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**3<sup>rd</sup> SESSION OF THE AU CONFERENCE  
OF MINISTERS FOR DRUG CONTROL  
AND CRIME PREVENTION  
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ADDIS ABABA, ETHIOPIA**

**CMDCCP/EXP/3(III)**

**REVISED AU PLAN OF ACTION ON DRUG CONTROL AND CRIME  
PREVENTION (2007-2012)**

**REVISED AU PLAN OF ACTION ON DRUG CONTROL AND CRIME PREVENTION**  
**(2007-2012)**

**1. INTRODUCTION**

1. In a number of African countries, drugs, crime and corruption are undermining development efforts. High levels of income inequality, a high share of youth in population, high rates of urbanization, low levels of criminal justice resources, firearms proliferation, wars and civil conflicts as well as weak controls over criminal activities leave Africa vulnerable to organized crime, drug trafficking, trafficking in human beings, money laundering and corruption. Crime, in a broad sense, inhibits development in Africa by destroying human and social capital, drives away business and investments, and undermines the ability of the State to promote development<sup>1</sup>.

2. Sustainable development cannot be achieved without addressing the negative influences caused by these criminal activities.

3. It is acknowledged that a new response is needed that also takes into consideration the social realities African countries are facing, such as poverty and the devastating HIV/AIDS pandemic.

4. A need for a comprehensive approach to the problems of drugs, crime, corruption and terrorism as impediments to development in Africa, is indeed, fully recognized by the African Union<sup>2</sup>, the ECOSOCC and its functional Commission on Crime Prevention and Criminal Justice.

5. The proposed 2007-2012 Revised Plan of Action on drug control and crime prevention reflects this approach, integrating within national legal and institutional frameworks, drug control issues together with crime prevention policies.

6. The Revised Plan of Action is based on the special commitment made by United Nations member states to the development of Africa in the 2000 Millennium Declaration<sup>3</sup>, on the related African Conventions, such as the AU Convention against Corruption and the various United Nations instruments against drugs, organized crime including the Additional Protocols against trafficking in persons, smuggling of migrants, trafficking in firearms, as well as the United Nations Conventions against corruption, terrorism and other related documents to counter money-laundering.

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<sup>1</sup> See “*Crime and development in Africa*”, UNODC study carried out as per the ECOSOC resolution 2004/32, released in June 2005, analyzing the situation and proposing strategies that would target impediments to sustainable developments attributable to widespread criminality, such as, international trafficking in illicit drugs, human beings and fire arms, organized crime, public and private sector corruption, terrorism and other practices that harm good governance and the rule of law..

<sup>2</sup>See “*Crime and development in Africa*”, *the UNODC study was shared with the African Union at the Round Table for Africa held in Abuja from 5-6 September 2005*.

<sup>3</sup> United Nations Millennium Declaration of 2000, particularly Target 12 and Goal 8 of the Millennium Development Goal.

7. It is in direct line with the directions set, *inter alia*, by four African Union fundamental statements on the fight, at a continental level, against crime, drugs and terrorism, namely: the report of the Second African Union Ministerial Conference on drugs control in Africa, the African Common Position on Crime Prevention and Criminal Justice, the 2002-2006 Plan of Action on Control of Illicit Drug Trafficking and Abuse in Africa, and the Declaration of the Second High-Level Meeting on the Prevention and Combating of Terrorism in Africa.

8. At the 2<sup>nd</sup> Session of the African Union Conference Ministers for Drug Control in Africa, held in Mauritius, December 2004, the AU Commissioner for Social Affairs undertook the commitment to put drug control and crime prevention high on the Agenda of the African Union. The Conference recommended the emphasis of the crime prevention dimension of drug control activities and urged the Commission to incorporate this aspect in future Sessions of the Conference.

9. The Conference also expressed support to the AU Commission and the Office of the United Nations on Drugs and Crime (UNODC), to convene a Roundtable on drugs and crime as impediments to rule of law and development in Africa.

10. Building on the conclusions of the Roundtable, which took place in Abuja, Nigeria, in September 2005, on the Ouagadougou AU-EU Plan of Action to Combat Trafficking in Human Beings, Especially Women and Children, as adopted in Tripoli in November 2006, the urgent need for a comprehensive and updated Plan of Action addressing drug control and crime prevention was evident, whereupon the African Union Commission organized a follow-up Expert Working Group which took place in Addis Ababa in July 2007. Experts, guided by a comprehensive approach in addressing drugs, organized crime, corruption, money-laundering and terrorism issues, drafted the Revised Action Plan on Drug Control and Crime Prevention for 2007-2010, as a continuation of a previous Plan of Action which focused on drug control matters only. It was later felt wise to have a 5-year plan and to extend the period to 2012.

