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**Twenty-first Meeting of Heads of National Drug
Law Enforcement Agencies, Africa**

Addis Ababa, 5-9 September 2011

Item 4 of the provisional agenda*

**Implementation of the recommendations adopted by the
Nineteenth Meeting of Heads of National Drug Law
Enforcement Agencies, Africa**

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1. The Nineteenth Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Africa, held in Windhoek, from 12-16 October 2009, adopted a set of recommendations following the consideration by working groups of the issues indicated below.
2. In accordance with established practice, the report of the Nineteenth Meeting was forwarded to the Governments represented at the session. A questionnaire on the implementation of the recommendations adopted at that Meeting was dispatched to Governments on 18 May 2011, with a deadline for replies set to 15 July 2011.
3. The present report was prepared on the basis of information provided to the United Nations Office on Drugs and Crime (UNODC) by Governments in reply to that questionnaire. As of 25 July 2011, replies had been received from the Governments of Algeria, Burkina Faso, Egypt, Ghana, Kenya, Mali, Namibia, Nigeria, Sudan, and Togo.

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** This document has not been edited.



Issue 1: Developing effective drug law enforcement intelligence-led operational responses

Recommendation 1

4. The Nineteenth Meeting of HONLEA, Africa recommended that Governments of the region must ensure that their law enforcement agencies have the capacity, procedures and skills to collect, collate and analyse information on those involved in illicit drug trafficking and other forms of organized crime.
5. In Algeria, information-gathering on persons involved in illicit drug trafficking and other forms of organized crime was conducted by the Ministry of Justice, while data compilation, analysis and synthesis were carried out by the National Office for the Control of Drugs and Drug Addiction.
6. Burkina Faso reported that its law enforcement agencies received various forms of training in investigation techniques and had knowledge and information on persons involved in drug trafficking.
7. In Egypt, departments had been established that specialized in the preparation and analysis of statistics, together with the creation of international cooperation departments in the relevant departments, such as Anti-Narcotics Administration and National Defence, to undertake liaison and exchange information.
8. Ghana was making efforts to train law enforcement officers in order to enhance their capacity in analyzing data of suspected criminals.
9. In Kenya, two trainings were organized for law enforcement officers.
10. Mali reported that its Central Office for Narcotics intended to set up a digital documentation centre enabling a database to be established. Real-time information communication systems were used in the fight against illicit drugs, namely the I-24/7 communications network of INTERPOL and the Customs Enforcement Network (CEN-COMM) of the Mali customs authorities.
11. Namibia reported that its police had a drug law enforcement division in place and units across the country dealing with the prevention, eradication and investigation of all drug related matters, in collaboration with other regional police bodies.
12. Nigeria stated that its National Drug Law Enforcement Agency had the capacity, procedures and skills to collect, collate and analyse information on illicit drug activities and organized crime.
13. In Togo, an information and operations unit within the central office against drug trafficking and money-laundering (Office Central de Répression du Trafic Illicite des Drogues et du Blanchiment) was responsible for the collection and analysis of information on persons involved in drug trafficking.

Recommendation 2

14. It was recommended that, to support the effectiveness of their law enforcement response, Governments must ensure that a policy of inter-agency cooperation is supported as an integral part of the national strategy to combat illicit drug trafficking and organized crime.

