

GOVERNMENT OF THE REPUBLIC OF MOLDOVA

DECISION

on the approval of the Anti-drug National Strategy for the years 2011 – 2018

No. 1208 of 27.12.2010

Official Monitor No. 1-4/1 of 07.01.2011

In order to execute the Law No. 382-XIV of May 6, 1999 on the circulation of narcotics and psychotropic substances and precursors (Official Monitor of the Republic of Moldova, 1999, No. 73-77, Art. 339), as amended and supplemented and the commitments assumed by the Republic of Moldova on combating drug addiction and drug trafficking, the Government

DECIDES:

1. To approve the Anti-Drug National Strategy for the years 2011-2018 (attached).
2. Ministries and other central administrative authorities, within the powers assigned, will ensure the realization of the Anti-Drug National Strategy for the years 2011-2018.
3. Financing of activities provided by this decision will be made from and within the allocations approved for these purposes of the government authorities involved and the sources of foreign investors and non-governmental organizations.
4. Control over the execution of this decision is the responsibility of the Interdepartmental Commission for Drug Addiction and Drug Trafficking.

PRIME MINISTER

Vladimir FILAT

Countersignes:

Minister of Internal Affairs

Victor Catan

Minister of Finance

Veaceslav Negruța

Minister of Health

Vladimir Hotineanu

Minister of Education

Leonid Bujor

Minister of Labour, Social Welfare and Family

Valentina Buliga

Minister of Justice

Alexandru Tănase

Chisinau, 27 december 2010.

No.1208.

**NATIONAL ANTI-DRUG STRATEGY
for the years 2011 – 2018**

INTRODUCTION

1. National Anti-Drug Strategy for the years 2011-2018 (hereinafter - the Strategy) is drawn from an analysis of current situation in combating drug addiction and drug trafficking.
2. The Strategy is developed in line with the European Strategy on Drugs for 2005, based on the Single Convention on Drugs adopted on March 30, 1961 in New York and amended by the Protocol amending the Convention, adopted in Geneva on 25 March 1972, Convention on Narcotic psychotropic substances, adopted in Vienna on 21 February 1971, the Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances adopted in Vienna on 20 December 1988, Political Declaration on Directors Principles of Drug Demand Reduction, adopted at the Special Session on Drugs of the UN General Assembly in 1988, considered the major legal instruments in addressing drug issues.
3. This Strategy describes the current situation in the field and defines the necessary objectives, actions and measures to establish clear responsibilities for all actors involved in the prevention and suppression of consumption and / or drug trafficking.

II. CURRENT SITUATION

4. Analysis of data from various available sources (newly registered cases of drug abuse, surveys on drug use, drug crimes recorded and drug seizures) denotes the group of drugs mainly cannabis, but does not allow problem drug use trends in whole.
5. Thus, in 2009, the Republic of Moldova (excluding the localities from the left bank), has registered 1333 new cases of drug use (in 2008-1138 cases).
6. 114 of persons on record, abuse drugs but are not dependent, of the total number 572 or 6.5% are women.
7. In the past 3 years, there is a tendency to increase the number of newly registered HIV cases among injecting drug users. HIV prevalence among injecting drug users who are beneficiaries of risk reduction programs, reached 21.0% in 2008.
8. At the end of 2008, 21 territorial-administrative units in 7 prisons have received services in risk reduction programs (needle exchange).
9. Also, despite the fact that in the recent years the number of deaths due to drug overdoses has decreased considerably compared to previous years (131 persons died in 2002), available data remain to be alarming. Thus, in 2008 - 8 people died, in 2009 - 12 people and trends in this chapter is likely to evolve, if the necessary measures in the field will not be taken.
10. However, the access to health services for drug addicts is reduced and there is a lack of certain types of treatment (short-term residential treatment, therapeutic communities) and / or aftercare services.
11. The past few years have seen an increase in retail prices at the extract of opium, marijuana, heroin, cocaine and other drugs as well as a variety of retail prices at "ecstasy", because of increasing illegal importation of Western Europe. However, drugs are quite affordable, because Moldova as an agricultural country, has no need to import drugs, prepared from vegetable raw poppy and hemp, as they grow almost everywhere.
12. Although in 2008-2010, Moldova experienced a decrease in the number of drug-related crimes (2008 - 2103 murders, 2009 - 1865 and first half of 2010 - 877), and the number

of crimes that concern the marketing of drugs is only 15.0 % of the total number of crimes related to drug trafficking, it is necessary to activate the fight against drug dealers.

