

Pursuant to the Article 45. Paragraph 1. of the Law on Government („Official Gazette of R Serbia”, No. 55/05 and 71/05-corrigendum, 101/07 and 65/08),

The Government enacts

THE STRATEGY
FOR THE FIGHT AGAINST DRUGS
IN THE REPUBLIC OF SERBIA FOR THE PERIOD FROM 2009 TO 2013

I INTRODUCTION

The abuse of drugs brought contemporary humanity to serious consequences which jeopardize the health of population, family and society. Drugs have deteriorating impact on society; they cause increment of criminality, especially delinquency, prostitution, unemployment, homelessness and poverty.

According to the statistics of the United Nations, over 200 million people have at least once tried drugs; and the number of drug abusers is constantly increasing. The increasing number of people using drugs is a consequence of the global social- economic occurrences worldwide. According to the World Health Organization, countries in transition are especially endangered.

By adopting the Declaration of the United Nation’s General Assembly Special Session (UNGASS)¹ in 1998, all member states are obliged to develop and implement by 2008, their strategies and programs for reduction of supply and demand of narcotic drugs. The Strategy for the Fight against Drugs in the Republic of Serbia for the period between 2009 and 2013 (hereinafter referred to as: Strategy) is in compliance with the Strategy of the European Union for the area of drugs as well as with other international documents (recommendations of the Council of Europe, the UN Convention on Drugs from 1961, amended and annexed with the Protocol from 1972, the Convention on Psychotropic Substances from 1971, and the Convention against Illicit Distribution of Narcotic Drugs and Psychotropic Substances from 1988) which regulate the organized fight against drugs. In compliance with the recommendation of the Council of Europe, the expertise of the European Monitoring Center for Drugs and Drug Addiction (EMCDDA) and other European experts was used. This document is primarily based on the principles of basic human rights: human dignity, freedom, equity, solidarity as well as respect of democracy and rule of law.

¹ United Nations General Assembly Special Session on the World drug problem (UNGASS), 1998.

II CURRENT SITUATION IN THE REPUBLIC OF SERBIA

According to the census from 2002, Republic of Serbia (with exception of data from the territory of Kosovo and Metohija AP) has app. 7,5 million inhabitants. The national gross income per capita in 2007 was 3.970 €². According to the data of the Republic Statistical Office in 2006, Serbia had approximately 916.000 unemployed persons aged between 15 and 65, who are considered unemployed by the Law on Employment and Insurance in the case of Unemployment³ ("Official Gazette of RS", No. 71/03 and 08/04-other law).

Risk factors

In the past period, the Republic of Serbia has been exposed to war in the region, disintegration of former state, arrival of approximately 400.000 refugees and internally displaced persons, international economic sanctions, NATO bombing. Under the circumstances of transition and social-economic crises, there is a growing presence of drugs abuse and it is becoming a significant social-medical problem. The geostrategic position of the Republic of Serbia and its place on the international drug route that connects East with West (Balkan route) contribute to large quantity of drugs transiting through, but also being retained in our country. The disintegration process of the previous system with the establishment of a new one, along with the accretion of organized crime, prostitution, trafficking in human beings and the overall impoverishment, have intensified the drugs related problems. Economic loss due to drug trafficking, illicit money flow and transaction are enormous (according to the unofficial evaluation, there is some million Euros circulating daily on the illicit drug market in the Republic of Serbia). Also, the expenses of medical treatment, social welfare, judiciary etc. are high.

Characteristics of drug usage

The current situation in the domain of drugs is characterized by:

- Presence of larger variety of drug types, especially synthetic drugs;
- Increased usage of all types of drugs, especially synthetic;
- A trend of using different types of drugs simultaneously (polytoxicomania);
- Presence in all environments, not only in large cities;
- Presence in all social classes, national and religious communities;
- Shifting of age limit towards younger stature.

The most important characteristics of drug abusers in our society are:

- 1) Discrimination in a sense of incapability to accept working obligations, due to decreased working capacity, which also creates a problem of social insecurity;
- 2) Social isolation; the family hides the problems for long time and is incapable to find the right solutions alone, whereas the society is unable to recognize and provide help in due time.

² Basic indicators of macroeconomic movements, Ministry of Finance

³ Statistic almanac of Serbia 2007, Republic Statistical Office, October 2007

Availability of drugs and abusers

Only in the period between 2000 and 2008, there has been a dramatic increment in drugs circulation. Just to illustrate, the following amounts of drugs were seized on the territory of the Republic of Serbia: 2,43 tones of heroin, 15,9 tones of marihuana, 71,6 kg of cocaine, 90,8 kg of hashish and 2,14 million tablets of ecstasy.⁴ Also, between 2002 and 2007, successful actions lead discovery of four clandestine laboratories with modern equipment and large production capacities for synthetic drugs in Serbia.

National experts conducted a study in 2005 about drugs abuse among pupils, based on the methodology of the European School Project on Alcohol and other Drugs- ESPAD⁵, which demonstrated that 20% of youth in Serbia have tried marihuana. The study on drugs abuse among adult population⁶ aged between 15 and 59 confirm that marihuana is the drug most commonly used and tried by 11% of the population and it's pointing to a mild tendency of increased use of cocaine and synthetic drugs.