15. Algeria reported that groups for the exchange of information had been established in the field, while the various actors involved in the fight against drugs participated in meetings of the Assessment and Follow-up Committee of the National Office for the Control of Drugs and Drug Addiction, which acted as a coordination mechanism.
16. In Burkina Faso, three joint operations had been organized in the framework of the action plan between November 2009 and December 2010 in different regions of the country.
17. Egypt reported that bilateral agreements had been concluded with Saudi Arabia and Russia, in addition to agreements with several neighbouring countries.
18. Ghana was promoting inter-agency cooperation among the law enforcement agencies as its national strategy to combat illicit drug trafficking and organized crime. The Narcotics Control Board was the lead agency engaged in consultations with appropriate bodies to assess practices and procedures as well as programmes for all activities relating to narcotic drugs, psychotropic substances and precursor chemicals in the areas of drug suppression (inter-agency committee on enforcement and control) and drug demand reduction (inter-agency committee on demand reduction).
19. In Kenya, the National Campaign against Drug Abuse (NACADA) coordinated various activities aimed at strengthening inter-agency cooperation. Two meetings were organized with agencies responsible for drug demand reduction and supply suppression. Two other meetings were organized with fifteen key stakeholders with a view to strengthen inter-agency collaboration.
20. Under its national strategy to counter illicit drugs and organized crime, Mali set up an inter-ministerial coordination mechanism for drug control and established the Central Office for Narcotics, comprising members of the police force, the gendarmerie and the customs authorities.
21. Namibia reported on its policies to support an effective response by the police to illicit drug trafficking. The Prevention of Organized Crime Act, aimed at contributing to the prevention of illicit drug trafficking and organized crime. In Nigeria, the Joint Intelligent Board acted as the forum for inter-agency cooperation.
22. In Togo, collaboration was in place among the central office against drug trafficking and money-laundering and relevant authorities, including gendarmerie, police and customs. A national action plan was adopted on 16 September 2009, aiming at linking the different actors involved in the fight against drugs and crime.

Recommendation 3

23. It was recommended that, where Governments of the region had not already done so, they should take steps to conclude bilateral cooperation agreements with neighbouring States and key trading partners specifically to speed up exchange of information and requests for assistance between their respective law enforcement agencies and judiciaries.
24. Algeria had not taken action to implement this recommendation.

25. Burkina Faso cooperated with its neighbouring countries Côte d'Ivoire, Ghana, Togo and Benin, based on an agreement concluded in 2009, in order to deal with frequent requests for assistance.
26. Several bilateral agreements against illicit drug trafficking already existed between Egypt and neighbouring countries, including one with Jordan and one with Syria.
27. Ghana reported on negotiations to sign agreements between the Narcotics Control Board of Ghana and the drug law enforcement agencies of Togo and Côte d'Ivoire for the exchange of intelligence and joint operations on the common borders of the countries to counter illicit drug trafficking. With the support of the United Kingdom of Great Britain and Northern Ireland, Ghana had also trained drug enforcement officers from the Gambia and Togo on airport interdiction, baggage search and passenger profiling.
28. Kenya reported that it had delayed implementation of this recommendation in order to allow a reasonable achievement of the other recommendations.
29. Mali maintained links with other countries, particularly through the National Central Bureau of the International Criminal Police Organization (INTERPOL), in order to exchange information in the investigation or arrest of nationals of the other countries in question. Mali also had a reciprocal arrangement in this regard with Italy.
30. Namibia concluded cooperation agreements with neighbouring States within the framework of the Southern African Regional Police Chiefs Cooperation Organisation.
31. Nigeria reported that its National Drug Law Enforcement Agency had signed a memorandum of understanding on drugs and money-laundering, as a sequel to joint Commission sessions held between Nigeria and Niger Republic, and in addition to existing ECOWAS agreements on mutual assistance.
32. Sudan reported that cooperation was in place with Saudi Arabia, Chad, Central Africa and other countries.
33. Togo referred to the forthcoming signature of a bilateral cooperation agreement with Ghana to facilitate information exchange, as well as to multilateral agreements on measures to fight organized crime concluded within the framework of ECOWAS.

Issue 2: National responses in support of regional efforts and initiatives in the fight against illicit drug trafficking

Recommendation 4

34. The Nineteenth Meeting of HONLEA, Africa recommended that Governments must ensure that authorities responsible for the seizure, storage, sampling and analysis of drug exhibits have a formal and recognized procedure to follow, governing their destruction, in order to maintain public confidence in the legal process.