III. DEFINING THE PROBLEMS THAT REQUIRE THE GOVERNMENT INVOLVEMENT IN APPLICATION OF RIGOROUS POLICIES

Drug Problem

13. Consumption of narcotic and psychotropic substances is a complex and many aspectual phenomenon, with a series of interrelated risks for citizens and society.
14. In addressing the drug problem, the Republic of Moldova is based on the concept of the World Health Organization "Health for All in the 21st century", according to which drug use is a problem that endangers public health and may hinder the healthy development of citizens and society in the wider context.
15. Thus, according to statistics of the Ministry of Internal Affairs, in 2008-2010 the number of drug users taken out has increased almost 400 people, compared to the end of 2010.
16. In 2008, 1138 people were taken out, representing 31.9 cases per 100,000 population, and by the end of 2009 there was an increase of 195 cases, 1333 individuals were taken out.
17. Drugs are a global problem requiring transnational context approach, following that national efforts to combat the phenomenon to be assigned and coordinated with activities carried out internationally, including:
 - a) *health* - is necessary to take actions to reduce health risks associated with drug use, including information, prevention and control of trade in precursors, to preclude their removal from the legal circuit for the illicit manufacture of synthetic drugs;
 - b) *money laundering, proceeds of illegal drug trade* - is necessary to take into account the fact that, although the number of crimes recorded in this compartment in the period 2008 - 2009 is decreasing (in 2008 - 2103 crimes in 2009-1865 crimes), the price of drugs is constantly increasing, which provides a huge income for drug traffickers;
 - c) *justice and home affairs* - the cooperation between the police and customs is necessary in order to combat illicit drug trafficking, organized crime and terrorist financing.

Drug policy

18. Drug policy is a complex set of social measures of prevention, control, education, treatment, etc., including law enforcement, that are implemented at international, national and local level.
19. The ultimate goal is to reduce consumption of all types of drugs and / or to reduce the potential risk and damage that can occur in people's lives and society.

Addressing drug use

20. This strategy proposes a comprehensive, multidisciplinary and balanced approach of issues related to drug use, based on a complex, interdepartmental, interdisciplinary and cross cooperation at all levels, with three components as the foundation of modern drug policy, that are not replacing but complementing each other:
 - a) reduction of drug supply (*exercising legal control over the movement and combating drug trafficking and illicit distribution of drugs*);
 - b) drug demand reduction (*primary prevention of drug treatment, the rehabilitation of drug users*);
 - c) Risk reduction.
21. In this regard, the drug policy will be based on four pillars:
 - a) *primary prevention*;
 - b) *treatment and rehabilitation*;

- c) *risk reduction*;
- d) *drug supply reduction*.

- 22. These pillars can be applied effectively only in an organizational and institutional-operational environment, based on commitment, experience and national and international cooperation on scientific evidence, information and evaluation of actions, so to be financed only effective measures and activities.
- 23. Activities in all areas must be coordinated to ensure a common approach to achieve the goals outlined in this Strategy. According to the Special Session on Drugs of UN General Assembly in 1998, this approach can influence matters regarding the use of narcotic and psychotropic substances, acting on a wide range, namely the factors preventing the experiments to limit the negative consequences on health, social sphere, economic and security company.
- 24. The required complex form of drug policy can be illustrated as follows:

IV. OBJECTIVES OF STRATEGY

- 25. The actions of this Strategy are consistent with the general and specific objectives, as follows:

General objectives

- a) reduction of drug trafficking to and through the Republic of Moldova and the supply and the accessibility of all types of drugs, in accordance with the law. Maintaining the trend of reducing the number of crimes by taking concrete actions, coordinated with the authorized bodies of other services. Increasing activism in order to detect primary drug traffickers, not consumers;
- b) reduction and stabilization of all types of drug consumption and related consequences that may affect the health of citizens and society as a whole, by stabilizing until 2011, the number of people on record - 8664 and maintaining trends of decreasing the number of such persons.

