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Multidisciplinary
Regional Advisory Group

REPORT ON THE MISSION TO NAMIBIA
WINDHOEK, NAMIBIA
(22 - 26 April, 1996)

By:

Ms. Ade Catherine,
Regional Adviser
Crime Prevention and Drug Control

ECA

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**ADDIS ABABA
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Background Information

1. The mission to Namibia was in response to a request from the Department of Police of the Ministry of Home Affairs, Namibia, to provide training and advisory services. The topic, "Drugs and National Development: Formulating Effective National Drug Policies" was chosen for the workshop.

Purpose

2. The main purpose of the workshop was to drill the participants in the formulation of policies and programmes related to the reduction of illegal cultivation, production, sale, demand, trafficking and abuse of narcotic drugs and psychotropic substances.

Objectives

3. The Objectives of the workshop were to:

- a) Examine the problem of drugs as they affected development in Namibia;
- b) Review existing national policies and measures and their efficacy for the prevention and control of drug abuse; and
- c) Propose effective national policies and programmes for the reduction of illegal cultivation, production, sale, demand, trafficking and abuse of substances.

Working Document

4. A discussion paper entitled "Drugs and Development: Formulating Effective National Drug Policies" (ECA/PHSD/SDU/96/1/WP) was prepared for presentation (See Annex I)..

Change in Work Programme

5. The workshop format changed upon arrival at Windhoek, of the ECA representative. Rather than a joint workshop with the police department as planned, it was suggested that consultative meetings be held with the individual agencies involved with drug control, to be followed by a joint assembly of representatives from the Drug Enforcement Bureau; the Customs; the Drug Action Group; the Rehabilitation (Resource) Center; UNDP; ECA; the University of Namibia and the Prosecutor General's Office.

Activities

6. In addition to meetings with representatives of the Drug Enforcement Bureau, UNDP, DAG, Customs and the Resource Center, a Drug and Alcohol Forum was organized at the University of

Namibia in which the ECA representative was one of the panelists. During the meeting at the Rehabilitation Center, staff members expressed the desire for more co-operation from the Police Department.

7. The inter-agency meeting between the ECA, the UNDP, the Police, the Drug Enforcement Unit, the Ministry of Health and Social Services and the Prosecutor General's Office took place as scheduled.

8. During this meeting, it was recommended that a follow-up activity be organized, co-sponsored by ECA, UNDP and the Drug Enforcement Unit of Namibia. This would be co-ordinated by UNDP, Windhoek. The theme and logistics will be communicated to ECA in due course.

Findings

9. The following sections presents the Regional Adviser's findings on the drug situation in Namibia.

COUNTRY PROFILE

10. Namibia is situated in the Southern part of Africa. It is bordered on the North by Angola, Zambia and Zimbabwe; on the East by Botswana; on the South by the Republic of South Africa; and on the West by the Atlantic Ocean. The country is accessible via national roads that connect neighboring countries, two seaports, and a number of privately-owned air companies serving the subregion, as well as one international airport. Namibia imports most of its drugs from neighboring Zambia and South Africa. Drugs are abused by nearly all age-groups but most predominantly by persons aged 11 - 21 (Youth).

LEGISLATION

11. Namibia has four major pieces of legislation dated back to their association with South Africa. These are:

- a. The Customs and Excise Act of 1964;
- b. The Medicines and Related Substances Control Act of 1965;
- c. The Criminal Procedure Act on Search, Seizure and Arrest of 1977; and
- d. The Abuse of Dependence Producing Substances and Rehabilitation Centres Act of 1971.

12. Namibia is not yet party to any of the UN Conventions. There is, however, a new drug control policy which meets UN standards.

13. The Judiciary is placed under the Ministry of Justice. There is an Attorney General and a Director of Public Prosecutions. The courts are classified under magistrate/lower; appeal and high courts. Drug related matters are tried in the lower or high courts, based on the circumstances of the case.

Drugs Abused

14. Apart from alcoholism which poses a serious threat to the nation, cannabis, locally known as dagga, is the major drug of abuse. The climatic conditions of the country make cannabis a seasonal drug, available in greater quantities from February to March, and from August to September. The street value of cannabis in Namibia is about US\$280 per kilogram. But the climate of Namibia is not very conducive for large scale growth of cannabis. Where available, it is for local consumption only. There is no evidence of the manufacture of cannabis in the country.

15. Mandrax (Methaqualone) is the second popular drug, imported from Northern and Southern neighbours. Namibia is a transit point for mandrax to Eastern producing countries. Controlled deliveries involving the Drug Enforcement Bureau have led to the confiscation of large amounts of mandrax. The street value of mandrax is US\$10 per tablet.

16. Heroin, Cocaine, LSD are hard drugs that have surfaced in Namibia since independence. Heroin abuse is not yet a very serious problem. Cocaine is being abused by the affluent and the country serves as a transit point for the drug to South Africa. This has been proven true by the bursting of a South African joint headed by a Liberian. The Namibian Drug Enforcement Bureau was said to have arrested a South African woman travelling from Johannesburg to Sao Paulo in Luanda, at the Windhoek airport. She had more than 3 kilograms. of cocaine which she artfully concealed among twenty pairs of shoes. At the Windhoek airport, she was spotted with a Liberian male and another South African female where the trio would have travelled by international bus that evening probably to deliver the substance. The street value of cocaine in Namibia is unknown.

Patterns of abuse

17. Mandrax is combined with Cocaine and smoked.

Treatment and Rehabilitation

18. The Ministry of Health has set up, through the help of ILO, a Rehabilitation Center attached to the University of Namibia.

Prevention Education - The Drug Action Group (DAG)

19. The fourth year students of the University of Namibia's Social Work Department carry out preventive education in Grade Schools. They are supervised by the Drug Action Group where Martha Wore is coordinating. The lack of finances and the absence of a full-time co-ordinator impede the programming of educational intervention.

Trafficking

20. Cannabis is believed to be coming in from South Africa, Zambia, Botswana and Zimbabwe, but does not move out to other countries. Mandrax comes in from the same countries, stays in transit and moves out to South Africa. Cocaine (Coke) comes in from South America, through Luanda, Angola, to South Africa.

