least as effective as the more traditional kinds of penalties. A number of countries also reported current revisions of their sentencing procedures, but these are mostly only just beginning and no specific information was provided.

53. Responses to questions concerning research on the forecasting of crime and estimates of the cost of crime were also received. Systematic, large-scale continuing research into methods of crime prevention was limited largely to the developed countries, especially those of North America and northern Europe. Most of the results were tentative, but a few research reports claimed clearly demonstrated and data-supported positive results. The deterrent effect of penalties in particular has been and is being studied intensively. General deterrence (that is, the effect of general knowledge of the existence and enforcement of prohibitions) is believed to have some effect in relation to homicide and broad categories of assault and larceny. There is controversy as to the general deterrent effect of the death penalty. Individual deterrence (discouraging the same individual from offending again) is also a subject of considerable disagreement and the evidence either way is inconclusive.

2. Standard Minimum Rules for the Treatment of Prisoners 11/

54. The responses to the inquiry on the current application of the Standard Minimum Rules for the Treatment of Prisoners revealed that these Rules have had a significant influence on the laws and regulations of a great number of the countries and jurisdictions which replied and that, to a large extent, the provisions of the Rules were embodied in their national laws. A comparison of the results of the inquiry with those of the survey conducted at the end of the 1960s revealed that the influence of the Rules had increased notably. It was also possible to note progress in the extent of the dissemination of the Rules.

11/ See First United Nations Congress on the Prevention of Crime and the Treatment of Offenders: report by the Secretariat (United Nations publication, Sales No. 56.IV.4), annex I.A.

55. Regarding the de facto implementation of specific Rules, it must be said that although on the average more than 70 per cent of the Rules were reported as fully implemented, some of the perhaps most important Rules were among those least effectively implemented. Thus, only one half of the countries have been able to apply the Rules dealing with accommodation and minimum requirements for decent living conditions for prisoners. Furthermore, a large number of countries faced tremendous difficulties in following the recommendations concerning institutional personnel and the Rules dealing with discipline and punishment. Other problems were reported with regard to prison work and the custody of prisoners awaiting trial.

56. The obstacles to the implementation of the Rules were seen mainly as resulting from legislative deficiencies, lack of adequate financial resources, shortages of accommodation and dearth of qualified personnel. In some parts of the world, impediments derived from the slowness and complexity of legal procedures, particularly during the pre-trial stage. In some countries, other obstacles arose from the absence of legal authorization for prisoners to work outside the institution, to be granted temporary home-leave, to receive increased remuneration for prison labour, or to obtain probation or parole. While the implementation of certain Rules did not require any additional resources, effective implementation of most of the Rules was considered as dependent on the provision of more adequate financial support. Another important obstacle to the application of the Rules in many countries is apparently the fact that sufficient institutional personnel are simply not available.

57. In order to strengthen the world-wide implementation of the Rules, the Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Geneva in September 1975, recommended the development of an explanatory commentary to provide guidelines for a more realistic application of the Rules, 12/ and this was also called for by the Committee on Crime Prevention and Control at its fourth session, held at Headquarters in June/July 1976 (see E/CN.5/536, chap. VII).

58. The Committee in pursuance of paragraph 6 of Economic and Social Council resolution 1993 (LX) of 12 May 1976, recommended a new rule seeking to extend the range of application of the Rules to all persons arrested or imprisoned with or without charge, and elaborated procedures for the effective implementation of the Rules (ibid., annex VI). The proposed rule to be known as Rule 95, was adopted by the Council in its resolution 2076 (LXII) on 13 May 1977. Provision is being made to give the widest possible distribution to a new edition of the Rules, incorporating the changes.

59. The Sixth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held at Sydney, Australia, in 1980, is expected to make further suggestions, in the discussion of item V of its provisional agenda entitled

12/ See Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders (United Nations publication, Sales No. E.76.IV.2), paras. 260-301.