Specific objectives

- a) improving the quality of the current system;
 - b) creation of an organizational and functional framework for achieving a set of measures on drugs.
- 26. To achieve the stated objectives of reducing drug use and health and social risks, it is necessary to develop - as result of needs assessment - the network of prevention programs, treatment and reduction of risks. Long-term goal is to develop a complex network of different types of services based on evidence, as demonstrated in the figure below:

The complex network of primary prevention services, treatment, rehabilitation and risk reduction

- 27. Based on the SWOT analysis (Annex 1 to this Strategy) of the current situation, focus will be on preventing further injecting drug use and health and social risks associated with their consumption.
- 28. Special attention will be given to preventing and reducing consumption of other drugs - for example, the group of cannabis and synthetic drugs (type "ecstasy").
- 29. Prevention programs will focus on intensive dissemination towards the general public, of information and educational interventions about the harm and risks associated with consumption of narcotic or psychotropic substances, especially among young people, because, according to statistics of the Ministry of Internal Affairs, trends of committing crimes by juveniles aged between 14-15 years are evolving. Thus, in 2008 - 30 minors were subject to criminal liability, in 2009 - 32 minors, and only during the first semester of 2010 - 31 minors.

30. However, the number of drug offenses committed by youth aged 16-24 years increased. Thus, in 2008 were punished 354 young people involved in such activities, and only in the first half of 2010 - 238 people, maintaining the upward trend.

This fact requires a series of concrete actions to undertake in the concerned field that will lead to a decrease in children and young people on record as drug addicts and reducing the number of crimes committed by this contingent of people.

31. Tasks pursued by approving of this Strategy are:

- a) stabilization and reduction of drug use in society, especially among minors;
- b) reduction of risks for all types of drugs and economic, health, social, criminal and security impacts on citizens and society;
- c) quality of life for consumers of all types of drugs, of their families and others living close, by offering a wide range of quality services for risk reduction, treatment, rehabilitation and resocialization;
- d) reduction of the drug accessibility, particularly for minors, using appropriate legal and institutional instruments;
- e) stopping and reducing domestic cultivation of plants containing narcotic for production of drugs in the Republic of Moldova.

32. To achieve the necessary measures and to streamline their implementation is necessary to improve the quality and functionality of the existing system of coordination of interdisciplinary activities at all levels of government, held in drug supply, drug demand and harm reduction.

33. To obtain the desired results is required:

- a) transformation of the legal and regulatory framework of the Government in order to reorganize the Interdepartmental Commission for Drug Abuse and Drug Trafficking into the National Anti-Drug Committee;
- b) institutionalization of the Permanent Secretariat of the Committee, which will be led by a secretary;
- c) establishment of the network of drug policy coordinators and of drug advisory interdisciplinary committees at local level;
- d) definition and allocation of responsibilities and skills of all key entities, including non-profit organizations involved in promoting drug policy at all levels;
- e) raising the initial and continuous training level of specialists in the field, including the involved authorities;
- f) preparation of training courses to strengthen the ability of drugs relevant professional groups, including those of nonprofit organizations.

V. FINANCING

34. To achieve the planned measures, each responsible authority will provide financial resources in the annual budget for their enforcement.

35. Each ministry involved in the development and implementation of this Strategy, will allocate the necessary resources from own budgets to fund all planned measures and specific interventions planned to be completed under the National Action Plan against drugs for the years 2011-2013 and thereafter, for the years 2014-2018.