According to the data of healthcare centers for treatment of addicts, over 70% of patients who are seeking medical treatment are drug addicts. Intravenous addicts dominate among registered individuals (65%). According to the assessment of the research conducted in 2008⁷, percentage of HIV infected among the population of intravenous addicts is low, however the percentage of addicts infected with hepatitis C is high and it ranges from 45% to 69%. This undoubtedly points to high prevalence of risk behavior, in other words mutual use of injection kit.

Data on drugs as cause of death are incomplete, since drugs are listed as cause of death only in 0,2 % of total mortality. Such a small figure is certainly an indicator of inconsistent methodology of reporting real causes of death, either due to lack of recognition or for other reasons.

III COMMUNITY RESPONSE

Use of narcotic drugs and the accompanying consequences of their abuse are complex occurrences, mostly dealt with by entities in charge such as healthcare, interior affairs, education, social welfare and judiciary. The up-to-date response to the problem with drugs on national level has not been strategic and programmatic.

The existing resources which can be used in the fight against drugs are:

- Organized healthcare system which could, with additional staff reorganization and education, ensure adequate healthcare to drug users,

⁴ Report of the Ministry of Interior

⁵ Research on alcohol and other drugs abuse among youth in the Republic of Serbia, 2005. European Agency for Reconstruction

⁶ Research on use of drugs among adult population, 2006. Global fund to fight AIDS, Tuberculosis and Malaria

⁷ Research among population with increased HIV risk and persons living with HIV, Ministry of Health of Republic of Serbia, Ministry of Health Project Implementation Unit funded by the Global fund to fight AIDS, Tuberculosis and Malaria and the Public Health Institute of Serbia "dr Milan Jovanović Batut", September 2008

- Primary prevention programs and activities in various community areas (local self-government, healthcare, educational and social institutions, police service),
- Presence and activity of civil society, association, churches and religious communities, and international organizations providing professional, technical and material support,
- The existing legal regulations in various areas are, in most cases, harmonized with the EU regulations: the Law on Production and Circulation of Narcotic Drugs (“Official Gazette of FRY”, No. 46/96 and 37/02, and “Official Gazette of RS” No. 101/05-other law) stipulates conditions for cultivation of plants from which narcotic drugs can be produced, as well as conditions for production, possession and circulation of narcotic drugs, supervision over production of plants from which narcotic drugs can be obtained and measures for suppressing narcotic drugs abuse. The Law on Substances used in the illicit production of narcotic drugs and psychotropic substances (“Official Gazette of RS” No. 107/05) was enacted in 2005, regulating the supervision over production and circulation of precursors,
- Commitment of the state in the process of involving the entire society in solving the problems with drugs through inter-sector cooperation between all actors participating and contributing to better results in the fight against drugs.

Shortcomings in the community’s response are:

- The national policy and strategy for the fight against drugs, as well as the coordination of the existing response of the community are not entirely developed and defined;
- The information systems with databases on the territory of the Republic of Serbia are underdeveloped and inconsistent with international standards;
- The doctrinaire views and methodology of addicts’ medical treatment are not clearly defined, good clinical practice guidebooks, guidelines and therapy protocols are insufficient;
- Rehabilitation programs and therapeutic communities are insufficiently developed, whereas the resources of associations, associations of former addicts, churches and religious communities and other are not exploited enough;
- Insufficient field work for establishing early contact with drug users;
- Insufficiently developed researches, education and evaluation.

Drug addicts are members of this society and like everyone else they have a right to healthcare, social and every other protection. It is necessary to raise public awareness in order to reduce the isolation and discrimination of addicts and to provide them with necessary treatment, rehabilitation and social reintegration. It is necessary to reconsider options of gradual standardization for treatments of addicts involved in drugs crime due their sickness already during the investigation and trial procedure as well during sentence serving, having in mind their specific psycho-physical state, and for this reason it is necessary to improve legal protection of persons to who imprisonment sentence was pronounced and give them right to proper treatment, by the same principles as provided to all patients treated in health institutions.

In the penitentiary system of the Republic of Serbia there is a special institution where mandatory treatment of addicts is being conducted as a security measure (Art. 83 of the Criminal Law), when pronounced along with imprisonment sentence. It is a Special Prison Hospital in Belgrade. According to the afore mentioned Article of the Criminal Law,

mandatory treatment of a drug addict is pronounced to a perpetrator who committed a crime due to being addicted to use of narcotic drugs and who is in serious danger to continue committing crimes due to his/her addiction. The above mentioned measure endure as long as there is a need for it, but not longer than 3 (three) years. If the measure is pronounced along with the imprisonment sentence, it can last longer than the incarceration sentence, but its duration in total can not be longer than 3 (three) years, by which the time spent under this measure is calculated in the imprisonment sentence.

If the treatment is completed prior to the expiry of the prison sentence, the convicted is being sent further to prison. Otherwise, having in mind the fact that other security measures are also being performed in the Special Prison Hospital (compulsory psychiatric treatment and protection in the healthcare institution and compulsory treatment of alcoholics), the capacities of that institution are maximally occupied for many years now, thus creating great problems in working with individuals against whom the security measures are being executed. These persons are under various therapies and the most significant one is the methadone therapy. Also, great significance is being given to engagement to work while the security measure is in force.

