1. Basic Information

1.1. Desiree number: RO-0006.17
1.2. Title: FIGHT AGAINST DRUGS
1.3. Sector: Administration and Public Institutions (AD)
1.4. Twinning component: RO2000/IB/JH/02
1.5. Location: Romania - Ministries of Health, of Interior, of Finance/Customs, of Trade and Industry, of National Education, of Labour and Social Protection, of justice, of Foreign Affairs, of Defence, of Youth and Sport.

2. Objectives:

2.1. Wider Objective(s)
The strengthening of the capacities of the Romanian institutions in the fight against drugs, through adoption of a National Drug Strategy, development of national agencies’ Action Plans and improved inter-agency co-operation at the national and European level.

2.2. Immediate Objective(s)

- To develop a comprehensive National Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Pre-cursors, complemented by consequent sectoral strategies, in line with EU standards and best practice;
- To develop individual agencies’ Action Plans, to implement the approved strategies;
- To review the current legislation on drug law enforcement
- To create and develop appropriate structures and systems required to implement the approved strategies and action plans;
- To strengthen the inter-agency co-ordination and co-operation.

2.3. Accession Partnership and NPAA priority
This project proposal is related to the priority areas for Romania’s membership preparation, as underlined in the Accession Partnership (AP) and the National Programme for Adoption of the Acquis (NPAA) as follows:

AP
Short-terms: Upgrade law enforcement bodies and the judiciary to continue fight against organised crime, drug trafficking and corruption; ensure better co-ordination between law enforcement bodies
Medium-term: Adopt and apply the international instruments related to the fight against drug trafficking, in particular the Agreement Illicit Traffic by Sea, implementing Article 17 of the UN Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic substances

NPAA
Legislative Harmonisation programme 2002: Creating the legislative framework for enhancing the capacity for fighting organised crime and drug trafficking.

Institution Building programme 2001: Enhancing the capacity for fighting against corruption and organised crime.

Measures: Setting up an information and documentation centre for combating the trafficking and abuse of drugs.

Institution Building programme 2002: Enhancing the capacity for fighting against corruption and organised crime.

Measures: Setting up an information and documentation centre for combating the trafficking and abuse of drugs; putting into practice the provisions of the draft of the law on combating the trafficking in drugs and illicit consumption of drugs.

3. Description:

3.1. Background and justification

Romania’s central location on the Balkan Route means that it is a major transit route, between Turkey and Western Europe, for SW Asian heroin and SE Asian marijuana. In addition some significant seizures of cocaine from S America and acetic anhydride (a heroin precursor chemical) have been made in recent years. Heroin consumption within Romania is growing as well as consumption of synthetic drugs such as ecstasy.

Actions taken to prevent abuse and illicit trafficking have resulted in increased seizures of drugs, both at the borders and within the country, as well as the development of a small number of programmes to prevent abuse and the treatment of addicts.

The current legal framework is presented in Annex 4 to this fiche.

In order to support the fight against drugs, the following legislative measures and actions have been taken to supplement and improve the current legislation:

- law draft regarding the illicit drugs trafficking and abuse;
- law draft regarding the juridical regime of precursor chemical substances that may be used for the illicit manufacture of drugs;
- steps in ratifying the Convention for the Protection of Individuals with regard to automatic processing of Personal Data (Strasbourg, 28.01.1981) and of related legislation – Recommendation R 8715 of the Committee of the Ministers of the Member States and the regulation of the use of personal data in police activities;
- steps for the ratifying of the Agreement regarding the Illicit Trafficking on Sea for the enforcement of Article 17 of the UN Convention against Illicit Drugs Trafficking and Psychotropic Substances (Strasbourg, 31.05.1995).

The purpose of this project proposal is to assist in the development of a comprehensive drug strategy and to support the work of the Inter-ministerial Committee for Fight Against Drugs by providing the necessary support and expertise to develop the required institutional framework, strategies, programmes, action plans and systems.
3.2. Linked activities

The drug sector is an extremely complex one that, at the national level, involves a wide range of Government Departments & Agencies, as well as Non-governmental organisations. It is also an area of major international concern for other Governments, regional and international organisations. The range of activities and actions planned and undertaken in the drug sector is consequently enormous and the co-ordination required to maximise synergies and avoid duplication is extremely complex, both at the national and international level. In addition to the specific activities listed below, the Romanian Government will seek to ensure co-ordination with the activities of all other stakeholders in this area, particularly in relation to the international efforts to prevent heroin smuggling through the Balkan Corridor.

3.2.1 Policy Development

**Drug Information Systems and Networking (Phare)**
The project reinforced the co-operation between the European Union and the Partner Countries in Central and Eastern Europe in the field of drug information systems and networking. The immediate objectives of the Final Phase were: (a) to further develop the information and communication structures in the CEECs for collecting, processing and disseminating information on drugs; (b) to prepare the active participation of the CEECs in the activities of the EMCDDA in Lisbon, the REITOX network and other related EU programmes. The project concluded on 1 March 1999.

**Co-operation EMCDDA/CEECs Project (Phare)**
This phase prepared the content (strategy, work-plan, budget) of the agreement foreseen between the European Commission and the EMCDDA. This agreement aims at initiating the structural cooperation between the EMCDDA and the CEECs and, in the context of the pre-accession process, develop active participation of the candidate countries in the Centre’s activities.

