

GOVERNEMENT OF THE REPUBLIC OF BELARUS

UNITED NATIONS DEVELOPMENT PROGRAM

**Program for the Prevention of Drug Abuse and the Fight against Drug Trafficking in
Belarus, Ukraine and Moldova, 3rd phase (BUMAD-3)**

Implementing Agency: Ministry of Interior

Implementation period: 2 years

Budget: Euro 679 617

Brief project description:

BUMAD-3 is the successor of BUMAD-2 and BUMAD-3 implemented in Belarus in 2003-2006. The main goal of the project is to enhance the capacity of the national agencies and non-governmental organizations to fight against drug trafficking.

**Minsk
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Chapter I. SITUATION ANALYSIS

1.1 Drug trafficking and drug abuse in the Republic of Belarus.

According to the Ministry of Interior, drug-related crime has increased by 26,6 percent over the last five years. In the year 2005 the Ministry of Interior registered 4 707 crimes, 40% of which were related to illegal drug sale. Drug-related crimes committed by youth are on the rise. They constitute 3/4 of all drug cases.

Belarus lies on the crossroads of parallel drug routes. Heroin, marijuana, hashish transit the country from Afghanistan, Southeast and Central Asia to Western Europe. Synthetic drugs are trafficked in the opposite direction.

The drug market of the country is still dominated by drugs of plant origin, including poppy straw and marijuana. However, they are being gradually replaced by synthetic drugs, including methadone, amphetamine and ecstasy. The drug prices on the black market in Belarus go down each year making drugs more available. While in 2000 the street price for a gram of heroin was \$100, in 2006 it dropped to \$40.

A new synthetic drug 3-methyl-phenethyl known as «white Chinese» has appeared on Belarus market. It is believed to be thousand times more potent than heroin. The drug is being trafficked and distributed by members of the Roma community. Making drugs from culinary poppy seeds has become popular, especially in the capital city. More than 50% of 650 tons of culinary poppy seeds imported to Belarus in 2005 were used for the needs of drug users. Psychotropic substances - popular among the young- are trafficked from Poland and Lithuania where they are illicitly produced. The consumption of psychotropic drugs has increased twenty six times since 2000. Several cases related to operation of illicit drug laboratories were investigated in Belarus, including two methadone labs in 2004-2005, and the laboratories for clandestine production of psychotropic substances (amphetamines) and cultivation of new kinds of Dutch marijuana in 2006.

Belarus is gradually turning from a drug transit country to a drug demand country. The number of drug users - mainly young people in their twenties - is growing steadily. According to the Ministry of Health of the Republic of Belarus, the number of drug users registered in the narcological centers on January 1, 2006 accounted for 9 872, – 4.5 times more than in 1995. Statistical estimates of the actual number of drug users in Belarus range from 47 000 to 52 000 people.

There is a correlation between drug abuse and increase in HIV/AIDS and hepatitis cases. 66,9% of 7 014 HIV/AIDS cases registered at January 1, 2006 were drug users.

1.2. Problems to be solved

Present drug situation indicates three main trends:

- ↑ ***Increase in drug transit;***
- ↑ ***Increase in drug-related crime;***
- ↑ ***Increase in domestic drug demand.***

Due to this, the drug enforcement policy should be aimed at strengthening national borders by means of providing checkpoints with specialized equipment capable of detecting illegal drugs hidden in the difficult-to-access places. Apart from that, it is necessary to introduce new methods of risk-based control in the prevention of drug trafficking.

In order to reduce drug-related crime inside the country it is necessary to enhance the capacity of law enforcement agencies by providing them with new analytical software that enables efficient processing of intelligence during crime investigation. Successful investigation of drug-related crime is dependant on a timely exchange of information between law enforcement agencies both inside the country and internationally. This can be achieved through developing inter-agency, regional and international cooperation to combat illegal drug trafficking.

Special attention should be paid to drug prevention among youth through effective public awareness and educational programs in schools and higher educational establishments as well as through large-scale prevention campaigns. Those, who have fallen victim to drug abuse, should be given access to treatment and rehabilitation services to help them return to drug-free life.

In order to develop a well-balanced drug policy, it is necessary to put in place a body that will be responsible for monitoring drugs and drug abuse situation in the country and will provide consolidated information about drug demand and supply. This information has to be collected and processed in compliance with the key epidemiological indicators and be comparable with the European and international statistics.