Several other prisons (larger ones) also have healthcare services dealing with, among other, treatment of addicts. Nevertheless, lack of human resources is a long standing problem in these healthcare services, as well as having large numbers of addicts with Hepatitis B and C.

Several prisons (Nis, Novi Sad, Sremska Mitrovica) have opened drug free departments, and a similar project is being implemented in the Correctional Institution in Krusevac, where measure of sending to correctional institution is being enforced.

In the future, addicts should be more involved in treatment programmes, vacant positions in the healthcare service throughout the prisons should be filled and other measures already stipulated by the Strategy implemented.

IV GUIDING PRINCIPLES

Guiding principles of the Strategy are:

- Respecting constitutionality and legitimacy- in line with the Constitution of the Republic of Serbia and legal obligations, this Strategy acknowledges the existing legislation of the Republic of Serbia and the ratified international conventions and agreements, however it is necessary to monitor and study initiatives for amendments to regulations in the area of narcotic drugs and precursors and harmonize them with relevant EU regulations;
- Enhancing institutional capacities- efficient control over circulation of narcotic drugs and precursors and creating conditions for successful fight of governmental institutions against illicit trafficking of narcotic drugs and precursors;
- Protection of citizens of the Republic of Serbia- protecting the citizens of the Republic of Serbia from the consequences of narcotic drugs abuse (crimes committed by addicts in order to get drugs) through institutions of the State and society based on the right to personal security and protection of private property of citizens of the Republic of Serbia;

- Protection of social community- protection of social community, staff, families and individuals, from illicit drugs and precursors trafficking, including defining and enforcing sanctions against perpetrators;
- Human rights protection- all persons using drugs, who are in need of service or help from any institution, have guaranteed and available assistance, regardless of gender, ethnicity, race, religion, age, level of education and social status, thus acknowledging human rights, human dignity, social and personal responsibility, freedom of individuals and protection of family;
- Right to be informed – all members of society have the right to be informed about risks and consequences of drugs abuse, treatment and rehabilitation possibilities, whereas drug addicts who are incapable to stop using drugs should be informed about programmes for reducing harmful consequences caused by drugs abuse;
- Multidisciplinary approach – providing co-operation of all segments of social community for the purpose of efficient implementation of the national policy for reducing supply and demand of drugs, through coordination of diverse approaches and actions;
- Comprehensiveness and continuous work - the approach to solving the problems of drugs use encompasses a constant participation of different sectors from the area of: social welfare and healthcare, education, judiciary, interior affairs, defense, finance, civil sector of the society, associations, entire community;
- Availability of institutions- the institutions for addicts' aid should be available and should cover all regions of the Republic of Serbia. They should offer diverse integrative, complex programmes, with emphasized individual approach adjusted personally to each individual;
- Decentralization – in order to ensure equal availability of different programmes in the entire country, it is necessary to enable the application of specific programmes in the local self-government units according to local needs and priorities;
- Ethics and professionalism- working with persons addicted to drugs misuse should be in compliance with basic ethic principles, maximum professionalism and without prejudice;
- De-stigmatization- all programmes for the fight against drugs misuse must be freed from ideological and moralistic interpretation.

V OVERALL GOAL

The overall goal of the Strategy is to improve and maintain the health of population by reducing the use of drugs and the harmful consequences caused by drugs misuse.

This Strategy encompasses the following areas of activities:

- 1) coordination;
- 2) reduction of drugs supply;
- 3) reduction of demands for drugs;
- 4) information, research and evaluation;
- 5) international cooperation.

1. Coordination

Coordination of all relevant services, institutions and organizations on national, regional and local levels, is a precondition for efficient action of society in the fight against drugs.

Harmonizing the activities in horizontal and vertical lines of duty in the fight against drugs shall be conducted by the Ministry in charge of controlling production and circulation of narcotic drugs and precursors, where a Commission for Suppression of Narcotic Drugs Misuse of shall be established for that purpose. The Commission shall be composed of representatives of competent national authorities and experts in this area.

Coordination, supervision and monitoring of efficiency in the implementation of the Strategy are in the scope of work of the administrative organ in charge of controlling production and circulation of narcotic drugs and precursors.

The implementation of the Strategy requires a balanced, multidisciplinary and integrated approach. It means coordination with all other organs and institutions of the state administration from the area of narcotic drugs.

With a qualitative control of legal production and circulation of narcotic drugs and precursors, the Ministry in charge of controlling the production and circulation of narcotic drugs significantly contributes to suppression of their misuse for illicit production. In that respect, the principles of UN Conventions are being fully implemented, with the regulations that medicaments containing narcotic drugs must be available to healthcare institutions and patients. This is not creating limitation in legal use of such medicaments.

The objectives of coordination are:

- 1) Contribution to the involvement of all necessary representatives of governmental and nongovernmental organizations in the fight against drugs,
- 2) Establishment of efficient cooperation between authorities in charge of healthcare, interior affairs, customs and judiciary and their harmonized work in the fight against illicit production, trafficking and distribution of drugs;
- 3) Establishment of cooperation between all interlocutors on national, regional and local levels for the implementation of regulations defining the area of narcotic drugs and precursors.

