

Drug Law Enforcement  
Agency, The Gambia  
(DLEAG)



# **NATIONAL DRUG CONTROL STRATEGY (2019–2023)**



Drug Law Enforcement  
Agency, The Gambia  
(DLEAG)

**FIVE-YEAR STRATEGY PLAN**  
(2019–2023)



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## **FORWARD BY THE CHAIRMAN, BOARD OF GOVERNORS**

I welcome you all to the new era of Drug Law Enforcement Agency, The Gambia (DLEAG). In the new Gambia, high on our policy agenda is to redesign both our operational and administrative approaches in order to be more effective and efficient with absolute adherence to the rule of law and democratic principles and values. We are conscious of the fact that the expectations of our citizens are extremely high on the new dispensation, having regards to our collective and individual experience emerging from a 22-year dictatorship which witnessed the implementation of policies that were not responsive to the needs and aspirations of the citizenry.

For the past two decades, the only policy instrument in place to regulate and guide enforcement actions on drug abuse and trafficking is the Drug Control Act. This Act provides for measures that largely concentrate on retribution rather than non-enforcement mechanisms such as prevention and rehabilitation. Drugs abusers and traffickers are usually sent to jail where there are no rehabilitation programs.

The mounting challenges posed by the increasing proliferation, trafficking and abuse of illicit drugs, money laundering, other forms of transnational organized crimes and terrorism around the West Africa region, triggered the absolute need to review and revise the existing organizational structure of the Agency to better respond to current realities.

With globalization and complex trends of international illicit drug trafficking and terrorism, the Government of The Gambia through DLEAG found itself under significant pressure to search for suitable responses and to adopt more holistic and coherent

measures at both tactical and strategic levels robust enough to deal with current and emerging trends. In line with the National Development Plan and our relevant international instruments, the DLEAG will implement tailor-made policies and relentlessly pursue a comprehensive reform agenda driven by our current socio-political environment.

Our actions take due cognizance of the Political Declaration by ECOWAS Heads of States and Governments in 2008 which establishes the basis for a strong political commitment to the fight against illicit drugs. We are, therefore, committed to the implementation of the Regional Action Plan and the Operational Plan which contain a number of key priority areas to be addressed. These priorities form the basis of this strategic document and they provide for mechanisms that support the realization of the envisaged outcomes.

This strategy will no doubt attract and coordinate donor support, thus reducing burden on Government being the sole funder of our activities. Furthermore, the strategic plan will justify our resource needs, allocation and utilization through an in-built monitoring and evaluation system. It will significantly improve decision-making and strengthen our human and institutional capacity. This strategy will not only serve as an instrument of accountability and prudence but also a justification for public expenditure.

With the implementation of this strategy, it is envisaged that in the not too distant future, the DLEAG would become a leading drug law enforcement agency in Africa. As we move forward with high hopes, we are mindful of the fact that our goals are only achievable with your continued support and partnership.



We are fully aware that even with the best of structures, organization and policies, we will not be able to go too far without our benevolent partners. I will therefore invite all our donors and partners to support the implementation process of this strategy by providing the requisite resources needed to facilitate the activities.

.....  
Mr. Gaye Sowe Esq.  
Board Chairman

## ACKNOWLEDGEMENTS

The Drug Law Enforcement Agency, The Gambia, has just accomplished a major and historic task with the production of the first ever national drug control strategy. This was achieved through a broad based consultative process with individuals and institutions in both The Gambia and beyond.

My heartfelt thanks and appreciation go to his Excellency, the President and the Government of the Republic of The Gambia for meeting the cost of developing this strategy and for creating the enabling environment for the execution of our noble duty to the nation.

I thank the Ministry of the Interior under whose purview this Agency falls for the leadership and guidance we enjoy from them. I also wish to thank the Chairman Board of Governors and by extension to all Board members for their valuable support and stewardship of the affairs of the Agency.

During the process of preparing this document, we relied heavily on the expertise and contributions of our hardworking colleagues and so I extend my sincere gratitude to them for this achievement. My sincere thanks and appreciation also goes to the United Nations Office on Drugs and Crime (UNODC) regional office for West and Central Africa for their support and guidance throughout the preparation process. My appreciation goes to our able and resourceful team of consultants (Bandirabeh Associates) for a job well done. I will also wish to express appreciation to the Judiciary and the National Assembly for their constant support and partnership. I am deeply grateful to all the institutions and individuals who participated in the process particularly the Honorable Minister of the Interior, office of the Chief of Defense

Staff, Inspector General of Police, Director General SIS, Director General GPS, Director General GID, Commissioner General GRA and the Chief Fire Officer for their cooperation and support.

My acknowledgement and thanks goes to the European Union Delegation, American Embassy, British High Commission, Spanish Embassy, Turkish Embassy, Nigerian Embassy and the entire diplomatic and consular corps in The Gambia for their support to this Agency.

On behalf of the entire DLEAG family, I would like to reassure the Gambian people and our partners of our commitment, unreserved loyalty and determination to serve the people of The Gambia and the world at all times irrespective of race, ethnicity, religion or gender.

It is gratifying working with you all and indeed without your support, this noble and ground breaking task would not have been achieved.

.....  
Alh. Bakary Gassama  
Director General

## ACRONYMS

<b>AML:</b>	Anti-Money Laundering
<b>CFT :</b>	Countering the Financing of Terrorism
<b>DCSA :</b>	Central Directorate for Anti-Drug Services
<b>DLEA :</b>	Drug Law Enforcement Agency
<b>DLEAG :</b>	Drug Law Enforcement Agency of The Gambia
<b>DS:</b>	Drugs Squad
<b>ECOWAS :</b>	Economic Community of West African States
<b>GC :</b>	Gas Chromatography
<b>GDP:</b>	Gross Domestic Product
<b>GoTG :</b>	Government of The Gambia
<b>GPF:</b>	Gambia Police Force
<b>M&amp;E:</b>	Monitoring and Evaluation
<b>NDCC:</b>	National Drug Control Council
<b>NDEA:</b>	National Drug Enforcement Agency
<b>NDS:</b>	National Drug Squad
<b>O/C :</b>	Officer Commanding
<b>PAC/PEC :</b>	Public Accounts and Public Enterprise Committees
<b>PAGE :</b>	Program for Accelerated Growth and Employment
<b>PESTLE:</b>	Political, Economic, Socio-Cultural, Technological, Legal and Environmental
<b>RAID:</b>	Real-Time Analytical Database
<b>RPA :</b>	Rapid Participatory Assessment
<b>S/O:</b>	Station Officers
<b>SWOT:</b>	Strengths, Weaknesses, Opportunities and Threats
<b>ToR:</b>	Terms of Reference
<b>UNODC:</b>	United Nations Office on Drugs and Crime
<b>US:</b>	United States

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<sup>1</sup> International Narcotics Control Strategy Report (INCSR) 2010, Volume 1, p.373. <https://books.google.gm/books?id=0jnyNWFuhXYC&pg=PA373&lpg=PA373&dq=dcsa+italy&source=bl&ots=iui9Ck96GB&sig=zSub9qUKjMbLvmGqa5emW24Ls1A&hl=en&sa=X&ved=0ahUKEWiNu5qus6fYAhUBcRQKHRDvC2EQ6AEIPzAF#v=onepage&q=dcsa%20italy&f=false> [accessed 26th December, 2017 at 9:57GMT].

## EXECUTIVE SUMMARY

The fight against the use and trafficking of illegal drugs in The Gambia was predominantly undertaken by Non-Governmental Organizations whose activities were mainly focused on sensitization and outreach programmes in local communities. As a result of globalization and the social, economic and security threats posed by illicit drug trafficking, money laundering and transnational organized crimes, The Gambia institutionalized the fight against drug trafficking.

In the latter part of 1980, The Gambia Police Force created the Drugs Squad (DS) which later became the National Drug Squad (NDS) to combat illicit drug activities. The first ever legal framework for action against drugs trafficking and abuse was enacted in 1993 and replaced by the Drug Control Decree in 1996 and subsequently by the National Drug Control Council Act of 2003 (NDCC Act).

The National Drug Enforcement Agency (NDEA) was established in 2005 as an autonomous law enforcement entity.

It was reformed in 2014 to become the Drug Law Enforcement Agency of The Gambia (DLEAG). The Agency has since received significant political commitment and support as well as financial and technical support from the Government and partners to help it attain its vision to become the leading professional drug law enforcement agency in The Gambia.

The use of illicit drugs poses serious negative social and economic implications to society and hence necessitates reduction policies and strategies to prevent or reduce the dependence on substance abuse. The work of DLEAG is cross-cutting and therefore requires the mainstreaming of its policies, programmes and activities with other national and international stakeholders.

Drug abuse is a major contributor to mental health problems among Gambian youths.