Belarus government has taken a number of measures to prevent illegal drug trafficking and drug abuse both on the national and international level. International technical assistance provided in the framework of the BUMAD project funded by the European Union includes a set of activities that supplement national drug policy of the Republic of Belarus and is aimed at strengthening the measures taken by the government to prevent illegal drug trafficking and reduce harm from drug abuse.

1.3 European Union policy

The European Union is one of the main donors of the international technical assistance aimed at prevention of illegal drug trafficking and drug abuse. In 2005 the assistance of the European Union to the countries of transit and origin totaled 500 million euro. The priority was given to the countries of origin including Afghanistan, Bolivia, Peru, Columbia, and Central Asian countries being the key regions for heroine on its way to Europe.

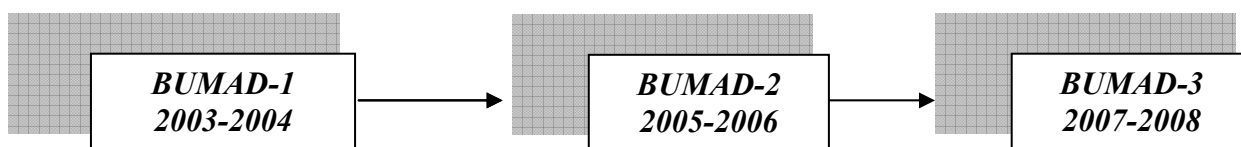
At the same time, the European Union focuses on enhancing the capacity of law enforcement agencies in transit countries, which will lead to reduction of drug trafficking to the EU countries.

In 2003-2006 two phases of the Program for the Prevention of Drug Abuse and Drug Trafficking (BUMAD-1 and BUMAD-2) were implemented in Belarus, Ukraine and Moldova. The European Union is funding similar projects in the Caucuses and Central Asia known as SCAD and CADAP.

The drug policy of the European Union in the EU member states represents a balanced approach including prevention, harm reduction and treatment on the one hand and drug enforcement on the other hand. This approach is reflected in EU-funded projects through implementation of comprehensive measures aimed at drug demand and supply reduction.

Chapter II. STRATEGY

2.1. Project chronology, goals and objectives of BUMAD-3



BUMAD is a complex regional program for the prevention of illegal drug abuse and drug trafficking in Belarus, Ukraine and Moldova implemented in several phrases. The first phrase was executed in 2003-2004, the second - in 2004-2006. The implementation period of BUMAD-3 is 24 months.

All BUMAD-3 activities are based on two strategic levels: prevention of illegal drug supply and reduction of drug abuse in the Republic of Belarus. The emphasis will be placed on assistance in the fight with the organized drug crime using the existing mechanisms of regional or thematic cooperation. It is expected that the cooperation among the law enforcement of Belarus, Ukraine, Moldova and the European Union will strengthen leading to increased effectiveness of operative search activities to counteract illegal drug trafficking through the territories of these countries.

Objectives:

1. Development and improvement of drug legislation;
2. Enhancing national capabilities to combat drug trafficking across the border and within the country's transportation infrastructure;
3. Development of national system of intelligence gathering and analysis to investigate drug related offences;
4. Development of partnership between the authorities and the community in drug prevention;
5. Enhancing national capabilities of Belarus to collect, analyze and disseminate drug data on the national level and improving its compatibility on the regional level;
6. Development of capabilities of NGOs in drug prevention.

As the complex approach proved to be effective during the previous phases of the project, BUMAD-3 will have a similar structure and objectives.

2.2 BUMAD-3 project description

2.2.1. Development and improvement of drug legislation

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted:

1. Evaluation of the existing drug legislation and infrastructure;
2. Development of the legal framework;
3. Assistance in promoting new drug legislation;
4. Provision of equipment to judges and prosecutors;
5. Provision of trainings to judges and prosecutors.

The following activities will be carried out in the framework of BUMAD-3:

1. Support to the Legal Task Force, that was created in the framework of BUMAD-1 and operated within BUMAD-2, in further improvement of the drug legislation;

2. National training for judges and prosecutors on practices of coordinating, supervising and adjudicating of drug-related offences conducted by UNODC expert with guest judges and prosecutors from EU countries.