35. In Algeria, drug exhibit destruction operations involved several parties and included the formulation of certificates of destruction, in accordance with the relevant regulations.
36. Burkina Faso, Namibia and Sudan reported that procedures governing the destruction of drug exhibits were in place and being followed.
37. The Anti-Narcotics General Administration of Egypt reported that it had a code of criminal procedure that included many legal procedures to be followed in seizure, investigation, trial and execution of sentences.
38. Ghana explained the procedure governing the destruction of drug exhibits, which required a court order and field tests before the court by the Government Laboratory Representative, as well as weighing of the narcotic drugs. A destruction certificate would be signed by the judge and representatives of relevant institutions including the Narcotics Control Board, the police, the Prosecutor Generals Department, the Environmental Protection Agency, the Registrar of the Court, and the Ghana Standards Board, who would be present at the destruction of the drugs outside the court premises.
39. Kenya reported that the Narcotics and Psychotropic Substances Act 1994 provides for the procedure to be followed in the seizure, storage, sampling and analysis of drug exhibits.
40. In Mali, a national committee for the destruction of illicit drugs was established as part of the Ministry of Health, chaired by the Director of the Drug Regulatory Agency and composed of representatives of all law enforcement and prevention services operating in the area of illicit drugs and counterfeit medicines.
41. Nigeria reported that a formal procedure was strictly implemented from the seizure to the destruction of a drug exhibit. The court order for destruction usually required respectable personalities to be invited as witnesses, as well as tests of the drugs before their destruction.
42. Under the procedure governing the destruction of drug exhibits in Togo, access to the seized drugs was limited to three key officials. The commission overseeing the destruction was composed of the Minister of Security and Civil Protection, the Secretary of the national anti-drug committee, the Prosecutor General, the director of the central office against drug trafficking and money-laundering, and the directors of the police, gendarmerie and customs authorities. The destruction was undertaken in public, in the presence of civil society representatives, NGOs, traditional leaders, media and diplomats.

Recommendation 5

43. It was also recommended that Governments should take steps to provide greater assistance, both financial and technical, in the provision of drug treatment and rehabilitation services to those who abuse or are dependent on drugs.
44. Algeria reported on the establishment of a nationwide network of information, treatment and medical care centres for drug addicts, comprising a number of drug addiction treatment centres, counselling units and reception and advisory units. Training for doctors in the provision of care for drug addicts was also provided.

45. Burkina Faso, Mali and Togo had not taken action to implement this recommendation. Togo stated that no budget was allocated for the provision of drug treatment and rehabilitation services. Burkina Faso reported that it had not taken action to implement this recommendation, as the Government was still considering a draft project, while a South-South partnership with Algeria had been developed and was ongoing. Mali did not currently have a specialized centre for the treatment and rehabilitation of persons who abuse or are dependent on drugs. All such cases were referred to the psychiatric centre or an ordinary health-care centre.

46. In Egypt, a National Fund for Fighting and Treating Addiction was established under the National Council for the Prevention and Treatment of Addiction, which came under the National Center for Social and Criminological Research.

47. In Ghana, treatment and rehabilitation centres and addictive diseases units were established at different hospitals, in addition to rehabilitation centres operated by non-governmental organizations. The Narcotics Control Board as lead agency in the fight against narcotics drugs was promoting the establishment of a national drug treatment and rehabilitation centre in collaboration with the Ministry of Health and with assistance from international partners.

48. Kenya reported that the provision of drug treatment and rehabilitation had been boosted at the Coast General Hospital. Plans are underway to provide treatment and rehabilitation services in other areas.

49. In Namibia, provisions were in place for treatment and rehabilitation services, within the structure of the Ministry of Health and Social Services.

50. Nigeria reported on capacity-building measures for drug addiction treatment professionals through the TREATNET II project. Another planned initiative was a model drug addiction treatment and rehabilitation centre.

51. Sudan stated that while action was taken to implement the recommendation, independent rehabilitation facilities for drug dependency were needed.