For example, the national statistics reveal that over 60% of the population of The Gambia is made up of youths and a high number of them (between the ages of 13 and 30 years) are engaged in the abuse and trafficking of illicit drugs.

According to Tanka-Tanka (The Gambia's only psychiatric hospital), four hundred and sixty-six (466) youths were diagnosed to be suffering from various drugs abuse related illnesses (drug induce psychosis) in 2015. It is evident that the exposure of young people to the abuse and trafficking of illicit drugs and its attendant health, social, economic and education damage to society could cause significant loss of potential economic contributions to national development.

The measures employed in the fight against drug abuse (the NDCC Act 2003 and other penal laws) largely focus on punitive rather than preventive and rehabilitative measures. Drug users and traffickers, mostly comprising young people, are constantly sent to jail where there are no rehabilitation programs to help them readapt to society and avoid the bad habits or find alternative employment when they leave prison.

As a result, there is need for collaboration for greater policy and programme coherence between DLEAG and other key stakeholders. Regrettably, DLEAG does not have a formal policy to guide its ongoing programmes and activities against drug abuse and trafficking. This has significantly affected the coordination and harmonization of its policies and programmes with other stakeholders.

According to the 2010 United Nations Office on Drugs and Crime (**UNODC**) report on "the Globalization of Crime", West Africa has become a major gateway for illicit drugs trafficking with 20 to 40 tons of cocaine per year transiting through the region to Europe since 2006. Given the location of

The Gambia, collaboration with sister drug law enforcement agencies and international organizations involved in the fight against drugs is imperative.

Since The Gambia is a signatory to international treaties and conventions aimed at eradicating the trafficking of illicit drugs and transnational organized crimes, it would also be necessary to ensure that the legal and regulatory frameworks for drug control in The Gambia are in line with international norms and protocols.

In order to facilitate this important transformation and to achieve and maintain its objectives, DLEAG has to continually develop its human resource capacity and strengthen key support facilities that are essential for efficiency and effectiveness in becoming a professional drug law enforcement agency. This process will be enhanced by establishing strategic partnerships and alliances with national, regional and international partners in the mobilization of additional resources.

It is against this backdrop that the Management of DLEAG took the decision to develop a five-year strategic plan to facilitate the achievement of the overall objectives of the Agency. Hence, Bandirabeh Associates was hired to develop this Strategic Plan to provide a more structured way of developing, financing and implementing the activities identified within the Action Plan Matrix including a monitoring and evaluation (M&E) framework for its successful implementation.

## 1. INTRODUCTION

The Drug Law Enforcement Agency of The Gambia (DLEAG) is the national agency vested with the mandate to monitor, prevent and counter illicit drug trafficking, organized crime and drug abuse in The Gambia. Before its establishment, the fight against substance abuse in The Gambia was predominantly carried out by Non-Governmental Organisations whose activities were mainly centered on sensitization and outreach programmes in local communities .

With globalization and complexities of international illicit drugs trafficking, money laundering and transnational organized crimes, the Government of The Gambia realized the need to address the illicit drug menace in a more holistic, coherent and structured manner. In line with national development objectives and The Gambia's obligations under international conventions, treaties and protocols, the Government was obliged to develop policies, legislation and reform programs to strengthen the national capacity in order to address the scourge of illicit drugs and drug related criminal activities in The Gambia.

Initially, the policing of narcotic drugs and illicit substance abuse was mainly done by the Gambia Police Force (**GPF**) under a unit called the Drugs Squad (DS) created in the latter part of 1980 and charged with the responsibility of suppressing all illicit drug activities in The Gambia. In 1991, the Drug Squad was dissolved and the National Drug Squad (NDS) was formed as a unit of the Gambia Police Force to fight against illicit drug abuse and trafficking in all administrative regions under the auspices of the then National Drug Control Council (**NDCC**).

The first ever legal framework for action against drug trafficking and abuse in The Gambia was created through an Act of Parliament in the year 1993. This Act was replaced by the Drug Control Decree in 1996 which was subsequently repealed and replaced by the National Drug Control Council Act of 2003 (NDCC Act).



The Council underwent transformation through restructuring and reform to become the National Drug Enforcement Agency (NDEA) by an Act of the National Assembly in 2005 and became an autonomous law enforcement entity responsible of enforcing, regulating and coordinating all matters relating to illicit drug trafficking and abuse.

The Drug Control Act of 2003 underwent series of amendments in 2009, 2010, 2011 and 2013 respectively to ensure that adequate enforcement and compliance mechanisms are provided in the Act. In November 2014, the NDEA was renamed Drug Law Enforcement Agency, (DLEAG) by the Drug Control (Amendment) Act of 2014. This amendment was geared towards meeting international drug law enforcement standards, mechanisms, procedures and best practices.

## 2. ORGANIZATION

### 2.1 Structure and Functions

The Drug Control Act of 2003 is the main law regulating the use and possession of controlled and prohibited drugs in The Gambia. This Act was amended in 2014 to formally establish the Drug Law Enforcement Agency of The Gambia (DLEAG) among many other things.

The Agency is a corporate body supervised by a Governing Board comprising members from various Ministries, Departments and Agencies of Government including the private sector. The Chairperson and private sector representative are appointed by the President of the Republic of The Gambia on the recommendation of the Minister. Whilst the others are Ex-Officio members. The Board gives general directions as to the management of the property, business and funds of the Agency and other matters relating to the Agency .

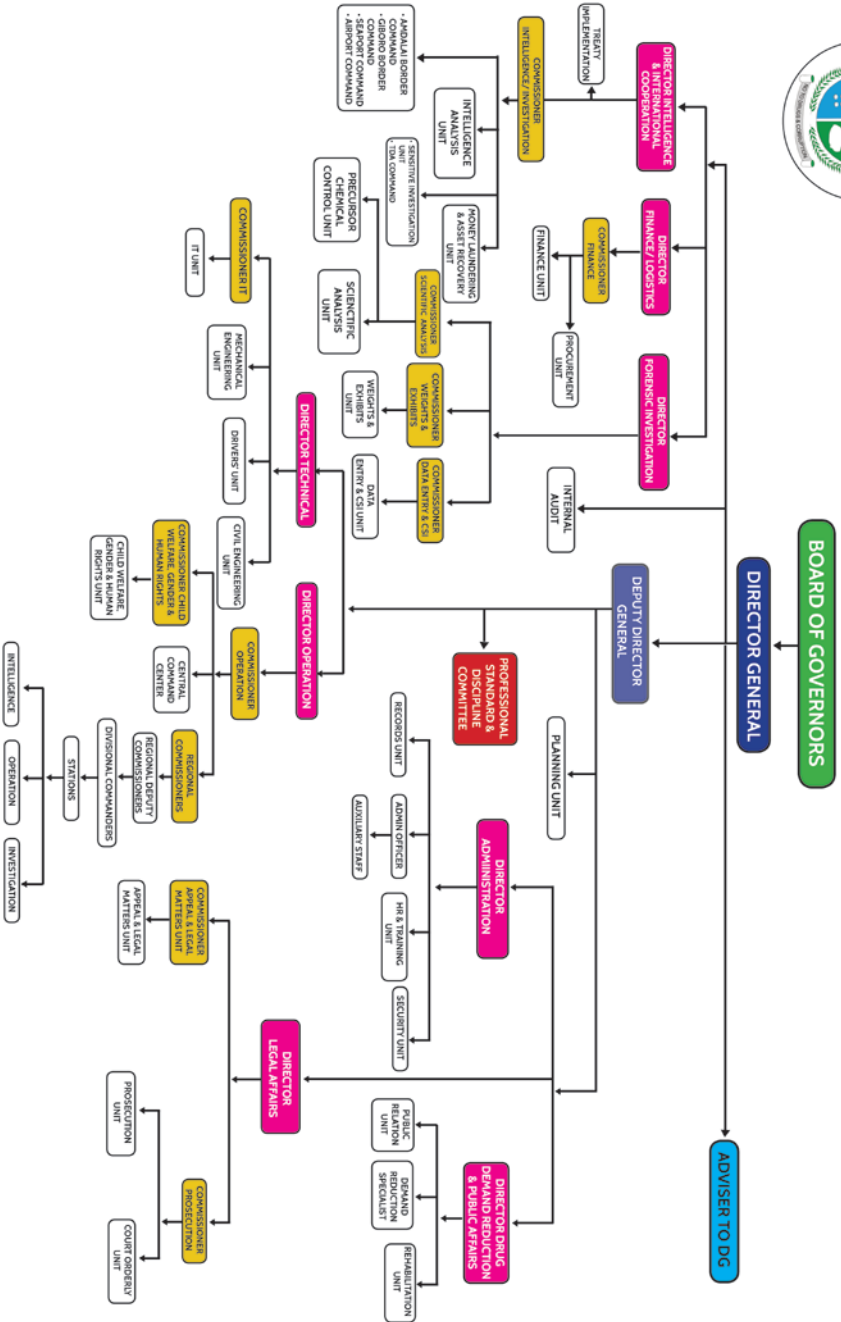
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<sup>2</sup>Youth Front Against Drugs and Alcohol Abuse (YFADAA), FORUT (Campaign For Development and Solidarity) and RAID Gambia.