"United Nations norms and guidelines in criminal justice: from standard-setting to implementation", to ensure the most effective possible implementation of the Rules. For the time being, and pending the recommendations of the Sixth Congress, extrabudgetary funds are being sought to finance the preparation and publication of the explanatory commentary.

IV. REGIONAL REVIEW

A. Comparative analysis

60. For a more detailed understanding of the world crime situation and of the means and measures needed to cope with it, a regional breakdown of the information received is presented below.

61. As already stated, the number of countries which responded to this questionnaire was the highest ever to have submitted, upon request, information on materials of crime and criminal justice. This may be taken as an indicator of the seriousness with which Member States regard the crime problem. The geographical distribution of those countries which did not reply made the usual United Nations regional breakdown difficult for this analysis. Therefore, the countries from which replies containing quantitative data as well as evaluative information were received have been divided into seven regions, on the basis of two concurrent criteria: geographical proximity and/or cultural similarity.

62. The distribution adopted is the following:

- (a) North Africa and the Middle East;
- (b) Africa south of the Sahara;
- (c) Asia;
- (d) Eastern Europe;
- (e) Latin America;
- (f) The Caribbean;
- (g) Western Europe, United States of America, Canada, Australia and New Zealand.

63. The data for these regions were analysed in order to determine what significant over-all differences could be observed with respect to crime rates, broken down as before by age and sex, offenders, and crime types. A similar, regional analysis was undertaken for numbers of criminal justice personnel. Once again, it should be emphasized that the rates given are for general groupings of countries and that there may be individual exceptions.

64. This section of the report begins with a brief comparative over-all view based on the data contained in table 5 which presents the over-all rates for 1970-1975.

65. The data in this table refer to only six regions, because the answers received from countries of Africa south of the Sahara 13/ did not contain adequate statistical information.

13/ For this region, however, it has been possible to use replies to an earlier note verbale of the Secretary-General of 10 July 1974 (see para. 10 above) and information stemming from the regional preparatory meeting of experts on the prevention of crime and the treatment of offenders.

66. The results can be summarized as follows:

(a) Offender rates. It can be seen from table 5 that adult-offender rates are extremely high for both Western European and other countries as well as the Caribbean region, with rates more than double those of other regions. This applies to both male and female adult offenders and to juvenile offenders.

(b) Violent crime. Latin America displays the highest rate of intentional homicide, closely followed by the Caribbean. The Eastern European countries show a very low rate of intentional homicide. For assault, the Caribbean rate was roughly seven times higher than the rate for any other region, and for robbery, Asia, Latin America and the Caribbean displayed equally high rates.

(c) Property crimes. Western developed countries and the Caribbean displayed rates 10 times higher than most other regions.

(d) Drug-related crimes. The Caribbean showed the highest rates for all drug-related crimes.

67. Table 6 presents the regional distribution of criminal justice personnel. It can be seen that the number of law enforcement officers is quite similar for countries of Asia, Western developed countries, Latin America and the Caribbean. North Africa and Middle East countries show a level of law enforcement personnel at least double that of the other regions.

68. The Western Europe, Oceania and North America group, which in table 3 is shown to have a large recorded over-all crime rate, has correspondingly high levels of staff, with particular emphasis on correctional personnel, but a comparatively low ratio of law enforcement personnel. The Caribbean has high offender rates and a high level of law enforcement manpower. The Asian region is relatively low on law enforcement officers in relation to its offender rate, particularly in comparison with Latin America. On the other hand, the use of volunteers in assisting correctional agencies (a practice to which several countries from different regions referred approvingly) is particularly strong in Asia. The number of countries providing numerical data from Eastern Europe was so small that no significant analysis could be made and no figures were given for law enforcement personnel. In general, the strong emphasis on law enforcement may be explained by the frequently expressed belief that effective law enforcement is the most effective means of preventing and controlling crime. It may also explain the importance given to the exchange of information, personnel training, interregional meetings and seminars.