11. The Experts also drafted a complementary document: the "Follow-up Mechanism for implementation, monitoring and evaluation" of the said Plan of Action.

12. The two documents are hereby submitted for consideration by the Third African Union Ministerial Conference on Drug Control and Crime Prevention.

13. The Revised Plan of Action includes a political process that foresees the application of the principles mentioned therein by African Governments at national level and by institutions at regional and continental level, in particular the RECs and the African Union and its Programme, including the New Partnership for African Development ( NEPAD)<sup>4</sup> It is expected that the Revised Plan of Action, once adopted, will be endorsed at the African Union Head of States and Government Assembly in January 2008.

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<sup>4</sup> Initiative as endorsed by General Assembly resolution 57/7 of 4 November 2002

14. In addition to the emphasis put on a political commitment, the Revised Plan of Action is intended to be an operationally-oriented strategic reference or framework for coordination and harmonization of related policies and programmes on the Continent.

### 1.1. Fundamental Objectives

15. ***The primary goal of this Plan of Action is to reverse the current trends of drug abuse and trafficking, organised crime, corruption, terrorism and related challenges to socio-economic development and human security and to achieve tangible improvement in the social and personal well-being of the people of Africa and their communities. Accordingly the following are the key priority areas.***

### 1.2 Key Priority Areas

16. The seven key priority areas of this Plan of Action are as follows :

1. Effective continental, regional and national policy formulation and coordination in the domains of drug control and crime prevention;
2. Enhancing collaboration, shared responsibility and harmonised action to address drug trafficking, organised crime, corruption, terrorism, small arms related violence and crimes within the community;
3. Building institutional capacity for the law enforcement, criminal justice and forensic service systems on drug control and crime prevention;
4. Mainstreaming drug and crime concerns into development strategies;
5. Regional and National capacity building and training to enhance prevention and care of substance abuse and related HIV and AIDS;
6. Enhancing understanding of the dynamics of drugs and crime for policy making purposes;
7. Broad based responsibility for the promotion of sport and culture in the service of social development to combat drugs and crime.

## 2. **PLAN OF ACTION**

17. The Plan of Action concentrates on seven (7) key priority areas. Each priority area is outlined below with an objective, strategies and recommended actions.

### 2.1 Priority Area

18. ***Effective Continental, Regional and National Policy Formulation and Coordination in the domains of drug control and crime prevention***

**Objective**

To strengthen the capacities of the AU Commission, Regional Economic Communities (RECs) and Member States for Drug Control and Crime Prevention policy development, and coordination of implementation;

**Strategies**

- i. Strengthening Continental drug control and crime prevention coordination capacity and policy development in collaboration with international actors;*
- ii. Giving high priority to the ratification/ accession and implementation of existing international, continental and regional legal instruments in drugs and crime;*
- iii. Integrating drug control and crime prevention concerns into continental, regional and national social development, security and HIV and AIDS programmes;*
- iv. Institutionalising capacity to address drug control and crime prevention at regional level.*

**Recommended Actions**

- i. AU Commission to strengthen its drug control and crime coordination capacity through capacity for advocacy, policy development, resource mobilization and collaboration with agencies of the UN and relevant international and continental drug control and crime prevention organisations;*
- ii. AU Commission, in collaboration with Member States, UNODC and other stakeholders, to develop and revise regional Drug Control and Crime Prevention strategies in order to fast track the effective ratification and implementation of existing international, continental and regional instruments in the domains of drug control and crime prevention;*
- iii. AU Commission, RECS and Member States to sensitize development planners and policy makers to mainstream drug control and crime prevention concerns into continental, regional and national security and development policies and planning, including HIV/AIDS programmes;*
- iv. RECs, in collaboration with the AU Commission, Member States and partners, to establish and strengthen social sector desks, which would include a focal point for drug control and crime prevention.*

## **2.2 Priority Area**

19. ***Enhancing collaboration, shared responsibility and harmonised action to address drug trafficking, organised crime, corruption, terrorism and crimes within the community***

### **Objective**

To respond to the challenges of drug trafficking, organised crime, corruption, terrorism and crimes within the community, in a harmonised and collective manner.