21. Luanda is probably targeted for drug trafficking because it has undergone tremendous damage from the war and is apparently not physically controlled. It can easily serve as a link between Namibia and other parts of the subregion, which explains why cocaine from Sao Paulo has been recently seized in Harare, Zimbabwe.

22. Worthy of mention also are the natural ties that exist between Angola and Brazil, a country with a heavy drug involvement, especially with cocaine. This makes the transit route via Namibia to South Africa a potential for organized drug trafficking. A detective lost his life en route to making a drug burst involving a Nigerian connection during this mission.

Modus Operandi of Drug Traffickers

23. An international network exists that operates as follows: inbound from Botswana, Zambia, and Zimbabwe and outbound to South Africa, Great Britain and Germany. Nigeria might soon join in. Walvis Bay and Luderitz seaports are potential trouble spots if sea routes are established to Asia and to South America. This will become problematic for the border posts in South Africa (including railway lines), Zambia and Angola. There are no trained drug control officers based in these ports.

24. Traffickers bring Cannabis and Mandrax by road or by train from South Africa. Some of it, but not too much, comes in by air, through Windhoek international airport. Cocaine comes in by air. A new method of transporting drugs has been introduced - stacking substances among many pairs of shoes in a brief case. Couriers are more often South African women.

Transport Zones

a) By Land at the boundaries

25. Since there seems to be inadequate control at the borders of Namibia with Angola, Zimbabwe, Botswana, Zambia and South Africa, there is the potential for drug activity.

b) The Seaports

26. Walvis Bay and Ludertiz are used for drug activity.

c) Air

27. The major air routes are not heavily employed by traffickers. Flights leave Windhoek to and from Johannesburg

everyday. SAA and Air Namibia schedule flights a few times a week to Capetown. Air Namibia goes to Harare through Lusaka, and Air Zimbabwe goes to Harare through Gaborone. Air Botswana goes to Gaborone through Maun, and Angolan Airways comes from Luanda. The weekly flights by Air Namibia connect Heathrow airport in London. The same airline connects Germany in Frankfurt via Johannesburg. There is a weekly flight that comes to and from Munich through Durban and Kilimanjaro. Air France comes in from and back to Paris via Johannesburg and Gaborone.

28. The most threatening flight is the flight that comes from Luanda destined to Brazil, and those that go out to Europe because of the potential of mandrax coming in from India through Heathrow, London. There is also a potential connection for Cannabis and mandrax between Zambia, Zimbabwe and South Africa.

AGENCIES OF REPRESSION

The Police Department

29. The Namibian Police Department (NPD) is an official member of INTERPOL. The Department is managed by an Inspector General of Police (IGP). Next to the IGP is the Deputy IGP in charge of operations, followed by the Commissioner of Crime who oversees the daily operations of the Criminal Branches (including the DEB, Diamonds and Gold, CID). These branches are in turn manned by Commanders.

The Drug Enforcement Bureau (DEB)

30. The Drug Enforcement Bureau (DEB), is the wing of the Police Department that is charged primarily with drug law enforcement in the country. The DEB office is located in Windhoek, the nation's capital city. This office also covers the airport. DEB was established on 1 June, 1992. Prior to that, the Bureau operated under the Diamond and Gold Branch, whose main function was to attend to drug-related offenses. DEB is currently (as at 1996) headed by Inspector Luis Mensah.

31. Border posts do not have offices, but are only covered as needed. There are dog handlers, who need to be trained on proper nutrition for the dogs. There are no specific officers assigned for intelligence in this unit. Each individual officer develops his own intelligence base. An investigation team exists that monitors, inter alia the West African connection. The unit carries out very little profiling of passengers and vehicles. There is great utilization of paid informants, but limited infiltration and undercover work. Participatory observation is employed resulting to drug buys. DEB arrests pushers, users and dealers alike.

32. DEB is an advanced and sophisticated organization, which, when given adequate relevant equipment (salon vehicles for

surveillance, binoculars, eavesdropping equipment, communication equipment, mobile phones, CB radios, etc), increased trained manpower and background knowledge of the global trafficking modus operandi, will become not only effective for Namibia, but for the rest of the region. The country has developed a Master Plan of Operation (MPO) for drug abuse and illicit drug trafficking. The organization has completed a series of in-house training for police, immigration, and custom officers at existing border posts to their neighbours.

33. The following is an outline of the in-service training provided by the Namibian Police Department by 1994:

Title: In-service Training

Basic Course

1. Legislation
2. Guidelines for daily discharge of duties
3. Drugs
4. Police Actions
5. Informants
6. "Statements" plus interview statements
7. Investigation Diary
8. Exhibits
9. Bail
10. Informants Compensation
11. Monthly Returns
12. Relationship between Investigator and public Prosecutor
13. Law reports on drugs

Advanced Course

1. Drugs in general
2. Drug-related Crimes
3. Surveillance
4. Secret Guidance
5. Detecting Manners of drugs
6. Under-cover operations
7. Concealment of drugs
8. Searching Procedures
9. Drugs in the region
10. Interview Techniques

Immigration

34. The role of the immigration in drug control is more supportive of the Drug Enforcement Bureau than active. One would have expected a more active role, especially at the borders where most of the drug problems are concentrated. Both the DEB and the Immigration are under the Ministry of Home Affairs.

The Customs and Excise (C & E)

35. Placed under the Ministry of Finance, The Customs Department came into existence only upon Namibian independence in March 1990. It is a relatively new establishment. The C & E is playing a very minor role in the fight against drugs in the country. Although it has been given the power to arrest, this option is frequently not exercised.

36. The department is headed by the Director of Customs, followed by Deputies of Administration, Technical and Data Collection. The Technical Division covers investigations, valuation and verification. There are three subdivisions under Controllers and these deal with Legislation, International Liaison and also Investigation. Heading the Investigation Unit is the Chief Customs and Excise Officer.