2.2.2 Enhancing national capabilities to combat drug trafficking across the border and within the country's transportation infrastructure

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted:

1. Needs assessment in training and equipment for the checkpoints at the national border of Belarus;
2. Provision of computer hardware and specialized equipment to ten checkpoints;
3. Training on methods of customs examination;
4. Training on risk based control in the prevention of drug trafficking;
5. Regional seminar on transborder cooperation.

In the framework of BUMAD-3 it is planned to do further assessment of training and equipment needs for the checkpoints at the national border of Belarus. In addition to that the drug interdiction capacity of the transportation system (road and railway networks) will be assessed. The emphasis will be placed on large railway junctions and international highways. The target routes will be identified together with EU expert and law-enforcement agencies based on the statistics of drug seizures and the analysis of potential drug trafficking channels. It is planned to procure specialized equipment for the units working within the transportation infrastructure. The beneficiaries will be State Customs Committee and the Ministry of Interior.

The major activities within this component of BUMAD-3 will include:

1. EU expert mission to Belarus to conduct training/equipment needs assessment to combat drug trafficking within transportation infrastructure (train and road system);
2. Provision of specialized equipment to police and customs units combating drug trafficking in the transportation infrastructure of Belarus. The list of equipment will be approved by EU expert and target beneficiaries;
3. Training on drug interdiction techniques in accordance with the recommendations of EU expert. The emphasis will be placed on precursor identification;
4. Regional seminar on controlled deliveries for law enforcement officers.

2.2.3. Development of national system of intelligence gathering and analysis to investigate drug related offences

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted:

1. Needs assessment;
2. Provision of equipment to the law enforcement agencies;
3. Procurement of analytical software i2 that allows more efficient investigation of complex crimes;
4. Basic i2 training.

The objective of this component is to enhance the capacity of the law-enforcement agencies to collect and analyze drug intelligence. Within the third phase of the project it is planned to continue strengthening technical capabilities of the drug enforcement police units and the State Expert Criminalistic Center of the Ministry of Interior of the Republic of Belarus.

This component will also include advanced training in criminal analysis techniques on the basis of the analytical software i2 purchased in the framework of BUMAD-2 for the officers the Ministry of Interior, State Customs Committee, State Border Guard Committee, and State Security Committee. The representatives of the law-enforcement agencies will participate in a regional seminar on dismantling illicit drug laboratories. The seminar will take place in Moldova.

A study tour to the criminal police of EU country will be organized for police officers to learn about the methods of intelligence analysis.

This component will also include a technical upgrade of the specialized drug classroom at the Police Academy, including installation of specialized software for drug enforcement computer based training. The computer based program includes a full range of interactive courses on controlled deliveries, interdiction techniques at airports, sea and land controls, search techniques, counter-money laundering operations, and anti-human trafficking operations. A two-week train-the-trainer course will be provided to Police Academy instructors.

The major activities within this component of BUMAD-3 will include:

1. Equipment needs assessment for police units and Expert Criminalistic Center of the Ministry of Interior;
2. Provision of equipment for police units and Expert Criminalistic Center of the Ministry of Interior;
3. Advanced i2 training for police, security, customs and border guard officers. Analytical software i2 was purchased for the law enforcement agencies within BUMAD-2;
4. Study tour for police officers to the criminal police of EU country to learn about the methods of intelligence analysis;
5. Participation of police, security, customs and border guard officers in the regional seminar on dismantling illicit drug laboratories;
6. Upgrade of the drug classroom in the Police Academy including installation of the software for computer based drug enforcement training;
7. Two-week train-the-trainer course for Police Academy instructors.

2.2.4. Development of partnership between the authorities and the community in drug prevention

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted:

1. A course on drug prevention was developed by the Police Academy and incorporated into Academy's curriculum;
2. The Guide on Drug Prevention was developed and printed (2000 copies). The Guide was designed for school teachers and police inspectors who work with juvenile offenders;
3. The pilot campaign "Minsk Region Against Drugs" was conducted.

In the framework of BUMAD-3 it is planned to introduce new methods of drug prevention based on multi-sectoral approach.