### **Strategies**

- i. Needs assessment of the requirements for effective implementation of relevant regional, continental and international legal instruments;*
- ii. Harmonising legal frameworks in the area of drug control and crime prevention;*
- iii. Raising awareness of the political and socio-economic impact of drugs and crime;*
- iv. Reforming criminal justice systems to meet the challenges of drugs and crime and the cross-border dimensions of these phenomena ;*
- v. Improving cross-border cooperation in combating various forms of trafficking, focussing on transit countries, and countries emerging from conflict;*
- vi. Developing approaches to respond to the issue of small arms related violence;*
- vii. Improving cooperation between source, transit and destination countries for drugs in order to prevent drug trafficking.*

### **Recommended Actions**

- i. AU Commission and RECs, in collaboration with Member States, to assess the needs of Governments and regions for effective implementation of relevant international, continental (AU) and regional Conventions, Declarations, Resolutions and Protocols in the areas of transnational organised crime, terrorism, corruption, drugs, human trafficking and firearms control;**
- ii. The AU Commission and RECs to facilitate the harmonisation of legislation related to the combating of transnational organised crime, terrorism, corruption, drugs, human trafficking and firearms control;**

- iii. The AU Commission and the RECs should establish a mechanism for the evaluation and monitoring of the harmonisation of the legislations of Member States on combating drugs and crime;
- iv. AU Commission to sensitize the various policy making bodies, regional parliaments and AU Organs (Peace and Security Council, Pan-African Parliament, Court of Justice, AU Financial Institutions, African Commission on Human and People's Rights, Permanent Representative Committee, Economic, Social and Cultural Council) on the socio-economic impact of drugs and crime;
- v. RECs and Member States to reform and strengthen criminal justice systems, including enacting legislation to meet the challenge of new forms of criminal activities and to effect efficient, fair and humane administration of justice;
- vi. RECs and Member States to assist transit and post-conflict countries by implementing cross-border programmes to control and prevent illicit trafficking in drugs, protected species, natural resources, firearms and human beings;
- vii. RECs and Member States to develop basic minimum standards for effective community policing, police service delivery, cross-border cooperation within the framework of international standards and norms;
- viii. RECs and Member States to develop and adopt codes of conduct for judges and prosecutors, in accordance with international standards and norms, to ensure the independence and integrity of criminal justice systems;
- ix. Member States to establish, and strengthen existing institutions and to consider non-custodial measures, where appropriate, aimed at rehabilitating offenders, particularly drug offenders, young offenders and children in conflict with the law, as well as focussing on alternatives for imprisonment based on best practices;
- x. RECs and Member States, in conjunction with relevant international organisations, to develop relevant guidance and tools to assist with the marking, record keeping and tracing of firearms in line with the Protocol on Firearms of the UN Convention against Transnational Organised Crime as well as to share best practices in the prevention of small arms related crime and violence;
- xi. AU Commission, UN agencies and other partners to facilitate establishment of operational working groups between source, transit and destination countries for drugs;
- xii. Member States to establish inter-agency working groups for drug control and crime prevention.

## **2.3 Priority Area**

### **20. *Building Institutional Capacity for the Law Enforcement, Criminal Justice and Forensic Services Systems on Drug Control and Crime Prevention***

#### **Objective**

To enhance the institutional capacity of the police, other law enforcement services and criminal justice systems on drug control and crime prevention.

#### **Strategies**

- i. Strengthening the effectiveness of justice systems, law enforcement, and border control to engage in effective, community crime prevention and respond to the challenges of, money laundering, corruption, organised crime, small arms related violence and terrorism, with a specific focus on victim assistance and witness protection;*
- ii. Increase transparency and integrity of public institutions in the delivery of services in line with the principles of the rule of law, public ethics and integrity.*
- iii. Enhancing cooperation between criminal justice, law enforcement, and other agencies involved in drug and crime prevention, within and between States.*

#### **Recommended Actions**

Training and capacity building, coordinated by RECs for Member States to:

