



REGIONAL PROGRAMME FRAMEWORK for South Eastern Europe 2012 – 2015

Countering Illicit Trafficking and Organized Crime for Improved Governance, Justice and Security

Note: Boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations

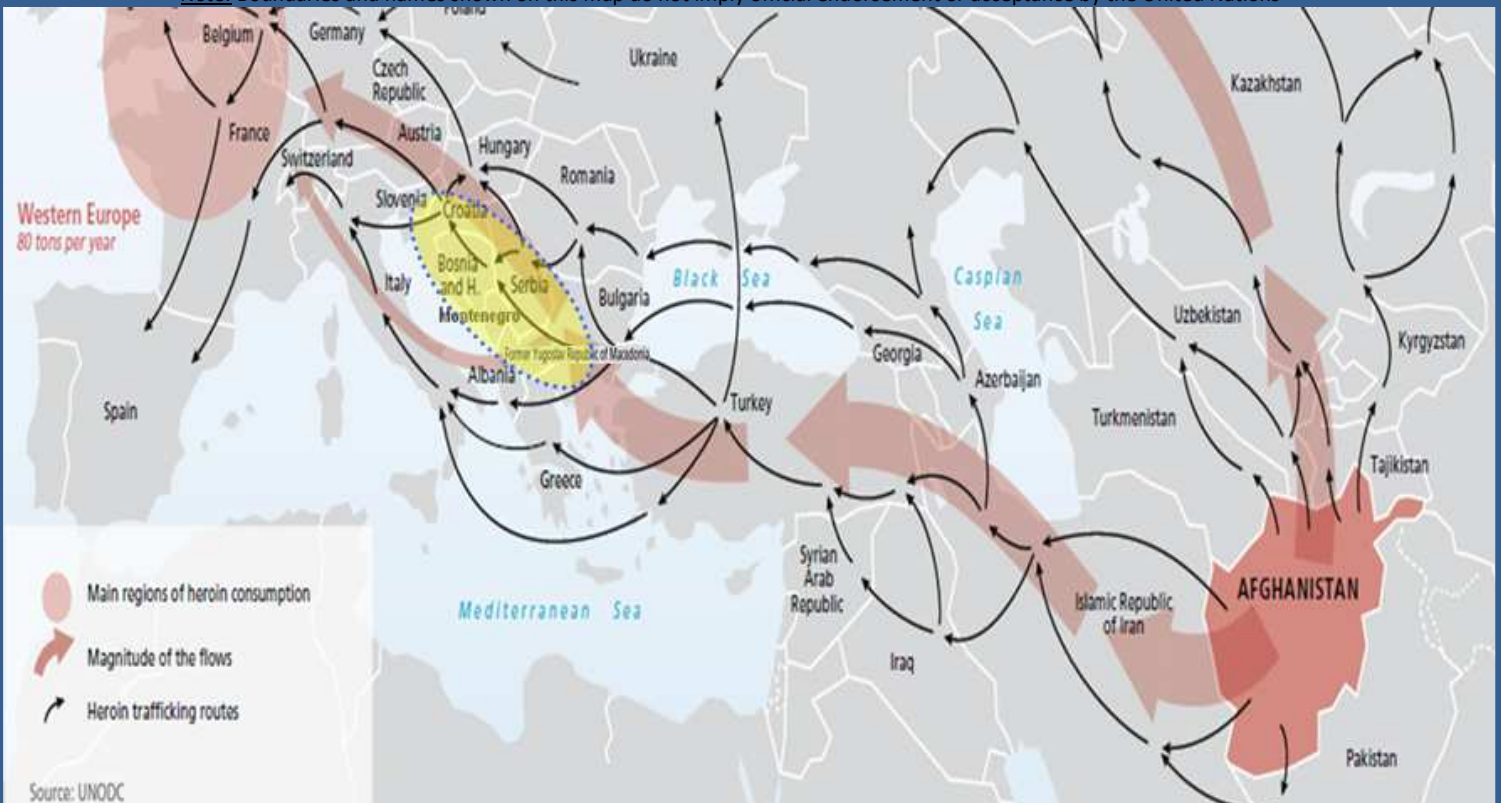


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- III. Summary of outcomes, Regional Programme for South Eastern Europe (2009-2011)
- IV. Draft Declaration of Intent
- V. Available Paris Pact County Fact Sheets

Programme Management Documents available for programme management/monitoring:

- Joint Statement of the Regional Programme (Belgrade, March 2009)
- ToR of the Programme Steering Committee (PSC)
- Programme Achievement Report 2009-2011 (adopted by PSC in November 2011)
- Programme Performance Review Report 2009-2011 (UNODC PRC)
- UNODC databases, Project Progress Reports
- Draft implementation Plan 2012-2015 (status January 2012)

Executive Summary

This Regional Programme Framework for South Eastern Europe focuses on the so-called “Balkan Route” region, the major route for the illicit trafficking of heroin from West Asia into Europe for the last 30 years. Over the last two decades, the traditional “Balkan Route” has seen diversions of both trafficking routes and trafficking modes. New countries and more borders came into existence, whereas individual border crossings and routes already known as high risk drug trafficking areas saw increased enforcement responses and greater interdiction capacity, which led traffickers to change their routes. Today, the Balkan Route is the southern corridor for the illicit trafficking of heroin from Afghanistan, the origin of some 83% of the world’s heroin that reaches markets in Western Europe and Russia. UNODC estimates that in 2009, about 60 tons of heroin with a market value of some USD 13 billion were smuggled through South Eastern Europe. Organized crime groups vie for a piece of this gargantuan sum and, not content with a slice of the heroin trade only, have established illicit networks for smuggling other drugs, weapons, counterfeit goods and human beings.

In response to this threat, UNODC and partners started the “Regional Programme for Promoting the Rule of Law and Human Security in South Eastern Europe” (2009-2011) as the first Integrated Regional Programme of UNODC. Endorsed by the countries in March 2009 in Belgrade, it aimed at providing Albania, Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Montenegro, Serbia and Kosovo under UNSCR 1244 with required expertise, technical tools and services to counter organized crime, drugs and terrorism. However, due to changes in the region, limited and tightly earmarked funding from donors, too limited UNODC resources to start and/or maintain programme components, overall the Programme’s volume and results remained below targets. Some individual activities in support of stronger enforcement capacities for the region worked well but remained too fragmented. Noticeable achievements were made mainly in the creation of baseline data regarding drugs, organized crime and corruption, development of standards for justice and home affairs reporting and monitoring tools, human trafficking policy making, legal development and awareness raising, and the creation of drug use and HIV/AIDS prevention and treatment networks/systems in some countries.

Consequently, the final Programme Steering Committee (PSC) meeting held in November 2011 in Vienna agreed to conclude the 2009-2011 Programme and endorsed the outline of the new framework for regional cooperation as from 2012, which would apply lessons learned regarding programme content, coordination, funding and implementation.

This new Regional Programme Framework aims at addressing the regional threats associated with illicit trafficking along the “Balkan Route”, by promoting regional cooperation and supporting regional and country-level capacity building to improve interdiction results against drug trafficking and organized crime and the strengthening of related capacities in the justice and health sectors. As such, it provides a framework for stronger country level action and new intra-regional cooperation at policy and operational levels, taking into account the importance of partnership with various actors, including the European Union.

The Regional Programme Framework operates in the three sub-programmes with a notional budget of above USD 14 million (2012-2015):

Sub-Programme 1: Illicit Drug Trafficking and Organized Crime:

Interdiction and prosecutions against illicit trafficking and organized crime

Sub-Programme 2: Enhancement of Integrity and Justice:

Institutional and operational capacities for anti-corruption institutions and the justice system

Sub-Programme 3: Prevention, Treatment and Care:

Prevention, treatment and care for drug users and HIV-AIDS patients

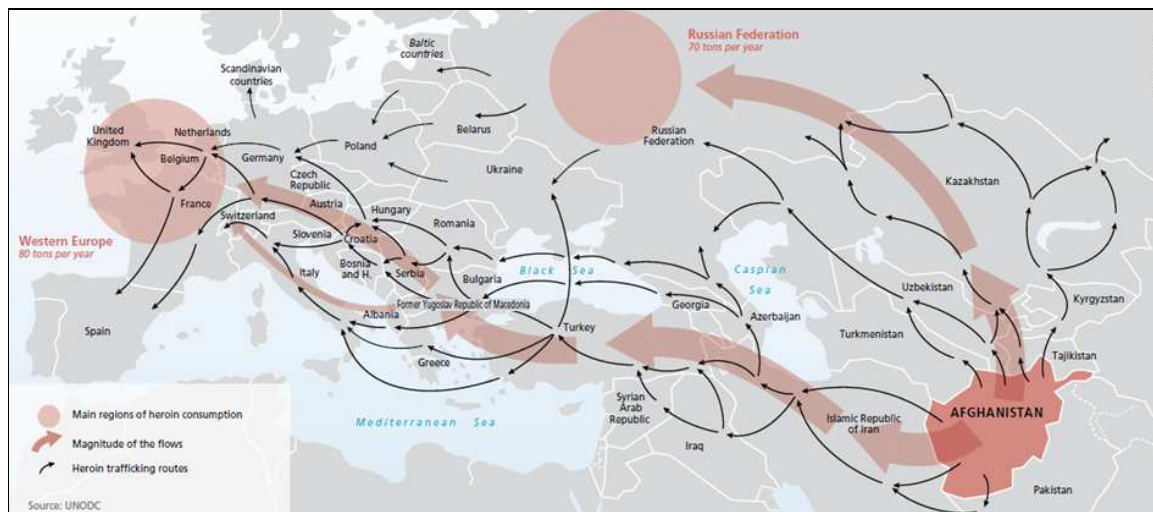
This Regional Programme Framework builds upon previous successful action and lessons learned. By focusing on a major route for the illicit trafficking of heroin from West Asia, it introduces strong linkages with other relevant UNODC programmes, notably the Regional Programme for Afghanistan and neighbouring countries, and the efforts in Central Asia.

1. Situation Analysis

1.1 Drugs and Crime

The Balkan Route has been the major illicit drug trafficking route for heroin into Europe for several decades. It serves as the southern corridor for transporting heroin from Afghanistan, the source of some 83% of the world's heroin¹, to huge European markets. Many diversifications of this traditional route have emerged over the last 2 decades, and the growing importance of the Northern Routes and along the Silk Road, have also created new routes from these regions back through South Eastern Europe for onward transport. The Balkan route originates in Afghanistan, passes through the Islamic Republic of Iran, then Turkey and reaches the Balkans via Bulgaria, with a smaller flow through Greece. There are between 2,500 and 3,500 vehicle crossings at the Turkish-Bulgarian border per day and the scanning capacity of the Bulgarian customs is limited. Once the drugs and illicit consignments have left Bulgaria or Greece, traffickers can take advantage of the lack of visa requirements and border controls between Balkan countries.² Countries in South Eastern Europe have become important locations for storage and repackaging of illicit drugs.³ Recent assessments conducted by enforcement experts, or in the context of threat assessments and surveys, also indicate that individuals engaged in illicit trafficking benefit from the lack of border and customs controls in several countries.

Map 2: Balkan and Northern heroin trafficking routes



Note: Boundaries and names shown on this map do not imply official endorsement or acceptance by the UN

UNODC estimates that about 60 tons of heroin with a market value of some US\$ 13 billion were smuggled through South Eastern European to West and Central Europe in 2009⁴. Criminal groups vie for a piece of this gargantuan sum, and the lengths they are willing to go to get their share pose tremendous challenges regarding illicit trafficking in the region. Not content with a slice of the heroin trade, organized crime groups have established illicit networks for smuggling weapons, drugs, counterfeit consumer goods, as well as trafficking in human beings. In its most recent strategy report, the US government stated that “weak institutions in Albania, Kosovo [under UNSRC 1244], and Bosnia and Herzegovina have enabled Balkan-based TOC groups to seize control of key drug and human trafficking routes and Western European markets.”⁵

¹ UNODC 2011: The Global Afghan Opium Trade, A Threat Assessment

² UNODC 2011: The Global Afghan Opium Trade, A Threat Assessment

³ Europol, OCTA 2011, pg. 8

⁴ UNODC 2011: The Global Afghan Opium Trade, A Threat Assessment

⁵ US Government, Strategy to Combat Transnational Organized Crime, July 2011, pg. 10.