2. Drugs supply reduction

The reduction of supply means efficient and appropriate measures aiming at reducing the production, trafficking and distribution of drugs and prevention of illicit trafficking and use of precursors, substances that can be used in illicit production of narcotic drugs and psychotropic substances, prevention of organized crime and “laundering money” obtained by drug trafficking.

The objectives are:

- 1) Strengthening human capacities through development of expert knowledge of professionals in the domain of narcotic drugs and precursors;

- 2) Development of legal regulations in this domain and harmonization with international law and conventions;
- 3) Improvement of cooperation in law enforcement and criminal investigations in terms of drugs and precursors;
- 4) Strengthening the fight against illicit production, import and export, as well as trafficking of narcotic drugs and precursors;
- 5) Improvement of control over production and circulation of narcotic drugs and precursors in legal pharmaceutical and chemical institutions;
- 6) Improvement of control over use of narcotic drugs and medicaments containing narcotic drugs in healthcare institutions;
- 7) Strengthening the fight against organized crime, corruption, money laundering and terrorism financing with money obtained by illegal trafficking of narcotic drugs and precursors;
- 8) Establishment of a Commission for destruction of seized quantities of narcotic drugs and precursors.

In the area of reducing drugs supply, a spectrum of activities is being implemented by various subjects of the society, especially by the police and customs. Enforcing measures and activities within the scope of their work, police and customs officers are monitoring subject problems, as well as domestic and international trends in terms of drugs abuse and trafficking.

The problem of drugs supply in the Republic of Serbia is not isolated, but also depends on the situation on the European and global illegal drugs market.

In order to successfully implement measures of drugs supply reduction and efficiently suppress smuggling of narcotic drugs and precursors by organized criminal groups, it is necessary to set up coordination and cooperation between all relevant state authorities, especially the Ministry of Health, Ministry of Interior, Ministry of Finance and Ministry of Justice. To that end, it is necessary to stimulate cooperation of the Ministry of Health- the organizational Unit for Narcotic Drugs and Precursors with the police, customs and judicial bodies, as well participation in joint projects and investigations, work in investigative teams, exchange of information, training and seminars etc.

In the scope of narcotic drugs smuggling prevention, the Ministry of Interior shall undertake intensive activities aimed at discovering organized criminal groups dealing with drugs smuggling as well identifying their leaders. Extensive vetting of companies dealing with foreign trade will be conducted with the aim of identifying criminal liability of individuals linked with smuggling of narcotic drugs into our country and abroad. Through cooperation with the tax police, the assets of individuals marked as organizers and leaders of criminal groups shall be checked. Cooperation with the Ministry of Finance - Customs Administration will be continued aiming at cutting international smuggling channels.

2.1 Objective and area of activities

Continuously and efficiently undertaking all necessary actions and legislative measures, the objective is to contribute to decrease in drugs supply, suppress and sanction illicit production and trafficking of drugs and precursors, disclose money laundering and seize assets originating from illicit drug trafficking.

Area of activities:

2.1.1. Suppression of organized forms of narcotic drugs and precursors production, smuggling and re-sale.

It is necessary to tackle drugs related crime dismantling international organized crime networks effecting on our country, too. In that regard, the proposed measures are as follows:

- Decrease in supply and demand for all types of narcotic drugs through measures and actions undertaken to suppress narcotic drugs misuse as well as the most organized forms including suppressing heroin smuggling through the so called “Balkan route”“;
- Implement all necessary measures and actions aiming at reaching a minimum production of drugs or cultivation of plants from which narcotic drugs can be obtained on the territory of the Republic of Serbia;
- Focus police activities on national and international organized criminal groups dealing with smuggling, resell and production of narcotic drugs and precursors;
- Develop collection, processing and analysis of all information on criminal activities linked to misuse of drugs and precursors, with exchange of those information on regional, national and international level;
- Strengthen international police and customs cooperation, bilaterally or in scope of international police organizations, conducting joint operational actions with mutual exchange of knowledge, experience and information;
- Timely identify new appearances in smuggling and abuse of narcotic drugs and precursors in due time;
- Improve techniques related to financial investigations and money laundering, obtained by illicit trafficking in narcotic drugs and precursors;
- Disclose and enable proceedings against organized criminal groups and individuals participating in money laundering, obtained by smuggling and re-sale of narcotic drugs and precursors.

2.1.2. Street drugs reduction

It is necessary to suppress street narcotic drugs reselling. In that regard, the following activities are proposed:

- Continuous education and maximum engagement of police officers in suppression of street distribution of narcotic drugs and their consummation on public venues;
- Suppression of organized resell and distribution of drugs on the territory of the Republic of Serbia, prevention of open drugs-scenes establishment as well as suppression of minor drug quantities reselling on streets;
- Planning and undertaking preventive measures and activities related to prevention of use of narcotic drugs in high education institutions, high schools and elementary schools, kindergartens and other places that are specially popular among adolescent population
- Active participation in media campaign aimed at educating youth on harmfulness of drugs misuse with a purpose to inform public about measures taken by the police in order to prevent and mitigate damage caused by misuse of narcotic drugs to individuals and society as a whole.