B. Regional distribution

1. North Africa and the Middle East

69. Though this is a relatively homogeneous region with regard to social structure, religious traditions and legal systems, the crime situation varies considerably among countries. Some are experiencing no change or even a decrease in criminality (Egypt, Iraq, Qatar, Saudi Arabia and Syrian Arab Republic); others have reported

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TABLE 5

Regional distribution of crime rates
(per 100,000 population), 1970-1975

	Countries of North Africa and the Middle East	Countries of Asia	Countries of Eastern Europe	Countries of Latin America	Countries of the Caribbean	Countries of Western Europe, Oceania and North America
Offenders:						
Total adult	878.0	602.0	495.8	137.6	1 683.1	1 290.8
Male adult	624.0	537.4	427.2	121.1	1 498.6	1 051.3
Female	45.2	48.1	68.0	16.6	181.9	128.5
Total juvenile . .	18.3	34.8	56.8	10.0	132.4	230.2
Male juvenile . .	7.4	32.6	53.3	7.8	116.6	154.6
Female juvenile . .	1.0	2.2	3.7	2.2	15.6	33.6
Reported offences:						
Homicide	4.7	2.3	0.7	8.2	6.7	2.1
Assault	163.6	38.4	65.9	36.6	852.2	126.1
Sex offences	22.2	22.6	5.6	12.3	33.9	29.2
Kidnapping	0.8	0.5	0	3.1	0	0.1
Robbery	13.0	100.2	7.3	89.4	82.8	26.9
Theft	153.1	137.5	121.5	95.6	1 302.8	1 580.3
Fraud	13.7	22.2	5.1	8.2	96.7	159.2
Drug traffic	19.2	4.1	0	2.1	22.9	5.8
Drug abuse	6.0	18.4	0	0.3	54.9	45.1
Alcohol abuse	61.0	1.9	0.7	91.8	3.3	101.8

Note: With reference to paragraph 62 above, the following countries are included in the analysis:

North Africa and the Middle East: Algeria, Bahrain, Cyprus, Egypt, Iran, Iraq, Kuwait, Morocco, Oman, Qatar and Syrian Arab Republic.

Asia: Indonesia, Japan, Malaysia, Maldives, Pakistan and Singapore.

Eastern Europe: Poland and Yugoslavia.

Latin America: Argentina, Chile, Costa Rica, Ecuador, El Salvador and Peru.

Caribbean: Bahamas, Barbados, Guyana, Jamaica and Trinidad and Tobago.

Western Europe, Oceania and North America: Australia, Austria, Canada, Denmark, Finland, France, Germany, Federal Republic of, Greece, Ireland, Italy, New Zealand, Norway, San Marino, Spain, Switzerland, United Kingdom of Great Britain and Northern Ireland and United States of America.

TABLE 6
Regional distribution of criminal justice personnel

	Countries of North Africa and the Middle East	Countries of Asia	Countries of Eastern Europe	Countries of Latin America	Countries of the Caribbean	Countries of Western Europe, Oceania and North America
Law enforcement . .	728.7	243.4	-	278.5	362.7	299.6
Judges	6.1	1.6	14.3	5.1	3.5	13.1
Prosecutors	5.5	1.8	7.1	1.2	4.5	5.3
Corrections:						
Institutional personnel . . .	14.0	16.8	31.2	22.8	27.6	35.8
Corrections:						
Non-institutional personnel . . .	2.6	1.0	-	0.2	2.9	4.4
Volunteers	0	21.4	-	0.7	-	9.3

Note: For countries included in the analysis given in paragraph 62 above, see note to table 5.

clear trends of increasing crime (Bahrain, Morocco and Oman). One of the serious problems of the region is clandestine immigration, and related to this is that of the legal rights of immigrants.

70. The low rate of criminality in most countries of this region is believed to be due mainly to the combination of social stability and economic advancement, and a social structure based on closely knit interrelationships, strongly underpinned by Islamic legislation and moral values. Family and religious institutions play a primary role in the social conduct of the members of the society and continue to form the strongest barrier against increasing criminality. Unemployment is the most frequently cited cause of crime.