Human trafficking remains a challenge. From 2005 to 2006, 32 per cent of human trafficking victims detected in West and Central Europe came from the Balkans.⁶ Although the region is mainly a source of victims destined for other European countries, South Eastern Europe also remains a transit zone and a destination. The route of trafficking in human beings roughly follows that of illegal drugs. A UNODC report on the transnational threat of Afghan opium argues that crime groups supplement drug trade “with other forms of crime such as arms trafficking and human smuggling”.⁷ Similar, the Organized Crime Threat Assessment Report of Europol (2011) indicates that human trafficking groups are also involved in the illicit weapons’ trade.

Europol raised alarm about Outlaw Motorcycle Gangs (OMCGs) in 2010, since these operate across Europe as smuggling rings.⁸ The OMCGs center of gravity is in South Eastern Europe, and they have recently been involved in smuggling heavy weapons along routes previously established for drug smuggling.⁹ Europol added that OMCGs are an “unfamiliar threat”, utilizing “diverse strategies” to corrupt local officials.¹⁰ Europol also recommended that South Eastern Europe countries create “a Single Point of Contact” within their national law enforcement authorities to facilitate cooperation among affected states.¹¹

On a smaller scale than for heroin, the region also produces and serves as a transit zone for cannabis, cocaine and synthetic drugs, as well as precursors, for the European market and beyond. Using the same corridors and relying on the same networks of crime and corruption, the reverse flow of precursor chemicals (including acetic anhydride) into Afghanistan facilitates heroin processing there. The transit of drugs through the region has also fuelled growth of domestic markets. Several countries in the region report growing trends in drug abuse, heroin and cocaine included.

According to Europol's 2011 Organized Crime Threat Assessment, South Eastern Europe is the European region that has seen the “greatest expansion” of organized crime.¹² Displaying their flexibility, criminal organizations have forged new routes for illicit trafficking in the Western Balkans and have expanded their illicit drugs portfolio to include cocaine. Western Balkan countries are now ports of entry of cocaine shipments, and criminal organizations from the countries in the region have established bases in Latin America to co-facilitate larger shipments. This assessment also points out that cooperation networks for distribution of illicit drugs in Europe have been forged with, inter-alia, Latin American, Nigerian and Turkish groups. These and similar findings were also raised in the most recent strategy report of the United States Government on trans-national criminal organizations.¹³

The above problems manifest themselves throughout the region – but country level differences regarding the degree of problems exist, and the level of response as well as required new countermeasures vary. More detailed country level information on known facts, estimates, status and problems related to drug trafficking, crime, drug use and HIV/AIDS are contained in the individual country fact sheets of the Paris Pact attached to this document in Annex VI.

It is evident that the major crime threat to the region is illicit drug trafficking and other smuggling activity, which threatens security and fuels the domestic crime situation in each country, though in varying degrees and with different impact on the national situation. The UNODC 2010 Globalization of Crime report states, “...the biggest crime problem facing South-Eastern Europe is domestic: fraud and corruption involving some government officials and

⁶ See: UNODC 2010: The Globalization of Crime, Page 45

http://www.unodc.org/documents/eastasiaandpacific/2010/06/tocta/TOCTA_Report_2010_low_res.pdf

⁷ UNODC (2009): Addiction, Crime and Insurgency: The transnational threat of Afghan opium. Page 22

⁸ Europol, OC-SCAN Policy Brief, The Threat of Outlaw Motorcycle Gangs in South Eastern Europe.

⁹ Europol, OCTA 2011, pg. 29

¹⁰ Europol, OC-SCAN Policy Brief, The Threat of Outlaw Motorcycle Gangs in South Eastern Europe.

¹¹ Europol, OC-SCAN Policy Brief, The Threat of Outlaw Motorcycle Gangs in South Eastern Europe.

¹² Throughout this paragraph: Europol, 2011 Organized Threat Assessment, pg. 6 -10.

¹³ US Government, Strategy to Combat Transnational Organized Crime, July 2011, pg. 10.

their network of private sector firms. This corruption is fuelled by complicity in the heroin trade and other trafficking activity.”¹⁴ The huge amount of drugs that pass through the region and profits garnered from them create an almost irresistible temptation for local officials to accept bribes.

1.2 Priorities and Needs for Drug & Crime Control

Tackling cross-border challenges

The estimated value of the heroin trafficked through the region, an estimated 60-80 tons per year, exceeds the GDP of some of the countries affected. The same UNODC sources value the Western and Central European heroin markets at U\$13 billion (2009), i.e. about 20% of the global market value of USD 68 billion. In 2009, the domestic heroin market in South-Eastern Europe was worth about US\$ 500 million, most of which went to local criminal groups. However, this figure is very small compared to the heroin transiting the region.¹⁵ According to the 2010 report on the Globalization of Crime: “This suggests inadequate border controls and high fragmentation/inefficiency of law enforcement bodies in a region where high levels of unemployment and low salaries also create conditions for corruption-related behaviour.”¹⁶ The region needs assistance to improve border control at key points of entry, transit and departure and establish effective container controls. Furthermore, the sharing of intelligence should be increased across the region, and with other regions, especially in West and Central Asia, so as to promote operations based on risk profiling. The capacity at air and sea ports in South Eastern Europe needs to be increased, and improved container control in the region will not only serve the interdiction of drug trafficking and other illicit container crime in the region, but also facilitate improved cooperation with container units in other regions.

All countries of the SEE region have ratified the Protocols on Trafficking in Persons¹⁷, and Smuggling of Migrants¹⁸, which supplement the UNTOC. Furthermore, these countries have enacted national laws on combating trafficking in persons. Countries now need to implement the respective Protocols by aligning domestic legislation, developing effective criminal justice responses to human trafficking and migrant smuggling, and fostering cross border mutual cooperation to increase the number of detected cases and convictions.

Enhancing exchange of information, analysis, criminal intelligence, and forensic capabilities

In South Eastern Europe, the standard software for agencies involved in criminal intelligence analysis is i2 Analyst’s Notebook, which is also the most common software in the European Union. Although the criminal intelligence infrastructure with regard to training and IT equipment varies to a great extent, all countries assessed during the Regional Programme 2009-2011 have centralized and functioning intelligence capacities. A regional dimension in the form of regional intelligence units is being implemented and should be further encouraged and supported. To ensure consistency and continuity in the use of criminal intelligence software in the region and to support the EU standardization process, close coordination with European partners needs to be exercised in the design of future interventions. Expert workshops on future assistance and on best ways to link information and intelligence work in the Balkan countries with that of Europol, SELEC, CARICC and align training programmes, are required.

National drug testing and forensic laboratories established in the region need to be aligned to meet internationally accepted standards. The development of quality management systems in forensic laboratories, expert training and of regional cooperation among law enforcement, judicial authorities and laboratories are key priorities, since quality forensic services are crucial for the provision of evidence-based data and information for intelligence purposes, and for

¹⁴ UNODC 2010: The Globalization of Crime, Page 253

¹⁵ UNODC 2011: The Global Afghan Opium Trade, A Threat Assessment, pg. 54

¹⁶ UNODC 2010: The Globalization of Crime, Page 124

¹⁷ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children supplementing the United Nations Convention against Transnational Organized Crime.

¹⁸ Protocol against the Smuggling of Migrants by Land, Sea and Air

court convictions. It is necessary to raise awareness among the judiciary and law enforcement on the relevance of forensics in an effective and fair criminal justice process. While positive results have been obtained from bilateral support to some of the national laboratories in concerned countries, a consistent regional approach to building capacity for enhanced regional collaboration is required.

Reducing illicit money flows

Money-laundering and terrorist financing is an essential lubricant for the inner workings of criminal organizations¹⁹. In view of the large amount of heroin trafficked on the Balkan Route, organized crime and drug trafficking in particular generate high earnings in the region. In this context, the UNODC report on Addiction, Crime and Insurgency states: “As a whole, Europe’s stability is not threatened by the opiate trade, but the very large revenues [criminal organizations] extract from drug trade [giving] these groups the means to achieve considerable influence in some countries along trafficking routes.”²⁰ All countries of the region enacted legislation on money-laundering and the financing of terrorism.²¹ Most countries of the region have enacted or are about to adopt new asset forfeiture and confiscation legislation, and most laws have introduced non-conviction based confiscation. Albania, Serbia and the Former Yugoslav Republic of Macedonia have established specific entities and laws for managing confiscated assets. Operational capacity, standards and regional cooperation to implement these laws for better interdiction and prosecution rates must now be improved. Furthermore, improvement of the effectiveness of the work of Financial Intelligence Units (FIUs) and their cooperation with FIUs in other regions can contribute to increasing interdiction of drug trafficking and organized crime.

Legislation, Policy and Advocacy

All countries of the region have ratified the UNTOC, UNCAC and most of the 16 international instruments on countering terrorism, as well as the three major drug control treaties.²² Ratification only represents the first step in harmonizing legislation with international standards. To effectively comply with and implement provisions of UNCAC and UNTOC, in both domestic legislation and international cooperation, the countries need further legislative assistance and capacity building.

UNODC assisted the countries of the region in conducting victimization surveys in 2010. The results of these surveys represent an invaluable source of knowledge to inform crime prevention policies and programmes. Besides corruption, the survey also addressed the victimization experience of respondents in relation to various other types of crime. In most countries, crime trends and patterns are usually evaluated through data on reported crime as collected by the police, prosecutors or courts, which is incomplete. The collection of data about victims of crime through surveys can, therefore, provide valuable information on the so-called “dark figure” of crime (criminal events that are not reported by victims to the authorities), and supply information about victims and modalities of crime, which are missing or incomplete in statistics produced by the justice sector. Overall, several countries and institutions can improve their data and reporting systems, as well as research capacities further, to have a sound basis for new crime control and prevention strategies, and for victim support programmes.

¹⁹ The UN Convention against Transnational Organized Crime (UNTOC) defines the laundering of proceeds of crime as a criminal offence and formulates measures and legal provisions to combat money-laundering. Asset recovery, however, is a subject matter of the UN Convention against Corruption (UNCAC) that addresses the prevention and detection of transfers of criminally derived assets, measures for recovery, international cooperation in confiscation and the return and disposal of assets. The International Convention for the Suppression of the Financing of Terrorism addresses the protection of financial systems from terrorist activities. Furthermore, the following UNSC Resolutions highlight measures against terrorism and the financing of terrorism: 1267(1999), 1373 (2001), 1540 (2004), 1566 (2004), and 1624 (2005).

²⁰ UNODC 2009: Addiction, Crime and Insurgency: The transnational threat of Afghan opium. Page 18

²¹ Albania: law “On the prevention of Money Laundering and Terrorism Financing”; Bosnia and Herzegovina: “Law on the Prevention of Money Laundering and Financing of Terrorist Activities”; Croatia: “Anti Money Laundering and Financing of Terrorism Law”; Montenegro: “Law on the Prevention of Money Laundering and Terrorist Financing”; Serbia: “Law on the Prevention of Money Laundering and the Financing of Terrorism”. Former Yugoslav Republic of Macedonia: “Law on Prevention of Money Laundering and Other Proceeds of Crime and Financing Terrorism”

²² According to the constitutions of SEE countries, international conventions, when ratified and published in accordance with a law, make a part of internal legal order and supersede domestic laws.