3.2.2 Supply Reduction and Law Enforcement

**Precursor Project Phases 1-4 (Phare)**
The project aimed at facilitating the approximation of legislation and standards in line with the EU Acquis (Community Regulations and Directives in this matter) for the prevention of diversion of precursors and other chemicals used for illicit manufacture of narcotic drugs and psychotropic substances. All Partner Countries, with the exception of Bosnia and Herzegovina and the Former Yugoslav Republic of Macedonia, were assisted in drafting EU-compatible precursor legislation and received technical support in the form of computers and peripherals for the effective precursor control. National and sub-regional level training courses were organised for administrative staff, police and customs, as well as study visits for CEEC specialists to the EU Member States. Awareness raising seminars were organised for the chemical industry on the prevention of precursors diversion. Phase 5 of the project is due to commence in the next month.

**Project on Licit Drug Control and Illicit Synthetic Drugs (Phare)**
The project focused on undertaking a comprehensive assessment of the legislation and institutional capacity regarding the licit drug control and the illicit synthetic drug situation in all Partner Countries. Special attention was given on the compatibility between the national legislation on licit drug control and the EU Acquis, as well as the capacity of the relevant institutions to enforce the legislation. Also to raise awareness on these issues and to design an assistance project on Licit Drug Control and Illicit Synthetic Drugs (see planned projects, “The Synthetic Drugs Project”). A further project on illicit synthetic drugs is in its preparatory phase and should be started at some point during 1999.

Joint UNDCP-Phare Drug Law Enforcement Programme for South-eastern Europe

This programme started in January 1999 and includes Bulgaria, Former Yugoslav Republic of Macedonia and Romania. The programme focuses on strengthening national capacities to dismantle drug trafficking organisations, to dismantle illegal drug manufacturing laboratories, to detect illegal drugs at borders and to prosecute drug traffickers. As part of the preparatory phase, fact finding and assessment missions were conducted in 1997-98. The programme was started in February 1999 and through its own results supports the fight against drugs mainly in the border crossing points.

Programme on Strengthening the Capacity of Romanian Institutions for the Prevention and Control of Money Laundering (Phare National Programme 99)

The National Office initiated this Programme for Prevention and Combat of Money Laundering and its main objective is to prepare the Romanian Capital Market for the implementation of EU Regulations regarding operations on internal market and the liberalisation of capital movements. It will be implemented in the years 2000-2001.

Project on Money Laundering (Phare)

The project raised awareness on the money laundering problem in the CEECs by establishing an anti-money laundering legal framework in line with EU and international standards (EC Directive on the prevention of the use of the financial system for purposes of money laundering, Financial Action Task Force (FATF) recommendations, Vienna Convention, Strasbourg Convention, etc) and by implementing this legal framework. The project further aimed at the establishment and reinforcement of the relevant institutions by exchanging experience and know-how.

Drug Police Personnel Exchange Project (Phare)

The overall objective of this project is to strengthen and improve the drug law enforcement capacities and co-operation, through the exchange of operational personnel from the drug police agencies in the Phare Partner Countries and EU Member States. The specialisation of the officers will lead to a better approach of the criminal phenomenon by its direct, operational effects.

3.2.3 Demand Reduction

Drug Demand Reduction Strategy development (Phare)
The project focused on producing an overview of the drug demand reduction situation in the central and eastern European countries; facilitating the design of drug demand reduction strategies in the partner countries; and strengthening the design of the follow-up phase of Technical Assistance to Drug Demand Reduction project.

**Technical Assistance to Drug Demand Reduction - Follow up Phase (Phare)**
The project reinforced drug demand reduction networks in the Partner Countries and linked them with EU networks; facilitated policy development in demand reduction; strengthened experts’ capacities by practical experience.

**National Programme for Prevention and Control of Drug Dependence Adults and Children (National budget)**
Within this programme two detoxification centres were set-up in Bucharest and Iasi.

### 3.3. Results

#### 3.3.1 Global issues

- National Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Pre-cursors developed and adopted by the Inter-ministerial Committee for Fight Against Drugs (ICFAD);
- ICFAD and its sub-structures’ management and organisational plans developed and systems required for ICFAD effective functioning in place (including communication network between various agencies etc.);
- Review of existing drug legislation, including recommendations for amendments, to assure compatibility with EU legislation and best practice;
- National Focal Point institutionalized as independent body, adequately located, equipped and staffed;

#### 3.3.2 Supply reduction

- Drug Supply Reduction Strategy and Programme developed and adopted by the ICFAD;
- Enhanced inter-agency co-operation
- Establishment of inter-agency offices and units.

#### 3.3.3 Demand reduction

- Drug Demand Reduction Strategy and Programme developed and adopted by the ICFAD;
- Enhanced inter-agency co-operation
- Primary Prevention Programme developed and adopted by the ICFAD;
- Assessment of needs concerning the medical treatment network performed and recommendations and required documentation developed accordingly.
3.4. Activities
In order to meet the specific objectives and to produce the results indicated in section 3.2, the project will address three main areas:

3.4.1 Global issues

3.4.1.1 Support for drafting, elaboration and implementation of the national Drug Strategy

Romania currently has no national strategy on drugs and the urgent need to develop it is viewed as of highest importance by the Romanian Government (Decision no. 534, based upon the Art. 102 par.2 of the Constitution) and by the European Union. Consequently, the Romanian agencies with responsibilities in the fight against drugs trafficking and abuse will co-operate to develop a comprehensive National Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Pre-cursors. This will involve representatives of the following ministries: Health, Interior, Finance/Customs, Industry and Commerce, National Education, Labor and Social Protection, Justice, Foreign Affairs, Defense, and Youth and Sport. The draft strategy will be considered and adopted by the Inter-ministerial Committee for the Fight Against Drugs, chaired by the Prime Minister.