- i. enhance border control capacities through the implementation of intelligence-led law enforcement and information sharing between national law enforcement agencies, including police, customs and border control officials ;*
- ii. develop grass-roots crime prevention programmes at community, local government levels, and involving civil society;*
- iii. establish national mechanisms to ensure victim and witness protection with the framework of international norms and standards;*
- iv. enhance prison management, reduce overcrowding and improve prison conditions with a focus on the provision, where appropriate, of alternatives to imprisonment and the equipping of prisoners with relevant skills to play a meaningful role in their communities on release;*



- v. implement prison reforms, where relevant, especially with regard to juvenile prisons, encouraging the establishment of educational reformatories;
- vi. enhance continental, regional and national capacity for the protection, repatriation and rehabilitation of human trafficking victims;
- vii. integrate money laundering issues into national crime prevention strategies, including the establishment of financial intelligence units and the use of financial investigative techniques within the framework of international conventions;
- viii. establish and equip forensic laboratories and the use of investigative techniques on financial transactions within the framework of international conventions;
- ix. promote national anti-corruption and good government practices for both the public and private sectors, including the establishment of national anti-corruption agencies, anti-corruption education and preventive measures, protection of whistle blowers, asset recovery and measures to investigate and adjudicate corruption. with reference to abuse of function, trading in influence, embezzlement, theft, fraud, bribery, extortion, nepotism, patronage and laundering;
- x. improve law enforcement and judicial systems, with the focus on the use of special investigative techniques and national forensic capabilities in order to safeguard the integrity of evidence;
- xi. integrate counter terrorism strategies into continental, regional and national law enforcement strategies, in particular as it relates to money laundering and organised crime;
- xii. enhance international cooperation, including extradition and mutual legal assistance in criminal matters.

## **2.4 Priority Area**

### **21. *Mainstreaming drug and crime concerns into development strategies.***

#### **Objective**

To integrate issues of Drug Control and Crime Prevention into national development strategies and Poverty Reduction Strategy Papers .

#### **Strategies**

- i. Creating alternative livelihoods, as well as social development and integration opportunities to people involved in drug cultivation;*

- ii. *Fostering political, social and economic integration of vulnerable and marginalised groups ;*

### **Recommended Actions**

- i. RECs and Member States to identify and promote infrastructure development programmes in National Development Plans and National Poverty Reduction Strategy Papers, for areas where cannabis and other substances, such as khat, are produced, to provide for alternative legitimate sources of employment and income;
- ii. Member States to promote sustainable producer cooperatives (especially in the agricultural sector), micro-credit schemes and community self-help projects, through grants and extension programmes in cannabis producing areas;
- iii. Member States to integrate issues of drug production, trafficking and crime prevention into National Development Plans and National Poverty Reduction Strategy Papers;
- iv. Member States to develop political, social and economic policies focussing on the integration of marginalised groups, such as urban youth, ethnic and religious minorities;

## **2.5 Priority Area**

### **22. *Regional and National capacity building and training to enhance prevention and care of substance abuse and related HIV and AIDS***

#### **Objective**

To enhance the capacity of Member States in the prevention and care for substance abuse and HIV and AIDS through regional and national capacity building and training

#### **Strategies**

- i. Advocacy, strategic information and capacity building for the provision of quality prevention and care for substance abuse and HIV and AIDS, in particular in conflict and post-conflict countries, and for people vulnerable to human trafficking;
- ii. Strict enforcement of laws against advertising and sale of tobacco and alcohol by Member States, including the provisions of the WHO Framework Convention on Tobacco Control.

### **Recommended Actions**

- i. RECS and Member States to advocate and provide for evidence-based substance abuse and HIV prevention and care services in public health care institutions, NGOs and in prisons respectively, including drug rehabilitation and risk reduction interventions; in particular in conflict and post-conflict countries and for people vulnerable to human trafficking;
- ii. RECs and Member States to advocate and address prison conditions, such as prison overcrowding that are conducive to drug abuse and the spread of HIV in prisons respectively;
- iii. RECS and Member States to provide capacity building and training for substance abuse and HIV prevention and care workers, including traditional healers; in public health care services and in prisons;
- iv. Member States to prepare, produce, and disseminate information to the public, especially to at-risk groups, such as young boys and girls through educational institutions, employers and labour organizations, faith-based and traditional institutions, NGOs, CSOs, and the media ;
- v. Member States to develop and enforce strict standards for the advertising and sale of tobacco and alcoholic products;
- vi. Member States to conduct training in harm reduction, drug abuse treatment and rehabilitation, and provide services for drug dependent individuals, including street children and child soldiers.