All SEE countries have a legal framework for using criminal data records for the purpose of investigation, prosecution and adjudication, but different institutions are in charge of keeping the data. Systems and mechanisms for data recording, storage and analysis vary greatly and range from largely manual records over digital records to dedicated databases.

Reducing corrupt practices

Economic crime and corruption are a grave concern in South Eastern Europe, as reflected in the 2009 Corruption Perceptions Index (CPI) of Transparency International. The index shows that all countries of the region “face serious perceived levels of domestic, public-sector corruption.”²³ Corruption both fuels and is exacerbated by organized crime and illicit trafficking. The EU accession negotiations and integration programmes highlight the area of corruption as one requiring urgent attention and improvements over the near future for basically all countries in the region.

In cooperation with the European Union, UNODC finalized and published its report on Corruption in the Western Balkans: “Bribery as Experienced by the Population” in 2011. The figures reveal the startling depth and breadth of corruption in the region. Progress has been made in harmonising anti-corruption legal frameworks with European and international standards, new national legislation is being introduced or existing laws amended, and all countries in the region have adopted the UNCAC. Corruption within enforcement and justice agencies remains a problem to be addressed, also in view of the financial capacity of organized crime networks to infiltrate the judicial process to delay/prevent convictions. Stronger operational efforts are needed now, also at country levels, to ensure enforcement and prosecution results against corruption, by building capacity within new national anti-corruption bodies, and by supporting effective inter-agency, regional and international cooperation that is in line with UNCAC and the relevant European instruments.

Supporting regional and international judicial cooperation

Mutual Legal Assistance (MLA) programs need broad support in the areas of investigations, prosecutions, judicial proceedings, and acceptance of MLA requests in different languages. There are no regional extradition agreements, and cases have been reported where dual/mutual citizenship has been abused to avoid prosecution. However, recent extradition agreements between Croatia and Serbia and another between Serbia and Montenegro are a positive development. New extradition agreements would be a welcome addition to the law enforcement arsenal, and/or the transfer of proceedings from one country to another could be reviewed as an alternative.

Criminal Justice

Strengthening the criminal justice system in line with the international standards is an important requirement for effectively countering illicit trafficking and organized crime and, therefore, is an integral element of UNODC's efforts in the region. In particular, prison reform is an issue of common interest to the region and there is a shared understanding that the modernization of prison facilities must be accompanied by improvements in the prison management system. Overcrowding and inadequate living conditions, absence of harmonized legislative frameworks, fragmented prison management systems, lack of implementation of alternative measures, lack of correctional/detention facilities for vulnerable groups and excessive use of force within the custodial settings remain to be addressed in the region. All South Eastern European countries have ratified the Convention on the Rights of the Child and its optional protocols²⁴ and are thereby reforming their juvenile justice systems correspondingly. Despite the improved institutional and legal frameworks, further efforts are needed to establish comprehensive, child centred and restorative juvenile justice systems in line with UN and international standards. The countries must improve coordination among

²³ Corruption Perceptions Index 2009, South Eastern Europe, Eastern Europe and Central Asia (2009): Page 1

²⁴ Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, Optional Protocol on the Involvement of Children in Armed Conflict.

actors in the juvenile system and strengthen mechanisms and policies to prevent juvenile delinquency.

Services for drug users, victims, and risk groups

Although the region has lower drug use rates than Western Europe²⁵, drug abuse, especially among the youth, has become a serious social and medical problem, and injecting drug use is creating the potential for a rapid increase of HIV transmission. So far, the lack of a strategic approach in the region has negatively affected the overall public health situation. As the exact level of drug consumption in most countries of South Eastern Europe is not clear, drug use surveys should be conducted and national drug control strategies reviewed accordingly. UNODC's work under the family skills training programme for preventing drug use, crime and HIV/AIDS, and the expansion of evidence based treatment services is planned to expand from Albania and Serbia to more countries. Increased action against growing drug use is required to ensure that demand for drugs in the region does not provide another push factor for the creation of strong local consumer markets and resulting increased drug trafficking and local distribution networks within the region.

2. Programme Context and Approach

In view of the threats facing the region, as outlined in the previous section, this Regional Programme Framework was developed with the aim of addressing illicit drug trafficking and organized crime along the "Balkan Route" by promoting inter- and intra-regional cooperation and building the necessary capacity at the regional and country-levels. UNODC can promote a regional and integrated approach to countering drug trafficking, trafficking in human beings, money laundering and other illegal activities in the region. Given that opiates' trafficking originates in the adjacent regions of Central and West Asia, UNODC is positioned to facilitate inter-regional drug control cooperation, supporting inter alia countering the new trends of illegal activities. UNODC's position has extra added value in this context in view of its solid presence in Central and West Asia through its Regional Programme for Afghanistan and Neighbouring Countries, the Central Asian Regional Information Coordination Centre (CARICC), Triangular Initiative, Joint Planning Cell, Tajik Drug Control Agency and Kyrgyz State Drug Control Service and other mechanisms in the region.

This Regional Programme Framework was developed, taking into account the contexts and approaches as described below.

Context and Strategy Elements

UNODC has operated the Integrated Regional Programme for South Eastern Europe 2009 - 2011. Endorsed during a high level meeting in Belgrade in March 2009, and operational since the second half of the same year, this Regional Programme covered Albania, Bosnia-Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Montenegro, Serbia and Kosovo under UNSCR1244. As of the end of 2011, the Programme has delivered a set of inter-related global, regional and country level activities in the areas of criminal justice development, human trafficking, anti-corruption, and drug abuse HIV/AIDS prevention, treatment and care in a total volume of about US\$ 8 million. These interventions did achieve visible direct results and improvements within the respective sectors and countries of operation, and some are still ongoing and/or should be expanded to cover new countries or activities in future years. Nevertheless, other programme components could not be started/delivered as originally planned, due to a lack of funding, and the overall programme's volume and dimensions stayed below set targets. The Steering Committee decided to complete this Regional Programme in November 2011, and maintain/continue interventions under the new Programme (2012-2015).

²⁵ See: UNODC (2008): Crime and its Impact on the Balkans. Page 13 "...the share of South East Europeans who consume opiates is half that of West Europe and one-sixth that of East Europe." UNODC (2008): Crime and its Impact on the Balkans. Page 59

This situation, coupled with the UNODC financial situation and its impact on this programme's structure, and changing environments and needs in the programme region led UNODC to a rethink of strategy and approach. Consequently, a new framework for action for the 2012-2015 programme was developed, with clear focus on the countering of illicit trafficking, along the "Balkan Route" organized crime and related problems in the region. This new strategic approach therefore aims at promoting regional cooperation and supporting regional and country-level capacity building to improve interdiction results against drug trafficking and organized crime, and at strengthening related capacities in the justice and health sectors. As such, it promotes intra-regional cooperation with relevant UNODC programmes against Afghan heroin trafficking, notably with the Regional Programme for Afghanistan and Neighbouring Countries, and fosters operational network and partnerships.

In pursuing these objectives, below four strategic pillars guide new programme operations 2012-2015:

- 1.1 Building upon previous achievements and ongoing action;
- 1.2 Integrated thematic and geographic interventions within a prioritized regional framework;
- 1.3 Strong partnerships for policy and programme results;
- 1.4 Evidence-based joint formulation of priority interventions.

2.1 Building upon previous achievements and ongoing action

Under the Regional Programme 2009-2011, a regional umbrella project has facilitated the start of programme action, mostly in its enforcement components, with strong contributions from Germany in 2009 and subsequent funding from other donors, including France, Italy and Sweden. This project provided for assessments, needs identification and first support in the areas of law enforcement, legal development/mutual assistance, criminal intelligence, border control, forensic services, and anti-corruption (UNCAC). Other interventions at country or global levels were added to the Regional Programme's structures in 2009-2011. Both the umbrella project and some of the individual programme components have received new funding and approval for expansion in 2012 to continue work in areas like research/studies for baseline data creation, drug use prevention, HIV-AIDS care, anti-human trafficking, as well as overall programme management and implementation cost. Annex IV provides a summary of how this new Regional Programme builds upon 2009-2011 work and demonstrates some examples of consistency and continuity of successful aspects of the previous Regional Programme. Detailed reports of previous Programme's results and activities are available in UNODC's record.²⁶

2.2 Integrated thematic and geographic interventions within a prioritized regional framework

This integrated Regional Programme Framework is in line with the approach started by UNODC in 2009 and confirmed by UNODC governing bodies resolutions. Key factors for success are the focus on promoting intra- and inter-regional cooperation and improved linkages with now ongoing other UNODC regional and thematic (global) programmes, notably those related to the illicit flow of heroin from Afghanistan.

Following the principles of the Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008), this programme will work with partners towards:

- Inclusion of a coherent set of thematically and geographically structured interventions that work together towards a reduction of drug and crime problems in the region;
- Alignment of programme contents with strategic priorities and operations of partners;

²⁶ Programme Achievement Report 2009-2011 approved by PSC in November 2011, Performance Report approved by PRC in January 2012, and Programme Report 2012 and individual UNODC Project Progress Reports 2009-2011.

- Full programme ownership through joint design, monitoring and utilization of local expertise;
- Identification and prioritization of essential components required to improve operational results against drugs and organized crime, and consistent joint resource mobilization for such critical programme components;
- Effective cooperation and coordination with other actors, including UN entities and potential programme implementation partners, in the region;
- Synergies between UNODC global, regional and country operations for efficiency and cost-effective use of UNODC expertise operating under different programmes;
- Linkages with other UNODC Regional Programmes against the heroin flow from Afghanistan to facilitate intra-regional cooperation and sharing of expertise;
- Strong reporting, monitoring and evaluation regime for the programme, and improved communication on overall programme status and on individual components/projects.

2.3 *Strong Partnerships for Policy and Programme Results*

UNODC has renewed the process of partnership consultations throughout 2011, so as to use information, data, expertise and capacities available in countries in the region, regional and international organizations and the UN system, for improved responsiveness to national and regional needs within the Regional Programme Framework, and to promote complementarity with efforts by partners and guard against possible duplication. To this effect, UNODC will intensify partnership-building in the region at three levels: (i) policy dialogue and coordination; (ii) programming and fundraising action; and iii) operational action at regional and intra-regional levels.

At policy-level, UNODC participated in the regional conference of Ministers of Justice and Interior on *Strengthening Co-operation in the Fight against Organized Crime in the South Eastern Europe* in Montenegro in March 2011, and was consulted on the “Budva Declaration on Strengthening Regional Co-operation and Co-ordination in the Fight against Organized Crime in South East Europe”. UNODC has also continued work with the Regional Cooperation Council (RCC) on the Regional Strategic Document 2011-2013 and the Action Plan for its implementation. This document maps thematic priorities in Justice and Home Affairs for the region and outlines ongoing/envisaged cooperation in an effort to harmonize activities implemented in this area and informed the development of this Regional Programme Framework. Cooperation with RCC is ongoing also to harmonize monitoring mechanisms and tools that measure progress, impact and results of ongoing work in the justice and home affair areas.

The Paris Pact Initiative plays a crucial role in the policy level dialogue, and in the identification of future action areas for UNODC’s Regional Programme. It provides a platform for linking the Regional Programme’s efforts focused on drug control along “Balkan Route” with the global efforts to address the Afghanistan drug problem. In 2010-2011, UNODC has embarked upon specific information gathering, fact finding and analysis for the region of South Eastern Europe through the posting of two strategic analysts in the Former Yugoslav Republic of Macedonia and Serbia. Since 2011, data on country level problems related to drug trafficking routes, patterns, reported assistance/support requirements, have been collected by these analysts and will be made available to partners. Subject to endorsement by the Paris Pact Policy Group and new funding, Paris Pact Expert Roundtables and joint expert missions could be organized to develop new coordinated assistance interventions in the region in 2012-2013. Strong linkages between the Paris Pact Policy Consultative Group and its expert roundtables and the new Regional Programme will be key to stronger partnerships within and beyond the region, and support effective coordination and cooperation.