However, the Interdepartmental Commission for Drug Abuse and Drug Trafficking will participate in the measures stipulated as an advisory body.

VI. REPORTING AND MONITORING

36. The control of this Strategy execution is put in charge of the Interdepartmental Commission for Drug Abuse and Drug Trafficking and later, after reorganization, the National Anti-Drug Committee, which will cooperate with all institutions involved.
37. National Drug Observatory of the National Center for Health Management of the Ministry of Health monitors the drug situation in drawing up annual national report on drugs in the Republic of Moldova based on complex data about the situation in drug-trafficking drug use and their consequences.
38. Annual Reports of the National Drug Observatory will serve as the basis for the necessary decisions and action plans of drug policies in this Strategy.

VII. INTERNATIONAL COOPERATION

39. Republic of Moldova will participate actively in joint initiatives launched internationally and will ensure effective coordination of their activities with those of external partners, both in the planning phase as well as in the evaluation and implementation of actions.
40. International activity will be conducted through cooperation and coordination both bilaterally as well within international organizations and forums.
41. As an indication of goal achievement is drawn international recognition of the Republic of Moldova as a reliable partner in the global effort to reduce drug supply and demand in the framework of European Union and international organizations relations.
42. The objective of international cooperation will be achieved through:
 - a) development of relations with the EU, taking and ensuring proper implementation of the *acquis communautaire*, the development of partnership relations of the national institutions involved in reducing the demand / supply of drugs with similar structures of the EU and Member States to ensure the transfer of data, information, experiences and conducting joint, active participation in activities conducted by the EU in preventing and combating drug trafficking and consumption;
 - b) strengthening relations with other states and international structures involved in the fight against drugs through Moldova's participation in international fora activities aimed at combating drug trafficking and consumption, increasing bilateral and multilateral cooperation with origin countries of drugs or those in the illicit drug trafficking routes, development of partnership relations with countries that have relevant experience in reducing drug demand and supply, to ensure transfer of experience;
 - c) participation in international programs to reduce drug demand and supply, preventing and combating illicit drug trafficking and consumption, harm reduction, treatment and rehabilitation of drug addicts, participation in programs to fight against drugs launched by international organizations or governmental agencies or NGOs in other states, the active involvement of local communities in international projects.

VIII. STAGES OF IMPLEMENTATION

43. To ensure efficiency in the implemented drug policy, all measures must be monitored to evaluate their effectiveness. Where appropriate, the activities will be adjusted in light of changing trends in drug trafficking and consumption, and based on new scientific evidence.
44. The specific objectives are detailed in the National Action Plan against drugs for the years 2011-2013, according to annex. 2 to this Strategy.
45. The National Action Plan against drugs for the years 2011-2013 is part of this Strategy. The Action Plan serves as a basic mechanism for the practical implementation of the Strategy, it sets specific goals and activities to achieve them in identified areas, expected

results / benefits , deadlines, responsible institutions and indicators to verify the implementation of expected results.

46. After completion of the Action Plan for the years 2011-2013, based on the recommendations and the evaluated results, a new Action Plan will be drafted and approved for the years 2014-2018.

IX. ROLE AND RESPONSIBILITIES OF SUBJECTS INVOLVED IN DRUGS

National Anti-Drug Committee

47. The committee as an advisory, coordinating, initiative body of the Government, creates a platform for ongoing communication with ministries, other representatives of central and local government entities that contribute to the implementation of drug policy (including nonprofit organizations). The Committee submits to the Government anti-drog strategies projects and action plans, coordinates and evaluates their implementation and supervises at all levels, carrying out tasks in the Strategy and Action Plan.
48. In accordance with the priorities of this Strategy, at the Committee proposal, the Government will co finance the multidisciplinary programs in targeted policy, implemented at local level. The implementation of national drug policy is ensured through cooperation between representatives of government authorities authorized of all levels and representatives of professional circles, including NGOs, which, through interdepartmental committees and working groups will help to prepare and implement joint activities based on evidence.
49. In the transfer of tasks and knowledge from central to local level and vice versa, local authorities play a key role. Thus, the involvement of these organs in the draft action plan for implementing the national drug policy and negotiation with them are crucial.