<sup>3</sup>Background information of DLEAG, (2017).



# DRUG LAW ENFORCEMENT AGENCY, THE GAMBIA (DLEAG) ORGANISATIONAL CHART



In the light of mounting challenges posed by the increased proliferation, trafficking and abuse of illicit drugs, money laundering and other transnational organized crime in The Gambia, the need to review and revise the existing organizational structure of the Agency becomes eminent. This review, as explained below, was aimed to highlight the human capital (quantity and quality) and organizational development support facilities required to successfully implement the strategic plan. This move will support the Agency to achieve its overall goals and objectives of “making The Gambia a Drug free nation”.

The Agency is headed by a Director General who is assisted by a Deputy Director General.

There are eight Directorates/Departments each headed by a Director. These Directorates include:-Operations, Administration, Finance and Logistics, Intelligence and International Cooperation, Demand Reduction & Public Affairs, Forensic Investigation, Legal Affairs and Technical.

The Director General and the Deputy Director General are appointed by the President of the Republic after consultation with the Governing Board and the Public Service Commission. On the other hand, the other line Directors are appointed by the Board.

The Management team is responsible for the day-to-day administration and operations of the Agency.

The operations of the Agency are decentralized covering all administrative regions of The Gambia in line with the local Government decentralization structure. Thus, Regional Narcotic Control Commissioners are posted in all the administrative regions including Banjul and Kanifing Municipality.

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<sup>4</sup> Chapter II, Section 5, Drug Control Act 2003, P.21.

<sup>5</sup> Chapter II, Section 7, Drug Control Act 2003, P.23.

The regions are further divided into stations headed by an Officer Commanding (O/C) who is in-charge of the Station and reports to the Commissioner through the Deputy Commissioner.

Each station is divided into three Units, that is, Intelligence, Investigations and Operation. Each Unit is headed by an Officer not below the rank of Narcotic Control Officer I (Sub-Inspector) who undertakes direct supervisory role over the operatives. The Intelligence Unit is responsible for the creation of the network of informants and mobilized credible information to generate actionable intelligence. They conduct surveillance and share the outcome with the head of the Operation Unit who leads actions.

When arrests are conducted and seizures made, the Operations team hands over suspects, all exhibits seized/recovered and written witness statements to the Investigation team which opens a case file and conduct investigations.

It is the duty of the Investigation team to ensure that the case file contains cogent and tenable evidence that can sustain a charged in court.

Furthermore, the line Directors oversee the specialized Units under their respective departments. The Directors, where applicable, are assisted by Commissioner(s). Heads of Units save Commissioners are referred to as Officer-In-Charge (OIC) despite the rank they may carry.

The Specialized Units assigned with specific responsibilities include: Finance, Procurement, Intelligence Analysis, Money Laundering & Asset Recovery, Organized and Cyber Crime, Administration, Human Resource & Training, Information Technology, Policy & Strategy, Planning, Records, Public Relation, Rehabilitation, Prosecution, Appeals & Legal Matters, Central Command Center, Child Welfare, Gender & Human Rights, Weights & Exhibits, Scientific Analysis, Data Entry & Crime Scene Investigation, Civil Engineering and Mechanical Engineering.

The Management team and its technical and operational staff are assisted by secretaries, messengers, drivers, cleaners and security/caretakers who provide essential support services for the smooth operations of the Agency.

## **2.2 Accountability and Reporting Arrangements**

The Governing Board of DLEAG is the highest decision-making body for the Agency. The Board meets at least once every quarter to review the activities and programmes of the Agency and thus provide operational guidance and policy directions. This statutory body is, therefore, directly answerable to the President through the Minister of Interior, in terms of its oversight functions of the Agency and other relevant matters germane to the operations of the Agency, in accordance with the Drug Control Act 2003.

The Director General reports directly to the Governing Board and the Minister of Interior. He prepares and presents quarterly reports on the activities of the Agency including challenges, constraints and recommendations at periodic meetings of the board. In addition, on behalf of the Agency, he prepares its annual activity report and financial statement which are initially shared with the Board prior to their presentation to the Joint- Session of the Public Accounts and Public Enterprises Committees (PAC/PEC) of the National Assembly for review and subsequent adoption.

### **a) The Mission Statement and Core Values**

The Drug Law Enforcement Agency of The Gambia's (DLEAG's) ultimate goal is to create a drug-free environment in The Gambia by conducting surveillances, raids and arrests on suspects of drug abuse and illicit drugs traffickers and bring the suspects to justice in a professional manner and in accordance with the Drug Control Act 2003 and other laws of The Gambia.

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<sup>6</sup> See chapter II, Part I, Section (5)(1), P.21, Drug Control Act, 2003.

<sup>7</sup> The annual report details the key activities and programs highlighting the major achievements and challenges of the Agency during the year.

**i) Vision**

To be among the world’s leading drug enforcement agencies, as we continue to render loyal and selfless service to The Gambia in the best interest of her people.

**ii) Mission**

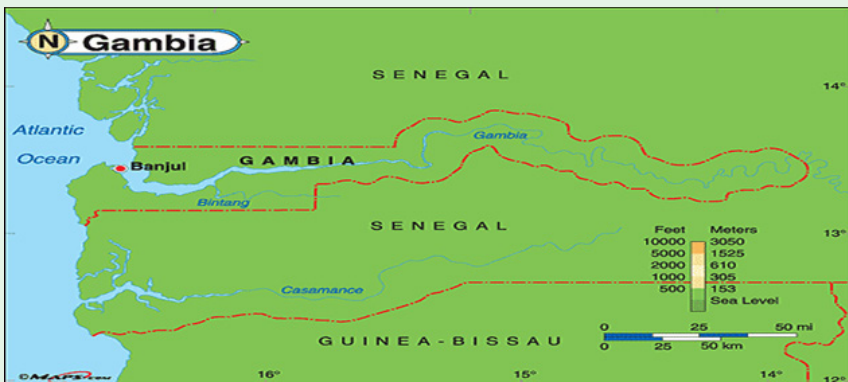
To enforce all drug laws and regulations of The Gambia and bring perpetrators to justice as well as initiate and support non-enforcement programs aimed at reducing the availability of illicit/controlled drugs in the domestic and international markets.

**b) Core Values**

Regimentation, Professionalism, Integrity, Justice, Result Oriented and Team Work.

**2.4 Situational Analysis of the DLEAG**

The Gambia is the smallest country on the mainland of Africa located in West Africa at geographic coordinates 13 28 N and 16 34 W. The country has a total area of 11,295 sq km of which 10,000 sq km is land and the rest is water. The Gambia is an enclave of Senegal with exception of the west along the Atlantic Ocean as shown on the map below.



The country stretches 400 km from the Atlantic Coast in the west to east into the interior. The width of the country varies from 40 Km on the coastal area to 25 Km at the eastern tip. The most distinct geographic feature of the country is the River Gambia, which divides the country into two halves, north and south banks.

According to the 2013 census , the country has a population of 1.9 million people consisting of various ethnic groups, which include but not limited to Mandinka, Fula, Wolof, Jola and Sarahule.

The official language of the country is English.

The agriculture sector remains the major provider of employment and the second largest contributor to the GDP. The livelihood of about 70 % of the population depends on agriculture. Moreover, the sector contributes about 30 % of GDP and generates foreign exchange. Agriculture has a huge potential in the country as less than half of the arable land is cultivated.

On the other hand, The Gambia's industrial sector, which includes mining, quarrying, manufacturing and construction, contributes about 14% to the GDP.

The Gambia's economy is, however, dominated by the service sector, which includes hotels and restaurants, travel, communications, transport, financial and professional services. The contribution of this sector in 2011 was estimated to be more than 55 % of the GDP. The Gambia relies significantly on its thriving tourism sector which by far, is the largest component of our service sector.

The exposure of many Gambians working in the tourism industry to certain foreign lifestyles is partly responsible for the prevalence of many social ills. Some of these ills include the prevalence of prostitution, counterfeiting and money laundering, as well as the abuse and trafficking of illicit drugs. Furthermore, the proximity of the country to the Americas and Europe makes it one of the potential drug trafficking transit routes in Africa.

### 3. DEVELOPMENT POLICIES AND STRATEGIES

The Gambia has a clear development vision, elaborate national and sectoral development policies, strategies and plans aimed at reducing poverty and enhancing development. The country's development vision and long-term plan is articulated in "The Gambia Incorporated vision 2020". The vision aims at transforming the country into a middle-income country by 2020.