Countries covered by this Programme are at different stages of EU Integration and, in this process, need to address operational shortcomings in the areas of drugs, crime and corruption and strengthen legal frameworks for effective regional and international cooperation. Improvements in the fight against organized crime and corruption, reform of the judiciary, and

a justice system that respects fundamental rights and provides access for vulnerable groups feature high in the integration agenda and discussions at all levels. Given UNODC's mandate and competence in these sectors, policy level dialogue and well-coordinated programmatic/funding cooperation between the EU and this UNODC Programme will serve all parties. Furthermore, the Regional Programme's focus on regional cooperation provides added value in line with UNODC's mandates and role, thus complementing the EU's regional role. UNODC will, therefore, work closely with the European Union at central and local levels, share assessments and information on policy, strategy and operational matters, and seek opportunities for cooperation in the Balkans, notably in those areas in which UNODC has proven as a suitable implementation partner and/or expert advisor for EU action.

Joint actions under this Programme Framework cover data creation, research studies, country-level anti-corruption and counter-terrorism work, regional police cooperation, law enforcement and witness protection. These are areas for consideration for financing from the EU's Instruments for Pre-Accession (IPA) at regional or country levels. New UNODC interventions in the drug enforcement and drug control components of this Programme will require close consultation with EU and its member states, since EU drug control action is often implemented through EU member countries/organizations. Through increasing attendance by UNODC of EU policy and expert meetings related to thematic and country priorities of the EU and EU member states, coupled with consultations at country levels, UNODC hopes to identify future cooperation opportunities in the drug control area.

Bilateral donors with whom alliances are being built to work towards complementarity of action and new funding include European Union member states and those donors who have supported UNODC in the region from 2008-2011. Germany is chairing the newly created Western Balkans Network (Teptower Group) and, within this network, other bilateral donors, such as Austria, Hungary, Italy, Switzerland and, more recently, UK, are working towards donor coordination for more effective targeted assistance delivery to the region in the areas of drugs and organized crime. UNODC is an observer to this Network since 2011, and will continue to liaise within the network and with individual members. The Police Cooperation Convention (PCC SEE), led by the Austrian Government and signed to date by several countries covered by this Programme Framework, is of particular relevance. Future direct cooperation between PCC and UNODC is likely to add quality and avoid duplication.

UNODC has close working relations with the Organization for Security and Cooperation in Europe (OSCE) and coordinates its actions with the OSCE at all levels. Furthering of this cooperation and coordinated action on the ground in various UNODC mandated areas is seen as an important component of the partnership strategy of the Regional Programme.

Strong partnerships are envisaged with Turkey at policy, programmatic and operational levels. Turkey is strategically placed amidst various UNODC programmes, has been a strong partner for many years, and holds a unique position. Located centrally at the main transit routes for Afghan origin morphine base, opium and heroin, and the routes for precursors which move from the West into Afghanistan, Turkey is the entry point of the European part of the Balkan Route, and turntable for other trafficking routes along the Northern corridors involving Caucasus and Commonwealth of Independent States (CIS). The country also provides for a strong resource base for expertise, facilities and resources of the kind required to implement programme action in several countries of the South East European region. UNODC will continue to work with/through established institutions, such as the regional Turkish International Academy against Drugs and Organized Crime (TADOC) and its regional resource center for Computer Based Training. Consultations between UNODC and Turkey on partnerships and relations are ongoing and aim at the creation of a UNODC container control office in Turkey as well as at improved cooperation with regional organizations, such as the Black Sea Economic Cooperation Organization (BSEC).

UNODC will also seek new partnerships with other countries of the region and beyond, including the Republic of Croatia, and countries which have joined the European Union

recently, like Bulgaria and Romania, on their support for this Programme. Stronger than previous cash contributions and in-kind support from countries in the region will be essential for this programme's success. Over 2009-2011, countries in the region have increased their contributions to the Programme, through the provision of office space for UNODC personnel and project units, and/or the financing of programme events. Drawing upon the lessons learned from the previous Programme, UNODC is in negotiation with partners on an improved presence and programme delivery capacity in key locations, but the principle will remain that UNODC presence is established or strengthened where appropriate programme volume size exists, and where programme partners and resources are able to absorb and co-finance UNODC local infrastructure costs. For this reason, while programme interventions are limited, in principle, to those countries covered by the new Regional Programme, exceptions can be made for interventions covering other countries along the Western Balkan Route. Should such countries request UNODC to act as executing, implementing or expert agency for new assistance projects directly relating and adding value to, this Regional Programme's key objectives, and also provide the prerequisite funding for such projects operating in the region, individual agreements can be entered into. This is of particular relevance for countries being or soon to become members of the European Union and countries neighbouring the region. In any such event, individual arrangements will be made under project and/or funding agreements, and communicated to all partners before commencement of action.

At operational level, this Regional Programme Framework aims to facilitate the establishment of a network of analysis and strategic intelligence sharing capacity that extends from Afghanistan through West and Central Asia to reach the Balkans and the rest of Europe. To this end, this Programme Framework seeks to develop new partnerships among law enforcement and justice institutions in the Balkan countries and between them and those of the neighbouring regions. As of October 2011, the SECI Center became the Southeast European Law Enforcement Center (SELEC). UNODC aims to expand cooperation with the Center, in particular in the areas of strategic analysis and joint research, and in the exchange of information on drugs and transnational crime. UNODC will promote new ties between the Joint Planning Cell under the Triangular Initiative, CARICC and other actors for new cooperation between the countries along Afghan heroin trafficking routes, as well as Europol, Interpol. It will also establish links with Financial Intelligence Units in the countries of West and Central Asia. In the same vein, and as described later in this document, UNODC will link its Container Control Programme operations in key ports along the Afghan heroin route, and along the Trans-Atlantic Cocaine Route, to container operations in the Balkans, and will seek to improve cooperation between training institutions and financial intelligence units in the Balkans with those of other regions.

2.4 Evidence-based joint formulation of UNODC priority interventions

Studies conducted by UNODC for the region from 2008-2011 have assessed, inter alia, the level and extent of organized crime and its affects on the population, the drug situation, trafficking flows and patterns, drug use and HIV/AIDS rates, corruption perception, and the current quality of statistical data and records on crime, and research will continue under this Regional Programme. Data available already, and information being collected under ongoing 2011-2012 operations, notably within the Paris Pact and Afghanistan related studies of UNODC, will guide and support the design of new interventions with a clear focus on drug control and enable UNODC to address different needs of individual countries and counterpart agencies in future operations.

The strong links between this Regional Programme and the Paris Pact, including the envisaged hosting of expert roundtables and/or smaller expert workshops and joint missions as of 2012, will also lead to increasing clarity among partners as to which priority areas need to be addressed by technical assistance and other support, and who is best placed to undertake agreed action. Growing expert exchange at policy and senior operational levels will also improve the availability of often sensitive data and information on specific problems and, thereby, contribute to improved quality of programme and project formulation.

Inclusion in this Regional Programme Framework of Kosovo under UNSCR 1244 is of critical importance, given that multiple international sources signal a need to address the threat of trafficking (including drug trafficking), the shortcomings of the justice system and the insufficiency of law enforcement capacities to fight serious crime in Kosovo under UNSCR 1244. UNODC is prepared to work in the territory in accordance with the UN rules and regulations and in close cooperation with EU and EULEX, OSCE, UN agencies and bilateral partners who are active in this sector. UNODC has participated in the development of the UN Common Development Plan (CDP) for Kosovo under UNSCR 1244, which identified the broader areas of required interventions.

Finally, UNODC's participation in regional networks and country mechanisms, including UN Country Teams, will be intensified at senior and operational levels, so as to ensure that partners are aware of respective strategies, plans and individual projects. By so doing, this Programme Framework will contribute to the early identification of partnership opportunities and/or duplication risks – in which case UNODC and partners can agree on respective roles and avoid double effort.

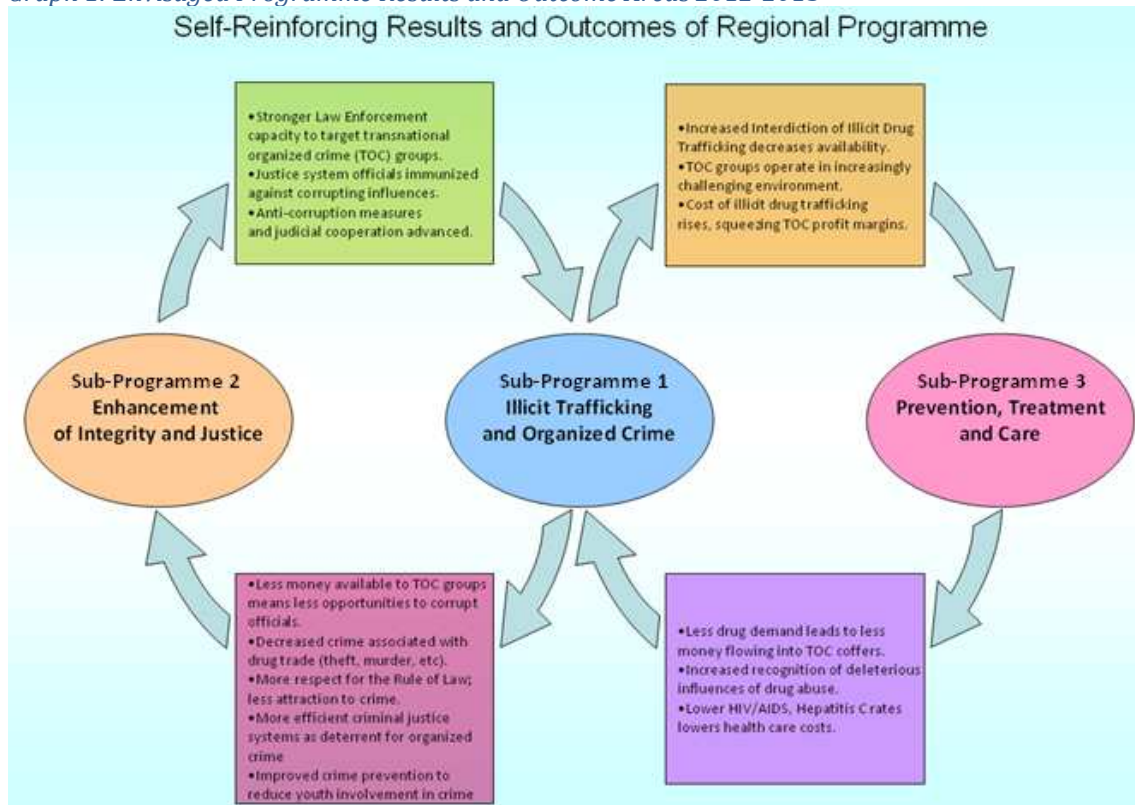
3. Regional Programme Framework 2012-2015

Programme Framework Architecture and Contents

The drug and crime situation in South Eastern Europe and areas for technical cooperation summarized in chapter 1 above provide a clear recipe for programme interventions from 2012-2015. The Regional Programme Framework includes specific interventions to promote inter- and intra-regional cooperation in drug control. At the same time, given that countries in the region have made different institutional and operational progress in their drug and crime control action, they require targeted assistance to ensure improved operational results against illicit trafficking, organized crime and corruption. The three broader building blocks or sub-programmes that guided UNODC's first integrated programme in the region remain valid with some adjustments, but clearer focus is given to the creation of strong regional and country-level capacities to increase the level of successful operations and court convictions against organized crime elements, and to support the creation of prevention and care systems for those affected by drug use and victimization.