Ministry of Health

50. The Ministry is responsible for implementing legislation on the legal circulation of narcotic and psychotropic substances and precursors controlled. Standing Committee on Drug Control under the Ministry is responsible for issuing and revocation of permits for activities in narcotics, psychotropic substances and precursors, authorizes the import and export of these substances, reports information on the movement of drugs, psychotropic substances and precursors in the Republic of Moldova to UN organizations. The Committee oversees and also estimates quantity of narcotic and psychotropic substances required for medical.
51. Drug policy is part of the National Health Policy, approved by the Government Decision No.886 of August 6, 2007. The Ministry is responsible for implementation and financing of all types of treatment related to substance abuse, health risk reduction, health education aimed at promoting a healthy lifestyle and professional growth of staff of the Ministry and the relevant health care providers.

National Drug Observatory is an organizational part of the National Center for Health Management of the Ministry of Health and is responsible for collecting, analyzing and disseminating data about drug use, effects of drugs policy and measures of anti-drog policy implemented at all levels. National Drug Observatory will coordinate and manage methodological other state institutions and nongovernmental organizations that will help to collect data within the indicators monitored.

Minister of Labour, Social Welfare and Family

52. The Ministry, together with other government authorities of all levels and other entities participates in developing, promoting and implementing of anti-drog policy, ensuring sectoral monitoring of these actions.
53. The Ministry promotes, at national level, balanced policies, by combining preventive measures with measures to support participation and social inclusion in order to diminish,

marginalization and stigmatization of all types of drug consumers and their families. The Ministry is responsible for developing and implementing laws and regulations on building and quality control of social services to the addicts and their families and training of social workers.

Minister of Education

- 54.** In the drug policy, the Ministry of Education is mainly responsible for primary prevention of drug consumption of all types by children and young people. Therefore, the Ministry is responsible for implementing programs to prevent drug use in schools and educational institutions and for defining of directors rules for the development of strategies of drug prevention in schools and of plans to educate pupils and students on drugs and risks associated with drug use with involvement of external experts. In this regard, interactive scientific literature shows that prevention programs, which provide objective information and evidence-based, complemented by activities aimed at building a healthy atmosphere in schools and educational institutions on the basis of partnership between teachers and pupils or students, is one of the best ways to prevent various types of risky behavior, including all types of drug consumption.
- 55.** The Ministry is also responsible for financing other prevention programs offered by state and non-commercial organizations, under the legislation in force and the training of teachers in educating children and young people on drug prevention.
- 56.** Under the special education system, the Ministry is responsible for providing early intervention programs and emergency therapeutic and educational care for children and young people who are experiencing drug abuse. The Ministry also carries out inspections of prevention activities conducted within its jurisdiction.

Ministry of Youth and Sports

- 57.** The Ministry is responsible for primary prevention of drug risks by creating conditions for the participation of youth in the political, economic, social and cultural life of the country, promoting physical culture and sports training in various sports activities, to change the perception of children and youth regarding drug use. The Ministry also provides strategic planning, monitoring and evaluation of policies developed for the comprehensive examination of the impact of drugs among the rising generation, training and further professional training of specialists in the field through collaboration with other ministries.
- 58.** The Ministry is responsible for funding projects proposed by nonprofit organizations for youth and sport to attract young people in various cultural and sports activities aiming to combat drug use.

Ministry of Internal Affairs

- 59.** In the framework of drug policy, the Ministry is primarily responsible for implementing the Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances adopted in Vienna on 20 December 1988, particularly in respect of the undertaking measures aimed at combating illicit drug supply and cultivation of plants for the production of drugs. In a general sense, the Ministry is responsible for defending public order and security, combating drug crimes committed and professional training of its staff.
- 60.** Ministry of Internal Affairs plays an important role in monitoring and law enforcement in respect of legal circulation of narcotic substances, psychotropic substances and precursors.
- 61.** A particular attention will be given to the development and implementation of specific measures and interventions to prevent drug use among police and their potential involvement in drug trafficking.