This component will provide

- long-term assistance to assure an effective, stable and consistent approach to the drafting, promotion and implementation of the strategy;
- short-term technical assistance to advise on the drafting of strategy documents;
- programme for development of staff involved in the production of strategic documents (training, exchange of experience etc.).

3.4.1.2 Support for creation and development of structures required for the effective functioning of the Inter-ministerial Committee for the Fight Against Drugs (ICFAD)

An Inter-ministerial Committee for the Fight Against Drugs, chaired by the Prime Minister, was created in July 1999 on the basis of the Government Decision. The Articles of this Decision provide for the creation of the Committee and a number of sub-structures to support its work, i.e. a secretariat and commissions and sub-commissions to address sectoral issues. The ICFAD is already active, but further work is required to define and to support its strategic set-up and activities, and the activities of the other sub-structures.

This component will provide

- short-term technical assistance to assist in development of a management and organisational plan for effective functioning of the ICFAD and its substructures;
• systems to support the ICFAD to undertake its functions effectively, including an efficient communication network between ministries, departments and agencies involved;
• required systems, according to identified needs.

3.4.1.3 Support for a review of existing drug legislation to ensure compatibility with EU legislation and best practice
The drug legislation in Romania is based upon a variety of Acts of the Parliament and Government Decrees. A draft Law on Narcotics and Psychotropic, as well as a separate draft Law on Precursors Control are currently part of the legislative programme.
This project will review these laws and Government decrees, as well as the related legislation covering licit control, money laundering, penal provisions etc., to ensure that they are consistent and effective, they support the implementation of the national drug strategy, and they are compatible with EU legislation and best practice. Special attention will be paid to the recommendations made by the Commission at the Justice & Home Affairs and Schengen screenings, concerning the distinction the penal rules should make between ‘soft’ and ‘hard drugs’, and differences in quantities.
This component will provide short-term technical assistance to review the existing drug related legislation and to make recommendations for amendments.

3.4.1.4 Support for the strengthening of the effectiveness of the National Focal Point with the European Drug Monitoring Centre
The National Focal Point is currently located in the Ministry of Interior, Directorate for the Countering of Organised Crime. Concerns were expressed by the European Commission that the Focal Point lacks the legal basis and the support required to properly carry out its functions, in accordance with the Council Regulation No. 302/93 on the establishment of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and the Decision of the EMCDDA Management Board of 23 October 1998 on the role and the financing of national Focal Points.
On July 12, 1999, by Government Decision 534, an Inter-ministerial Committee for the Fight against Drugs (ICFAD) was established, consisting of the 10 institutions mentioned in §1.4. above. The activities of the ICFAD are organised and carried on by the ICFAD Secretariat, consisting of representatives of the same institutions that form the ICFAD.
ICFAD is the only independent body responsible to co-ordinate the entire activity in the field of drugs at national level. Consequently, the representatives of the Ministries of Health, of Interior and of Finance/Customs that have drawn up this Project Fiche, have agreed that ICFAD will co-ordinate the activity of
the National Focal Point. Administratively, in order to ensure its proper functioning, the NFP will be relocated in the Institute of Health Management Services of the Ministry of Health.

The NFP will develop an information system for the collection, analysis and distribution of objective, comparable and reliable data on drugs, in line with the methodology of the EMCDDA.

This component will address the institutionalisation of the National Focal Point and the further development of collection, processing and analysis of data through the provision of

- technical assistance to advise on actions required to institutionalise the status of the Focal Point and to carry out its tasks;
- systems to support the work of the Focal Point in carrying out its tasks;
- programme for development of Focal Point staff (training, study visits etc.).

3.4.2 Supply reduction

3.4.2.1 Support for the development of a National Strategy for Supply Reduction

No national strategy for supply reduction exists at present time. In support of the National Drug Strategy, it is necessary to develop and implement a balanced and integrated Drug Supply Reduction Strategy and programme, based upon the key elements of the global programme.

This component will assist the agencies involved to define their respective responsibilities, priorities etc. and to develop the sectoral strategies and Action Plans accordingly. These will be submitted to the ICFAD for consideration and approval.

This component will provide

- short-term technical assistance to advise on the development of the Drug Supply Reduction Strategy and the National Programme for Supply Reduction;
- programme for development of staff involved in the development of programme documentation (training, study visits etc.).

3.4.2.2 Support for the development of closer working relationship between agencies involved in supply reduction

This component addresses the effective inter-agency co-operation as a pre-requisite for the implementation of a balanced and integrated Drug Supply Reduction Strategy. Currently, the co-operation between agencies occurs both at the national and local level, but these procedures need to be formalised and integrated into a consistent national approach to inter-agency working.

This component will provide short-term technical assistance to advise on appropriate legal and practical ways to enhance inter-agency co-operation and to assist in the drafting of required
documentation (national law, protocols, Memoranda of Understanding etc.).