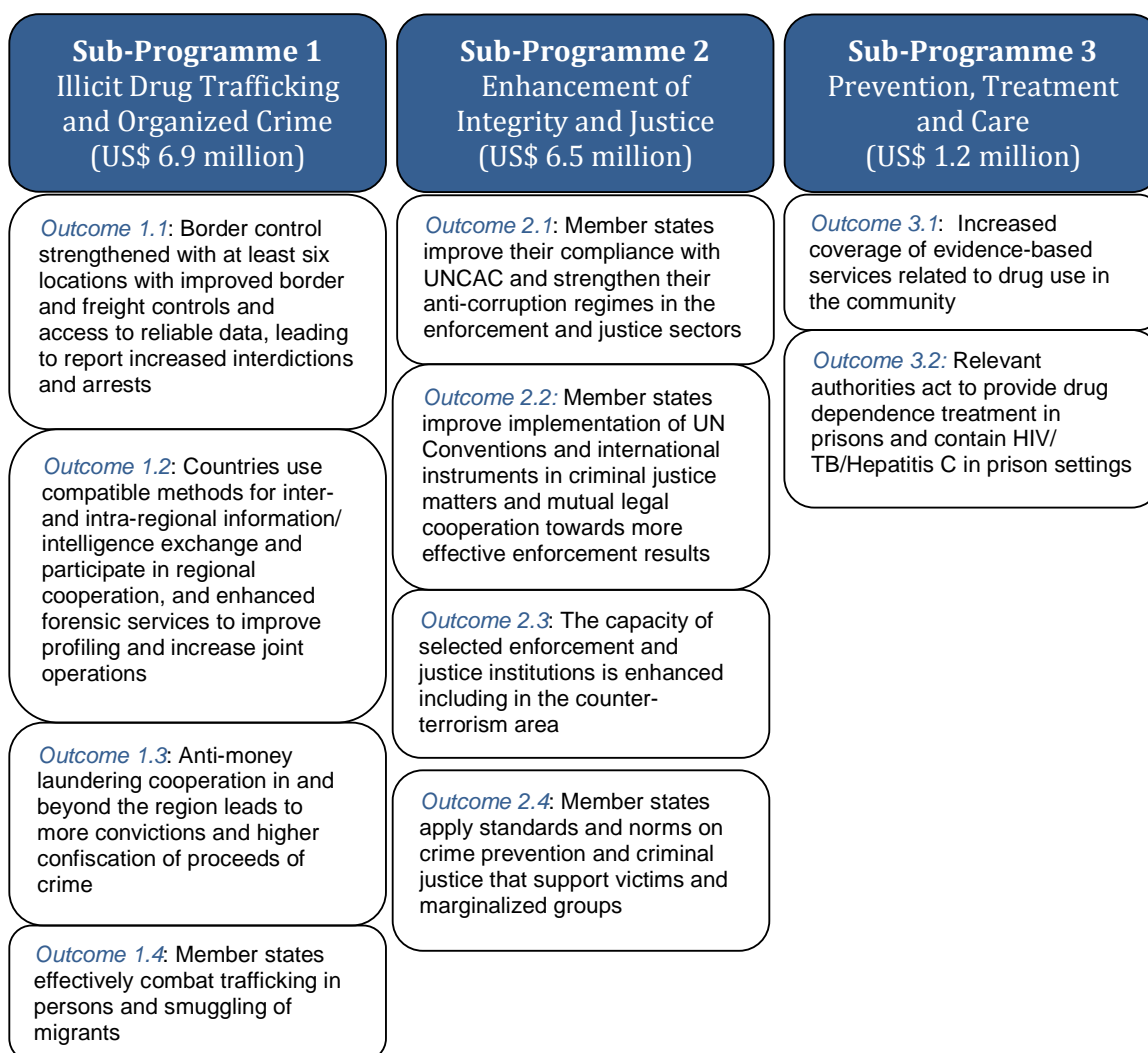
This Regional Programme Framework links to other UNODC interventions, especially the Regional Programme for Afghanistan and Neighbouring Countries, which provides opportunities for maximizing global counter-narcotics impact through coordinated action across the regions. The envisaged linkages with other UNODC regional and global programmes around Afghanistan, and the increasing work at country levels in the region, all contribute towards the programme's key result and outcome areas, as visualized in below graph. The Regional Programme Framework operates in inter-related sub-programmes as demonstrated in the below chart. Strong regional and interregional law enforcement components need to be combined with further improvements in the criminal justice area and accompanied by a conducive drug demand reduction environment since, otherwise, law enforcement responses and their impact would remain limited.

Graph 1: Envisaged Programme Results and Outcome Areas 2012-2015



Within these three sub-programmes, focus will be given to the expansion of successful operations to more countries, and the development of new components for which strong funding potential and potentials for UNODC's added value as an expert partner and facilitator of inter- and intra-regional cooperation are available. Regional level activities will be conducted mainly in the areas of enforcement cooperation, intelligence sharing, research, advocacy, as well as in areas that require joint standards and harmonization of practices, such as forensic support, enforcement cooperation and legal/judicial cooperation. Increasingly, this Programme will benefit from new standards/tools being developed under UNODC's global and thematic programmes, such as the container control operation, drug demand reduction and HIV-AIDS programmes, and the justice and crime prevention programme.

Sub-Programmes, Outcome Areas and Key Interventions



Some of these above outcomes can be achieved through the continuation/expansion of previous programme action, but new interventions also need to be designed as and when funding and partnership opportunities arise. The following key targets and areas of focus of programme interventions, grouped by sub-programme and outcome area, are envisaged:

Sub-Programme 1: Illicit Drug Trafficking and Organized Crime

This Sub-Programme's objective is to contribute to enhanced technical capacity and cooperation of relevant national entities and authorities to combat organized crime and illicit trafficking within their territory, and to increase regional and international cooperation in those

areas. Envisaged activities involve law enforcement training (including CBT) and capacity building support to strengthen border control criminal intelligence, financial investigations and asset recovery, support to information collection, analysis and exchange, improvement of forensic science services, and regional cooperation between enforcement, judiciary and relevant entities.

Outcome 1.1: strengthening border controls against illicit trafficking, including container control capacities, notably Joint Port Control Units; at national and regional level and facilitating relevant contacts with port authorities in adjacent regions where the container control programme operates, i.e. West Asia (Pakistan, Iran); threat assessment on illicit drug trade in South Eastern Europe; strengthening information collection, data management and research capacities that can guide targeted operations. This outcome will benefit from increased Paris Pact events in the region as of 2012, the newly created network of National Strategic Analysts (NSAs) (currently in Serbia and the Former Yugoslav Republic of Macedonia), ongoing UNODC research activities in the region, and from linkages with other UNODC programmes.

Outcome 1.2: strengthening law enforcement capacities at country level in countering drug and other forms of illicit trafficking through advanced intelligence and investigation capacities; assisting in the strengthening of regional cooperation through, inter alia support to mechanisms for sharing of criminal data, analysis, intelligence at national as well as intra-regional (e.g., by supporting existing mechanisms such as SELEC for the promotion of enhanced intelligence sharing, increased use of joint operation and controlled deliveries) and inter-regional levels (e.g. by establishing contacts with CARICC, Joint Planning Cell, EUROPOL, etc); development of joint operations with neighbouring regions; support to laboratories in their utilization of advanced drug analysis/profiling methods, adherence to ICE standards and facilitating the networking of forensic institutions and CBT. This outcome can benefit also from the use of the Turkish International Academy against Drugs and Organized Crime (TADOC) which may be used for strengthening training capacities in drug and organized crime control at national and regional levels. This outcome will also aim at strengthening forensic laboratory capacities at national and regional levels and assist in the exchange of data on drug test analysis with relevant counterparts in Central and West Asia for strategic analysis and profiling purposes.

Outcome 1.3: support to strengthen national capacities and regional cooperation in countering money laundering, financial analysis and investigations, asset tracing and financial intelligence through training of investigators, prosecutors, FIU staff and development of cooperation with FIUs in other regions (e.g., West and Central Asia); training for some border control teams on identification and interdiction of illegal cash transportations.

Outcome 1.4: implementation support for the Regional Guidelines on enhancing law enforcement and judicial cooperation in the area of trafficking in persons and smuggling of migrants; further development of operational capacities in specialized anti-trafficking institutions; fact-finding to support work against child trafficking; continuation of ongoing/previous action at country and regional levels (implementation of Serbia's National Action Plan (NAP) on Counter-Trafficking under joint programme of UNHCR, IOM UNODC; trafficking programme and expansion in Albania, cooperation with BSEC; new operations in support of better enforcement results and victim support programmes.

Sub-Programme 2: Enhancement of Integrity and Justice

Without functioning justice systems, notably prosecutor's offices and judges/courts, successful enforcement operations will not see adequate conclusions. Corruption problems in law enforcement agencies, prosecutorial offices and the court system may also prevent that illicit drug trafficking and other forms of serious organized crime are dealt with by the law. The objective of this Sub-Programme is to further integrate national capacities by strengthening the criminal justice system and anti-corruption capacities for improved conviction rates and access to justice at country levels, and for effective regional cooperation in this area.

The region's compliance with UNCAC requirements will, therefore, also be key towards achieving overall programme results against drugs and organized crime. Currently, UNCAC, peer reviews are being carried out or are scheduled for 2012 and 2013²⁷, and this programme will be able to draw upon results of the self-assessments in future project formulation, so as to support national authorities in their implementation of stronger anti-corruption measures, as and where requested. In addition, this programme can be used as a platform for countries' preparation of the second UNCAC review cycle (2015-2019), which focuses on areas closely related to this Regional Programme Framework, including:

- Enhancing capacity of anti-corruption bodies;
- Developing integrity plans for judges and prosecutors on judicial independence;
- Developing training curricula for public officials;
- Enhancing domestic capabilities in the area of asset recovery.

Thus, the following programme activities are planned to strengthen capacities to counter corruption and to improve criminal justice system:

Outcome 2.1: support to enhancing integrity in the criminal justice and law enforcement institutions in the region to improve overall effectiveness and ability to prosecute cases of transnational organized crime; improving measures against corruption, bribery and abuse of power in the enforcement and judicial institutions; capacity support to selected national anti-corruption institutions; promotion of regional information exchange and sharing of best practices, strategies, and mechanisms to combat corruption; conduct of an evidence-based assessment of corruption and crime affecting the private sector in the Western Balkans; dissemination of data and studies on drug trafficking and corruption in other regions;

Outcome 2.2: support towards the adoption of international standards and norms in criminal justice matters, notably access to justice and integrity of the judicial process; cooperation across borders on anti-criminal matters including mutual legal assistance; finalize gap assessment and analysis of the compliance of national frameworks with UN Conventions and international standards; strengthen existing national frameworks as/where needed; provision of training on the MLA Writer Tool in several countries. Ultimately, this outcome is aimed at supporting law enforcement and related activities outlined in Sub-Programme 1 by means of providing enabling legal frameworks.

Outcome 2.3: workshops and trainings for legal experts, drafters, judges, prosecutors and operational officers to strengthen capacities against terrorism; country level support to national counter-terrorism action as/where requested and funded (e.g., Serbia 2012)

Outcome 2.4: strengthening of national capacities for crime prevention and criminal justice reform, including strengthening of public confidence in the authorities, including prosecution services; improvement of accountability and integrity systems; development of relevant legislation; providing improved access to justice; supporting prison reform and alternatives to imprisonment; development and/or strengthening existing national crime prevention strategies, regional guidelines on prison management and provision of training on their utilization; delivering training curricula for penitentiary staff; assessments of situation with juvenile justice, and development of recommendations in this area.