71. Algeria is one of the very few countries reporting a decrease in female criminality and in juvenile delinquency, while some countries indicate a growing concern with regard to the latter (Bahrain, Kuwait, Morocco and Oman). This tendency for juvenile delinquency to increase occurs sometimes even in countries having a clearly downward trend of adult criminality (Egypt, Qatar and Syrian Arab Republic). A phenomenon almost completely unknown previously to the countries of the region is the growth of alcohol abuse (Bahrain, Kuwait, Morocco, Oman, Qatar

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and Syrian Arab Republic), and this has been indicated as having a great impact on their crime picture. In some cases this has been attributed to changes in legislation and law enforcement practices.

72. Most of the countries of the region expressed a strong wish for intensified international co-operation under United Nations leadership and desired strongly to receive technical assistance from the United Nations. Emphasis was also placed on the exchange of information. Criminal justice matters were seen as a primary national concern.

2. Africa south of the Sahara

73. In many countries of this region, social record-keeping of a statistical nature has only recently begun to be instituted. Statistics of crime are thus not yet available for quantitative analysis. This lack of information was indicated as mainly a problem stemming from the lack of resources which are usually allotted to other priority needs.

74. In that connexion, certain socio-economic factors were seen as contributing to a high crime rate. Against a general background of poverty, high rates of illiteracy and low levels of education, low standards of health, underemployment and unemployment, the following factors were singled out:

- (a) A growing proportion of the youth population in the most crime-prone age group;
- (b) Unemployment among the young;
- (c) Drift to the towns, weakening family ties and other social bonds;
- (d) Discrepancy between expectations raised by increased education and the lack of appropriate job opportunities;
- (e) Growing alcoholism, rural as well as urban.

75. Among the new forms of criminality related to the economic situation, embezzlement, fraud, corruption, smuggling, illegal currency transactions and transnational theft of motor vehicles were mentioned. The lack of resources, of qualified personnel and of technical information was believed to make the fight against crime more difficult.

3. Asia

76. Some countries of this region have experienced a definite increase in most types of crime (Indonesia, Malaysia and Pakistan) and in others the trends have either been stable or downward (Japan, Maldives and Singapore). In Pakistan, considerable differences in the trends of crime have been noted between the different areas of the country.

77. The countries with upward crime trends indicated the following as the primary

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explanatory factors: unbalanced economic growth, mal-distribution of wealth, poverty, family breakdown, migration to the cities and growing unemployment. These factors were reported as being exacerbated by corruptive cultural influences, among which the effects of the mass media were stressed (Indonesia emphasized this particularly), and by the very great pressure put on inadequate resources by the population explosion.

78. Some countries, such as Japan, interpreted their relatively more favourable situation as depending on the resilience of the traditional social fabric, often because of its religious basis, which has not been disrupted by the processes of modernization and change. In Japan, wherever these stresses have been greatest (in the medium-sized industrial towns, for instance), there has been an increase in criminality, although nationally there has been an over-all decrease. An interesting observation from the Japanese experience is that greater affluence affects various age groups differently. Increased wealth for adults is presumed to lead to greater stability and less criminality; for juveniles and young people it is seen as a stimulator of the principle of living for the pleasures of moment and as contributing to a lowering of social responsibility. The growth of female criminality in Japan is associated with increasing participation of women in community life, including working wives.

79. Singapore has found that the formal attempts to set up supportive local social organizations, combined with greater efficiency of the law enforcement agencies, has had a definite impact on the amount of crime. Most countries of this region indicate that increasing juvenile delinquency is a function of rapid social change.

4. Eastern Europe

80. This region is represented by only a few responses. It is, therefore, impossible to say to what extent the situation described in the available information represents the region. Moreover, in several of the socialist countries, changes in legislation and modifications in statistical recording techniques make quantitative analysis currently inappropriate.