The goal of the development vision is to "transform The Gambia into a financial center, a tourist paradise, a trading, export-oriented agricultural and manufacturing nation, thriving on free market policies and a vibrant private sector, sustained by a well-educated, trained, skilled, healthy, self-reliant and enterprising population and guaranteeing a well-balanced eco-system and a decent standard of living for one and all under a system of government based on the consent of the citizenry."

*The Gambia has successfully implemented two poverty reduction strategies (PRSs) that aimed at meeting the national development vision. The country is currently developing the successor to the Program for Accelerated Growth and Employment (PAGE) which is called The Gambia National Development Plan 2018-2021.*

#### 3.1 Drugs and Other Sectoral Policy

**ILLEGAL DRUG ABUSE AND TRAFFICKING** are cross-sectoral and have significant impacts on national security, health, education and overall economic development of a nation. The Gambia also has a number of sectoral development policies, programmes and strategies which target the realization of the broader national development objective as depicted under the National Development Plan ( **NDP 2018 - 2021**). Some of these policies and strategies include:-

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<sup>8</sup><http://www.gbos.gov.gm/uploads/census/The%20Gambia%20Population%20and%20Housing%20Census%202013%20Provisional%20Report.pdf> [accessed: 20th March 2017 at 4:09 GMT].



- a. The Education Policy 2004 – 2015;
- b. The National Youth Policy 2009 to 2018
- c. The Agricultural and Natural Resources Policy 2009 – 2015; and
- d. The Health Policy 2011- 2015.

The objectives and strategies of each of the above policy instruments can be effectively supported with an effective anti-drug policy. However, none of the policies managed to integrate drug abuse and trafficking in addressing policy issues and meeting policy development objectives. By the same token, The Gambia has no national drug control policy and strategy to guide the ongoing and future endeavors put in place against drug abuse and trafficking.

In 2010, the country adopted a zero-tolerance policy towards drug abuse and trafficking after some high-level officials of the national drug enforcement agency were arrested for alleged involvement in corruption and drug trafficking. In the same year, the country registered a record seizure of more than two tons of cocaine with an estimated street value of one billion US Dollars. This case involved twelve (12) drug traffickers of different nationalities who were all convicted and sentence to long jail terms up to fifty years.

Evidence from other countries especially in South America show that drug abuse and trafficking inevitably lead to an upsurge in crime as drug lords and gangs seek to resist arrest and fight for dominance among themselves. The need to conceal the proceeds of drug trafficking also poses a formidable challenge to anti-money laundering efforts of many countries.

According to the 2010 UNODC report on *“the Globalization of Crime”*, West Africa is considered as a region under stress where transnational cocaine trafficking has become a major challenge to governance and stability. Although there are no official reports about drug and crime in The Gambia, drug trafficking which is closely related to corruption and organized crime is a potential destabilizing factor for the country and needs a robust strategic approach for its elimination.

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[http://www.tangogambia.org/wp-content/uploads/downloads/2011/11/Gambia\\_PAGE-2012-2015.pdf](http://www.tangogambia.org/wp-content/uploads/downloads/2011/11/Gambia_PAGE-2012-2015.pdf) [accessed: 8th August 2017 at 9:47 GMT].

In general, West Africa has become a gateway for illicit drug trafficking. According to a UNODC report , “since 2006, 20 to 40 tons of cocaine per year has been transiting through the region to Europe. Given the location of The Gambia, collaboration with sister drug law enforcement agencies and international organizations involved in the fight against drugs is imperative”.

The Gambia has benefitted from a **UNODC** project on trans-Atlantic drug trafficking called the Airport Communication Project (**AIRCOP**). The project supports and promotes intelligence exchange to combat drug trafficking from Latin America via West Africa to Europe. Notwithstanding these efforts, a robust needs assessment survey and program of action must be developed for better results from this international collaboration.

As already indicated, drug abuse is a major contributor to mental health problems among the youths of this country. According to data received from Tanka-Tanka (The Gambia’s only psychiatric hospital), four hundred and sixty-six (466) youths are currently diagnose to be suffering from various drugs abuse related illnesses (drug induce psychosis) . The associated strains on the limited national health budget and trained psychiatric doctors are clear evidence of this especially given that the number of mental health patients continues to be on the rise.

The national statistics reveal that over 60% of the population of The Gambia is made up of youths and a high number of them (between the ages of 13 and 30 years) are engaged in the abuse and trafficking of illicit drugs. As a result, there is need for greater policy and programme coherence between **DLEAG** and other key stakeholders.

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<sup>10</sup> Regional Programme for West Africa (2010 – 2014).

<sup>11</sup> DLEAG Annual activity Report 2015, p.8.

A conscious attempt has already been made by the education department to infuse drug awareness and sensitization in the lower and upper basic school curricula. For example, the **PoP/FLE** project of the Ministry of Basic and Secondary Education (MoBSE) provides definitions of some of the common illicit drugs as well as training of teachers on drugs issues with funding from **UNICEF** .

An adequate healthy and efficient labor force is critical for economic development and more so in The Gambia where the employable segment of its population constitute youths. It is evident that their exposure to the abuse and trafficking of illicit drugs and its attendant health and education damage could cause a significant loss of potential economic contribution to nation building. Therefore, preventive and rehabilitative programs against drug abuse and trafficking especially for the youths of this country must be accelerated and incorporated into the major economic policies of The Gambia.

It is therefore imperative that any effective drug trafficking strategy must factor in the youths since most youths within the school going age constitute a major segment of drug users and traffickers. Unfortunately, the measures employed in the fight against drug abuse have largely concentrated on punitive rather than preventive and rehabilitative measures. Drug users and traffickers are always sent to jail where there are no rehabilitation programs to eliminate the habit or find alternative employment when they leave prison.

The drug law in The Gambia does not provide for alternative sentencing like community service or suspended sentences to give offenders a second chance. There is no alternative sentencing policy in our criminal law jurisprudence and so Judicial officers apply the law to the letter in case of drug convictions without regard to the impact of such sentences on the anti-drug crusade.

### 3.2 Rationale Justification

The aim of **DLEAG** to become a leading drug law enforcement agency would not be accomplished if the Agency is not operated in a more structured and organised system. This is possible only through the development of a comprehensive policy, regulatory and institutional framework supported by adequate financial, human resources and institutional support facilities.

**DLEAG** has received significant political commitment as well as reasonable financial and technical support from the Government of The Gambia to help it attain its vision. This commitment and support was further demonstrated by the enactment of the Drug Control Act of 2003 to consolidate the overall achievements made so far by **DLEAG**.

However, **DLEAG** does not currently have a comprehensive drug control policy and strategy which are important instruments to support its fight against the abuse and trafficking of illicit drugs. These important instruments are necessary tools and techniques to enable the **DLEAG** become a more organized and structured Agency.

The findings from the extensive literature review and the stakeholder consultations conducted by the consultants justify that the Agency needs to operate in a more coordinated and strategic approach. Furthermore, the SWOT analysis also reveals an urgent need for the Agency to capitalize on its strengths; build on its weaknesses; avert the threats and make best use of the opportunities currently available to support a coherent strategic direction.

Therefore, the development of a strategic plan by **DLEAG** is essential to justify resource needs, allocation and utilization through an in-built monitoring, evaluation and implementation mechanisms to realize the strategic plans of action.

This strategic plan will significantly improve the Agency’s decision-making process to develop, finance and implement medium-term to long term plans. These include, among many other things, the strengthening of the Agency’s human, institutional and operational capacities.

#### **4. STRATEGIC ENVIRONMENT ANALYSIS OF DLEAG**

A SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis was used to assess DLEAG’s strategic internal and external environments. This assessment of the internal environment was based on DLEAG’s strengths and weaknesses, while that of the external environment was based on the opportunities and threats facing the organization.

##### **4.1 INTERNAL ENVIRONMENTAL ANALYSIS**

The internal environmental analysis uses the Mckinsey’s 7S model, that is, Superordinate goal(s), Structure, Staff, Skills, Style of management, Systems and Strategies, to be able to assess the strengths and weaknesses of the Institution and the results of the analysis are presented in Table 1 below.

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<sup>12</sup>Interview conducted with officials of the MoBSE at the Region One office, Kanifing.