Ministry of Justice

62. The Ministry is responsible for organizing activities to reduce drug use and / or risks associated with drug use in prisons. To this end, the Penitentiary Department implements measures and interventions to prevent or reduce drug penetration in detention facilities, on the one hand, and to provide prevention, treatment, risk minimization and proper care services of drug addicts in detention conditions, on the other hand.
63. It is also responsible for training staff of the Penitentiary Department on the above measures and interventions on drugs and drug use.
64. Through the Central Office of Probation of the Department of Penitentiary Institutions, the Ministry is responsible for the operation, in the pre sentence, sentence and post-prison phases of social reintegration services of ex-prisoners with drug related problems, monitoring the behavior of offenders imprisoned and training probation advisers in drug problems, which usually faces probation subjects.

Ministry of Defence

65. Given its role in military security and sovereignty of the Republic of Moldova, and the increased risk of drug consumption by all categories of soldiers who serve on call and gun battle, the Ministry is responsible for identifying early consumers or potential drug users from among the military, and training through information and education programs to the control body of teaching staff of educational institutions and other categories of military troops on the drug problem.

Ministry of Foreign Affairs and European Integration

66. Ministry seeks directly or in collaboration with other national authorities to apply the provisions of international drug treaties to which Moldova is party. The Ministry will coordinate the fulfillment of obligations aimed at drug, made by the Republic of Moldova in the European integration process.

Ministry of Finance

67. The Ministry, in accordance with the law, will support within the functional competence, the authorities involved in implementing this Strategy, in terms of funding activities in the relevant field.
68. In order to suppress illicit drug delivery, the customs authorities are carrying out activities focused on identifying illegal drug parties from / to other countries; in this regard, the Ministry carries out inspection of goods at the border and internal customs offices, and random checks throughout the Republic of Moldova.
69. The customs authorities have similar powers as the police in the discovery of drug smuggling-related crimes, including criminal prosecution in these cases.

Border Guard Service

70. In accordance with applicable law, the Service will punish, as set forth, crossing the state border of narcotic and psychotropic substances. In cooperation with other competent authorities, the Service will combat illegal drug, psychotropic substances and precursors trafficking, and in the absence of customs will make their retention.

Local authorities

- 71.** Local authorities should become important factors in developing and implementing national drug policy and the introduction of this policy at the relevant levels of government.
- 72.** Local authorities will implement the anti-drug measures and interventions in accordance with the objectives, principles and procedures recommended in this Strategy, taking into account local conditions and requirements.

Local authorities also conduct their own anti-drug strategies and plans in different extent and are active in the pursuit of their policies on drugs. Heterogeneity of their approach is manifested through a range of issues, but implementation of this Strategy aims to contribute to greater harmonization and implementation of evidence-based practices throughout the Republic of Moldova.

International and non commercial organizations

- 73.** Key partners of public authorities in matters of drug policy at all levels are expert community representatives, including within the nongovernmental organizations providing services in the field.

These organizations, in cooperation with public authorities as partners, will contribute to the planning and implementation of measures and activities in the drug policy, the assessment of the measures and activities, enhancement of the quality and efficiency of their services, which will be financed from the public sources.

- 74.** Nonprofit organizations are providing also individual services for prevention, treatment, rehabilitation and risk reduction related to drug use, these services form a complex system that provides assistance and services to various target groups affected by the consumption of all types of drugs.

Mass-media

- 75.** The role of media in preventing drug addiction, crime prevention and repression related to illicit drug consumption and trafficking is to raise public awareness on crime and actors activity involved in the prevention and suppression of illicit drug consumption and trafficking.
- 76.** Informing the general public and especially young people about the potential risks associated with consumption of all types of drugs is essential to stop / reduce drug consumption, drug supply and associated damage caused to individuals and society as a whole.