81. The responses (some of which did not contain statistics and tend to use proportions as well as raw numbers) point to a decrease in crime, including the almost complete disappearance of professional crimes and the absence of gangster-type organized crimes. The number of crimes against the person, often stemming from the use of alcoholic beverages, is stable or declining; criminality against property gives rise to the most concern.

82. Among the factors which were cited as influencing increasing criminality are the migration of population, extensive industrialization, tourism and urbanization; all these weaken existing social and moral controls of behaviour.

83. The prevention of crime in this region is felt to be contingent upon the solution of major social problems through the efforts of the entire community. The main emphasis has been on preventive aspects, so that, for instance, Yugoslavia reports that the police are trained in preventive as well as reactive techniques.

84. The raising of the general economic and material levels, including those of education, health and social welfare, are considered the most important in steering citizens of all ages, but especially the young, away from crime. Special attention is focused on the protection of children and youth against adverse influences, with particular emphasis on the care of minors separated from their families. The reintegration into social life of young persons released from reformatories or prisons, with a view to providing adequate schooling or vocational training, is regarded as a priority. At the same time measures have been taken to create alternatives to imprisonment by expanding different forms of community treatment in which the role of volunteers is held to be very important. Thus, according to the information provided by the German Democratic Republic, only about a quarter of all criminal offenders receive sanctions involving imprisonment. Emphasis is being placed on the participation of the community in post-institutional treatment. In this regard, the German Democratic Republic places responsibility upon employers to take ex-convicts back into work, and special legislative prohibitions against job discrimination on the basis of a criminal record exist in countries such as Poland.

5. Latin America

85. The general crime trend of the region as a whole has been upward, although the level of statistical precision with which this has been recorded varies. To improve the data base and collection of criminal statistics, the United Nations-affiliated Latin American Institute for the Prevention of Crime and the Treatment of Offenders at San José, Costa Rica, has initiated a pilot project designed to promote the collection of adequate, comparable criminal statistics which could serve as a basis for policy formulation and planning.

86. In some countries, particularly, political violence poses a serious problem. Kidnapping has replaced hijacking as the prevailing terrorist mode of operation, despite regional instruments designed to discourage it. The tactics displayed, which involve mostly innocent victims, have caused extensive suffering and, in many cases, the loss of human life.

87. Economic crimes, that is, crimes which adversely affect the economic growth of countries, are thought to be increasing considerably, but since they are difficult to detect and prosecute, they often tend not to appear in the official records. The activities of transnational corporations are cited in this respect, as well as smuggling and the illegal trade of drugs and arms. The drug trade is characterized by the existence of an international, national and local network, a large potential for corruption, the considerable mobility of offenders, the availability of bases at strategic points, such as airports or harbours, and the participation of foreign capital, or personnel, while the traffic in arms involves clients ranging from extremist groups to private citizens. The lack of cross-national uniformity in arms and drugs laws facilitates this trade, the consequences of which are of such gravity as to demand urgent attention.

88. It is the consensus of the countries of the region that further increases in crime may well be expected unless effective preventive measures are taken. The high birth-rate in the region, the large proportion of youth in the population,

large-scale migration to towns, the loosening of traditional controls (the family and religious groups are most often referred to), and other concomitants of rapid development, economic problems facing many countries, persisting social inequalities, the crisis of moral values in increasingly materially-oriented societies moulded largely by the mass media, political instability and social disruption - all these are elements considered conducive to the growth of crime. The need for appropriate preventive strategies has been stressed in the replies.

89. A number of countries of the region have started to revise or restructure their penal codes and reform their criminal procedure; others have started to include crime prevention and criminal justice policies in national planning. They strongly emphasize the need for United Nations assistance, particularly with regard to the international exchange of information and knowledge and the training of personnel. As the dearth of trained personnel is seen as stemming largely from the lack of economic resources, practical help in this respect is considered necessary by most of the countries.