37. The Customs and Excise Department has 12 regions, two of which (Windhoek, Walvis Bay) are under Controllers. others are headed by a Chief Customs and Excise Officer. There are 15 border posts, 14 of which are staffed by customs. Passengers coming by railroad from South Africa are attended to by the border customs. The section that deals with matters of drug control is attached to DEB. There are investigative officers in the investigation branch who cover drug related issues as well as other routine duties. One such officer is based in the Customs Headquarters while one is at the airport. These officers have been trained to handle sniffer dogs. The staff members assigned to the Windhoek airport cater to passengers and cargo, even though they exercise very little preference for cargo examination. None of the officers at Windhoek have been trained in drug control. The Customs and Excise have no formal intelligence mechanism. They only detect, pass on the information they receive with respect to drug activity to the police who conduct the investigation and prosecute if necessary.

38. Despite the Customs' desire to become actively involved in the fight against drug trafficking, they are limited by the fact that they are seriously understaffed. They lack the necessary basic training to carry out drug bursts. Their major contribution is detecting offenders and handing the cases over to the police for possible prosecution. This does not help in the case of ports of entries where the DEB does not have a base. This makes the building of intelligence and the profiling of passengers, as well as the movement of goods difficult. There is a duplication of services where both the police and customs own sniffer dogs inspecting the same luggage from the same flight. If one agency cannot relinquish its sniffer dogs to the other (which is the most effective measure), lines of demarcation should be provided so that duplication of service is avoided. The control of cargo, if any, is limited to entry. Departure is not given attention.

Inter-Ministerial Committee (IMC)

39. The Inter-Ministerial Committee (IMC) was established in November 1991, following a UN mission to the country. The committee consists of representatives from all governmental ministries and NGOs. The main aim of the committee is to prevent drug abuse and to rehabilitate drug abusers. The police have maintained active participation, so has DEB and the Chief Pharmacist. The Committee assisted in drafting a national drug policy yet to be adopted.

National Forensic Science Laboratory

40. The Forensic Science Laboratory jointly funded by the Namibian government, UNDCP and a number of bilateral donors is currently operational.

Networking

41. The DEB maintains daily contact with neighboring South Africa and is also at close contact with Zambia. It also keeps in touch with Law Enforcement offices in Great Britain, Germany, the US, as well as with the DEA in Egypt. The Customs and Excise have become members of the South African Customs Union and the WCO (World Custom Organization), but do not liaise with any country on the basis of drug control. Telecommunication system is good, although the country sometimes has difficulties connecting with other African countries by telephone. As is often the case, there seems to be some in-fighting between the customs and DEB because none of the agencies wants to be marginalized. As earlier mentioned, it is desirable for these two agencies to have clearly defined boundaries. They should coordinate their efforts to fight the common enemy - the drug trafficker.

42. However, DEB seems to be better prepared for the task of drug control, especially as it has some of its staff who have several years of experience in drug control. The customs need specialized officers in drug control, not generalists who handle a thousand other routine duties.

PROJECT AD/NAM/94/753

43. Namibia launched project AD/NAM/94/753 addressing drug problems in the country. Some of the project's objectives are centered around the acquisition of Equipment and the conduct of training. Some equipment solicited, with the exception of bullet-proof vests has been received.

44. The customs and the Police currently have sniffer dogs for work at the airport through this project.

45. The only concern about the project is that it emphasizes the acquisition of equipment more than popular participation by NGOs, PVOs, CBOs, Churches and other civil societies. It also attaches less importance to the transfer of knowledge on drugs and drug

control, and the detection and processing of offenders. Training and networking is also not emphasized giving room for duplication and helplessness felt by other partners in the fight against drugs.

46. Although many people think that the drug problem is not yet an issue in Namibia, it is nonetheless receiving adequate attention by the government and the international community. However, more resources are required to complement enforcement efforts, the provision of staff and the training of personnel, which are vital for effective demand/supply reduction moves.

47. Given the European-style level of infrastructure, it is a lot easier to work with this country in a regional drive against drug abuse, production, manufacture, sale, demand and supply.

RECOMMENDATIONS

Training

48. Although in-house training bridges some of the training gaps for officers concerned, it is desirable, to the extent possible, to have a permanent structure somewhere in the country that would provide regularly scheduled academic and practical training for Crime Prevention and Drug Control. This institution should be free-standing without any governmental control.

49. A comprehensive training programme needs to be developed for police, Immigration and Customs officers. Included in such a training package will be all aspects of investigation, passenger profiling, cargo examination, intelligence, search and seizure, etc.

Transport

50. The ECA mission did not see a well-equipped vehicle meant for surveillance. It appeared as if the DEB had a number of ordinary vehicles (cars and 4WDs) as well as some special vehicles for dog handling. The customs vehicle was adapted to contain the handling of sniffer dogs. Aside from adequate vehicles, the customs would need a boat to carry out coastline patrols that might deter not only drug traffickers, but smugglers of contra-band.

Communication

51. Although the DEB seems to have its own local system (a series of modern CB Radios), the country like most other African countries, has its own set of problems with telecommunications. The customs do not have hand sets, but perhaps networking with the police on a shared basis would solve the problem.

Equipment

52. The customs would need computers specifically for the drug programme if they should be actively involved in the fight against drugs. The use of sniffer dogs should be handed over to either one of the agencies - DEB or customs to maximize results. The decision as to who hands over its dogs should be determined by an impartial method of selection, say, by lottery. This should solve the problem of the duplication of services.

53. X-ray machines are required for airport use because the equipment currently in use at most major airports can detect metal very easily, but not plastics and other material. Hence, traffickers are able to circumvent the system by stuffing drugs in shoes, hair, swallowing and in corpses. Good X-ray equipment should be able to do a better job at detecting drugs.

CONTACTS/PARTICIPANTS

54. The following persons were contacted during the mission. The country code for Namibia is (264) and Windhoek code is (61).