The main activities of this component within BUMAD-3 will include:

1. A new plan of drug prevention activities among schoolchildren and youth will be developed and approved jointly with police, public health and education authorities. Prevention will include a wide range of activities promoting sports and healthy lifestyle as an alternative to drug use. Among them are: mass sports competitions for children and teenagers, including "difficult" children; live broadcasts and talk shows on drug

problems; best drawing or poster contests; production of literature on the consequences of drug abuse; educational interactive programs, etc.

Prevention activities will be implemented on several levels: educational, awareness raising, cultural and medical. Cooperation among experts from these fields will lay the ground for an integrated system of drug prevention in the framework of multi-sectoral approach.

2.2.5. Enhancing national capabilities of Belarus to collect, analyze and disseminate drug data on the national level and improving its compatibility on the regional level

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted:

1. Evaluation of the capacity of the Republic of Belarus to collect and analyze information on drugs and drug abuse;
2. Support to the establishment of the National Monitoring Center for Drugs and Drug Abuse and drug information network;
3. Training on the key epidemiological indicators to collect and analyze the information on drugs and drug abuse in compliance with the standards of the European Monitoring Center for Drugs and Drug Abuse.

At present time the Ministry of Health of the Republic of Belarus is working on the approval of the Charter of the National Monitoring Center for Drugs and Drug Abuse. According to the internal order of the Ministry of Health the functions of the monitoring center are temporarily performed by the Laboratory of Medical and Biological Problems of Narcology at the Grodno State Medical University. In the framework of the BUMAD program the staff of the Laboratory prepared a pilot report on drugs and drug abuse in the Republic of Belarus in 2005. The report accumulates the information about drug supply and demand in the country. The information was collected in accordance with the methodology of the European Monitoring Center for Drugs and Drug Abuse.

In the framework of BUMAD-3 the work on establishment of the National Monitoring Center for Drugs and Drug Abuse and drug information network will continue. It is also planned to conduct national surveys on drug abuse schoolchildren and youth and general population survey which will allow to determine a closer to real number of drug users in the country.

The main activities of this component will include:

1. Provision of equipment to the National Monitoring Center for Drugs and Drug Abuse;
2. Advanced training on the key epidemiological indicators for the staff of the National Monitoring Center and members of the drug information network;
3. Study tour of the staff of the National Monitoring Center to their counterparts in the European Union;
4. Support to the National Monitoring Center in preparation of a regional drug report (Belarus-Ukraine-Moldova);
5. National survey on drug abuse among schoolchildren and youth and general population survey.

2.2.6. Development of capabilities of NGOs in drug prevention

In the framework of BUMAD-1 and BUMAD-2 the following activities were conducted :

1. Selection of NGOs working in the field of drug prevention and their model projects;
2. Training of the NGO staff and support in implementation of the model projects;

3. Establishment of cooperation among the NGOs inside the country and in the Belarus-Ukraine-Moldova region.

Within this component, an EU expert will assess the effectiveness of NGOs working in the field of drug prevention and social and psychological rehabilitation of drug addicts. In accordance with the expert's recommendations a regional seminar and a study tour to EU country with advanced experience of helping drug addicts will be organized. Also, a five day training on NGO management will be organized for the non-governmental organizations. It will cover the following topics:

- NGO legislation;
- Principles of NGO management;
- Finance management;
- Fundraising and accountability to donors.

The main activities of this component of BUMAD-3 are as follows:

1. EU expert's assessment of the effectiveness of the NGOs working in the field of drug prevention;
2. Regional seminar and a study tour to EU country with advanced experience in helping drug addicts;
3. National training on NGO management.

2.3. BUMAD-3 beneficiaries

The beneficiaries of this project comprise the state agencies and NGOs involved in drug prevention and combating drug trafficking. Among them are:

- Ministry of Interior of the Republic of Belarus
- State Border Guard Committee of the Republic of Belarus
- State Customs Committee of the Republic of Belarus
- State Security Committee of the Republic of Belarus
- Supreme Court of the Republic of Belarus
- Prosecutor's Office of the Republic of Belarus
- Ministry of Health of the Republic of Belarus
- Ministry of Education of the Republic of Belarus
- National law-making center under the President of the Republic of Belarus
- NGO "Mothers against drugs"

2.4. Donor coordination and related programs

All long-term objectives of the project are based on the principle of excluding overlapping with the activities of other national agencies, international organizations and donors. At present the following EU/UNDP project is being implemented in Belarus:

Enhancing Border Management in the Republic of Belarus (BOMBEL-2), 2006-2007

The goal of BOMBEL is to enhance the capacity of the Border Guards of the Republic of Belarus in managing immigration flows, border control, "green border" protection, creating databases and establishing connections with the key European information systems to efficiently realize a common border policy pursued by the EU and to standardize its procedures. It is also aimed at employing common standards in education, technical equipment, infrastructure

development and border management strategy. The beneficiaries of the project are the border guard units represented by the State Border Guard Committee.