**Table 1: Assessment of DLEAG’s Strengths and Weaknesses**

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• High-level political commitment and support from Government;</li> <li>• Retaining experienced staff with good institutional memory;</li> <li>• Attractive remuneration and performance related incentives;</li> <li>• Establishment of Professional Standard and Disciplinary Committee to investigate corruption and other misconducts;</li> <li>• Creation of UNODC Joint Airport Interdiction Task Force at Banjul International Airport (AIRCOP);</li> <li>• Operations, programs and activities of DLEAG decentralized;</li> <li>• Specialized narcotic courts expedite prosecution and reduce back log of drug cases in court;</li> <li>• Strong inter-agency collaboration;</li> <li>• Well-structured organizational structure.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of comprehensive policy and legal framework;</li> <li>• Young institution and lack of strategic planning;</li> <li>• Limited trained specialists in drug law enforcement;</li> <li>• Inadequate institutional support facilities – mobility, equipment and other operational resources;</li> <li>• Lack of country-specific capacity-building assistance on counter-narcotics enforcement;</li> <li>• Inadequate office space to house the departments at the HQ; Insufficient funding of programmes and activities;</li> <li>• Limited capacity in terms of Forensic science, Intelligence and Investigations;</li> <li>• Limited international cooperation and partnership;</li> <li>• Lack of capacity to develop project proposals to mobilize resources;</li> <li>• Concentration on punitive rather than preventive and rehabilitative measures;</li> <li>• Unarmed personnel.</li> </ul>

The internal environmental analysis can be strategically helpful in building on the strengths of the organization, while at the same time assisting in turning the weaknesses into strengths.

## 4.2 EXTERNAL ENVIRONMENTAL ANALYSIS

The external environmental analysis uses the PESTLE (Political, Economic, Socio-cultural, Technological, Legal and Environmental/ Ecological factors) analysis to enable the assessment of the opportunities and threats of DLEAG as presented below:

**Table 2: An Assessment of DLEAG’s Opportunities and Threats**

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Comparative peace and stability of The Gambia;</li> <li>• Government subvention for Agency operations;</li> <li>• DCA stipulates legal status and enhances regulation;</li> <li>• Diversity in the composition of the Governing Board;</li> <li>• Access to and deployment of UNODC’s Global programs and goAML Case Management System;</li> <li>• Drug demand reduction activities through outreach and sensitization programs;</li> <li>• Strengthen partnerships and cooperation for resource mobilization.</li> </ul>	<ul style="list-style-type: none"> <li>• Political, social and economic instability in the sub-region;</li> <li>• Porous borders in West Africa particularly Senegambia;</li> <li>• Reduction in financial and technical assistance support from donors/partners;</li> <li>• Lack of joint operations with other countries;</li> <li>• Non-conduct of AML/CFT national risk assessment;</li> <li>• Lack of direct access by FIU analysts to law enforcement databases.</li> </ul>

5 The external environmental analysis can be strategically helpful in taking advantage of the opportunities facing the organization, while at the same time assisting in converting threats into opportunities.

## 5 STRATEGIC FRAMEWORK

### 5.1 Strategic Vision, Mission and Core Values

#### a) Strategic Vision

To become a highly professional drug law enforcement agency with adequate human and institutional capacity to protect the public from the threats and vulnerabilities of trafficking, use and abuse of illicit drugs.

#### b) Strategic Mission

To effectively and efficiently enforce the Drug Control Law and other related laws and regulations, deploying highly trained law enforcement professionals in conducting covert and overt operations to counter illicit drug abuse, trafficking and organized crime which threaten national security, public health and safety.

#### c) Strategic Core Values

**Integrity:** adhering to the highest standards of discipline, honesty and conduct.

**Courage:** Accountable for our actions; doing the right thing even when it is not easy and always fulfilling our sacred duties with courage, dedication and sacrifice for national service.

**Excellence:** Striving for creativity, conscientiousness and perfection; aspiring to the highest standards of performance, professionalism and leadership.



## 5.2 Strategic Goals and Objectives

### a) Strategic Goals

To strengthen the institutional capacity of DLEAG as a professional drug law enforcement agency; supported by adequate policy and legal framework to effectively enhance drug demand and supply reduction strategies; to mitigate the threat posed by illicit drug abuse, trafficking and organized crime to national security, public health and safety.

### b) Strategic Objectives

- i) To strengthen the policy and regulatory frameworks by developing a national drug control policy and an overhaul of the current Drug Control Act;
- ii) To enhance Drug Demand Reduction (DDR) through Information, Education and Communication (IEC);
- iii) To operate as a highly professional drug law enforcement agency by developing and strengthening the human and institutional capacity of DLEAG; To curb the proliferation of narcotics by weakening the supply chain mechanisms; and
- iv) To mobilize additional financial resources and technical assistance by building and strengthening strategic partnerships and alliances

## 5.3 STRATEGIC INTERVENTION AREAS

### a) **Develop a Policy to Strengthen the Legal and Regulatory Framework for Drug Control in The Gambia**

The enactment of the Drug Control Act 2003 and the establishment of DLEAG with its decentralized operational structures are significant attempts by the Government to develop the required institutional and legal framework for the control of illicit drugs in The Gambia. The Act has been amended several times over the past years to accommodate the emerging trends and issues related to the increased proliferation and illicit trafficking of drugs and organized transnational crimes.

Even though the Government adopted a zero-tolerance policy towards the illegal drug abuse and trafficking, there is still no formally written national drug control policy in The Gambia. A drug control policy will be an important instrument clearly identifying

the strategic goals and objectives of the Agency. This policy would determine among many other things, the resources required to attain the vision and mission of DLEAG to operate in a systematic manner.

Furthermore, a policy would serve as the basis for the Act and other drug related laws and regulations. Hence it would also be necessary to overhaul the current Drug Control Act and other drug related laws and regulations to harmonize them with the policy.

Most stakeholders interviewed were of the view that the current penal system is imbalanced in the sense that the small scale traffickers often prosecuted for possession and trafficking of illicit drugs (mostly young people) face burdensome fines and lengthy prison sentences whereas the real-time drug barons pay off fines to avoid imprisonment.

Therefore, a revision of the laws and regulations would accommodate alternative sentencing in order to reduce unnecessary punitive measures and thereby give offenders a second chance to reform their lives. It may be necessary in this regard for the Government to establish centers for rehabilitation as part of the national drug demand reduction policy. With the coordination of DLEAG and various stakeholders, drug offenders could be helped to reform through counselling, skills development and re-orientation programs.

Since The Gambia is a signatory to several international treaties and conventions aimed at eradicating the trafficking of illicit drugs and transnational organized crimes , it would also be necessary to ensure that the legal and regulatory frameworks for drug control in The Gambia are in line with international norms and protocols.

Whilst the current legal and regulatory frameworks have incorporated important international norms and standards of drug control, it is not clear to what extent these international instruments have been signed and ratified into domestic law. It is important, therefore, to conduct an inventory of all the drug treaties and conventions signed and ratified by The Gambia to identify possible gaps.

At the sub-regional level, The Gambia is also a party to a number of ECOWAS Protocols including the regional 2016 - 2020 Drug Action Plan which has been adopted by the ECOWAS Ministers of Justice and Interior. The Action Plan is designed to eradicate illicit drug trafficking, related organized crimes and drug abuse in West Africa. Also through a European Union funded project: "Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, related organized Crimes and drug abuse in West Africa", "ECOWAS and the United Nations Office on Drug and Crime (UNODOC) have developed a partnership to improve the institutional and legal frameworks of member states .

The Gambia, and in particular DLEAG, is well positioned to benefit from the project through capacity building and cooperation among and between the regional drug law enforcement agencies. Hence, it is imperative that these strategic collaborations are responsive to avert trafficking of illicit drugs as well as other transnational organized crime. The domestic policies and legal frameworks must, therefore, adequately respond to these fundamental realities.

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<sup>13</sup>Single Convention on Narcotic Drugs, 1961  
Convention on Psychotropic Substances, 1971

United Nation Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances  
United Nation Convention Against Transnational Organized Crime and the Protocols Thereto

<sup>14</sup>See:<http://www.ecowas.int/ecowas-undoc-move-against-illicit-drug-trafficking-and-drug-abuse-in-the-region/> [19th March 2017 at 7:11GMT

## Key Intervention(s)

- i) Develop a comprehensive National Drug Control Policy;
- ii) Overhaul the Drug Control Act to synchronize with the new policy objectives;
- iii) Conduct an inventory of the treaties and conventions already signed and ratified into domestic law;
- iv) Develop proposals to benefit from the regional projects and programs to enhance the legal and regulatory framework for drug control.

### **b) Intensify Demand Reduction Activities through Evidence Based Prevention, Treatment and Care**

The abuse of illicit drugs poses serious social and economic implications to society and hence drug demand reduction policies and strategies are designed to prevent or reduce substance demand and abuse. Therefore, raising public awareness is one of the most effective tools in the fight against the abuse and trafficking of illicit drugs.

Additionally, drug-related problems affecting individuals, families and communities also require them to take ownership through empowering them in dealing with such problems. This would require broadening the knowledge base of individuals, families and communities faced with drug-related problems as a prerequisite to produce permanent results over time. This approach would enable them make meaningful contributions to drug-related policies and practices as well as use their experiences in ensuring systematic changes to policies relevant to the drug problems.