Recommendation 6

52. It was recommended that law enforcement authorities should be encouraged and supported by their Governments to undertake operations for the controlled delivery of illicit drugs, precursor chemicals and the cash proceeds of crime to identify those persons responsible for trafficking in order to dismantle the organization that supports it.

53. While Algeria had established regulations on controlled delivery of illicit drugs and infiltration techniques, Burkina Faso was still considering action to implement this recommendation, given its complexity.

54. Egypt reported that no action other than the ratification of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988, article 11, of which includes this action.

55. Ghana reported that intelligence information sent to its Narcotics Control Board in cases of narcotic drugs destined for Ghana was used to arrest perpetrators and seize drugs. For precursor chemicals to be imported into Ghana clearance from the Narcotics Control Board was necessary, while their distribution and usage was

strictly monitored. Cases of suspicious monetary transactions were referred to the Economic and Organized Crime Office for investigation.

56. Kenya reported that the Alcoholic Drinks Control Act 2010 provided for financial support to law enforcement officers controlling illicit drugs.

57. Mali reported that articles 117, 118 and 119 of its Act No. 01-078 of 18 July 2001 provided for controlled delivery and defined the conditions under which such a procedure should be conducted. The Director of the Central Office for Narcotics was the decision maker and coordinator in this regard.

58. Namibia reported on regular controlled delivery operations concerning illicit drugs and precursor chemicals within the South African Development Community region, in addition to bilateral agreements and operations for such controlled deliveries. Its Prevention of Organize Crime Act contained specific provisions on cash proceeds.

59. Nigeria reported that a robust collaboration was in place with law enforcement agencies in foreign countries, including controlled delivery and joint operations, and that intelligence was shared constantly. Also Sudan stated that many joint controlled delivery operations had been completed successfully.

60. Togo reported that its law enforcement authorities engaged in controlled delivery of illicit drugs and chemicals, in collaboration with its neighbouring countries. Law No. 98-008 of 18 March 1998 on drug control contained relevant provisions encouraging controlled delivery operations.

Recommendation 7

61. It was recommended that Governments that had not already done so should prepare a national drug strategy that provides guidance and clear direction to all agencies with a role to play in the implementation of Government policies on supply and demand reduction.

62. In Algeria, a specialized research office evaluated the first national anti-drug strategy. An epidemiological survey was conducted on the prevalence of drug abuse in Algeria. The outcome of the evaluation and the survey would be used as a basis for developing the second national anti-drug strategy.

63. Burkina Faso reported that its national policy had been defined after the creation of the national committee on the fight against drugs.

64. In 2008, Egypt had adopted a national anti-narcotics strategy that was being implemented.

65. In Ghana, the Narcotics Control Board was revising the Narcotic Drug Law No. 236 of 1990, to address shortcomings and to ensure the autonomy of the Board.

66. In Kenya, the National Drug Abuse Control policy was drafted, and the National Drug Strategy was under preparation.

67. Mali joined the Dakar Initiative at a subregional ministerial conference on illicit drug trafficking held between 13 and 15 February 2010. The road map of that conference related to the development of a national policy for the reduction of drug supply and demand. The Central Office for Narcotics was developing a

national drug strategy and a three-year plan setting out clear guidelines for the period 2012-2015.

68. Namibia reported that strategic plans on controlled deliveries of illicit drugs, precursor chemicals and cash proceeds were in place.

69. Nigeria referred to strategies for drug supply and demand reduction contained in its National Drug Control Masterplan, while Sudan reported that the preparation of a national drug strategy was in progress.

70. In Togo, the central office against drug trafficking and money-laundering coordinated all police operations against drug trafficking. It received relevant information and acted as interface with the law enforcement authorities. Demand reduction strategies were proposed by the national anti-drugs committee.