6. Caribbean

90. This region is made up of small countries which, for the most part, use as their statistical base crimes reported to the police. As it is well known that police statistical data provide a high figure compared with judicial or correctional data, it is possible that the apparently very high numbers in table 1 may be a function of these types of data. This is not to say, however, that the crime situation in these countries is not serious. As the countries of the region are so similar in size and social structure, it is not surprising that the impressions and views expressed in their replies are very similar to each other. Because the views expressed run parallel, the region as a whole is surveyed without reference to specific Member States.

91. Trafficking in drugs, illicit trade in firearms, and violence are mentioned as major problems. This is due primarily to the fact that the region lies along the main routes from South to North America. Tourism is particularly high in the region and a strong relationship between tourism and the growth of crime is emphasized: according to the views expressed, tourists foster expectations of higher living standards and provide an obvious target for theft; a high number of aliens apparently participate in criminal activities, especially in illicit trafficking and smuggling. The countries of this region, therefore, realize the problem posed by the competing objectives deriving, on one side, from the need for counteracting the negative, side-effects of tourism and, on the other, from the need to stimulate it for the economic benefits which it brings to a country, particularly in generating employment in countries which, as do those in the region, cite unemployment as a major factor in crime.

92. The trends of adult crime have been more or less stable but are increasing for juvenile offenders. A shortage both of courts and trained personnel in all branches of criminal justice work is reported. United Nations help through the organization of meetings, training programmes and other type of technical assistance is strongly urged to foster the development of a core of qualified personnel.

7. Western Europe, United States of America, Canada, Australia and New Zealand

93. This group of countries has been considered collectively as a "region" also because of similarities in cultural history, economic systems and social development.

94. Over-all, it has the largest rate of reported crime and has experienced aspects of criminality which have not appeared in other areas. Establishment of a statistical data base for the region is complicated by two factors: first, federalized States sometimes do not keep national statistical records (for example, Australia, with respect to juvenile delinquency, Canada with respect to criminal justice personnel), even though the quality of statistical recording on the whole is high. Secondly, many of the countries for example, Austria report significant changes in statistical reporting methods during the period.

95. There have been general trends of particular significance. One is a slowing down in the rate of increase of juvenile delinquency; it is still increasing, but less quickly, although this is not true for all countries. The rate of female criminality is also increasing, having started more recently than the surge of juvenile delinquency, and is showing no signs of abating. The juvenile delinquency rate is supposed to be related at least in part to the age structure of the population, with the "bulge" now passing through the high-risk age band (16-25).

96. The phenomenon of organized crime, with its persistence, organizational sophistication and geographical spread, is a concern for many countries; in addition, there is a preoccupation with semi-permanent or short-term, highly organized gangs, formed for one or a short series of specific crimes requiring great professional skill, which are becoming a widespread problem.

97. Many countries report a move away from the use of imprisonment, so that while the total number of individuals committed to prison is still rising, following the general increase in offender rates, the proportion of persons imprisoned in the total figure of sentenced offenders is decreasing. Different forms of this tendency are reported by Finland and the Federal Republic of Germany. Norway is considering the merits of a local civil police force as compared with a traditional centralized force. The most successful diversion programmes are thought to consist of the more extensive and imaginative use of probation and related measures. New Zealand reports success with a campaign to alert the public to its responsibilities and to the ways in which it can help. Austria is experimenting, following the lead of other nations, with day-fines (that is, the amount of the fine is calculated by reference to the income of the individual); the results are not yet measurable.

98. Countries in the region are beginning to try more systematic forms of research, including forecasting and crime-cost assessments. Australia is considering specific attempts to reduce crime by influencing the erroneous conceptions of criminals and demonstrating the illusory character of what they perceive to be the economic benefits derived from criminal behaviour. The United Kingdom pointed out that this survey recognizes by implication the need for a co-ordinated approach towards the development of a criminal justice policy and for assessing the functioning of the

components of the total system. This summarizes the views of many countries in the region, which stress the importance of international initiatives and the unique role of the United Nations in this regard, especially in the exchange of information on specific and precise topics (emphasized by France). Such efforts, in their view, would also create a large reservoir of knowledge from which guidelines and indications for technical assistance of various kinds could most easily be derived for the benefit of interested countries.