These issues and related approaches have been recognized by DLEAG and have formed an integral part of our programmes and activities. In 2015, the Agency undertook mass sensitization campaigns and awareness creation in the form of panel discussions, community outreach and workshops among stakeholders such as Chiefs, Alkalolus, Governors, Village elders, school children and teachers” .

Engagement with the communities especially village elders, school children and teachers is very important given the fact that over 58% of persons arrested with drugs fall between the ages of 13 and 30 years. This situation is alarming and if not properly addressed could tantamount to mortgaging the future of The Gambia as youths constitute over 60% of the total population of the country.

Furthermore, allowing the location of bars, gambling centers and brothels very close to schools and within the local communities increases vulnerability of the youth to drug related activities through their exposure and proximity to these facilities.

Despite the significant progress made by the Agency in sensitizing communities and the general public at large, the abuse and trafficking of illicit drugs is on the rise. The illicit drug trafficking supply chain is complex involving a multiplicity of actors and activities such as money laundering, counterfeit, prostitution and child trafficking. The sophisticated nature of these transnational organized crimes is such that they cannot be addressed piece-meal and therefore require a holistic approach.

It is, therefore, imperative that the Agency coordinates and collaborates with civil society and community based organisations including other key stakeholders with requisite comparative advantage in developing effective sensitization and advocacy tools and techniques. This would further enhance the capacity of the Agency to efficiently plan and implement effective advocacy programmes.

Essentially, robust advocacy programs should be undertaken specifically targeting policy makers, local and international funding agencies and religious leaders. This is designed to galvanize support for high level policy dialogue and funding to implement effective drug demand reduction programmes in the country.

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<sup>15</sup> DLEAG Annual Activity Report (2015), p13.

These advocacy and outreach programmes and related activities should be decentralized to the regional, district and community levels .

Constructive efforts to engage the general public could help demystify the general perception of DLEAG as the only law enforcement Agency. The work of the Agency does not only confine to law enforcement but must focus on preventive measures through its sensitization, advocacy and outreach programmes.

The shift towards prevention should equally take cognizance of other mitigation strategies such as rehabilitation and counselling of traffickers and users of illicit drugs; skills training whilst under detention; community service for young and first-time offenders, among others.

This strategic approach would further help rebrand and reposition the Agency as an institution of professional excellence; thereby enhancing its image and credibility to earn the trust and confidence of the Gambian public and local and international partners.

### **Key Intervention(s)**

- i) Rebrand the Agency to enhance its image and credibility.
- ii) Develop a comprehensive communication strategy for the implementation of sensitization, advocacy and outreach programmes;
- iii) Conduct a Rapid Participatory Assessment (RPA) – household surveys, desktop review of relevant data, etc.
- iv) Construct rehabilitation/harm reduction facility to provide counselling services, skills development and re-orientation programmes.
- v) Establish rehabilitation centres to provide counselling, skills development and reorientation programmes.
- vi) Establish national observatory/epidemiological network on drug use.
- vii) Develop a professional code of conduct and ethical guidelines consistent with the strategic core values of the agency.

### **c) Operate an Efficient, Effective and Professional Drug Law Enforcement Agency**

The development of a well-trained, diverse and professional workforce is essential to strengthen the success and reputation of DLEAG in becoming a professional drug law enforcement agency. Fiscal discipline, sound budgeting, reliable management information systems and transparency to the public are important prerequisites to guide and support DLEAG achieve its desired goals and objectives.

The identification and strengthening of important support facilities are essential for organizational efficiency and effectiveness and constitute key ingredients for institutional development.

To a great extent, DLEAG has a functional administrative structure and other important support facilities that enhance the work of the Agency. However, due to the wide scope of its activities, the human and institutional support facilities are by and large inadequate.

#### **i) Human Resource Development**

As of December 2015, the Agency had staff strength of five hundred and thirty- seven (537) officers serving in various units and Regions across the country. The Agency is strongly committed in building the capacity of its staff through local and on-the-job training, overseas training, international seminars and conferences as well as various study tours to adapt best practices in our operations. Some of the local training conducted by the agency include in-house training to build the capacity of operatives and staff of specialized units on emerging trends of drug trafficking.

These trainings were also designed to expose officers to new techniques in law enforcement approaches particularly in the areas of investigations, intelligence cycle management and charge office procedures.

The Agency sponsors staff to undertake Degree, Diploma and Certificate programmes at the University of The Gambia, Management Development Institute, Gambia Technical Training Institute among others.

In collaboration with international organizations and partners, the Agency facilitates overseas training for its staff on various aspects of law enforcement techniques such as undercover operations, detection of counterfeit documents, forensic training course on Drug and Precursors Identification, Tactics and Perpetration Procedures and Airport Control, Counter Terrorism and Cocaine Trafficking at Airports. Some of the organizations and partners include: DCSA (Italy), UNODC, World Customs Organization, ECOWAS, U.S, British and Turkey Embassies in The Gambia.

These capacity building programmes have significantly benefited the Agency as staff were able to hone their skills and core competences for the effective execution of their roles and responsibilities. Some of these programmes constitute important elements that contribute to the proper functioning and the organizational development of the Agency thus registering huge impact in terms of illicit drug seizures. However, the biggest challenge to the Agency is the inadequate training on specialized skills. Most of the operatives have limited idea in using intelligence-led approaches in drug interdiction. The current approach is largely operation-oriented without the application of techniques for proper and adequate information gathering. In cases where arrest is made, it is usually difficult for the proper conduct of forensic analysis and investigations.

Thus, long and short-term training courses in scientific analysis will greatly enhance the work of the Agency's Scientific Unit personnel. Indeed, adequate training in this area will continue to boost the detection and overall enforcement capacity of the Agency.

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<sup>16</sup> National Drug Control Master Plan of Nigeria, (2015 - 2019).



Training in intelligence and investigation is required to expose DLEAG staff to modern approaches in the intelligence cycle management as well as the use of modern equipment in law enforcement. Therefore, such specialized trainings would significantly address the acute capacity gaps existing in the ranks of the Agency and thus strengthen the overall interdiction capacity.

## **ii) Institutional Support Facilities**

One of the ingredients for institutional development is the need to identify and strengthen key support facilities that are essential for efficiency and effectiveness. In the case of DLEAG, its key support facilities should include research laboratory facilities and drug detection equipment, adequate mobility and other operational support facilities including an integrated information management system, up to date library, registry, website, acquisition of land and construction of administrative building as headquarters.

## **iii) Research Laboratory and Drug Detection Equipment**

As a legal requirement, every drug seized must be tested to determine whether it contains elements of prohibited substances. This process forms the core of narcotic investigation as the absolute determinant of culpability. Currently, there is no standard laboratory to analyze narcotic substances and this has significantly limited the capability to effectively investigate drug related cases. This undermines the prosecutorial process leading to acquittal of accused persons standing trial on drug charges.

The trend in organized crime is advancing on a daily basis, evident by the use of sophisticated techniques in the trade of illicit drug around the globe. The lack of modern equipment for covert and overt operations as well as forensic techniques in reading finger prints and tracing has greatly affected the local interdiction capacity of the Agency.

The provision of electronic surveillance equipment will help in monitoring the activities of organized criminal groups and their associates. The absence of such equipment has greatly undermined the efforts of the Agency in curbing the menace of illicit drug trafficking.

Furthermore, the emergence of new psychotropic substances produced in clandestine laboratories cannot easily be detected in the absence of research. It is evident that organized criminal groups are constantly inventing new drugs that are not listed on the schedules of prohibited and control drugs. This can only be discovered through continuous laboratory research.

While it is recognized that significant progress has been made in terms of illicit drug seizures without adequate equipment support, it will still be essential for DLEAG to conduct a qualitative and quantitative assessment of the current institutional support facilities to determine their adequacy, distribution and utilization with a view to identifying gaps and quantifying and addressing the equipment needs of the Agency.

#### **iv) Mobility**

The scope of the Agency's operation has increased tremendously over the years due to massive population growth in The Gambia. For the Agency to effectively cover all major towns and border posts in the country, it is important to highlight that acquisition of more vehicles will greatly enhance our day-to-day operations.

With the widespread cultivation of Cannabis in the Cassamance Region of Senegal coupled with the clandestine smuggling of Cocaine, Heroine and Methamphetamine from Guinea Bissau, the Agency would need adequate vehicles and motor bicycles for operational uses.

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<sup>17</sup>DLEAG Annual Activity Report (2015), p1.

These operational vehicles will enable the Agency effectively conduct covert and overt operations country wide.