Issue 3: Impact of the Internet and other electronic media on drug trafficking

Recommendation 8

71. To meet the growing challenge of the criminal use of the Internet, and to deal with new kinds of evidence gathered in electronic form, the Nineteenth Meeting of HONLEA, Africa, recommended that Governments should take steps now to introduce awareness-raising initiatives among their law enforcement personnel, prosecutors and judges about the Internet and electronic evidence, as a first step in the evolution of a national digital evidence strategy.

72. Algeria, Kenya and Mali had not taken action to implement this recommendation.

73. In Burkina Faso, a cybercrime unit had been created at the level of the directorate of the judicial police.

74. In Egypt, training courses in this field for officers and personnel engaged in drug control were organized by the General Administration for Information and Documentation.

75. Ghana reported that its efforts, supported by international assistance, included training of law enforcement officers and prosecutors in cyber crimes and Internet fraud investigations, as well as training courses on narcotic drugs investigations for its judges in the United States of America.

76. Namibia recently introduced the Information and Communication Act, dealing with new kinds of evidence gathered in electronic form.

77. Sudan reported on training in the national forensic science institute and abroad for their law enforcement personnel, prosecutors and judges. In Togo, law enforcement personnel received training on evidence gathering and analysis of evidence deriving from mobile phones, the Internet and other electronic sources.

Recommendation 9

78. It was recommended that Governments must take steps to ensure that their national legislation is adequate to sustain the successful investigation and

prosecution of offences that are facilitated by cybertechnologies within their jurisdiction.

79. Some countries had taken legislative measures in this regard. Algeria had adopted a cybercrime act and established teams specializing in this area. Mali reported that measures were adopted under article 120 of Act No. 01-078 of 18 July 2001 to permit telephone monitoring or tapping operations for a specific period, monitoring of bank accounts for a specific period, access to computer systems for a specific period and the obligation to submit, on the authorization of the public prosecutor or the examining magistrate, all banking, financial or commercial documentation if there was strong evidence to suspect that those telephone lines, bank accounts or computer systems were used for activities linked to drug crimes. Namibia referred to its Prevention of Organize Crime Act and its Information Communication Act.

80. In other countries, legislation was under consideration. Burkina Faso reported that discussions on the adoption of a relevant law were ongoing. In Ghana, a new law had been proposed and was under consideration and review by the Attorney General Department. In Nigeria, a proposed amendment to the Evidence Act was before the National Assembly, dealing among others with electronic evidence, while other relevant norms were contained in the Advance Fee Fraud Act 2006 and the Anti-money-laundering/Combating Financing of Terrorism Regulation 2009. Sudan referred to relevant legislative proposals supplementing existing legislation.

81. In Egypt, several courses had been organized in this regard at the General Administration for Information and Documentation of the Ministry of Interior.

82. Kenya and Togo had not taken action to implement this recommendation.

Recommendation 10

83. To strengthen their effectiveness against illicit trafficking and other forms of organized crime, it was recommended that Governments should take steps to develop trained staff within their law enforcement agencies, capable of supporting the investigation and prosecution of these offences through their knowledge of and expertise in the handling, gathering and preparation of electronic evidence.

84. Algeria, Burkina Faso and Egypt had not taken action to implement this recommendation.

85. Ghana had established the Economic and Organized Crime Office, staffed with experienced personnel from all relevant security agencies, to investigate illicit trafficking and other forms of organized crime. Mali stated that relevant law enforcement officers were being trained.

86. Kenya reported that the training curriculum for police officers had been reviewed to make it more responsive to changing times.

87. Namibia and Nigeria reported that capacity-building for handling, gathering and preparation of electronic evidence was ongoing. Sudan referred to training measures inside the country and abroad, according to a well-designed plan. Togo reported on training measures on cybercrime for specific law enforcement agents.

Recommendation 11

88. It was recommended that if they have not already done so, Governments should encourage their law enforcement authorities to take guidance from the International Narcotics Control Board guidelines on online pharmacies and the use of the Internet for pharmaceutical sales.

89. Algeria, Burkina Faso, Nigeria, Sudan and Togo had not taken action to implement this recommendation, while Ghana stated that it had taken such action.