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DRUGS AND DEVELOPMENT: FORMULATING EFFECTIVE NATIONAL DRUG POLICIES

Overview of Drug Abuse and Trafficking in Africa

1. Africa, like any other region of the world, has come under the influence of drug abuse and illicit drug trafficking. Studies that have focused on the subject have concluded that the negative impact of the problem has continued to spread throughout the region rapidly, undermining the socio-economic development of every segment of the continent (1). The studies have further revealed that the issue constitutes a very serious problem for African youth and young adults, male and female, with varied socio-economic backgrounds and educational attainments (2). It has also been indicated that the young abusers had their first encounter with drugs at the age of fifteen and in some cases as early as nine.

Causes of Drug Abuse

2. When one questions the reasons for drug abuse, one realizes that respondents' views on the subject reflect their socio-economic status. However, there is a general consensus that causes of the problem are linked to poverty, ignorance, under and unemployment, boredom, limited recreational activities, need to improve sexual performance and the desire to eliminate fear as well as to forget the unpleasant consequences of personal problems. Students involved in this unacceptable practice maintain that drug abuse provided them the assistance needed to succeed in major tests and examinations. Others maintain that drugs are everywhere, and such easy availability weakens the ability to resist the temptation of engagement (3).

Drugs and Substances Abused

3. Focusing on drugs and substances that are commonly abused throughout the region, research findings draw attention to alcohol, tobacco, solvents, cannabis, cocaine, and heroin. They note that youth and young adults have their first encounter with alcohol, tobacco and solvents. In terms of subregions, it is indicated that khat and hashish are predominantly consumed as well as exported out of East Africa, whereas dagga is in the southern part of the continent. Although cannabis is abused everywhere on the continent, its significant use seems to be reported more in some countries in the west and central regions (4). As for cocaine, concern for its increased availability has been expressed in some Southern African countries, as opposed to crack in the Western part.

4. The drugs abused are broadly classified as "hard" or "soft" drugs. Hard drugs are chemically referred to as those that are dangerous, such as cocaine, LSD, heroin, medical opium and

morphine, while soft drugs are less dangerous comparatively. Soft

drugs include khat, marijuana, hashish and coca leaves. Most hard drugs are considered transit in the region for they are brought in from other parts of the world for distribution in various countries in Africa.

Patterns of Abuse

5. Reporting on the patterns of abuse, one of the studies states that there is the tendency of "polysubstance abuse" defined as "the use of two or more drugs in [a] combination", (5) by an individual. For example, the usual combinations include, inter alia:

- tobacco, alcohol and khat;
- valium, khat and alcohol;
- dagga, tobacco and alcohol;
- tobacco and dagga;
- alcohol, tobacco, dagga and cocaine; and
- khat, tobacco and kulkin.

Perception of the Problem

6. The perception of drug abuse as a problem varies from country to country throughout the region. In some countries, it is considered moderately serious, while in others it is viewed either as serious or extremely serious. The perceived degree of seriousness accorded drug abuse is in turn reflected by the scope of pieces of legislation and the attitude and performance of law enforcement officers. In general, most penal regulations and national policies addressing the problem are found to be inadequate and less precise in articulating drug offenses. This is then traced to some of the deficiencies found in the training of law enforcement officers in this area. Apart from this, it has been observed that some of the officers themselves are both victims and partially a source of the problem.

Drugs and Health

7. Observably, clinical studies have concluded that the wide spread of STDs, chronic alcoholism, HIV/AIDS, emotional maladjustment, madness, tuberculosis, hypertension, respiratory problems and other health complications correlate with drug abuse. Unfortunately, these to varying degrees, affect negatively, the social, economic, and educational potentials of nations.

Drug Abuse, Illicit Trafficking and Economic Development

8. Overall, the inability of officers to act and the wide gaps that exist in the laws are linked to the acceptability of drugs

and psychotropic substances culturally, economically, traditionally and religiously. Drugs and substances form the economic base of some countries in the region. Such include, inter alia:

- Khat, produced and exported to other countries as a cash crop as well as consumed locally.
- Alcohol, brewed and consumed in all countries in the region. Breweries involved in the production of alcoholic beverages offer employment to large segments of society and also act as tax bases for governments.
- Tobacco, like alcohol, is sanctioned as a legal economic product which is produced and consumed locally as well as exported to other countries. Consequently, the region is caught in a twin web of opposing variables clearly seen in the framework of economic survival and uncontrolled self-destruction, manifest in drug-related criminality and health hazards.

9. As people become addicted to drugs, there is the likelihood that they will be involved in criminogenic activity as a means of gratifying their drug-induced desires. Drug-induced crimes include Drug Trafficking, Smuggling, Corruption of public officials, theft, rape, murder and money-laundering, all of which destabilize economic development.

10. International trafficking in narcotic drugs and psychotropic substances has produced large sums of money for organizers and initiators of the trade. Drug kingpins and their groups are organized and structured to function efficiently within national and transnational economies. Profits derived from illicit drug-related activities are either incorporated into the legal economy of nations, or used to perpetuate other criminogenic activities including corrupting public servants to enhance further illicit drug involvement.

11. When socio-economic conditions hamper legitimate means to legitimate livelihoods, drug trafficking often steps in as a tempting alternative. Drug trafficking is motivated by profit, which in turn is used to increase further trafficking, thus creating a vicious circle of continuous trafficking. The fight against drug money can break this circle by depriving those running drug rings of their main motivation for doing drugs.

Corruption and Drug Trafficking

12. Although official figures on the trend of corruption and drug trafficking are scanty and unreliable, the rise against it by the masses and press shows a mounting problem that needs to

be contained. There is evidence that the head of state of an east African country, together with three other top government officials have turned their nation into a "major African middleman" in the trade of illicit substances. A recent publication concludes that the Foreign Affairs Minister of that country used a network of businessmen and couriers around the world to smuggle mandrax into this country. The trio (Minister and couple), it is alleged, had spent a year in detention along with 22 others, on charges of dealing in mandrax.

13. Consequently, Drug trafficking has grown dramatically in the nation since (Name withheld) took office. As a result, the nation has witnessed rampant corruption among police and customs officers, businesses serving as fronts for currency, narcotic smuggling operations, mandrax tablets and heroin entering the country in containers, or by commercial flights.