2.1.3. Border control

Along with strengthening of state borders control it is necessary to reduce supply and demand of all types of narcotic drugs dismantling international drugs and precursors smuggling channels. In that regard, the proposed measures are:

- Prevention of narcotic drugs smuggling through efficient monitoring of state borders with emphasis on disclosing and dismantling international channels used for narcotic drugs smuggling through the Republic of Serbia (“Balkan route”);
- Permanent professional development of border police officers as well as members of Customs Administration in the area of narcotic drugs and precursors smuggling prevention;
- Technical equipping of border crossing points in line with European standards;
- Set up border police and customs teams (material-technical means, police dogs for narcotic drugs and precursors detection, etc.) specialized for suppression of all types of smuggling, especially narcotic drugs and precursors;
- Enhancing control over import and export based on licenses and valid lists of medicaments, psychoactive substances and precursors, in the process of import - export customs clearance;
- Procurement and distribution of handbooks for identification and detection of narcotic drugs on border crossing points for useful and prompt reaction.

2.1.4. Traffic safety measures

Road traffic safety measures need improvement in order to reduce the number of traffic accidents caused by drivers under the influence of narcotic drugs. In that regard, proposed measures are:

- Set up a system of testing drivers on drugs, in road traffic;
- Launch a pilot project: Testing drivers on drugs;
- Equip traffic police officers with modern equipment (devices) which will enable quick and efficient testing of drivers on drugs;
- Keep records on drivers who were driving under the influence of narcotic drugs;
- Establish continuous education of traffic police officers who will, in the scope of legal regulation, be able efficiently test drivers on narcotic drugs, in traffic in Republic of Serbia;
- Continuous maintenance of devices for testing drivers on narcotic drugs;
- Establish efficient oversight over transportation of precursors which can be used for producing narcotic drugs and prevention of their smuggling and misuse.

2.1.5. Storage of seized quantities of narcotic drugs

It is necessary to improve conditions of storing the seized quantities of narcotic drugs. In that regard, the proposed measures are:

- Treat the storage facility with controlled ventilation, video surveillance, fire protection devices and fire and burglary alarm systems, etc;
- Secure the storage facility with IT equipment for computer recording of entrance and exit of seized quantities of narcotic drugs.

2.1.6. Supervision over precursors

Efficient supervision over production and circulation of substances that can be used for producing narcotic drugs and psychotropic substances is an important element in the prevention of illicit production of narcotic drugs and psychotropic substances and it leads towards decrease in their supply. Since those substances are in regular circulation and they are used in chemical, pharmaceutical, cosmetic and similar industries, it is necessary to enforce control over production and circulation, including import and export, in line with legislative norms, so that their illicit use is prevented. In order to achieve that, it is necessary to establish control over production subjects (raw materials, technologies), scientific and research institutions (raw materials, laboratory equipment), import, export and circulation of precursors and equipment used during their utilization.

Special attention should be directed towards international circulation of those substances, with cooperation between authorized state authorities and producers, tradesmen and transporters aiming at preventing attempts of illicit use of precursors. Intensive cooperation is necessary with other ministries who have competence in the production and circulation of precursors, along with keeping proper records on cross- border circulation of precursors. It is necessary to cooperate and exchange information with relevant organs of other states and international institutions, as well as with institutions dealing with international coordination in the area of production and circulation of narcotic drugs and precursors.

The Ministry of Health shall ensure conditions and resources for storage of seized precursors quantities. At the same time, it shall implement all necessary measures for their destruction within the country, and respectively abroad. Storing shall be conducted under same conditions applied for narcotic drugs.

2.1.7. The National Laboratory for Characterization of narcotic drugs, medicaments containing narcotic drugs, pharmaceutical raw material which can be misused as admixtures to drugs and precursors.

For the purpose of characterization of narcotic drugs, medicaments containing narcotic drugs, pharmaceutical raw material which can be misused as admixtures to drugs and precursors, the Ministry of Health shall set up an appropriated laboratory. Special attention shall be focused towards discovering new illicit drugs on the market, as well as new precursors, thus bringing up- to- date the existing lists of narcotic drugs and precursors.

2.1.8. Penal Policy

Penal policy in the domain of suppressing illicit possession, transport, production and facilitation of narcotic drugs using represents a constituent part of the national policy in the domain of suppressing and reducing the use of narcotic drugs. In compliance with the adopted international standards and UN Conventions and domestic regulations, special oversight is directed towards precursors.

Illicit production and circulation of narcotic drugs, possession, as well as facilitation of their misuse, qualify as criminal acts according to the Criminal Procedure Code.

It is necessary to develop healthcare and social welfare programmes for treatment in conditions of imprisonment and their later rehabilitation.

The future development of penal policy and legislature in the domain of narcotic drugs and precursors should be performed in compliance with EU recommendations and decisions.

3. Reducing demand for drugs

The reduction of demand for drugs represents a set of comprehensive measures and activities aimed at reduction of the number of drugs users, reduction of social and health consequences of drugs use and help in the reintegration of ex-addicts into society. The reduction of demand includes the following areas of activities:

- Primary prevention;
- Early discovery and intervention;
- Medical treatment;
- Rehabilitation and social reintegration;
- Programmes of reduced harmful consequences of drugs use.

3. 1. Primary prevention

Primary prevention is aiming at promoting drug free life and prevention of using drugs, especially by youth.

Primary prevention implies: promoting healthy life styles without using drugs, raising awareness of individuals and society about risks of drugs, reducing the number of new drug users and mobilizing the community in the fight against drugs.