90. Egypt reported that no service was available in that country that allowed the use of the Internet for pharmaceutical sales.

91. In Kenya, the Pharmacy and Poisons Board was in touch with the International Narcotics Control Board, in connection with this recommendation.

92. Mali stated that action was taken and that synergies existed between the directorate of pharmacy and medicines, the narcotics brigade of the police and other law enforcement authorities.

93. Namibia reported that its Ministry of Health and Social Service was dealing with the control and monitoring of online pharmacies and the use of the Internet for pharmaceutical sales. The Pharmacy Act prohibited the online sale of pharmacies. Based in the Ministry, a medicine regulatory body regulated the sale and supply of pharmacies, and a pharmacy council regulated and governed activities related to pharmacies. In addition, a strong pharmaceutical association was in place, monitoring irregular activities, counterfeit products and illicit trade of pharmaceutical products.

Issue 4. Forensic services in Africa**Recommendation 12**

94. The Nineteenth Meeting of HONLEA, Africa recommended that Governments should advocate the implementation of standard operating procedures designed around best practices for crime scene investigation services, including actions of first responders.

95. Algeria reported that several forensic laboratories had been set up and that the intervention of forensic services at crime scenes was systematized, enabling a stronger contribution of forensic investigation to evidence-gathering.

96. Burkina Faso reported that technical police divisions existed within its police and gendarmerie, which were well equipped and trained for this type of intervention.

97. In Egypt, implementation of measures in this regard was underway.

98. Ghana stated that its police crime scene investigation unit was qualified and well equipped, and that training for first responders in all stations would start soon. Mali stated that relevant law enforcement officers were being trained.

99. Kenya reported that a Standard Operating procedure had been incorporated in police training.

100. In Namibia, the National Forensic Science Laboratory and the Scene of Crime Sub-Division were the competent authorities in this area.

101. Nigeria reported that its forensic officers were trained on crime scene management, handling, processing and investigation. In Sudan, relevant training was carried out in collaboration with the police component of the United Nations, as well as the police of Turkey and other countries.

102. Togo referred to the use of crime scene indices and stated that a laboratory of the technical and scientific police was established at the national gendarmerie and the national police.

Recommendation 13

103. It was also recommended that Governments should take steps to ensure that their forensic laboratories are adequately funded and suitably equipped to retain qualified professional staff.

104. Algeria reported that a substantial budget was allocated for the continued training of laboratory experts and high-tech laboratory equipment.

105. Burkina Faso reported on a cooperation project to enhance the capacity of its technical and scientific police division with additional equipment that was to be financially supported by France.

106. Ghana reported that its national forensic laboratory, the Ghana Standards Board, was tasked to undertake laboratory analysis of drugs and other specimen related to crimes. With the support of the United States, its police laboratory would be enhanced with modern equipment and a DNA laboratory.

107. Egypt, Kenya, Mali and Togo had not taken action to implement this recommendation.

108. Namibia stated that its National Forensic Science Laboratory was adequately funded and equipped. Nigeria reported that analytical equipment had been procured and installed. While Sudan had taken action, more funds and training were needed to implement the recommendation.

Recommendation 14

109. It was recommended that Governments should encourage their forensic service providers to initiate regional cooperation networks so as to strengthen their forensic capacity.

110. Algeria, Egypt, Ghana, Kenya and Togo had not taken action to implement this recommendation.

111. Burkina Faso reported on agreements between members of the Economic Community of West African States on mutual legal assistance within the framework of investigations.

112. Mali stated that law enforcement officers were being trained in this area. The National Forensic Science Laboratory of Namibia was a member of the Southern African Regional Police Chiefs Cooperation Organisation and was linked to other international forensic science bodies.

113. Nigeria reported that a regional network for forensic service providers for West Africa was being established. In this regard, a meeting was organized by UNODC from 3-4 May 2011 in Senegal. Sudan reported on training assistance provided to neighbouring countries.