#### **v) Acquisition of land and Construction of Office Building**

In view of the expansion of DLEAG, its current office space is relatively small and as a result is not able to accommodate all the departments and units. The Agency requires a bigger office space but the rental of such an office will increase the administrative and operational costs. It is, therefore, prudent that DLEAG consider acquiring its own land on which it can construct a modern and well-equipped office to cater for its office needs.

#### **Key Interventions (s)**

- i) Conduct a training needs assessment to train:
  - Officers on skills and competencies in modern law enforcement techniques, intelligence cycle management and prosecution techniques;
  - Officers and other law enforcement officials in forensic and investigations;
- ii) Procure motor vehicles and motorbikes to enhance the mobility of officers;
- iii) Establish standard laboratory for research and analysis;
- iv) Acquire land and construct a modern office building;
- v) Strengthen other operational support facilities;
- vi) Develop Investigation and prosecution manual; and
- vii) Develop a Standard Operating Procedure (SOP) for all departments.

#### **d) Combating the Cultivation, Production and Trafficking of Narcotics**

The Gambia is located in West Africa, which presents an ideal geographical choice for the narcotics trade as a logistical transit center for drug traffickers. There are indicators of definitive African criminal networks emerging and a vulnerable political environment that creates opportunities for such operations.

This generated instability such as insurgency operations, with an increase in the number of armed groups operating in the West Africa sub-region and an increase in flows of small arms and light weapons (SALWs). More recently, experts have highlighted the human security threats posed by drug trafficking, for which institutions and policy makers are particularly ill-prepared to respond to.

The instability in the southern part of Senegal (Cassamance) has created incentives for rebel groups to engage in widespread cultivation of Cannabis and use the proceeds for their sustenance. Most of the cultivated Cannabis is destined for The Gambia thus rendering our youth vulnerable to the abuse of the drug. This activity has posed serious security, social and economic threats to the Gambian people.

One of the main challenges lies in the fact that the predominant approach to drug trafficking in the sub-region to date has been based on the international narcotics control regime which is centered on stemming the supply of drugs through law enforcement efforts.

Limited focus is placed on the health and developmental aspects of the spillover effects of drug trafficking, which over time could constitute a greater security threat to the West Africa sub-region than currently acknowledged.

Currently in The Gambia, policies towards drug users and traffickers are centred mainly on punitive measures, with tough sentencing for first-time offenders. Limited steps are taken to treat users while in prison, or reintegration and rehabilitation efforts upon release.

Evidence has shown that repressive drug law enforcement practices can drive users from accessing public health services, possibly pushing them into environments with elevated risk for diseases, including HIV. Drug trafficking in The Gambia has not yet resulted

in significant levels of violence and most drug-related incidents have hinged on corruption and bribery rather than violent coercive methods.

Structural challenges such as porous borders, weak institutions, corruption, political patronage, poverty, ethnic or informal social networks continue to pose serious challenges for drug demand reduction and supply suppression efforts.

These conditions are exploited by transnational criminal networks for the transfer of all kinds of illicit commodities including drugs, cigarettes, fake medicines, small arms and light weapons and trafficking in persons.

Our national interventions are mainly law enforcement-driven and face challenges as a result of persistent under-funding and turf battles that undermine the principles of coordination and cooperation between relevant services such as the Police, Immigration, Customs, Army, health authorities and other specialized institutions that should be working together to respond to trafficking and consumption challenges at the national level.

### **Key Interventions (s)**

- i) Conduct regular joint operations with other regional law enforcement agencies to intercept the supply of illicit drugs in the sub-region;
- ii) Develop programmes and strategies in close collaboration with agencies and NGOs directly engaged in the fight against the use and trafficking of illicit drugs and other transnational crimes.
- iii) Develop bilateral and multilateral cooperation agreements with other countries in the sub-region and beyond.

## **e) Partnership Building for Resource Mobilization**

DLEAG has taken significant strides in establishing strategic partnerships and alliances with national, sub-regional and international organizations and agencies. These relationships are important platforms to enable the Agency mobilize additional financial resources and technical assistance to curb the menace of illicit drug trafficking.

Given that no single institution can carry out the mammoth task of reducing the production, trafficking and abuse of illicit drugs including other related transnational crimes, it is imperative to cooperate and collaborate with all relevant stakeholders.

The efforts being made by DLEAG to solicit and consolidate cooperation and coordination seeks to complement and synchronize the various competencies and capacities at local, bilateral and multi-lateral levels. Therefore, building new partnerships and harnessing the existing ones would require the development of a resource mobilization strategy.

The resource mobilization strategy will identify the needs of the Agency and map out the respective mandates and comparative advantages of the different resource partners. The strategy requires a comprehensive communication plan to enhance advocacy for resources drawing on the goals and objectives of the strategic plan.

### **Key Intervention (s)**

- i) Develop a resource mobilization and partnership strategy;
- ii) Develop a resource partner matrix and undertake resource mapping;
- iii) Train DLEAG staff on concept notes and project proposal development.

## 6. IMPLEMENTATION ARRANGEMENTS

### 6.1 Monitoring and Evaluation (M&E) of the Strategic Plan

While monitoring is a continuous process, evaluation will be done at specific intervals and preferably at mid-term and terminal evaluations. The Agency, in consultation with relevant partners and stakeholders, will develop an M&E framework of strategic interventions in order to make the current mechanism more coherent and efficient.

The framework should provide standard tools and templates (in line with those recommended and provided in national development instruments in force) for the M&E of programmes and activities at the national and sector levels. In order to avoid delay in the implementation process, it will be highly essential that a process facilitator cum-M&E Officer is identified to ensure all activities are executed as planned.

The framework should have a reporting and feedback mechanism based on the Results-Based Management Approach to evaluate progress and take early corrective measures where necessary and appropriate. DLEAG will need to annually publish the national M&E report for the information of all stakeholders. The M&E report could be published on DLEAG's website, other publications and journals. A summarized version could also be incorporated into DLEAG Annual Activity Report.

This approach would provide an evidence-based reporting on the overall progress of the implementation of this strategic plan. This would strengthen the strategic role of the Agency to further enhance its public image, perception, credibility and accountability.

## 6.2 Implementation Arrangements

The successful implementation of this strategic plan lies in the development of a well-defined organizational structure with clear established functions and the development of an effective implementation plan. The plan should also include a broad based participatory process that clearly defines roles and contributions expected from all parties concerned in the implementation process.

To achieve this, it would be critical to form an implementation committee, with clear Terms of Reference (ToR), to be responsible for the internal monitoring and evaluation of the implementation plan and processes.

The implementation committee should comprise senior and middle management officers of DLEAG under the overall supervision of the Director General who shall report on progress made to the Governing Board regularly. This needs to be supported by an agency-wide consultation process to ensure that each member of staff feels part of the ongoing implementation of the plan and therefore engender ownership and boost staff morale.

## 6.3 Assumptions and Risks

Although DLEAG has a broad organizational structure to deliver on its core mandate, in reality, the human and financial resource constraints currently faced by the Agency could undermine the effective implementation of the well-outlined strategic actions. Some of these risks include but not limited to the following:

- i) Lack of adequate human and institutional capacity to implement the strategic plan;
- ii) Insufficient funding from the Government – without which DLEAG may not be able to translate the strategy into concrete and measurable actions for lasting impact;



- iii) Inadequate funding from development partners;
- iv) Changes in development priorities of the Government of The Gambia.

#### **6.4 Mitigating Factors**

The above-mentioned risks could however be mitigated by:

- i) Sustained will and commitment from the Management and staff of DLEAG to implement the strategic plan;
- ii) Developing an internal training plan to provide adequate and skilled human capital;
- iii) Developing and implementing an effective resource mobilization strategy;
- iv) Developing effective partnerships and synergies with development partners;
- v) Implement a sound Results-Based Management System;
- vi) Ensuring the strategic plan is aligned with Government development policies and priorities.