Primary prevention can be general, selective and indicated, depending on the fact if it is directed towards the entire community, certain population groups (in preschool facilities, schools, family, working environment etc.) and individuals or groups under greater risk (drivers, pilots, healthcare workers, soldiers, children in orphan homes, street children, prisoners etc.)

Family

Parents and guardians education is a very important segment of primary prevention. Beside basic education of parents about the harmful consequences of drugs, it is necessary to train parents to communicate well with children and strengthen the capability of families to solve crises. Family should provide conditions for children to grow up healthy, be informed and make proper decisions.

Along with education programmes on successful parenthood, youth programmes for developing social skills, as well as programmes for strengthening families in the society, it is necessary to set up family counseling centers or centers with advisory- informative role.

A specific objective is to raise parents and guardians' level of knowledge about the harmful impact of drugs.

The activities are:

- Parents and guardians' education about the harmful impact of drugs and about preventive measures through the work of expert associates in schools and healthcare facilities;
- Development of parents' ability to solve crisis situations in the family;

- Further improvement of counseling in social welfare and healthcare facilities as well as motivating social and healthcare workers to work with parents and guardians;
- Development of successful communication of parents with children;

Education institutions

With regard to these facilities, the basic principle is to include them as an integral part, i.e. joint participation of kindergarten teachers, school teachers and pedagogues from these facilities and external ones, parents and children, in prevention programmes with informative and educational character. Programmes must be adjusted to the age of children, acceptable and understandable, but it is also necessary to focus them towards early stage identification of children's risk groups for which protective prevention programmes should be developed.

Specific objectives are:

- 1) Adoption of accountable behavior in relation to children's health with the aim to improve health;
- 2) Promotion of healthy youth life styles;
- 3) Raising the level of knowledge and awareness of children and pupils about the harmful impact of drugs;
- 4) Raising the level of knowledge among kindergarten teachers, school teachers, pedagogues and psychologists about the harmful impact of drugs on physical, social and mental health of children.

The activities are:

- Development of specific programmes for promoting healthy life styles and drug abuse prevention programmes;
- Strengthening the implementation of the existing promotion and prevention programmes through various forms of educational activities, including age-mate ("peer-to-peer") education;
- Supporting youth initiatives for implementing activities that are aiming at affirming healthy life styles;
- Development of social skills;
- Informing youth and parents about risks of drugs consumption through school educational programmes and school workshops;
- Identification and reduction of risk factors in school environment;
- Education of teaching personnel (education of educators) about most efficient ways of informing and motivating the youth to make right choices and resist pressures and challenges of contemporary society.

Working environment

Preventive programmes for the working environment must encompass activities which are related to education and perceptiveness of personnel, managerial staff, union representatives etc. about drug misuse problem. It is also important to enable appropriate actions against persons who are under the risk of, or already addicted to drugs. It is necessary to organize activities aiming at preventing the use of drugs in working environment, with a

special emphasis on employees who are under greater risk due to professional strain: motor vehicle drivers, pilots, healthcare workers etc.

The specific goal is to raise the level of knowledge and awareness of employees and employers about the harmful impact of drugs.

The activities are:

- Developing specific healthy life style promotion programmes and programmes of preventing drug misuse in working environment;
- Employees education about drugs related risks;
- Enabling appropriate actions against persons under risk ;
- Reducing isolation and discrimination against drug addicts in working environment;
- Implementation of various forms of educational activities with a subject matter of promoting healthy life styles in working environment.

Community

Interventions within the community pertain to the mobilization and active participation of all citizens and the civil sector (NGOs), as well as relevant institutions in the field of interior affairs, judiciary, health and social protection in the program for prevention of drug use. Promoting volunteer work within the scope of primary prevention is also one of the tasks of the community.

Specific objective is the reinforcement of involvement of local self government and civil sector into the prevention programs.

The activities shall include:

- educative programs for different groups, particularly the young;
- campaigns for promotion of healthy life styles;
- informing the population through the media on the negative effects of drug use;
- marking the international day against drugs etc;
- programs for young involving extensive field work (outreach programs).

Other institutions

Other institutions, such as orphanages, children shelters, safe houses, juvenile correctional centers and institutions, military institutions, etc all require special programs for prevention of drug abuse.

Children and young people placed into social protection institutions are faced with numerous risk factors which makes them particularly vulnerable segment of the population.

Specific objective will be the rising of awareness and knowledge on the damaging influence of drugs on children and juvenile persons residing in these institutions.

The activities shall include:

- development of specific drug prevention programs for residents of these institutions;
- special educative programs for children in orphanages;
- implementing specific educational programs in other relevant institutions;
- implementing different forms of educational activities aimed at promoting the healthy life style in these institutions.

3. 2. Early detection and action

Early detection means identification of persons who are using drugs but have not developed addiction yet, as well as efficient detection of those needing professional help.

Early action means implementation of measures serving to motivate the persons using drugs to stop or reduce their use, while for persons with developed addiction they are aimed at starting the treatment as soon as possible.

The objectives are, as follows:

- 1) prevent that the occasional drug use becomes regular use;
- 2) stop the process of health deterioration among people who regularly or occasionally use drugs.