3.4.2.3 Support for the establishment of permanent inter-agency offices/units

Within the context of the national approach to inter-agency co-operation in the fight against drugs, there is an obvious need to establish multi-agency structures, offices and units to address in a coherent way the wide range of drug supply related issues. These areas include the sharing of information and intelligence, carrying out of joint operations (e.g. control deliveries) and establishment of national contact points for international bodies such as Europol. This work will be undertaken in very close cooperation with the Joint Phare-UNDCP Drug Law Enforcement Programme for SE Europe.

This component will provide
- short-term technical assistance to establish the legal basis for offices/units;
- systems to support the work of offices/units to carry out their functions;
- programme for development of appointed staff (training, study visits etc.).

3.4.3 Demand reduction

3.4.3.1 Support for the development of a National Strategy for Demand Reduction

No national strategy for demand reduction exists at present time. In support of the National Drug Strategy, it is necessary to develop and implement a balanced and integrated Drug Demand Reduction Strategy and programme based upon the key element of the global strategy.

This component will assist the agencies involved to define their respective responsibilities, priorities etc. and to develop the sectoral strategies and Action Plans accordingly. These will be submitted to the ICFAD for consideration and approval.

This component will provide
- short-term technical assistance to advise on the development of the Drug Demand Reduction Strategy and the National Programme for Demand Reduction;
- programme for development of staff involved in the development of programme documentation (training, study visits etc.).

3.4.3.2 Support for the development of closer working relationship between agencies involved in demand reduction

This component addresses the effective inter-agency co-operation as a pre-requisite for the implementation of a balanced and integrated Drug Demand Reduction Strategy. Currently, the co-operation between agencies occurs both at the national and local
level, but these procedures need to be formalised and integrated into a consistent national approach to inter-agency working.

This component will provide short-term technical assistance to advise on appropriate legal and practical ways to enhance inter-agency co-operation and to assist in the drafting of required documentation (national law, protocols, Memoranda of Understanding etc.).

3.4.3.3 Support for the development of Primary Prevention Programme

This component will assist the involved agencies to develop a Primary Prevention Programme, based upon the key elements of the demand reduction strategy, and addressing among other subjects those which are currently high priority: a training programme for the staff involved in educational activities related to drug problems, assessment of youth attitude vis-à-vis drugs, assessment of needs to inform the general public about the drug problem, an epidemiological study, development and publishing of manuals on drug consumption and dependence, information-education-communication campaigns, 5 advisory points and drug hot-line service.

This component will provide

- short-term technical assistance to advise on the development of the Primary Prevention Programme;
- programme for development of staff involved in the development of programme documentation (training, study visits etc.).

3.4.3.4 Support for the development of the medical treatment network

This component will assist the involved agencies to develop the required documentation for the development of the medical centres for treatment of drug users. Currently, the Ministry of Health identified needs concerning the creation and development of 4 detoxification centres in addition to the existing centres and 6 post-cure centres in the big university cities, the training of the staff of these centres, the creation of therapy communities.

This component will provide assistance in the assessment of existing situation of the medical treatment in relation to drugs use, on the basis of the integrated Drug Demand Reduction Strategy and Programme and in line with the relevant standards within the EU Member States, and will make recommendations and will develop the required documentation accordingly, through:

- short-term technical assistance to advise on the assessment and development of the medical treatment network;
- programme for development of staff involved in the development of programme documentation (training, study visits etc.);
- system to support the work of medical treatment units.
3.5 **Activities to be implemented through twinning arrangements**

All the components above, except the supply of equipment, will be implemented through twinning arrangements.

**Tasks of the Pre-accession Advisor (PAA):**
- to provide technical advice on the development and content of drug strategies and policies;
- to facilitate/organise meetings between the drug control agencies involved/beneficiaries of the project;
- to promote inter-agency co-operation and joint working;
- to co-ordinate the short-term technical assistance from the EU Member States, required to effectively carry out the activities if the project.

Short-term expertise will be required for the performance of tasks as described in section 3.4.

**Profile of the PAA:**
- solid background in the development of national drug policies and strategies;
- sound knowledge of regulations and policies of the European Union, in relation to drug control and accession requirements for the Partner Countries in the drug sector;
- sound communication skills and previous experience of working in a multi-disciplinary and multi-national team;
- previous experience as project co-ordinator/project manager;
- sound knowledge of English. Knowledge of French is an advantage.

Duration of the assignment of the PAA: The PAA will be seconded to the ICFAD for a period of at least 12 man/months.

4 **Institutional Framework**

The Inter-ministerial Committee for the Fight Against Drugs (ICFAD) was created in July 1999, on the basis of the Decision of the Government No. 534, and it is chaired by the Prime Minister. It comprises heads of the key agencies with responsibilities in the fight against drugs, as follows:

- Ministry of Health
- Ministry of Interior
- Ministry of Finance/Custom Administration
- Ministry of Industry and Commerce
- Ministry of National Education
- Ministry of Labour and Social Protection
- Ministry of Justice
- Ministry of Foreign Affairs
- Ministry of Defence
- Ministry of Youth and Sport

The ICFAD draws up the general conception and assures the unitary co-ordination by the Government of the fight against drugs. Underneath, the permanent Secretariat is in charge of the daily co-ordination of various committees and commissions and of the meetings preparation.
The Romanian involved agencies will support the implementation of the proposed project by assuring the necessary organisational environment, making available the necessary personnel and covering the cost of the national experts, the necessary building infrastructure and the related running and administrative costs.