## ACTION PLAN MATRIX FOR THE FIVE-YEAR STRATEGIC PLAN (2019-2023)

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
<p>a. Develop a National Drug Control Policy</p>	<p>To strengthen the legal and regulatory framework for drug control in The Gambia</p>	<ul style="list-style-type: none"> <li>• Develop a comprehensive national drug control policy.</li> <li>• Overhaul the drug control Act 2003 to synchronize with the new policy objectives;</li> <li>• Develop drug investigation and prosecution manuals;</li> <li>• Conduct an inventory of the treaties and conventions related to drug trafficking to determine status of ratification into domestic law;</li> <li>• Develop specific proposals to benefit from EU- UNODOC funded project: "Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, related organized crime and drug abuse in West Africa" to improve the institutional and legal frameworks.</li> </ul>	<p>Comprehensive National Drug Control Policy. Amended Drug Control Act. Investigation and Prosecution Manuals. Treaties and Conventions Consolidated. Number of project proposals (PPs) developed</p>	<p>Policy developed. Amended Drug Control Act. Manuals developed. Treaties and Conventions' Register. Funding and technical assistance secured</p>	<p>\$40,000 budget by end of 2018); Policy (\$14,000) by September 2018; Amended Act (\$6,000) by June 2018; Manuals (\$10,000) by December 2018; Developing PPs (\$5,000) by December 2018.</p>

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
<p>b. Intensify demand reduction activities through evidence-based prevention, treatment and care.</p>	<p>To enhance drug demand reduction through sensitisation, advocacy and community outreach programs.</p>	<ul style="list-style-type: none"> <li>Rebrand the Agency to enhance its image and credibility;</li> <li>Develop a comprehensive communication strategy for implementation of sensitization, advocacy and outreach programmes;</li> <li>Develop an intensive media sensitization campaign and community outreach programs to enhance the image and credibility of the Agency: 24 TV and 48 radio talk shows yearly;</li> <li>30 school sensitization programs yearly;</li> <li>50 community outreach programs yearly;</li> <li>50 Press release 50billboards yearly</li> <li>Conduct RPAs – household surveys, desk reviews to inform policy decision making abuse.</li> <li>Construct rehabilitation/ harm reduction facility to provide counselling services, skills development and reorientation programmes.</li> <li>Establish national observatory/epidemiological network on drug use.</li> <li>Develop a professional code of conduct and ethical guidelines consistent with the strategic core values of the Agency.</li> </ul>	<p>Number of programs developed and campaigns conducted;</p> <p>Communication Strategy.</p> <p>Rapid Participatory Assessments; Rehabilitation Centre.</p> <p>Code of Conduct and Guidelines.</p>	<p>Quarterly and Annual activity reports.</p> <p>Communication strategy developed.</p> <p>Rapid Participatory Assessments conducted;</p> <p>Rehabilitation Centre Constructed;</p> <p>Code of Conduct and Guidelines developed.</p>	<p>Yearly programs (2018, 2019, 2020, 2021 and 2022) - \$191,000 per annum</p> <p>\$12,000</p> <p>\$16,000</p> <p>\$41,000</p> <p>\$50,000</p> <p>\$22,000</p> <p>\$16,000</p> <p>(\$450,000 – By 2021)</p> <p>\$23,000</p> <p>\$11,000</p>

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
<p>c. Operate an Efficient, Effective and Professional Drug Law Enforcement Agency</p>	<p>To develop and strengthen the human and institutional capacity of DLEAG</p>	<p>Human Resource Development</p> <ul style="list-style-type: none"> <li>• Conduct training and capacity needs assessment;</li> <li>• Develop a comprehensive training plan and orientation manuals;</li> <li>• Conduct periodic performance appraisal of staff;</li> <li>• Provide specialised skills training:               <ul style="list-style-type: none"> <li>i. For officers on modern law enforcement techniques and intelligence cycle management and prosecution techniques; and</li> <li>ii. For narcotic and other Law Enforcement officials on forensic and investigations.</li> </ul> </li> <li>• Develop Investigation and prosecution Manual;</li> <li>• Develop a Standard Operating Procedure (SOP) for all departments.</li> </ul>	<p>Number and levels of trainings held and staff trained;</p> <p>Number of orientation manuals;</p> <p>Number and quality of staff appraised;</p> <p>Post training evaluation forms;</p> <p>Needs assessment report;</p> <p>Quotations, vouchers and receipts (source documents);</p> <p>Functional MIS system; Webmaster; and Trial and Parallel runs.</p>	<p>DLEAG annual activity report;</p> <p>HR progress reports; Appraisal reports.</p> <p>DLEAG annual activity report;</p> <p>Reports on needs assessment;</p> <p>Financial records;</p> <p>Departmental progress and activity reports.</p>	<p>\$64,500 budget by 2021);</p> <p>\$3,000</p> <p>\$11,000</p> <p>\$2,000</p> <p>\$4,500</p> <p>\$3,000</p> <p>\$2,000</p> <p>\$8,000</p> <p>\$2,500</p> <p>\$12,000</p> <p>\$10,000</p> <p>\$6,500</p>

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
		<p><b>Institutional Support Facilities</b></p> <ul style="list-style-type: none"> <li>• Conduct a qualitative and quantitative resource needs assessment;</li> <li>• Source/procure equipment and support facilities;</li> <li>• Develop a coordinated and synchronised Information Management System (IMS);</li> <li>• Develop a website and hire a qualified webmaster.</li> </ul>			

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
		<p><b>Other Support Facilities</b>  <b>Research Laboratory and Drug Detection Equipment</b></p> <ul style="list-style-type: none"> <li>• Construct a laboratory and weighment centre;</li> <li>• Procure drug detection and electronic surveillance equipment for covert and overt operations;</li> <li>• Electronic surveillance equipment;</li> <li>2 Gas Chromatography (GC) Machine;</li> <li>2 Infra-red Receptor Spectra (IR) Machine, 2 giant and 50 Small UV Lights;</li> <li>6 Cannon cameras with accessories;</li> <li>2 Dental Dust (200 packets yearly);</li> <li>2 1 Forensic mobile vehicle;</li> <li>2 Urine test kits (1,000 pcs);</li> <li>2 50 Tracking devices and 10 body scanners;</li> <li>2 10 K9 dogs and 20 K9 devices;</li> <li>2 600 Stab vests and Anti-aggression equipment (handcuffs, pepper sprays);</li> <li>2 500 Radio Communication Sets (repeater, portable radios, base station, mobile station, PTP link radios).</li> </ul>	<p>Laboratory and weighment centre constructed;  drug detection and electronic surveillance equipment procured</p>	<p>Annual report Contractor's completion report</p> <p>Annual reports</p> <p>Fixed asset register</p>	<p>(\$860,500 budget by 2019):</p> <p>\$250,000</p> <p>\$90,000</p> <p>\$21,000</p> <p>\$40,000</p> <p>\$9,000</p> <p>\$3,500</p> <p>\$193,000</p> <p>\$5,000</p> <p>\$50,000</p> <p>\$150,000</p> <p>\$30,000</p> <p>\$19,000</p>

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
		<ul style="list-style-type: none"> <li>Acquire land and construct a permanent office building as Headquarters.</li> </ul>	<p>Motor vehicles and motorbikes purchased</p> <p>Land acquired/ allocated Office constructed</p>	<p>Fixed asset register</p> <p>Media reports</p>	<p>(\$1,835,000 budget by 2020):</p> <p>\$1,063,000</p> <p>\$650,000</p> <p>\$122,000</p> <p>(by 2022):</p> <p>\$1,300,000</p>

PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
<p>d. Combating cultivation, production, and trafficking of narcotics</p>	<p>To curb the proliferation of narcotics by weakening the supply chain mechanisms</p>	<ul style="list-style-type: none"> <li>• Conduct regular joint operations with other regional law enforcement agencies to intercept the supply of illicit drugs in the region; and</li> <li>• Develop bilateral and multilateral cooperation agreements with other countries in the region and beyond.</li> </ul>	<p>Number of joint operations conducted.</p>	<p>Annual activity report. Media reports.</p>	<p>(\$120,000 budget by 2020):</p>



PRIORITY INTERVENTION AREAS (PIA)	STRATEGIC OBJECTIVES	KEY ACTIONS (ACTIVITIES)	KEY PERFORMANCE INDICATORS	MEANS OF VERIFICATIONS	COSTS (USD\$) AND TIME LINES
e. Partnership Building for Resource Mobilization	To mobilize additional resources (financial and technical assistance).	<ul style="list-style-type: none"> <li>• Develop resource mobilization and partnership strategy;</li> <li>• Develop a resource partner matrix and undertake resource mapping;</li> <li>• Create and maintain a database of current and potential resource partners;</li> <li>• Build capacity of staff on concept notes and project proposal development;</li> <li>• Develop inter-agency partnerships and sign MOUs identified in the resource partner matrix</li> </ul>	Resource partnership database established; Number of concept notes and project proposals developed; Amount of resources mobilised; and Number of MOUs signed.	DLEAG annual activity report; DLEAG quarterly Board minutes; Audited Financial Statements of DLEAG; PAC/PEC report DLEAG website.	(\$20,000 budget by 2021): \$7,500 \$2,500 \$2,000 \$6,500 \$1,500

**\*The budgeted funding required to effectively implement the activities within the matrix above is summarised as follows:**

Year	Priority Intervention Areas	Total Costs (USD\$)
2018	A & B	\$231,000
2019	C & D	\$1,051,500
2020	B & C	\$2,026,000
2021	B, C & E	\$275,500
2022	B, C & D	\$1,611,000
<b>TOTAL COST OF THE STRATEGIC PLAN OVER THE NEXT 5 YEARS</b>		<b>\$5,195,000</b>



Drug Law Enforcement Agency The Gambia (DLEAG)