Chapter III. PROJECT MANAGEMENT

3.1 Management arrangements

BUMAD-3 is a National Execution Project in accordance with the UNDP Guide on Program Management. The program is executed by the Ministry of Interior and administered by the UNDP Office in Minsk. The Ministry of Interior appoints the National Coordinator who will represent interests of the state. The National Coordinator is responsible for strategic program management and is the key contact person both for the Project Manager in Belarus and for the UNDP Office in the Republic of Belarus. In accordance with the Standard Basic Assistance Agreement signed by the government of the Republic of Belarus and the United Nations Development Programme on September 24, 1992. The Ministry of Interior will continue to provide premises for the project free of charge as national contribution to the project.

The UNDP Office in Belarus is responsible for the administration of the project including: implementation of the project activities; hiring project staff and other experts; procurement of goods and services. UNDP is also fully accountable to the European Commission for project implementation and finance.

The Project Manager is responsible for general program management. The terms of reference include:

1. Coordination of the project activities;
2. Organization and technical support of short-term expert missions; support of training programs; organization of training, procurement;
3. Reporting to the National Coordinator, UNDP Program Officer, European Commission and BUMAD Regional Coordinator in Kiev.

To realize the project more effectively and to take into consideration the interests of all project stakeholders, BUMAD will have an Advisory Board. It will be represented by the UNDP, European Commission and project beneficiaries. The Advisory Board will convene as required, but not less than once a year. The Advisory Board will have the following responsibilities:

1. Development and adoption of common position on controversial issues related to project implementation;
2. Revision and discussion of EU experts' reports and recommendations, approval of the themes for the seminars and trainings envisaged by the project;
3. Revision of the project work plan prepared by the Project Manager;
4. Revision of the project reports prepared by the Project Manager.

3.2 EU visibility

All project activities will adhere to the European Union's requirements for visibility on EU funded activities, as described in the EU Visibility Guidelines. In particular, all correspondence and materials published in the framework of BUMAD will have an EU flag prominently displayed and the following text:

The Program for the Prevention of Drug Abuse and the Fight Against Drug Trafficking in Belarus, Ukraine and Moldova. The program is funded by the European Union.

CHAPTER IV. MONITORING AND EVALUATION

Monitoring and evaluation on behalf of the government will be performed in accordance with the Regulation of the Council of Ministers of the Republic of Belarus issued of November 26, 2006 No. 1513 “On Adoption of the Regulation on the Order of Evaluation of International Technical Assistance Projects and Their Effectiveness”.

On behalf of the donor the monitoring of the project will be performed by TACIS Monitoring Team appointed by the European Commission. Upon completion of the project cycle an independent project evaluation will be done to assess proper financial management of the European Commission funds. The evaluation experts will look at the efficiency of transformation of inputs through activities into outputs and the planned and stated results according to the project work plan.

Chapter V. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Belarus and UNDP, signed on September 24, 1992. The National Executing Agency shall coordinate its actions with the government coordinating body (the Ministry of Economy) described in the mentioned above Agreement.

The following amendments can be made to the present document signed by the UNDP Representative and approved by all the parties who signed it:

- Amendments or additions to the project document which do not change significantly goals and objectives stated in the project document and are caused by redistribution of the project budget.
- Amendments to the project results if the planned budget is increased.

This is a national execution project. Under instruction UNDP/ADM/93/46, the UNDP Representative shall be entitled to procure goods and services, hire experts and technical personnel in accordance with the project budget.

All annexes to this project document shall be an integral part of it and have the same legal power as the document. All amendments to the document shall be made by common agreement of the United Nations Development Program and the Ministry of Interior of the Republic of Belarus.