5. **DetaileD budget**

5.1 **Overall budget**

<table>
<thead>
<tr>
<th>COMPONENT</th>
<th>Phare support</th>
<th>National co-financing</th>
<th>IFI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Investmen t support</td>
<td>Building</td>
<td></td>
<td></td>
</tr>
<tr>
<td>I. Global Issues</td>
<td>0.09</td>
<td>0.40</td>
<td>0.10</td>
<td>0.59</td>
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<tr>
<td>II. Supply Reduction</td>
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<td>III. Demand Reduction</td>
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<td>0.20</td>
<td>0.15</td>
<td>0.42</td>
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<td><strong>TOTAL</strong></td>
<td><strong>0.25</strong></td>
<td><strong>(0.75)</strong></td>
<td><strong>0.30</strong></td>
<td><strong>1.30</strong></td>
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</table>

(*) In relation to infrastructure, equipment, software, related developments, installation, testing and documentation

(**) In relation to changes in management, procedures, legislation, enforcement, training and general activities and services as result of investments

5.2 **Twinning budget**

<table>
<thead>
<tr>
<th>COMPONENT</th>
<th>Phare Support</th>
</tr>
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<td></td>
<td>Institutional Building</td>
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<tr>
<td>Overall twinning project management</td>
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<tr>
<td>I. Global Issues</td>
<td>270,000</td>
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<td>II. Supply Reduction</td>
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<td>III. Demand Reduction</td>
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<td><strong>TOTAL</strong></td>
<td><strong>750,000</strong></td>
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6 **Implementation arrangements**

6.1 **Implementing Agency**

The implementing authority will be the Ministry of Interior (MOI). The Implementing Agency is the Ministry of Finance, the Central Finance and Contracts Unit (CFCU), which will deal with the tendering, contracting, and payments matters.

The MOI will establish a special organisational structure for the technical management and monitoring of the project which comprises a Project Officer (PO), a Project Steering Committee (PSC) and a Programme Implementation Unit (PIU). The PSC will include representatives of all involved agencies and will monitor, supervise and co-ordinate the overall progress and
implementation of the project. The PSC will provide guidance for the different components of the project, will approve the results, will define priorities, will approved and will monitor budgets. The PIU will include representatives of all involved agencies and will carry out the day-to-day management of the project. Its role will be to administer and resolve all issues concerning the management of the project, including planning and identification of tasks, reporting, preparation of Terms of Reference, participation in tendering, monitoring and evaluation of activities. The PIU will report to the PSC.

The PAA will be located within the Ministry of Interior, which will provide office space and logistical support; he will work closely with the PIU and the institutions involved in the PSC, and co-ordinate the short-term experts supporting implementation of the various components described at § 3.4 above.

6.2 Twinning
Twinning is foreseen for the ‘Institutional Building’ part of the project (750,000 EURO).

The Contact Person for twinning is: Radu DOBRE, Deputy Director of the Integration and International Relations Directorate of the Ministry of Interior, 3-5 Mihai Voda Street, Bucharest, Romania, tel. +4013140249, fax. +4013121333, e-mail diri@mi.ro. Non-standard aspects

The project will be managed according to the Decentralised Implementation System (DIS) rules.

6.3 Contracts
To maximise the effectiveness of the proposed projects, it is foreseen one twinning covenant (contract) for the ‘Institutional Building’ part of the project and one supply contract, if feasible in view of the technical requirements (by open tender procedures) for the Investment part of the project. This solution will produce economies of scale, a greater level of consistency and co-ordination between various components/sub-components and reduce the administrative burden.

7 Implementation schedule

7.1 Start of tendering/call for proposals
Institutional Building (Twinning) - September 2000

7.2 Start of project activity
Institutional Building (Twinning) – March 2001
7.3 Project completion
Institutional Building (Twinning) – February 2002

8 Equal opportunity
The implementing and beneficiary Romanian authorities are equal opportunities employers.

9 Environment (N/A)

10 Rates of return (N/A)

11 Investment criteria (N/A)

12 Conditionality and sequencing
This project adopts a logical approach to design and implementation, starting from the drafting of a global strategy as the first result, and the subsequent development and implementation of more detailed programmes and action plans.

Conditionality and sequencing are therefore built in as a matter of course and every sectoral action requires such a logical progression which is referred to already in the individual components. The procurement of equipment related to the various components of the programme will be justified in terms of the elaboration and adoption of the various components of the National Drug Strategy, and the development of National Focal Point and the inter-ministerial co-ordination structures described above.

The Phare assistance is provided on the basis of an understanding that the National Focal Point should be established within the Institute for Health Management of the Ministry of Health, and will be provided with office space and facilities and is adequately staffed to carry out its core tasks in line with the guidelines laid down by the European Drug Monitoring Centre.

Projects to be implemented through twinning require the full commitment and participation of the senior management of the beneficiary institution. In addition to providing the twinning partner with adequate staff and other resources to operate effectively, the senior management must be fully involved in the development and implementation of the policies and institutional change required delivering the project results.