V. CONCLUSIONS AND POLICY IMPLICATIONS

99. The over-all picture of the crime situation and of the means employed to prevent and control criminality resulting from the analysis of the information received reinforces the preoccupations expressed by the Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders ^{14/} and by the Committee on Crime Prevention and Control (see E/CN.5/536, annex IV). The great majority of developing and developed countries are facing an escalation of criminality whose new forms and dimensions are increasingly challenging the traditional measures and means of coping with them.

100. From the foregoing analysis it also emerges that a society in which deviance does not exist at all is a theoretical construct not likely to materialize - as history and present-day realities have borne out. The level of tolerance for deviant behaviour among countries varies, but few would probably opt for that degree of control which would be required for a totally "crimeless" society. It is true, on the other hand, that insufficient attention to problems of crime and failure to see its intimate relationship to broader national concerns and other aspects of social, economic and political life can give rise to increases in crime which may seriously undermine the achievement of national goals and popular well-being.

101. The information received stresses the fact that the levels and forms of criminal behaviour are closely interrelated with all the other aspects of social life. Economic imbalances, both national and international, social inequalities and tensions, lack of opportunities preventing individuals or groups from egalitarian, democratic participation, uneven development and unbalanced planning, are all factors affecting the quality of human life and the spread of crime which may seriously impair it. The growth of criminality and the related demands for improving the means of combating it, may divert considerable resources from the achievement of other national objectives and prevent the broad sharing of the benefits derived from development, which has been urged as part of the International Development Strategy for the Second United Nations Development Decade (see, for example, General Assembly resolution 3176 (XXVIII) of 17 December 1973 and Economic and Social Council resolutions 1707 (LIII) of 28 July 1972 and 1747 (LIV) of 16 May 1973). The spread of violence, creating a climate of insecurity, impeding investment and affecting life-styles, is one of the most alarming features of the current crime situation.

^{14/} See Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders (United Nations publication, Sales No. E.76.IV.2), chap. II.

102. The relationship between dysfunctional, unplanned development and increasing crime has been pointed out repeatedly, as has the need for effective preventive action. Such action must be aimed at mitigating the possible negative side-effects of economic growth and accompanying social change, which can seriously undermine this process and nullify some of development's hard-won gains. By anticipating and forestalling some of these negative consequences, development can be made more wholesome and the quality of life vastly enhanced. Countries are increasingly coming to realize this and some have sought thus to integrate crime prevention elements into their national development plans. The help of the United Nations has been emphasized in this respect.

103. The majority of the countries have been specific in indicating a number of important areas for international action which are listed below in the order of priority assigned to them:

- (a) Exchange of information;
- (b) Regional and interregional training and research facilities;
- (c) International meetings and seminars;
- (d) Exchange of researchers and technical personnel;
- (e) Provision of advisory and expert services;
- (f) Provision of guidelines and standards.

104. While the priority assigned to different aspects of United Nations involvement in this area has varied somewhat with the countries, the call for it is universal - at least as far as the respondents are concerned and they comprise almost half of the United Nations membership. The differences in the concerns emphasized by developing as compared with developed countries are actually less prominent than the similarities in their expectations of the Organization. This bears out the need for strengthening the leadership role of the United Nations in the field of crime prevention and the treatment of offenders which has been reaffirmed in successive resolutions of the policy-making bodies of the Organization (see for example, Economic and Social Council resolutions 731 F (XXVIII) of 30 July 1959, 830 D (XXXII) of 2 August 1961, 1086 B (XXXIX) of 30 July 1965 and 1584 (L) of 21 May 1971).