14. The "Rampant corruption" among the customs and police officers, and high ranking business came as a result of their being paid, POSSIBLY WITH DRUG MONEY, to look the other way. They then failed to enforce the laws, protecting offenders from arrest and eventual prosecution.

15. It is also observed that appointments of the three former detainees, were made because the three compatriots had provided substantial support for the Head of States political campaign (6).

Money Laundering and Drug Trafficking

16. Money laundering is clandestinely introducing money derived from a criminal origin, into the legitimate operations of a respectable business in order to make it look like legal and normal. The process is carried out simultaneously in three steps (Placement, Layering, and Integration).

- "Placement" is the physical depositing of cash through a financial entity or in the retail economy; the on-the-spot conversion of the money so deposited into other currencies; and/or the transfer of such monies overseas.
- "Layering" is the multiplying of the financial transaction, usually between several countries, in order to prevent the tracing of illegal proceeds.
- "Integration" is the utilization of the income derived from criminal origin under the guise of investments in economic activity to give it the appearance of legality (7).

17. Because of the correlation between drug trafficking and money-laundering, the United Nations Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances of 1988 requires governments to introduce measures to detect and punish money-laundering activities (8).

18. Power(ful) traffickers and their financial tycoons can exert significant influence over politicians, the media, the judiciary and other segments of society to impose their own laws, including the swaying of public opinion. This is latent in the campaign for non-medical use of drugs propagated by financially powerful trafficking groups. The propagators reckon that with the increase in social acceptability of the non-medical use of drugs, drug abuse would grow thus swelling their pockets.

19. The foregoing analysis provides a solid foundation for the formulation of any comprehensive national drug Control policy. Such a law must focus on the elimination of or the active control of the root causes of drug abuse and illicit trafficking. It must articulate clearly:

- its overall goal and measurable objectives
- agencies of implementation based on expertise;
- treatment, rehabilitation and social re-integration programmes;
- early intervention programmes directed towards in and out-of-school youth;
- demand-reduction programmes;
- alternative programmes for drug abuse such as income-generation and increased and regular recreational activities;
- levels of coordination and cooperation nationally, regionally and internationally; and
- mechanisms for capacity building within and without.

**EXISTING INTERNATIONAL AND NATIONAL AGENCIES,
INSTRUMENTS AND PROGRAMMES**

20. Internationally, the agencies that are involved in the control of drug abuse and illicit drug trafficking include, Inter alia:

- International Narcotics Control Board (INCB)
- World Health Organization (WHO);
- United Nations Drug Control Programme (UNDCP);
- The European Commission;
- International Criminal Police Organization (ICPO); and
- Customs Cooperation Council, also known as World Customs Organization (CCC) or (WCO).

21. Others, the creation of the 1961, 1971 and 1988 treaties, comprise:

- Committee on Banking Regulations and Supervisory Practices;
- Financial Action Task Force; and
- The Caribbean Action Task Force.

22. Globally, the International Narcotics Control Board (INCB), is the supreme organ that enunciates issues relevant to drug abuse and illicit drug trafficking as provided by the Conventions. The Board consists of 13 members, elected on their personal merit, without affiliation to any government.

NATIONAL DRUG CONTROL BODIES/AGENCIES

23. Nationally, some countries in the region (Nigeria, Gambia, Cameroon, Zambia, Namibia), for example, have established either Drug Enforcement Commissions, National Commissions for Drug Control, National Drug Control Councils, or Drug Enforcement Bureaus. These organs are responsible for coordinating drug control activities in compliance with the national drug laws and international treaties.

INTERNATIONAL INSTRUMENTS

24. Internationally, the fight against drug abuse and illicit trafficking is carefully guided by the three main conventions, namely:

- The Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol;
- The Convention on Psychotropic Substances of 1971; and
- The United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (9).

25. These instruments authorize the Board to report annually on the current climate of drug abuse and illicit trafficking worldwide. Such reports, usually in the form of statistics, as well as assistance provided nations throughout the world, are crucial in alerting many countries of a variety of issues composed of:

- Pending and threatening dangers to the central goals and objectives of the instruments;
- Varied available assistance toward drug control;
- Missions carried out by the Board and for what reason;
- Compliance and non-compliance status of various countries; and
- Progress made towards drug control (seizures, types of drugs and quantities of illicit drugs).

26. The 1961 treaty, as stipulated by Article 20, paragraph 1 (sub) (e) "Seizures of drugs and disposal thereof" focuses on the seizure and disposal of narcotic drugs. In its 1995 report, the Board states the following:

- seizures of quantities of cannabis, crack, cocaine, heroin and synthetic stimulants entering the region through several ports;
- attempts to establish clandestine laboratories for the illicit production of methaqualone and psychotropic substances;
- the smuggling of methaqualone and mandrax into the southern parts of the continent; and

- the increased consumption of cocaine in some Southern African countries (10).

27. Unlike the 1961 Convention, the 1971 treaty deals mainly with the control of psychotropic substances divided into four schedules. As of 1995, the total number of substances controlled under the convention has reached one hundred and eleven. According to article 16, parties and non-parties to the treaty are required to furnish the Board with annual statistics reflecting their involvement in psychotropic substances (11). The policy spells out the following:

- operation of control system for substances in schedules 1 through 4;
- control mechanisms for international trade in substances;
- prevention of diversion of substances; and
- veterinary use of psychotropic substances.

28. The 1988 Convention, referred to as the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, is believed to be a very bold attempt to assemble the international community in one battle field to wage a fierce and determined war against illicit drug trafficking. Comprehensive in nature, the convention defines all money laundering offenses requiring severe sanctions, the responsibilities of commercial airlines and shipping firms, and obligates governments to eradicate illegal cultivation of narcotic plants. Also, it requires the acquisition of detecting machines, as well as the establishment of regulations demanding banking, financial and commercial documents to be available, while prohibiting States from failure to do so on the basis of bank secrecy laws. At international level, it calls for cooperation in the areas of investigation, extradition and prosecution, and confiscation of funds and property acquired from illicit trafficking. Finally, it stipulates conditions for mutual legal assistance and provides for other forms of cooperation between legal and administrative structures (12).