ANNEXES
1. Logical framework matrix in standard format
2. Detailed implementation time chart in standard format
3. Contracting and disbursement schedule by quarter for full duration of programme
   A. Drug legal framework.
   B. Budget details
## LOGFRAME PLANNING MATRIX

### Project Number RO-0006.17

<table>
<thead>
<tr>
<th>Programme name: and number:</th>
<th>Date of drafting:</th>
<th>Contracting period expires:</th>
<th>Disbursement period expires:</th>
<th>Total Budget:</th>
<th>Phare contribution:</th>
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<tr>
<td></td>
<td></td>
<td>13 February 2000</td>
<td>30.11.2002</td>
<td>1.30 MEURO</td>
<td>1.00 MEURO</td>
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### Programmes

#### 1. Measures to develop and implement a National Strategy to Combat Drug Abuse and Illicit Drug Trafficking

<table>
<thead>
<tr>
<th>Wider Objective</th>
<th>Indicators of Achievement*</th>
<th>How, When and By Whom Indicators Will Be Measured</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>The strengthening of the capacities of the Romanian institutions in the fight against drugs.</td>
<td>Improved effectiveness in the fight against drugs. Improved inter-agency co-operation at national and European level.</td>
<td>European Commission/EC Delegation, Inter-ministerial Committee for Fight Against Drugs (ICFAD) Ministry of Foreign Affairs/Department for European Integration (DEI) at the end of the project.</td>
<td>Government maintains consistent policy and supports the inter-agency co-operation in the fight against drugs. National legislation in line with EU legislation and best practice enacted. Close co-ordination with other initiatives in the sector.</td>
</tr>
</tbody>
</table>

#### Immediate Objectives

<table>
<thead>
<tr>
<th>Indicators of Achievement*</th>
<th>How, When and By Whom Indicators Will Be Measured</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. To develop a comprehensive National Drug Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Precursors, complemented by consequent sectoral strategies, in line with EU standards and best practice</td>
<td>National Drug Strategy developed Supply Reduction Strategy developed Demand Reduction Strategy developed</td>
<td>ICFAD, CFCU, EC Delegation and Ministry of Foreign Affairs/DEI during the implementation of the project.</td>
</tr>
<tr>
<td>2. To develop individual agencies’ Action Plans, to implement the approved strategies.</td>
<td>Individual Action Plans developed and approved by all agencies with responsibilities in the fight against drugs.</td>
<td>ICFAD, CFCU, EC Delegation and Ministry of Foreign Affairs/DEI during the implementation of the project.</td>
</tr>
<tr>
<td>3. To review the current legislation on drug law enforcement.</td>
<td>Review of the existing legislation, including recommendations for amendments. Amendments drafted, promoted and adopted.</td>
<td>ICFAD, CFCU, EC Delegation and Ministry of Foreign Affairs/DEI at the end of project implementation.</td>
</tr>
<tr>
<td>4. To create and develop appropriate structures and systems required to implement the approved strategies and Action Plans.</td>
<td>Dedicated structures and systems created/developed, in line with the EU standards and best practice. The structures and systems implementing effectively the approved strategies and Action Plans.</td>
<td>ICFAD, CFCU, EC Delegation and Ministry of Foreign Affairs/DEI during the implementation of the project.</td>
</tr>
<tr>
<td>5. To strengthen the inter-agency co-ordination and co-operation.</td>
<td>Improved co-ordination and co-operation between the agencies involved in the fight against drugs.</td>
<td>ICFAD, CFCU, EC Delegation and Ministry of Foreign Affairs/DEI at the end of project implementation.</td>
</tr>
<tr>
<td>Outputs</td>
<td>Indicators of Achievement*</td>
<td>How, When and By Whom Indicators Will Be Measured</td>
</tr>
<tr>
<td>---------</td>
<td>---------------------------</td>
<td>-------------------------------------------------</td>
</tr>
<tr>
<td>• National Drug Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Precursors;</td>
<td>• National Drug Strategy to Combat Drug Abuse and Illicit Traffic of Drugs and Precursors developed and adopted by the ICFAD;</td>
<td>The ICFAD and its Secretariat together with the CFCU and the European Commission’s services will regularly review and monitor the evolution of the project implementation, the indicators of achievement, the outputs and the implementation plan.</td>
</tr>
<tr>
<td>• Drug Supply Reduction Strategy;</td>
<td>• Drug Supply Reduction Strategy and Programme developed and adopted by the ICFAD;</td>
<td></td>
</tr>
<tr>
<td>• Drug Supply Reduction Programme;</td>
<td>• Drug Demand Reduction Strategy and Programme developed and adopted by the ICFAD;</td>
<td></td>
</tr>
<tr>
<td>• Drug Demand Reduction Strategy;</td>
<td>• ICFAD and its sub-structures’ management and organisational planes developed and approved;</td>
<td></td>
</tr>
<tr>
<td>• Drug Demand Reduction Programme;</td>
<td>• The systems required for ICFAD and its sub-structures functioning in place, including communication network with relevant agencies;</td>
<td></td>
</tr>
<tr>
<td>• ICFAD management and organisational plans, and systems required for effective functioning;</td>
<td>• National Focal Point institutionalised as independent body, relocated, adequately equipped and staffed in accordance with EU best practice;</td>
<td></td>
</tr>
<tr>
<td>• ICFAD sub-structures’ management and organisational plans and systems;</td>
<td>• National Focal Point exchanging information, on regular basis, with the European Monitoring Centre for Drugs and Drug Addiction;</td>
<td></td>
</tr>
<tr>
<td>• Institutionalised (and relocated) National Focal Point;</td>
<td>• National Focal Point capable of producing annual report in accordance with EU model</td>
<td></td>
</tr>
<tr>
<td>• Review of the existing drug legislation and recommendations;</td>
<td>• Review of the existing drug legislation performed and recommendations made for amendments;</td>
<td></td>
</tr>
<tr>
<td>• Primary Prevention Programme;</td>
<td>• Amendments drafted, promoted and adopted;</td>
<td></td>
</tr>
</tbody>
</table>
### Inputs