105. Most widely stressed is the collection, exchange and dissemination of relevant information and the development of appropriate machinery for providing it. The interest of Governments is both in receiving information on world trends in crime and criminal policies, against which their own situations and practices can be gauged, and in obtaining information on specific subjects of particular concern to them. Member States expressed the view that this is a service that the

United Nations is eminently suited to provide, drawing on existing national data systems and facilities, analysing and further developing the framework, whose basis has now been laid down, for the collation, analysis and feedback of information of interest to policy-makers and planners everywhere. The further refinement of these processes as a continuing function will serve to maximize the value of the information provided and to relate it to major national concerns through the development of appropriate indicators and other means.

106. Member States stressed that more research and study were needed in this area. The United Nations Social Defence Research Institute (UNSDRI) at Rome has already started, in co-operation with the regional institutes, a world-wide project to gather information on crime trends and criminal justice measures. The co-operation of other appropriate bodies, such as the Statistical Commission and the specialized agencies concerned, would help to promote an integrated approach and co-ordination of efforts in areas of mutual concern.

107. A sharpening of focus and refinement of means is necessary also to optimize the opportunities for international exchanges of expertise and experience provided by international conferences of various kinds. It was noted by some countries that the vagueness and generality characteristic of many of such meetings impaired their usefulness; that exchanges of information were particularly productive when undertaken on a small scientific scale and with a well-defined focus. At the same time, world-wide meetings such as the quinquennial United Nations congresses on the prevention of crime and the treatment of offenders are invaluable in providing a platform on which national experiences and viewpoints can be presented and a range of problems of common interest discussed. Meaningful policy-oriented research and proper clearing-house facilities can provide a scientific basis for the required action, and there was broad agreement that they should be strengthened as should personnel training capacity.

108. The regional approach to planning and research, emphasized by countries, has shown particular promise. Faced with similar problems and joined by circumstances and traditions, countries can establish data-sharing arrangements and maximize their training potential. Member States indicated that the assistance of the regional United Nations crime-prevention training and research institutes has proved particularly valuable. The need for such assistance has been voiced most strongly by the countries of those regions which are beset by increasing crime problems and a lack of adequate data-gathering, research and personnel training capability. In some cases, as in that of Latin America, the generosity of the host Government (Costa Rica) has ensured the success of the work of the Latin American Institute for the Prevention of Crime and the Treatment of Offenders during its first two years of existence. In other institutes, such as that of Africa south of the Sahara, the need has remained unmet. In both cases, as well as in those of the longer-existing Asia and Far East Institute in Japan and the Institute at Cairo serving the Arab States, success will depend on the continued strengthening of the regional approach.

109. For the developing countries, technical assistance is of paramount importance. The replies of Governments emphasize this fact with some specifications. United Nations help is also called for to promote and co-ordinate the rationalization of

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national crime prevention and criminal justice activities which all too often have been ineffective, fragmented and/or operating at cross-purposes. Member States stressed that the development of indigenous capabilities, rather than the automatic transfer of alien models, which had often been counter-productive, was a basic requisite of really useful aid, as was the introduction and adaptation to local requirements and circumstances of innovations and techniques used successfully in other contexts. In order to achieve these goals, ways of strengthening technical co-operation activities in this field would have to be devised.

110. A multipronged strategy is evidently required. Its parameters and priorities have been suggested in the report of the Committee on Crime Prevention and Control entitled "Methods and ways likely to be most effective in preventing crime and improving the treatment of offenders" (see E/CN.5/536, annex IV), which is being submitted, through the Economic and Social Council and the Commission for Social Development, to the General Assembly together with the present report.

111. The United Nations possesses the necessary structure to provide really effective service to Governments in a field whose crucial relevance to national development and the quality of life is increasingly becoming recognized. The call for intensified international co-operation in this field, voiced by the quinquennial United Nations congresses on the prevention of crime and the treatment of offenders and by the policy-making bodies of the Organization, has provided a clear objective. However, the problem remains of how the necessary impetus and means can be provided to make the available structure fully operational and to maximize its usefulness to Governments.

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