NATIONAL INSTRUMENTS

29. The United Nations Drug Control Programme (UNDCP) has provided assistance to many African countries in the area of drug control legislation which provide for the establishment of "operational national coordinating bodies" (13). This has led to the enactment of various pieces of legislation in the region, for example:

- the Gambian National Drug Policy with a National Drug Council;

- the Nigerian law on Money-Laundering, though it does not obligate the banks to monitor customer transactions so as to detect illegal funds being deposited in the financial institutions; and
- the Zambian Dangerous Drugs (Forfeiture of Property) Act of 1989, and the Narcotic Drugs and Psychotropic Substances Act of 1993.

30. By the end of 1995, there were draft drug control laws pending adoption in a number of countries. It is expected that the various legislative bodies in these nations will probably, with a further push or assistance from UNDCP, act as required of them. While progress is being made in most countries, there is also need to point out that there is a lot of work to be done in some countries which still believe, unfortunately, that drug abuse and illicit trafficking are not serious problems that merit attention and immediate action. These countries must be alerted through various strategies that drug abuse and illicit trafficking must be put under control now, otherwise African nations will find themselves in the same situation as the HIV/AIDS they perceived a less threatening epidemic ten years ago.

EXISTING PROGRAMMES

1. TRAINING SEMINARS, CONFERENCES AND WORKSHOPS

31. Various programmes on drug abuse and illicit drug trafficking have been developed and implemented at international, regional, subregional and national levels. Some have taken into consideration the advice of the International Narcotics Control Board (INCB) that collaborates with the United Nations Drug Control Programme (UNDCP). The programmes have been structured either in the form of seminars, conferences, workshops, expert consultative meetings, research and training, on a variety of topics. Formal courses in law enforcement institutions and in institutions of higher education (Criminal Justice Departments, Law Schools, Nursing and Medical Schools) have also offered training.

32. Regionally, Heads of National Law Enforcement Agencies (HONLEA), have utilized Consultative meetings as a forum for addressing some of the urgent drug problems in Africa. In their Seventh Meeting held in Addis Ababa, Ethiopia, from 14 to 18 October 1994, the deliberations focused on strategies and measures of combating money laundering, whereas in the Eighth, organized in Kampala, Uganda from 23 to 27 October 1995, they assessed the predicaments of consumption and interregional trade in khat. Both meetings recommended that various legislative measures be taken to eradicate the problems.

33. Subregionally, short term training seminars have been employed to impart knowledge to competent authorities in selected

areas of concern. In March 1995, a Board-sponsored training seminar for Northern and Western African regions was organized in Tunisia, North Africa. The focus of the training was on the practical application of control strategies to fight the diversion of controlled substances through the falsification of import certificates (14). Recently, as early as March 1996, a subregional training seminar for Drug Enforcement Officers from six southern and eastern African countries, sponsored by Britain took place in Lusaka, Zambia. Participants of the seminar were all middle management officials, drawn from Botswana, Malawi, Namibia, Tanzania, Zambia and Zimbabwe (15). They were expected to develop for the subregion, aggressive and reliable strategies for the demand and supply reduction of the rising trafficking in narcotic drugs. The ten day course examined various ways of interdiction.

34. Nationally, in-service training courses have been organized mostly for law enforcement officers (Police, Customs, immigration) involved in drug trafficking. In some cases, like that of Cameroon, the United States of America organized two seminars for discipline masters of secondary schools in Douala and Yaounde (16). Very few training seminars of this nature, have been directed to other groups such as churches, social service NGOs, CBOs, PVOs, even traditional and other kinds of associations. Training has also been lacking in effective and efficient ways of disposing of drugs seized. Also, a few countries have actually conducted comprehensive research, using the UNDCP's Rapid Assessment Procedure, a research technique (Survey) to improve their knowledge of drug abuse and drug trafficking in their respective countries.

35. Reviewing the conclusions of various missions sponsored in the African region in 1995, the Board found training gaps and recommended to some nations to undertake the following:

- conduct drug training for judges, magistrates, prosecutors, custom officers, immigration officers, etc. with possible assistance from UNDCP.
- organize legislative workshops on development of comprehensive national Drug Control legislation if possible, with assistance from UNDCP;
- conduct Rapid Assessment Surveys as measures of understanding thoroughly the nature and scope of drug abuse and drug trafficking in relation to i) root causes; ii) characteristics of abusers; iii) patterns of abuse; iv) demand and supply reduction; v) treatment and treatment and rehabilitation programmes (17).

36. Given this analysis, the question to ask is where does your country stand or fit in terms of its national drug policy? The

question, if properly answered, should be able to reveal the following facts about your legislation:

- its major goal and objectives;
- agencies of implementation;
- levels of coordination and cooperation;
- programmes;
- monitoring and evaluation strategies; and
- adherence to international instruments.

CONCLUSIONS AND RECOMMENDATIONS

37. In conclusion, it must be stated that every National Drug control Policy should take cognizance of the real scope and patterns of drug abuse and illicit trafficking. Based on the information, the policy should have a clear goal with measurable objectives focused directly on the absolute control leading to the total elimination of the root causes of drug abuse and trafficking. In this case, the generation of vital information through research to facilitate the understanding of the global situation is necessary. Internally, it should reveal the actual dimension of the issue from the perspective of:

- demand and supply;
- transit patterns;
- changing trends of abuse and abusers; and
- trafficking routes.

38. The law must include established agencies within its structures based on expertise to coordinate drug control activities at national and local levels. Responsibilities must be clearly defined to avoid duplication and waste of scarce resources. Conceived programmes for the accomplishment of stated goals must be realistic taking into consideration the political, social, cultural, ethnic and economic context. They must be holistic (comprehensive) in nature. The guiding principles should be preventive rather than curative. In this light, early intervention programmes, as well as provision of alternatives to drug abuse should take precedence over any other measure.

39. In addition, the piece of legislation must provide for compliance with all the most current global instruments - the 1961, 1971 and 1988 conventions (as of April 1996).