<table>
<thead>
<tr>
<th>Financial</th>
<th>Indicators of Achievement*</th>
<th>How, When and By Whom Indicators Will Be Measured</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
</table>
| • Internal contribution: 0.3 MEURO  
  • Phare national contribution: 1.3 MEURO | Internal budget approved.  
  Financing memorandum approved. | The Ministry of Foreign Affairs/DEI, the ICFAD and its Secretariat together with the CFCU and the European Commission’ services. | Commitment of the Romanian Government.  
  Approval of the European Commission.  
  Budgets approved and available. |
| Additional Inputs | | | |
| • Phare Multi-beneficiary Drug Programme  
  • UNDCP-Phare Drug Law Enforcement Progr.  
  • Phare Precursors Project. | | | |

- Must be **quantified** and **measurable**
### DETAILED TIME IMPLEMENTATION CHART FOR PROJECT NUMBER RO-0006.17

**Measures to develop and implement a National Strategy to Combat Drug Abuse and Illicit Drug Trafficking**

<table>
<thead>
<tr>
<th>COMPONENT</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional Building (Twinning)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Global Issues</td>
<td>C C C C</td>
<td>C I I I I I I I I I I I I</td>
<td>I R X</td>
</tr>
<tr>
<td>2. Supply Reduction</td>
<td>C C C C</td>
<td>C I I I I I I I I I I I</td>
<td>I R X</td>
</tr>
<tr>
<td>3. Demand Reduction</td>
<td>C C C C</td>
<td>C I I I I I I I I I I I</td>
<td>I R X</td>
</tr>
<tr>
<td>Investments</td>
<td>D D D D</td>
<td>C C C C C I I I I I</td>
<td>I R X</td>
</tr>
</tbody>
</table>

**Legend:**
- **D** = Design
- **C** = Contracting
- **I** = Implementation
- **R** = Review
- **X** = Closure
CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE

Measures to develop and implement
a National Strategy to Combat Drug Abuse and Illicit Drug Trafficking

<table>
<thead>
<tr>
<th></th>
<th>31/12/2000</th>
<th>31/03/2001</th>
<th>30/06/2001</th>
<th>30/09/2001</th>
<th>31/12/2001</th>
<th>31/03/2002</th>
<th>30/06/2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACTED</td>
<td>0.750</td>
<td>1.0</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>DISBURSEMENT</td>
<td>0.250</td>
<td>0.570</td>
<td>0.720</td>
<td>0.950</td>
<td>1.000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

All figures in million Euro

NB: 1. All contracting should normally be completed within 6-12 months and must be completed within 24 months of signature of the FM.
2. All disbursements must be completed within 36 months of signature of the FM.
DRUG LEGAL FRAMEWORK

SPECIFIC LEGISLATION

**GOVERNMENTAL DECISION No 534/1999** regarding the establishment of the Inter-ministerial Committee for the Fight Against Drugs

**THE INTERNATIONAL FRAMEWORK** Romania is a part of:

**THE OPIUM CONVENTION AND PROTOCOL**, concluded in Geneva on February 19, 1925, during the Second Opium Conference, promulgated by Romania through the Decree No 1578 of June 5, 1928;

**THE CONVENTION FOR THE REPRESSION OF ILLICIT DRUG TRAFFICKING**, signed in Geneva on June 26, 1936, and ratified by Romania through the Law-Decree No 169 of May 27, 1938;


**THE UN CONVENTION OF 1971**, concerning psychotropic substances;

**THE CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES** (Vienna 1988)


**THE NATIONAL LEGAL FRAMEWORK:**

- The Law No 73/1969 concerning the regime of the narcotic substances and products and the Instructions of the minister of health no 103/1970 for putting into practice the provisions of the Law No 73/1969. The two acts regulate the fabrication, extraction, conditioning, preparing, storing, administration, distribution and transport of certain narcotic products and substances, provided for in the annex of this law;

- The Law No 100/1998 concerning the public health care, financed mainly by the state. In the annex no 1 of the law, there are mentioned the national public health programmes, organized and financed by the Ministry of Health; at point 8 in the same annex it is mentioned the National Programme for the Prevention and Control of Drug Addiction and the Induced Pathology. The National Programme comprises the emergency therapy, the detoxification therapy and the post-cure therapy that are done in specialized units;