## **2.6 Priority Area**

**23. *Enhance understanding of the dynamics of drugs and crime for policy making purposes.***

### **Objective**

To improve the collection, management, analysis and dissemination of data to inform evidence based policy formulation.

### **Strategies**

- i. Improve research and data collection on drugs and crime on the Continent;*
- ii. Allocate dedicated budgetary resources for national, regional and continental research institutions in the areas of drugs and crime;*
- iii. Involve NGO's in research activities on drugs and crime;*
- iv. Identify comprehensive links between drug production, consumption, trafficking and related crimes with the view to formulating appropriate policies and harmonizing action.*

## **Recommended Actions**

- i. RECs and Member States to initiate and promote research on drug and crime patterns, trends and linkages, as well as promotion of the capacity to collect, manage, analyse and disseminate the information;
- ii. Member States to develop, in collaboration with NGOs, national criminal justice statistical databases, and build capacity to collect, manage, analyse the statistical data and disseminate information to all relevant stakeholders;
- iii. The AU Commission, RECs and Member States to collect and share best practices on drug control and crime prevention in the Continent, and to support the activities and programmes of UNAFRI (United Nations African Institute for the Prevention of Crime and the Treatment of Offenders) and similar organisations;
- iv. The AU Commission, in collaboration with the UN Office on Drugs and Crime and Member States, to gather information on the links between drug abuse, drug trafficking, corruption, organised crime, money laundering, terrorism, human and arms smuggling on the Continent, with the view to develop strategies to address these in a holistic manner;
- v. Member States should conduct research to determine the link between drug consumption and HIV and AIDS with the view to improving strategies for preventing HIV and AIDS among vulnerable groups.

## **2.7 Priority Area**

### **24. *Broad based responsibility for the promotion of sport and culture in the service of social development to combat drugs and crime***

#### **Objective:**

To achieve shared responsibility by Governments, the private sector and civil society organisations for the promotion of sport and culture to combat drugs and crime.

#### **Strategies**

- i. Allocate resources for comprehensive needs, resources and best practices assessments for the promotion of sport and culture in all segments of the society, especially in rural communities to be undertaken by Governments, the private sector and civil society organisations;*
- ii. Establish sport clubs, organised cultural activity and technical training for sport and culture in urban areas at risk to drug abuse and violent crimes;*

### **Recommended Actions**

- i) RECs and Member States to mobilize and allocate resources for resource allocation for the promotion of sport and culture nationwide, especially in rural communities and schools;
- ii) Member States to raise awareness of the value of sport and culture in the service of social development to promote the values of discipline, solidarity, teamwork, sacrifice and self-denial;
- iii) Member States to facilitate rotating programmed visits to rural and high-risk urban areas by national sport personalities and cultural stars to inspire the youth for engaging in organised sport and cultural activities in an effort to advocate for a drug-free lifestyle;
- iv) Sport and culture clubs in cities to “adopt” neighbourhoods where drugs and crime is rampant, to arrange organised sport activities in close collaboration with the private sector and non-governmental organisations;
- v) Member States to utilize information and communication technology, as well as the media, alongside sport, to sensitize communities on drug demand reduction measures.

### **3. CONCLUSION**

25. The successful and sustained implementation and monitoring of this Plan of Action requires broad partnerships at Member State, Regional, Continental, and International level. In particular, each Member State is encouraged to forge and sustain partnerships with the Media, and Civil Society Organisations such as non-Governmental Organisations (NGOs), Faith-based Organisations (FBOs) and Community Based Organisations (CBOs), and the private sector. The implementation of the key priority areas, identified in the Plan of Action can combat drugs and crime on the Continent effectively. Towards this end therefore:

- (i) Member States, in collaboration with RECs and other stakeholders are therefore called upon to balance their drugs and crime prevention activities according to the mentioned key priority areas for the continent, with their national conditions and specificities, their development status, as well as their human, financial and national resources and institutional capacities.
- (ii) Furthermore, Member States and RECs are urged to forward reports to the AU every two years.
- (iii) Partners at national, regional and international level are urged to play their respective role in supporting and facilitating this process.

(iv) African Union and its organs and related programmes are also urged to monitor and follow-up on the implementation and report every two years to the AU Executive Council and Assembly.