The activities shall include:

- improvement of early detection program and protocols for early diagnostics of persons who are occasional drug users;
- coordinated activity of relevant services/institutions in identifying and solving the problems and needs of persons at risk;
- reinforcing the mental health clinics within the primary chain of health protection for working with occasional drug users;
- promoting the program of early detection and action, particularly among juvenile population and children whose parents are addicts;
- developing field work among the relevant services for the purpose of establishing early contact with the persons using drugs and their families;
- mobilization of the community – promoting the healthy life style through different activities and campaigns;
- efficient activities in aspect of reduction of drug supply;
- control of drugs use among drivers and other stakeholders in traffic.

3.3. Treatment

Treatment is the process aimed at achieving abstinence, i.e. reduction in use of drugs and minimizing of consequences caused by drug use. Modern treatment programs are developed in such a way that include pharmacological, toxicological, psychotherapeutical and socio-therapeutical methods and interventions, and are adapted to individual needs and potentials of individual patients.

Treatment is implemented through organized system of health care in accordance with the adopted treatment doctrine and relevant laws of the Republic of Serbia. All treatment programs must be adapted to the prescribed standards, guidelines and protocols.

The objectives are as follows:

- 1) increase the number of drug users included in the treatment programs;
- 2) increase availability and accessibility to treatment program, including the substitution therapy;
- 3) reduce the morbidity and mortality incurred by drug use by establishing call centers or SOS centers.

The activities shall include:

- defining the doctrine, guidelines and treatment protocols;
- passing the regulation in the field of addiction treatment;
- improvement of the organization and quality of work of the health services, including the health services operating within correctional institutions;
- increase of capacities for out-of-hospital treatment (clinics, daycare hospitals);
- implementation of continuous education of health workers and professionals participating in the therapy programs;
- provision of modern medicaments.

Prevention, early diagnostics and treatment of addiction are conducted by health institutions and private practice. For the purpose of providing health care services, implementation, monitoring and promoting the unified doctrine and methodology in prevention, diagnostics, treatment and rehabilitation of addiction, four reference institutions will be designated (in Belgrade, Novi Sad, Nis and Kragujevac, respectively), for the territory covering the population of two million.

Prevention, early diagnostics and treatment will be implemented with the continuous cooperation of health institutions with all of following: centers for prevention operating within the local self government centers, police and judicial authorities, social security services, institutions of education, culture and sports, church, employers, NGOs etc.

3.4. Rehabilitation and social reintegration

Rehabilitation and social reintegration represent a set of activities and measures aimed at assisting the persons who once used or are using drugs to be included into different forms of social life, improving the quality of their lives and reducing the damaging consequences caused by drug use (poverty, lack of education, unemployment, crime, prostitution, HIV and other blood transmittable diseases, sociopathic behaviour, mental disorders etc).

Programs of rehabilitation and social reintegration are harmonized with the adopted treatment doctrine and the relevant legislation covering this field.

The objectives are, as follows:

- 1) include as many drug users as possible into the programs of rehabilitation and social reintegration;
- 2) increase the rehabilitation potentials among drug users for better functioning within the family or another social group;
- 3) provide the conditions for completion of respective education, pre-qualification, employment and efficient work functioning;

- 4) reduce the number of persons relapsing into drug use after the treatment.

The activities shall include:

- development and implementation of programs of rehabilitation and social reintegration (social security institutions and all associations);
- continuous education of persons implementing the programs;
- development of motivation techniques to take part in the therapy programs, i.e. programs for mitigation of consequences caused by drug use and inclusion of individuals into such programs;
- establishment and operation of therapeutic communities and communes, founding of housing units for rehabilitated addicts and families with children;
- establishment of addicts associations, associations of addicts' parents and other family members aimed at providing self help and mutual help and assistance;
- implementation of programs for completion of education, change of education/qualification and employment for addicts from therapeutic communities, communes or correctional facilities.

3.5. Programs for alleviation of negative effects

Programs for alleviation of negative effects represent a group of activities aimed at reducing the effects (health, social, etc) of the use of drugs.

Programs for alleviation of negative effects are intended to individuals unable to quit drug abuse and are aimed at achieving positive change of attitude and behavior in protecting own health and health of others.

The objectives are, as follows:

- 1) reduction of infectious diseases spreading (hepatitis B and C, HIV);
- 2) reduction of death rate among drug users;
- 3) reduction of drug related crime;
- 4) reduction of isolation and discrimination;
- 5) reduction of financial expenses caused by the effects of drug use.

The activities will include:

- development of the network of health institutions for the implementation of substitution therapy in accordance with the principles and recommendations of the World Health Organization;
- development of further the field work and street teams (outreach programs);
- establishment of check points for contact with and informing of addicts, daily and night shelters;
- providing information and facilitating access to information to drug users regarding the risks of drug use and education on the measures aimed at reducing those risks (including: informing drug users on the measures of protection from overdose);
- education on the procedures applied in overdose situations;
- availability of condoms and instigation of their increased use;
- development of the programs for exchange of syringes and needles;

- informing and easing access to health and social services and assistance for inclusion into programs for treatment and rehabilitation;
- introduction of programs for alleviation of negative effects into the correctional facilities;
- assistance to addicts' organizations;
- voluntary, confidential and free of charge HIV and hepatitis B and C testing.

These programs will be implemented by the relevant professionals, associations, educated volunteers, former drug users etc.