- The Order of the Minister of Health no 963 of December 1998, concerning the approval of the general methodological norms of organization and offering medical assistance, treatment, medical care and hotel services (meals and bed in hospital) to the addicted abusers of narcotic and psychoactive substances. This order regulates the organizing, at national level, of the cure and post-cure network for addicted persons, as well as the training of personnel, through financial assistance provided by the National Programme. According to this order, the emergency treatment is free of charge; in case of the detoxification cure, the addicted persons will cover the treatment costs. Also, it regulates the informational circuit concerning the addicted persons, bringing in new data concerning the consume, the way drugs are being obtained, the ways the drugs are being administered, age, sex, occupation of the addicted persons and the treatments they have undertaken. The reporting chart enters the informational system of the Ministry of Health in the Computer Center, sanitary statistics and medical documentation; there is a soft-ware set up in this respect that is financed by the World Bank;

- Decree No 466/1980 regarding the regime of the toxic substances, in whose category enter some of the essential chemical substances and precursors (lysergic acid, ephedrine, ergotamine, ergometrine); the annex list of this decree must be up-dated, as certain substances that transit our country lately are not regulated by this decree (the bee venom, snake venom, and others);
• The Government Decision No 75/1991 regarding the establishing and the sanctioning of felonies to the norms concerning the regime of the narcotic substances and products;

• The Order of the Minister of Industry and Commerce no 90/1996 regarding the issuing of import-export licenses for some chemical substances placed under international control (22 substances are placed under the control of the 1988 Vienna Convention, modified following to the recommendations made during the 35th Session of the Commission on Narcotics, according to Regulation No 3677/1990);

• Order of the Minister of Health 317/1987 issued regarding the list of narcotic products and substances placed under control, given for the enforcement of Law no 73/1969;

Law no 21/1999 regarding the prevention and the sanctioning of money laundering that also provides for the establishment of the National Office for Prevention and Combat of Money Laundering.

• THE CRIMINAL CODE OF ROMANIA, that represents the basic law through which the criminal deeds related to the regime of drugs are incriminated. Thus, according to the provisions of Article 312, it represents the crime of narcotic drugs trafficking, the following deeds:

- the production, the possession or any other operation regarding the circulation of the narcotic or toxic substances and products, the cultivation for procession of plants that contain such substances, or the experimenting of toxic products or substances, all these without right, shall be punished with prison from 3 to 15 years and the forbidding of certain rights;

- the committing of the above deeds in an organised manner, shall be punished with life imprisonment or prison from 15 to 25 years and the forbidding of certain rights;

- the prescription by a physician, without being necessary, of narcotic substances or products shall be punished with prison from 1 to 5 years;

- the organizing or the allowing of consumption of such substances or products in special places, shall be punished with prison from 3 to 15 years and the forbidding of some rights.

• The Customs Code incriminates as smuggling in Article 176, and punishes the crossing of the border of narcotic drugs and psychotropic substances, of precursors and essential chemical substances with prison from 2 to 7 years.

OTHER RELEVANT LAWS

• Law no 23/1968 regarding the safekeeping of state secret;

• Law no 20/1993 of ratifying the European Agreement of Association of Romania to the European Communities and their Member States signed in Brussels on 01.02.1993.
I. GLOBAL ISSUES:

The total value of 0.09 MEURO will be used for the item I.2, the activity “Systems to support the ICFAD to undertake its functions effectively, including an efficient communication network between ministries, departments and agencies involved” and the item I.4 for the activity “Systems to support the work of the Focal Point in carrying out its tasks”.

This includes the following items:

- **ICFAD Secretariat**: 1 network computer, 1 printer, software for the collection/storage/processing/maintenance of information, 1 black & white photocopier, 1 fax machine, e-mail connection;
- **Each of the involved ministries and agencies (10)**: 1 network computer, 1 printer, software for collection/storage/processing/maintenance of information, e-mail connection;
- **National Focal Point**: 4 network computers (one of which to be also used as server), 1 CD rewritable unit, 1 notebook, 1 video projector, 1 printer, software for collection/storage/processing/maintenance of primary and statistical information, 1 fax machine; e-mail connection.

II. SUPPLY REDUCTION:

The total value of 0.09 MEURO will be used for the item II.3, the activity “Systems to support the work of offices / units to carry out their functions”. This activity will support the sharing of information and intelligence between the agencies involved, at the national, regional and local level. The limited budget will be used to develop, test and implement a pilot system, comprising the central level, one region and a limited number of local sites, through the provision of:

- **At the central level**: 1 server and the corresponding software; For each of the involved agencies, 1 network computer, 1 printer, dedicated software and necessary interfaces between this dedicated software and the relevant IT systems within each agency, 1 fax machine;
- **At the regional level**: 1 server and the corresponding software; For each of the involved agencies, 1 network computer, 1 printer, dedicated software and necessary interfaces between this dedicated software and the relevant IT systems within each agency, at the regional level;
- **At the local level, for each of the involved agencies**: 1 network computer, 1 printer, dedicated software and necessary interfaces between this dedicated software and the relevant IT systems within each agency.

This pilot phase will be the basis for further developments and implementation nation-wide.

III. DEMAND REDUCTION:

The total value of 0.07 MEURO will be used for the item III.4, the activity “System to support the work of medical treatment units”. This will include the provision of:

- **Post-cure Centre of Balaceanca**: 1 analyser for drugs and drugs metabolites in blood and urine, and specific investment for the installation of equipment;
- For each of the existing post-cure medical centres: 1 network computer, 1 printer, software for the collection/storage/processing/maintenance of information, 1 fax machine, e-mail connection, and wherever necessary specific investment for the installation of equipment.

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