Sub-Programme 3: Prevention, Treatment and Care

The objective of this Sub-Programme is to contribute to reducing drug-demand and improved access for drug users, HIV-AIDS patients and risks groups in UNODC mandated areas (HT and crime victims, prison population) to prevention, treatment and care services, so as to counteract a further expansion of local markets and resulting drug crime problems. Assistance already delivered through ongoing UNODC Programmes on Drug Demand

²⁷ First year of the review cycle [2010-2011]: Croatia; Second year of the review cycle [2011-2012]: Serbia, Montenegro; Third year of the review cycle [2012-2013]: FYROM; Fourth year of the review cycle [2013-2014]: Albania, Bosnia and Herzegovina.

Reduction in Albania and Serbia will be expanded and the availability, coverage and quality of HIV services for drug users and prisoners improved.

Outcome 3.1: completion of ongoing drug demand reduction interventions in Albania, Montenegro and Serbia (provide family skills training programmes and evidence-based drug dependence treatment and care through an increasing number of local implementation partners and in more countries) and expansion to other countries benefiting from new synergies between UNODC global and regional level action (e.g. TREATNET training expansion to be delivered to local/district level in Montenegro and other countries).

Outcome 3.2: enhancement of capacities to contain HIV/TB/Hepatitis C among drug users and in prison settings; expansion of ongoing action to new countries; cooperation with local Global Fund Mechanisms to include stronger drug-related components into country level action, and to seek new operational partnerships.

4. Programme Management Arrangements

UNODC will manage and implement this Programme, in consultation with all involved countries, territories, organizations and partners to this Programme. Under the overall direction of UNODC DO/IPB, and within delegated authority, a Regional Programme Coordinator (P-4, vacant/to be funded) based in Vienna will manage the Programme, oversee activities of project units and personnel in the region, and ensure implementation of the Programme in line with funding agreements and annual workplans. UNODC DO/IPB Regional Section will support the Regional Programme Coordinator in performing these tasks. Direct project implementation and support will be provided through the existing UNODC project teams and officers located in Albania, the Former Yugoslav Republic of Macedonia, and Serbia. Below map provides an overview of the UNODC local presence and operations in the region (status February 2012). UNODC Vienna based DO/IPB resources in 2012 will provide direction, management and oversight functions, until the new P-4 post has been filled/funded.

Map 1: UNODC presence and projects in the region



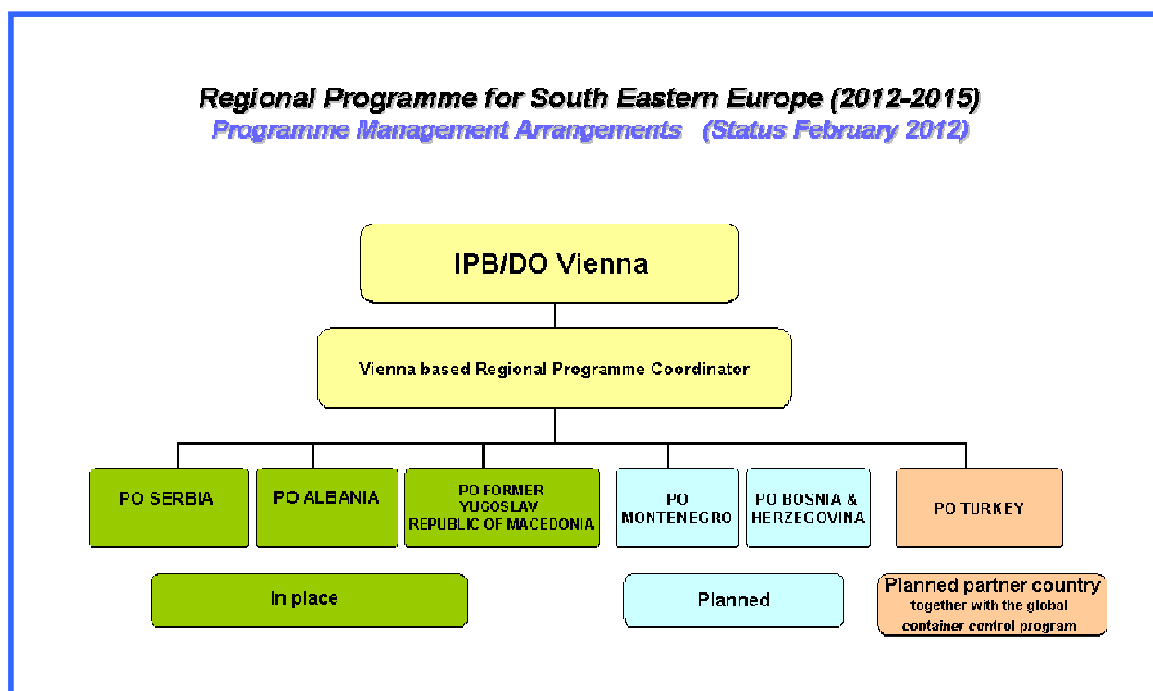
Commensurate with the envisaged growing programme volume in HIV/AIDS area, a Regional Coordinator/HIV AIDS Advisor has assumed his functions in Belgrade, Serbia, in February 2012. While his work focuses mainly on the expansion of the current HIV/AIDS interventions, he also assumes broader responsibilities related to the Regional Programme to coordinate the work of local offices in the implementation of ongoing and development of new programme action, and to ensure local liaison and fundraising with Governments, partners and potential donors.

Programme implementation and development of new interventions will also benefit from inputs of Vienna based technical experts employed under UNODC thematic and global programmes. As per UNODC practices, additional resources to strengthen implementation and expert capacities in the field will be recruited or contracted temporarily under such new programme components.

Through these programme management arrangements in the start-up phase, UNODC can ensure close consultation between regional and thematic units and experts, and develop linkages with other UNODC Regional Programmes under DO/IPB oversight. The presence of programme management in Vienna also facilitates communication with Permanent Missions, provides an easy access point for interested parties, and facilitates information and communication flow on this new Programme, also through utilization of frequent UNODC events and meetings in Vienna.

As the Programme unfolds and gathers volume with interventions in the region and individual countries, UNODC, subject to funding availability, hopes to increase local implementation delivery capacity and expertise in the most suitable field locations. While retaining central management, communication and advocacy/liaison functions for this Programme in Vienna. Below chart presents the programme management structure for this Programme Framework (status February 2012):

Map 2: Programme Management Arrangements



Programme Governance Arrangement

For comprehensive and consistent programme monitoring, the Programme Steering Committee (PSC) formed under the first Regional Programme 2009-2011, which comprises delegates from all partner countries, will continue to monitor Programme implementation, and will also be actively involved in the provision of guidance and direction to the Programme’s evolution over coming years. UNODC plans to organize bi-annual meetings of UNODC programme officers and PSC members and/or other national experts at regional and HQ levels, subject to the availability of funding. In addition, PSC members will be requested to provide regular feedback and views on programme implementation, and to review semi-annual reports. Terms of Reference of the PSC are available.

Programme Framework Reporting, Monitoring and Evaluation

The Regional Programme foresees a **monitoring and reporting mechanism** aimed at ensuring that the targets are met, the results are achieved and, over time, impact is reached.

Monitoring system

UNODC ensures that the Regional Programme is monitored on a daily basis with constant **internal updates** on ad-hoc basis on achievements and challenges. Furthermore, UNODC has instituted **internal quarterly reviews** which are being conducted as part of the organization's monitoring and oversight functions. These quarterly reviews are constituted by concise internal reports conducted in the second week after the end of each quarter and cover substantive and financial delivery, programme volume and content challenges met (and relevant mitigation measures taken). Therefore, at all points relevant units and the management of UNODC are aware of the overall situation with the Regional Programme and can brief programme countries and partners thereon.

Programme priorities will be defined on an annual basis, in consultation with PSC members, and reviewed (as well as revised, if required) at PSC meetings. Detailed implementation plans will be developed subject to the availability of funds.

UNODC's monitoring system also foresees **assessments of the logical framework** of the Regional Programme set in Annex I. The assessment is done internally and supports risk management for the Regional Programme. Given the ongoing work within UNODC on harmonization of strategic, programmatic and project level indicators and improved reporting, the Programme's monitoring and adjusting system might be further revised accordingly.

In order to ensure coordination between relevant Regional Programmes, it has been agreed that UNODC experts serving under this Programme Framework will attend PSC meetings and monitoring events of the UNODC Regional Programme for Afghanistan and Neighbouring Countries, and vice-versa, subject to the availability of funds.

Reporting system

- **Annual and Semi-Annual reports** (as per UNODC's standard procedure)

These reports foresee inclusion of such chapters as summary of the undertaken actions (including linkage to UNODC Thematic Programmes); results achieved (including outcome and outputs against indicators/targets; evidence of contribution to the project's overall objective; unanticipated results/challenges, etc.); work-plan implementation and project management, monitoring and evaluation and any significant issues or problems encountered and action taken or required.

- **Quarterly newsletters** (specific to this Regional Programme)

These newsletters represent a concise tool that provides an overview of the ongoing work in the region; focuses on the substantive operations undertaken; and outlines the main results achievements during the period. The newsletters are published no later than two weeks after the completion of each quarter.

- **Calendar of main UNODC events in connection to the region** (specific to this Regional Programme)

The calendar will represent a tool aimed further improvement of coordination of various actions in the region. Ideally, the calendar should be supported by the PSC members, who would also introduce references to other relevant (but still related to the RP's goal and objectives), events, so as to ensure sharing of information and wider coordination.

The reporting tools will be made available to all countries of the Regional Programme and all partners. Once the UNODC-South Eastern Europe **web-page** is updated, subject to the availability of funds, all reporting tools will be located thereon.

Independent Evaluation

In the context of the Regional Programme, an independent external programme evaluation is scheduled to take place in 2014, so as to take stock of programme progress and provide guidance on the programme's results, impact and any need for redirection. This evaluation will be managed by the Regional Programme Coordinator and local Programme counterparts, in full consultation with, and under the guidance of the UNODC Independent Evaluation Unit (IEU), and in line with UNODC policies and standards (<http://www.unodc.org/unodc/en/evaluation/index.html>).

In addition to the overall Programme evaluation, individual project evaluations will be conducted, as per provisions laid out and direct budget contained, in the relevant project documents. These project-level evaluation results will be recorded by the Regional Programme Coordinator, and also feed into the 2014 Programme evaluation. The Regional Programme and IEU will liaise closely on the evaluation plan and also seek views of partners regarding this Programmes' evaluation.

Evaluations will form part of the UNODC evaluation plan. With regard to evaluation budgets, all ongoing programme components contain a direct budget for evaluations, while the regional umbrella project (XCE/U60) will contain funded budget provisions for evaluations as of end-2012. In addition, approximately 2-3% of newly funded budgets of each sub-programme will be set aside for evaluation purposes.

The Programme Coordinator will initiate and manage evaluations, including drafting the terms of reference, organizing recruitment of the evaluation team, liaising with stakeholders and supporting logistics of the field missions. UNODC's IEU will provide quality assurance and support throughout the process, including the review and clearance of the terms of reference, evaluation methodology; selection of evaluation consultants and review of the draft and final evaluation reports.

Legal Context

Considering that this is a Regional Programme Framework, the relationship between UNODC and any Government involved in field-based project activities, international meetings and/or missions shall be stipulated, as appropriate and when required, in separate project documents or Letters of Agreement between UNODC and the Government(s) concerned. In this regard, and where appropriate, UNODC's standard legal context for projects may be used as a basis for such Letters of Agreement, subject to modifications that may be required to suit their specific purposes. Projects implemented under this Regional Programme Framework apply the standard legal context with regard to country-level agreements with UN that also extend to UNODC (SBAA, liability of parties, arbitration, etc). Any specific project and funding arrangements that may be negotiated between parties, in the context of this Regional Programme framework, are in any case, elements of approved and signed project documentation or agreements.