4. Information, research and evaluation

Continuous informing of citizens and education of experts of different profiles in all services participating in the implementation of the Strategy, particularly in the following fields is required: health and social protection, education, internal affairs, judiciary, military institutions and juvenile correctional institutions, information and media, local self government, as well as the representatives of associations and civil society.

Etiology of drug addiction is caused by numerous factors. That is why the problem approach and solving has to be multidisciplinary. Expansion of knowledge of all the relevant participants involved in the fight against drug use covering different disciplines, so that the addiction problem would be understood and relevant programs for prevention, early identification, treatment and rehabilitation would be created.

Education of students and post graduates in the field of drug abuse is required, as well as specialized education of experts and other persons dealing with drug abuse. Continuous education is required for all the people directly working on this problem, organized within their universities of origin. Also, programs for multidisciplinary post graduate studies will have to be further elaborated. Besides, education for planning and evaluation of prevention programs is required, as well as the specific additional education (informative lectures, round tables, etc) for all the participants involved in the implementation of the strategy, including the general public.

This education should be implemented in tight cooperation with experts and scientific institutions, as well as in cooperation with international organizations.

Monitoring of drug abuse is done in the form of collection, processing and provision of information on illegal drugs, persons using drugs and the effects of drug use, for the purpose of forming a unified database for the inter-ministerial coordinated data collection and exchange of information at the national and international level.

According to the EMCDDA recommendations, the priorities should include the information pertaining to social aspects of the addicts, prevailing drugs used within the general population and within specific social and age groups, number of registered drug users, death rate, prevalence or incidence of HIV infections and hepatitis and number of treated addicts.

For the purpose of forming a unified data base, the existing information systems in all areas will have to be expanded, improved and harmonized with the international systems for drug monitoring (EMCDDA, Pompidou Group⁸).

In case of new types of drugs and precursors appearing in the market, the relevant government bodies should be able to provide timely response; to establish relevant cooperation among the government bodies, local self management and professional institutions and to enable cooperation with the relevant international institutions (INTERPOL⁹, EUROPOL¹⁰, EMCDDA¹¹, INCB¹², UNODC¹³).

In cooperation with the relevant institutions and research institutes and individual researches, and with the support of the international organizations involved in the combat against drugs, routine and irregular researches should be conducted on the causes of drug use, drug use trends and consequences of drugs use, as well as the researches linked to the emergence of new drugs in the illegal market.

For the purpose of getting an insight into the advantages and flaws of the activities envisaged by the Strategy and the Action Plan, continuous and comprehensive evaluation of each individual program implemented on the national level will be required.

5. International Cooperation

Drug abuse is a problem of international character that has to be approached through cooperation with the institutions and organizations operating in the region, Europe and the world.

Having in mind the national objective of European Union integration, link and close cooperation with the EMCDDA and other relevant institutions is of great significance, in order to establish well balanced system and methodology for collection and epidemiological interpretation of data on the territory of the whole country, which would be fully in line with the data monitored on the level of the EU. These data primarily pertain to the prevalence of drug abuse among the general population, prevalence of drug abuse in relation to different social and age groups, number of registered addicts, number of treated addicts, number of HIV and hepatitis infected addicts, etc. Harmonization in the collection, processing and interpretation of such data would further facilitate the communication with the international partners and significantly promote the cooperation. In that sense, it is necessary to establish firm links with EMCDDA and the Pompidou Group of the Council of Europe, as well as the World Health Organization, UNODC, UNDP¹⁴ etc.

Within the process of EU accession, proper cooperation with the member countries of the EU will be established using the relevant designated funds.

⁸ Group to Combat Drug Abuse and Illicit Trafficking in Drugs (Pompidou Group)

⁹ International Police Organization (INTERPOL)

¹⁰ European Police Office (EUROPOL)

¹¹ European Monitoring Center on Drug and Drug addiction (EMCDDA)

¹² International Narcotic Control Board (INCB)

¹³ United Nations Office on Drug and Crime

¹⁴ United Nations Development Program

International cooperation largely facilitates fight against organized crime, money laundering and corruption, and it provides an insight into the drugs and precursors flow and movement. In that sense, the cooperation with the relevant institutions from neighboring and other countries is required, as well as the coordination with INTERPOL and EUROPOL.

VI FUNDING SOURCES

The objectives of this Strategy, in accordance with the Action Plan, will be implemented using funds provided by the budget of the Republic of Serbia, as well budgets of autonomous province, towns and municipalities, in accordance with their commitments and jurisdictions.

VII ACTION PLAN

Action Plan for the implementation of the National Strategy for Fight against Drugs provides more detailed description of specific objectives and methods used for achieving those objectives, as well as the concrete tasks of individual stakeholders for the selected budget term, based on the guidelines provided in the Strategy.

The Action Plan for drugs abuse suppression will be adopted for period of 4 years.

Government of the Republic of Serbia will, within a 30 day period from the official adoption of the Strategy, pass the Action Plan which should provide precise definition of individual objectives, competencies and implementation methods, timelines for implementation and evaluation of the resources required for specific budget periods.

VIII FINAL PROVISION

This Strategy will be published in the “Official Gazette” of the Republic of Serbia.

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GOVERNMENT

THE FIRST VICEPRESIDENT
Ivica Dačić