40. Finally, there must be room for capacity building, networking and establishment of cooperative endeavors including information sharing and improved intelligence. Partnerships, training, and funding assistance facilitate the establishment of such relationships.

SUGGESTED NATIONAL PROGRAMMES FOR DRUG CONTROL POLICIES

41. A holistic approach to Drug Control Policy will encompass several components, namely: **EDUCATION, ADVOCACY, TRAINING, RESEARCH, and ALTERNATIVES TO DRUG ABUSE AND TRAFFICKING.**

EDUCATION

42. Drug control programming should take into consideration early intervention approaches as measures to reduce the number of youth abusers and couriers. If properly conceived and implemented, they should lead to immediate demand and supply reduction. This means that if there are limited numbers of abusers and traffickers, the demand for, and supply of illicit drugs will drop drastically. Under this assumption, early intervention programmes that are designed within the framework of preventive education should be directed at the youth and young adults. In countries where drug abuse is very prevalent among 11 to 21 year olds, the intervention programmes should target those who are 11 and below first, and then 11 to 21. The following are suggested programmes for demand and supply reduction in the production, manufacture, distribution, sale and trafficking of illicit drugs and psychotropic substances for implementation at National level in the African region.

SCHOOLS AGAINST DRUGS (SAD).

43. Named Schools Against Drugs (SAD), the acronym invokes the feeling of misery. Of course, doing drugs, is miserable. The programme involves the scheduling of weekly drug prevention education classes for each grade of school (elementary and secondary schools). Each lesson should focus on specific topic of drug abuse and trafficking, taking into account the ages of students and their ability to acquire and utilize the knowledge being imparted. The objectives of SAD, include, inter alia:

- A. to value and maintain sound personal health; and to understand how drugs affect health.

Sample Topics:

1. Names of drugs likely to be abused;
2. How the body responds to stress which is increased by drug use;

3. The chemical properties of drugs and psychotropic substances (cannabis, inhalants, stimulants, cocaine, marijuana, depressants, hallucinogens, narcotic and designer drugs); and
4. Effects of drugs on the Circulatory, Digestive, Nervous, and Reproductive systems.

B. to respect laws and regulations prohibiting drug use

Sample topics

1. What rules are and what happens when one breaks them;
2. Promoting a drug-free school by students.
3. Legal and social consequences of drug abuse and trafficking;
4. The connection between drug users, drug dealers, drug traffickers and Law Enforcement Officers whose lives are at risk or lost in their efforts to stop illegal drug trade

C. to recognize drugs and resist pressure to abuse drugs

Sample Topics:

1. The influence of culture or infamous traditional beliefs;
2. The influence of peers, parents, friends, and relatives on behaviour;
3. Ways to make responsible decisions and deal constructively with disagreeable moments and pressures;
4. Ways and benefits of resisting drug abuse;
5. Discussions of personal decision-making in group and what can likely exert pressure.

D. to promote activities that reinforce the positive drug-free elements of student life

Sample Topics:

1. Making participation in school activities dependent on agreement not to use drugs;
2. Making sure that drugs are not available at school-sponsored activities or parties;

3. Declaration of schools as drug-free zones.

IMPLEMENTING THE SCHOOLS AGAINST DRUGS (SAD) PROGRAMME

1. Pilot Testing

44. SAD should be pilot tested initially in an urban area.

2. Replication

45. If successful, SAD should be replicated in other urban areas first, and then in rural areas.

3. Selection and Performance of Presenters

46. Paid presenters should be drawn from various organizations that deal with all facets of drug abuse and trafficking. Once selected, presenters should be offered 3 to 5 days of training on the presentation of lessons. Students should evaluate the performance of the presenters at the end of each presentation. The final performance evaluation of the presenters is done by the Programme Officer and presenters found to be incompetent should be replaced immediately.

4. Curriculum Development

47. The presentation topics should be selected by a panel of specialists knowledgeable in Drug Abuse and Illicit Trafficking. The topics should be reviewed often to reflect changing trends and patterns.

5. Presentation in School

48. The scheduling of presentations should be undertaken by the Programme Officer. She/he should require presenters to submit their lesson notes for evaluation prior to actual classroom teaching. Summaries of Lessons should be duplicated and passed out to students as handouts.

6. Counselling Services

49. Counselling should be provided for at-risk students (potential dropouts, recruits for drug traffickers, slow learners), by presenters on a rotating basis. This should be done on a weekly basis.

7. SAD for Out-Of-School Youth

50. The programme should be customized to suit out-of-school youth and operated by NGOs, CSOs, PVOs and other non-traditional agencies of education and/or socialization.

ADVOCACY

51. The goal of advocacy is to raise the level of awareness about the impact of drug abuse on the community. It brings under one umbrella, schools and associated groups to effectively use the print and electronic media. The driving force behind this component is the formation of active anti-drug advocates, including, inter alia: **STUDENTS AGAINST DRUGS (STAD); GIRLS AGAINST DRUGS (GAD); BOYS AGAINST DRUGS (BAD); COMMUNITY AGAINST DRUGS (CAD); WOMEN AGAINST DRUGS (WAD); MEN AGAINST DRUGS (MAD);**

PARENTS AGAINST DRUGS (PAD); TEACHERS AGAINST DRUGS (TAD); ENTERPRISE AGAINST DRUGS (EAD); and MEDIA AGAINST DRUGS (MEAD).

52. These groups should be trained in the art of effective organizing, planning and staging rallies at the various ports of entry and other locations where drug activity is suspected, with very direct messages against drug traffickers. For example, PAD could mobilize its members to go door-to-door canvassing from village to village to ensure that children get a consistent no-drug message at home and in school while MEAD continues to publicize at all levels anti-drug campaign messages. Conducting regular meetings and carefully planning campaigns should be at the heart of advocacy efforts. Each campaign should be evaluated from time to time to measure its effectiveness. Alongside this venture is the establishment of well-defined mechanisms of communication, coordination and cooperation among the various advocacy groups.