Programme Framework Risk Assessment and Management

UNODC, in consultation with the Programme Steering Committee, has identified lessons learned during the Integrated Regional Programme for South Eastern Europe 2009-2011. These have been built into this new Programme Framework to the degree possible, and safeguards developed to enable early risk identification and management as/when needed. Below table summarizes key risks that could impact this Programme Framework and its components, and inherent mitigation measures in place/to be developed to prevent that risks materialize with full-fledged negative consequences on the overall programme:

Risk	Likelihood	Impact on		Mitigation measures
		Programme (overall)	Programme components	
Funding below overall programme volume	Likely	high	Medium	Senior advocacy events; Synergies with other programmes; New partnerships
Funding for non-priorities of programme	Likely	medium	high (priorities) low (others)	Priority definition and fundraising; Monitoring funding vs priorities
Limited UNODC HR available for the region	Likely	high	low	Programme Structures realigned; UNODC HR built into programme; Synergies with other programmes
Limited programme countries' support and responsiveness	Possible	high	medium	Senior policy missions and events; Frequent information events (VIE)
Limited coordination among partners	Possible	high	high	Strong linkages with Paris Pact; Quarterly local PSC meetings; UNODC part of donor networks
Shifting drug and crime control priorities	Unlikely	high	low	Monitoring by local teams (and project revisions as/when needed); Mid-term evaluation 2013 to assess
Political changes in programme region	Unlikely	medium	low	n.a. (will be addressed if/as relevant)
Security Issues affect local operations	Unlikely	medium	high	n.a. (will be addressed if/as relevant)

New monitoring and reporting tools agreed for this Programme Framework, including quarterly and semi-annual reviews of funding status against set targets, close alliances with the Paris Pact and related Regional Programmes, and central programme management entrusted to UNODC Vienna based are all UNODC responses to improved risk management at programmatic level, so that risks are identified early and can be acted upon by programme countries and UNODC.

In addition, individual interventions to start, or to be expanded, under this new Programme Framework, will also contain individual project risk assessments and mitigation measures, and reported on during the semi-annual programme reports/reviews.

Annex I: Logical Framework*

Sub-Programme 1: Illicit Drug Trafficking and Organized Crime		
Outcomes	Indicators	Means of Verification
<i>Outcome 1.1:</i> Border control strengthened with at least six locations with improved border and freight controls and access to reliable data, leading to increased interdiction and arrest reports	(i) Volume of drugs seized (ii) Number of cases brought to prosecution (iii) Number of joint operations	<ul style="list-style-type: none"> UNODC ARQ National statistics presented in periodic reports of Member States to UNODC PSC Reports and Paris Pact Data
<i>Outcome 1.2:</i> Countries use compatible methods for inter- and intra-regional information/intelligence exchange and participate in regional cooperation; enhanced forensic services to improve profiling and increase joint operations	(i) Unified intelligence methods applied in the region (ii) Number of joint operations (iii) Number of institutions in receipt of UNODC assistance reporting use of enhanced scientific and forensic capacity in the legal system	<ul style="list-style-type: none"> Annual and Semi-Annual Reports of sub-programmes and projects PSC Reports UNODC biennial questionnaire on forensics
<i>Outcome 1.3:</i> Anti-money laundering cooperation in and beyond the region leads to detecting, seizing and confiscating illicit proceeds and related convictions	(i) Number of operations and adjudications increased (ii) Number of cases of detecting, seizing and confiscating illicit proceeds	<ul style="list-style-type: none"> Annual and Semi-Annual Reports of sub-programmes and projects PSC Reports Member States reports to UNODC and FATF
<i>Outcome 1.4:</i> Member States effectively combat trafficking in persons and smuggling of migrants	(i) Reduced percentage of human trafficking victims in Europe that stem from the region (ii) Number of joint operations	<ul style="list-style-type: none"> National data contained in periodic reports of member states to UNODC Europol statistics Annual and Semi-Annual Reports of sub-programmes and projects
Sub-Programme 2: Enhancement of Integrity and Justice		
<i>Outcome 2.1:</i> Member States improve their compliance with UNCAC and strengthen their anti-corruption regimes in the enforcement/justice sectors	(i) Number of assisted countries revising domestic legislation to incorporate UNCAC provisions (ii) National legislation implemented in line with UNCAC	<ul style="list-style-type: none"> Member States reporting to UNODC on UNCAC – Peer Review Reports Annual and Semi-Annual Reports of sub-programmes and projects

* As the Regional Programme becomes operationalized further in accordance with the needs of the region and in consultations with all parties and experts, including within UNODC, further level of practical operational details, including indicators, means of verification, baseline data and others, will be more sharply developed.

<i>Outcome 2.2:</i> Member States improve implementation of UN Conventions and international standards and norms in criminal justice matters and mutual legal cooperation	(i) Number of Member States actively implementing the UN Conventions and international standards/norms in criminal justice matters (ii) Increased use of MLA instruments	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports
<i>Outcome 2.3:</i> The capacity of selected enforcement and justice institutions is enhanced in the counter-terrorism area	(i) Ratification of relevant international agreements (ii) Number of officials trained on the universal instruments and on international cooperation in counter-terrorism and related matters	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports
<i>Outcome 2.4:</i> Member States apply standards and norms on crime prevention and criminal justice that support victims, witnesses and marginalized groups	(i) National crime prevention plans enhanced or adopted (ii) Number of new technical assistance initiatives in the areas of criminal justice reform related to juvenile justice, victim and witness protection and prison management	<ul style="list-style-type: none"> • National statistics obtained through periodic reporting obligations • Annual and Semi-Annual Reports of sub-programmes and projects • PSC Reports
Sub-Programme 3: Prevention, Treatment and Care		
<i>Outcome 3.1:</i> Increased coverage of evidence-based services related to drug use in the community	(i) Increased number of family skills training and of services for the treatment and care of drug dependence (ii) Percentage of drug users having access to relevant services	<ul style="list-style-type: none"> • Statistics of treatment and training institutions • PSC reports and reports to donors • UNODC global reports
<i>Outcome 3.2:</i> Relevant authorities act to provide drug dependence treatment in prisons and contain HIV/ TB/Hepatitis C in prison settings	(i) Policy guidance and tools addressing the needs and vulnerability of populations living in prisons and other closed settings have been adapted and implemented (ii) Evidence informs public health approaches to HIV/TB/Hepatitis C prevention, treatment and care services, including drug dependence treatment for people living in prisons and other closed settings	<ul style="list-style-type: none"> • Statistics of treatment and training institutions • PSC reports and reports to donors • UNODC global reports

TERMS OF REFERENCE

Programme Coordinator P-4 (draft before classification review)

Organizational Setting and Reporting Relationships: This position is located in the Integrated Programme and Oversight Branch (IPB), Division for Operations (DO), United Nations Office on Drugs and Crime (UNODC). The incumbent will report to the Chief of IPB, as well as the Director of DO. The incumbent will be working in close contact with international and national field staff based in the region. The post is located in UNODC HQ in Vienna for the purpose of better coordination with Vienna based Permanent Missions of the countries of the region and various other partners, as well as with Vienna based substantive units of UNODC and seek guidance from the senior management.

Responsibilities: Under the supervision and guidance of the Chief of IPB and the Director of DO, and within delegated authority, the Programme Coordinator will manage and coordinate the activities related to the development and implementation of the framework of the Regional Programme for South Eastern Europe. The Programme Coordinator will lead a team of assigned staff based in the region and in UNODC HQ working on the promotion of UNODC's Regional Programme, and also work closely with staff in field offices across the region and in HQ.

The incumbent will be responsible to perform the following duties:

Strategic programme development

1. In consultation with relevant senior experts in the region and in UNODC HQ, and under the guidance of UNODC senior management, lead the development and implementation of the Regional Programme framework and identify strategic approaches and modalities to achieve its targets and objectives;
2. In consultation with relevant units in UNODC HQ, explore modalities for close cooperation and coordination with key stakeholders, UN system organizations, bilateral aid agencies, IFIs and NGOs to promote strategic partnerships and integrated programming under the Regional Programme;
3. In consultation with relevant units in UNODC HQ, ensure appropriate monitoring and evaluation of the Regional Programme framework in compliance with UN rules and regulations.

Coordination, communication and resource mobilization

4. Facilitate appropriate linkages and strategic coordination among the operations conducted in the region as well as with HQ-based expertise of all Thematic Pillars of UNODC that impacts on regional cooperation;
5. In consultation with relevant units in UNODC HQ, ensure constant communication and coordination concerning regional cooperation activities with all key stakeholders in the countries of the region as well as their partners in the international community;
6. In consultation with relevant units in UNODC HQ, develop a resource mobilization strategy in the context of the overall Regional Programme, support promotion of long-term involvement and financial support by governments, international, public and private sector donors to support Programme's continuity and expansion in terms of portfolio and impact;
7. Serve as an effective spokesperson for the regional activities and establish collaboration and partnerships with key officials at all levels inside and outside UNODC.

Management and coordination of regional activities

8. Take the lead in planning, managing, coordination and implementation of the Regional Programme framework;
9. Lead/conduct field missions for scoping/assessment for programming, consultation and strategic dialogue concerning regional activities, including provision of guidance to staff and external consultants in identifying follow up actions and drafting mission reports, etc;
10. Supervise assigned staff and experts to facilitate effective and efficient support to implementation of the Regional Programme framework and to ensure timely reporting and evaluation;
11. Review the assessments of issues and trends, preparation of evaluations or research activities and studies as it relates to Regional Programme objectives;
12. Supervise preparation of various written outputs related to the Regional Programme, e.g. background papers, analysis, substantial sections of reports to governing bodies and studies, inputs to publications, briefing notes, etc.;
13. Ensure effective utilization, supervision and development of assigned staff;
14. May perform other duties as required.

Work implies frequent interaction with the following:

- UNODC HQ senior management; managers and lead experts in all HQ Thematic Pillars; senior working-level staff in administrative management and support units; field colleagues based in the region and in other UNODC Field Offices;
- Senior working-level government representatives in the countries of the region and their international partners (embassies, bilateral donor representations, international organizations, IFIs, NGOs and foundations);
- Senior working-level counterparts in relevant UN departments, funds and programs and specialized agencies that work in the region.

Results expected:

- Development and implementation of the Regional Programme which will lead to an improved level of coordination, impact and coherence to UNODC's regional interventions with clearly defined sets of priority activities to be conducted across the region;
- Timely delivery of outputs in accordance with overall objectives and policies of the Regional Programme;
- Leadership role performed in identifying significant issues and developing well-reasoned, innovative approaches to deal with these issues;
- Effective leadership and management of the Regional Programme and related activities, as well as leading the team of the Regional Programme;
- Spokesperson function for the Regional Programme and UNODC's work in the region towards internal and external audiences and formation of strong partnerships with relevant parties.

Regional Programme for South Eastern Europe (2009-2011)
Key outcomes as the basis for the new Regional Programme

Sub-Programme 1 – Organized Crime and Terrorism (2009-2011): This subprogramme was the focus of UNODC work in 2009-2011, and can be built upon in the below areas:

Law Enforcement and Border Control:

- Container Control - Assessment reports are available for all key ports and facilitate the start of container operations in the first priority ports in 2012 ;
- Albanian police, border officers and HT experts were trained and equipped for enhanced border control and cross-border cooperation and a sound basis for expanded national and regional enforcement operations has been created;
- Needs assessments and regional workshops held on international cooperation, joint investigations and best practices against HT, and the UNODC Guidelines on International Legal Cooperation in HT/SoM harmonized action at country levels, and the start of new anti HT-operations for key risk groups;
- Assessments of the capacity and needs of front - line law enforcement agencies and financial intelligence units, regional workshops regarding e-learning platform/computer-based training (CBT), the deployment of (100) computers to Albania, Bosnia-Herzegovina, Montenegro and Serbia, and translated training syllabi for local use of CBT Modules have created a network for future specialized training, in cooperation with the Turkish Training Academy for Drugs and Organized Crime (TADOC), and other training centres;
- Information and intelligence capacities of individual units have been assessed and requirements for improved regional and international cooperation identified – these assessments can guide new work with information and intelligence networks in the neighbouring countries/subregions (Europe and in West & Central Asia);
- New laboratories have been included in UNODC proficiency testing scheme (International Collaborative Exercises, ICE), guidelines/manuals were provided and regional expert workshops have identified needs for future operations.