TRAINING

53. Training should be ongoing to cover the entire year, encompassing all the necessary subjects (peer counselling, treatment, investigative techniques, prevention of money-laundering, overt and covert operations, criminal evidence, procedure, undercover strategies, dog handling), all directed at combating drug abuse and drug trafficking. To have an immediate effect, attention should be paid to the training of trainers

(TOT) for school authorities, church and community leaders, peer groups, counsellors, social workers, student leaders, presidents of parent associations, judges, magistrates, court registrars, union leaders, business executives, traditional leaders, nurses, medical officers, psychiatrists, pharmacists, law enforcement, and customs and immigration officers, drawn in a representative manner from all regions, and reflecting the major ethnic compositions of the country. If necessary, some of the training should be done in local languages. Included in the training should be research methods to be employed by investigators, reporters, and intelligence staff in ongoing data gathering. They should be trained to constantly assess the reliability and validity of evidence collected.

54. After each training session, the trainees should be given two weeks to develop and forward to the office of programming, a schedule of their training activities to be included in a Master Plan of Operations (MPO) for the country. Planned visits to some of the training sessions around the country should be viewed as vital strategies for monitoring and evaluation by the Senior Programme Officer (SPO).

RESEARCH

55. The primary purpose of this activity, is to generate new and useful knowledge to determine changes in the trends and patterns of drug abuse and trafficking, and treatment and rehabilitation measures. Sample methodologies should include Rapid Assessment Surveys (as developed by UNDCP) to gather information from drug law enforcement officers, social workers, managers of treatment and rehabilitation centres, peer and school counsellors, labour union presidents, bank managers, teachers, transportation workers, and proprietors of drinking facilities on the issues of drug abuse and trafficking. Expert groups and organizations such as the universities and NGO research centres should be assigned the responsibility of research. Also, consideration should be given to the utilization of the expertise of out-of-State consultants.

ALTERNATIVES TO DRUG ABUSE AND TRAFFICKING

56. These are projects directed at the alleviation of some of the root causes of drug abuse and trafficking (**poverty, boredom, inappropriate measures of preparing for examinations, etc.**). These should include:

A. Income-Generation

57. Income-generation projects should be organized for both students and their parents and also for out-of-school youth. Funded by authorization under the National Drug Control Policy,

the projects should be executed by NGOs/CBOs/PVOs and Youth Multi-Purpose centres. Projects should produce final products that have a real market in the various communities.

58. As for participants who cannot read and write, their activities should be centered around comprehensive Adult Basic Education (Reading, Writing, Basic Computation), including micro-enterprise development. In some cases, some of the projects would involve seven to ten days training by a specialist or entail on-the-job-training activities.

Sample Projects for income-generation include, inter alia:

- 1. Tye/Dye Technology;**
- 2. Dressmaking and Tailoring;**
- 3. Rehabilitation of Houses in the inner-city slums;**
- 4. Fast Food Restaurants;**
- 5. Shoe Shine industry; and 6. Brick Industry.**

59. Whatever the case, participants must be allowed to work in the morning and attend classes in the evening. Start-up capital should be made available in the form of low or no-interest loans, amortized over a period of three to five years while compulsory savings in established credit unions are required. As in research, consideration should be given to short-term consultants in the initial stages of these projects.

B. Recreational activities

60. The scope of this component should include musical, cultural, drama, concert, rap and talent shows. Some Youth Multi-Purpose Centres in the region, such as that of Windhoek, have already started some of these projects. Their infrastructure should be studied for replication. In the rural areas, emphasis should be placed on cultural and musical activities while buying time for the construction of football fields and the regular organization of other traditional sporting activities. If feasible, some of these should be used for income-generation for programme sustainability.

The Role of the Police in Non-Traditional Drug Control Measures

61. These are many activities the police could organize outside their traditional law enforcement roles. Some of these are:

A. Establishing a Hotline for Drug Activity

62. This entails setting up and manning a telephone hotline to be utilized by the citizens to report illicit drug activities anonymously. This calls for a careful evaluation and classification of each call under: urgent and important leads; important, but not urgent leads; and urgent, but not important leads.

B. Neighbourhood Watch and Beat Patrols

63. Activists should be trained by the police to organize groups to conduct watches and citizen patrols in neighbourhoods so as to inform them of suspicious drug-related activities. Citizens should be taught to check the reliability and validity of

information before drawing the attention of law enforcement agencies. The police themselves should organize foot patrols as a deterrent. Where drug activity is high, the number of police and foot patrols should increase to saturate the area.

C. Moot Courts

64. The police, in conjunction with the court system, should design and implement a programme that would entail the monthly organization of moot court sessions to simulate actual pending drug trafficking cases for the entire student body and community. magistrates, lawyers, judges, law enforcement officers and correctional staff will be called in to show the students the ugly faces of drug involvement and the sanctions that go along with breaking the law. This should also act as a deterrent.

D. The Officer Friendly Programme

65. The Officer Friendly Programme is intended to make the police force more friendly so as to instill confidence in the ordinary citizen. The programme involves training and assigning to schools on a permanent basis, police officers to work with the students on practical routine assignments. While engaged in friendly structured activities such as training the youth to provide services to elders, clean the community, act as crossing guards or junior patrol officers, police officers should be able to detect drug abuse and trafficking among the student body. Once detected, the problems should be immediately addressed by the officer and schools authorities. In scanty populations, one officer could be assigned to many schools at the same time. Both urban and rural areas should be covered.

66. All the above-mentioned programmes should be placed under the authority of an appropriate legislated department established by national policy.

FUNDING FOR PROGRAMMING

67. It should be understood that programmes will not be implemented unless funds are made available. It is also known that government cannot fund every conceivable programme. Given the circumstances, therefore, the national drug control policy must establish within its structure, a fund-raising agency, assigned the responsibility of raising funds for all programmes authorized by national policy. The agency should target public and private sectors both in and out of the country for resource mobilization to sustain programming. Strict guidelines should be established as to how the funds raised should be distributed equitably. Auditing should be conducted regularly so as to check corruption and embezzlement. Diversion of funds into private pockets must earn not only imprisonment, but a measure of restitution even if it means handing the debt down to family members, including unborn children.

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