Institutional and Legal Capacities

- Workshops held on increasing expertise and institutional capacities for international cooperation and mutual legal assistance within the framework of UNTOC, as well as UNODC's Mutual Legal Assistance Writer Tool made available in all local languages²⁸ serve the drafting of mutual legal assistance requests and new legislation;
- New proposals for future cooperation with UNODC in the strengthening of national regimes and capacities against terrorism have been developed;
- Justice and home affairs institutions were assessed, and criminal justice statistics across the region improved through the EU funded project on monitoring instruments for judicial & law enforcement institutions – these can be developed further (if funding from countries and partners can be secured).

²⁸ Albanian, Bosnian, Croatian, Montenegrin, Macedonian and Serbian.

Sub-Programme 2 – Justice and Integrity (2009-2011)

Anti-Corruption

- The regional survey and six national reports on corruption perception within the population that were concluded and published in 2011 will be followed up by a new survey on corruption and crime in the business sector in 2012;
- Regional seminars held on detection/repression of illicit enrichment, asset confiscation & recovery, investigation of corruption, and on regional cooperation/mutual legal assistance have created an institutional basis that can now be supported in better operational results;

Crime Prevention, Juvenile Justice and Prison Reform

- Victimization surveys, desk studies and workshops on juvenile justice, and on reform/improvement needs in prisons can be used for the formulation of new interventions in these areas if and as funding becomes available.

Sub-Programme 3 – Drug Prevention Treatment and HIV Care (2009-2011)

- The new UNODC global programmes on effective drug prevention methods (including life skills education, family skills and work place prevention training, prison personnel training on drug using inmates) and on models for evidence based drug dependence treatment and care were implemented in Albania and Serbia and have been expanded to Montenegro in 2011-2012 with new funding – the existing UNODC expertise and network in the region can be used for replication to the other countries;
- UNODC's global HIV-AIDS programme has placed a regional expert/coordinator in the region to expand ongoing HIV-AIDS interventions and seek new partnerships in Serbia, Albania and other priority countries, for UNODC to focus on work related to HIV-AIDS among drug users, prison inmates and crime/human trafficking victims.

These above sectoral and country - level results will be taken forward in the new programme in line with existing priorities and available funding. Information from research, studies and assessments undertaken between 2008 and 2011 also provides base-line data for the formulation of new programme interventions as of 2012.

Declaration of Intent
Launch of the UNODC Regional Programme for South Eastern Europe
on Countering Illicit Trafficking and Organized Crime
for improved Governance, Justice and Security (2012-2015)

Vienna, 23 May 2012

United in our fight against illicit drugs, we, heads of delegations of the countries participating in the Regional Programme for South Eastern Europe, regional organizations and member states supporting its notion:

1. *Recall* the steps taken in the region of South Eastern Europe to tackle the challenges posed by the threat of illicit drug trafficking, other forms of trafficking and organized crime and related challenges;
2. *Acknowledge* the threat presented by illicit trafficking and organized crime to the well being of the people living in the region of South Eastern Europe and to justice, security and good governance in the region;
3. *Underline* the importance of enhancing international and regional cooperation in addressing the threat of illicit drug trafficking, other forms of trafficking and organized crime and related challenges;
4. *Recognize* that tackling the issues of illicit trafficking and organized crime is essential in the context of European integration of the participating countries;
5. *Emphasize* the principle of shared responsibility in addressing the challenges related to illicit drugs, as well as the principle of respect for sovereignty;
6. *Express concern* with regard to the spreading of narcotic drugs in the region and the threat to the region posed by transnational drug networks;
7. *Are anxious* by the growth of demand in narcotic drugs and their abuse especially among young people, and *conscious* that illicit drug production and trafficking pose serious threats to public health and increases the risk of spread of HIV/AIDS;
8. *Welcome* the UNODC Regional Programme Framework for South Eastern Europe on Countering Illicit Trafficking and Organized Crime for improved Governance, Justice and Security (2012-2015);
9. *Underline* the national ownership of the Regional Programme Framework and *renew* our commitment to strengthening cooperation under this Programme in line with the outcome areas indicated therein;

10. *Agree* that the countries participating in the Regional Programme for South Eastern Europe are encouraged to consider contributing necessary human and financial resources to the implementation of this Regional Programme, and support UNODC as partner in larger programmes, including with the EU;
11. *Note* that, despite financial and human resources already allocated to countering the illicit drug problem, there is a need, on the basis of the principle of shared responsibility, for provision of further support to drug and crime control cooperation within and beyond the region;
12. *Request* UNODC to increase its relevant assistance to meet common national drug control targets and further advance regional cooperation among participating and partner countries, including through the Regional Programme;
13. *Encourage* UNODC to follow the recommendations of the 3rd Meeting of the Steering Committee of the Regional Programme (Vienna, 3-4 November 2011) and the lessons learnt from the implementation of the Regional Programme for South Eastern Europe (2009-2011);
14. *Also request* UNODC and partners to encourage donors and international financial institutions to provide the participating countries with technical and financial assistance, including provision of equipment, to enhance their capacities to better cope with the illicit drug problem.

Annexes:

- UNODC Regional Programme Framework for South Eastern Europe on Countering Illicit Trafficking and Organized Crime for Improved Governance, Justice and Security (2012-2015)
- List of participants of the launch
- Recommendations of the 3rd Meeting of the Steering Committee of the Regional Programme (Vienna, 3-4 November 2011)

FACT SHEET Bosnia and Herzegovina

Territory: 51,209 sq km
Borders: 1,459 km (Croatia 932 km, Serbia 312 km, Montenegro 215 km)
Population: 4.377 mln (1991)

Drug seizures (kg)

	2006	2007	2008	2009	2010
Heroin	6	9	18	28	26
Opium	n/a	n/a	n/a	n/a	n/a
Cannabis	334	98	275	90	466
Hashish	1	0.3	0.2	0.02	0.003

Source: Ministry of Security of Bosnia and Herzegovina



CRIME AND PRICES

Average wholesale drug prices (US\$ per kg)

	2010
Heroin (brown)	21,000 – 25,000
Heroin (white)	n/a
Opium	n/a
Cannabis (marijuana)	2,000
Cannabis (skunk)	2,600

Source: State Investigation and Protection Agency (SIPA), Ministry of Security of Bosnia and Herzegovina

Drug related crime (registered)

	2008	2009	2010
Drug criminal offences	n/a	1,388	1,300
Rate (per 100,000)	n/a	32	30
Persons committed	1,505	n/a	n/a
Rate (per 100,000)	34	n/a	n/a
Convicted persons	n/a	n/a	n/a

Source: Ministry of Security of Bosnia and Herzegovina

DRUG USERS

Drug users recorded in dispensaries

	2008	2009
Total number	n/a	n/a
Rate (100,000)	n/a	n/a
Opium users (%)	n/a	n/a
Heroin users (%)	n/a	n/a
Cannabis users	n/a	n/a
IDUs (%)	n/a	n/a

Opiate users (estimated)

	2011
Heroin users (aged 15 to 59)	5,000 – 8,000
Injecting drug users	n/a
Mean age	n/a
Lifetime use of heroin (%)	n/a
Lifetime use of opium (%)	n/a

Source: Ministry of Security of Bosnia and Herzegovina

HIV/AIDS

HIV/AIDS (reported)

	2009	2010
New HIV cases	8	15
Rate (per 100,000)	0.18	0.34
IDU (%)	n/a	13.3
Total HIV cases	8	15
Rate (per 100,000)	0.18	0.34
IDUs (%)	n/a	13.3

Source: Institute of Statistics of Federation of Bosnia and Herzegovina; Centers for Voluntary, Confidential Counseling and HIV Testing

PLWHA (estimated) and HIV prevalence

	2010
PLWHA	61 HIV 109 AIDS
Injecting Drug Users (%)	12.7
Sex Workers (%)	n/a
MSM (%)	17
Pregnant (%)	n/a
Inmates (%)	n/a

Source: Institute of Public Health of the Federation of Bosnia and Herzegovina

November 2011

FACT SHEET Republic of Croatia

Territory: 56,594 sq. km (land area)

Borders: 2,029 km (Bosnia and Herzegovina: 933 km, Hungary: 329 km, Slovenia: 501 km, Serbia: 241 km, Montenegro: 25 km)

Population: 4, 290, 612 (2011 National Population Survey)

Drug seizures (kg)

	2006	2007	2008	2009	2010
Heroin	82	74	153	59	98
Opium	0	0	0	0	0
Cannabis	202	239	221	255	422
Hashish	12	4	5	113	3.5

Source: Ministry of the Interior of the Republic of Croatia



CRIME AND PRICES

Average wholesale drug prices (US\$ per kg)

	2010
Heroin (brown)	14,760 – 22,140
Heroin (white)	n/a
Opium	n/a
Cannabis	1,476 – 2,767
Hashish	1,845 – 3,690

Source: Ministry of the Interior of the Republic of Croatia

Drug related crime (registered)

	2008	2009	2010
Criminal cases initiated	7,882	7,063	7,784
Rate (per 100,000)	183.7	164.6	181.4
Persons committed	5,225	5,019	5,423
Rate (per 100,000)	121.8	116.9	126.4
Convicted persons	3,180	2,790	2,483

Source: State Attorneys Office

DRUG USERS

Drug users recorded in dispensaries

	2008	2009
Total number	6,449	6,812
Rate (100,000)	150.3	158.8
Opium users (%)	0	0
Heroin users (%)	79	82.2
Cannabis users (%), incl. marijuana and hashish)	14.45	10.93
IDUs (%)	57.7	58.8

Source: Croatian National Public Health Institute

Opiate users (estimated)

	2011
Heroin users (aged 15 to 59)	9,257
Injecting drug users	6,804
Mean age	33.1
Lifetime use of heroin (%)	0.22
Lifetime use of opium (%)	n/a

Source: Croatian National Public Health Institute

HIV/AIDS

HIV/AIDS (reported)

	2008	2009	2010
New HIV cases ^(a)	68	54	68
Rate (per 100,000)	1.6	1.3	1.6
IDU (%)	1.47	0	2.94
Total HIV cases ^(b)	732	792	862
Rate (per 100,000)	17	18.5	20.1
IDUs (%)	8.2	7.8	7.4

Source: Croatian National Public Health Institute

PLWHA (estimated) and HIV prevalence

	2009	2010
PLWHA ^(a)	732	792
Injecting Drug Users (%) ^(b)	8.2	7.8
Sex Workers (%) ^(b)	n/a	n/a
MSM (%) ^(b)	46.3	48.4
Pregnant (%)	n/a	n/a
Inmates (%)	n/a	n/a

Source: Croatian National Public Health Institute

October 2011

FACT SHEET Montenegro

Territory: 13,812 sq. km
Borders: Land: 614 km (Albania: 172 km, Croatia: 14 km, Bosnia and Herzegovina: 225 km, Serbia: 203 km).
Coastline: 294 km.
Population: 620,029 (Source: Statistical Yearbook 2011, Montenegro Statistical Office)

Drug seizures (kg)

	2006	2007	2008	2009	2010
Heroin	3.9	9.5	18	18.3	8.4
Opium	n/a	n/a	n/a	n/a	n/a
Cannabis	1,114.8	273.2	327.4	921.8	658
Hashish	n/a	0.18	0.013	n/a	0.01

Source: Police Directorate of Montenegro



CRIME AND PRICES

Average wholesale drug prices (US\$ per kg)

	2010
Heroin (brown)	22,000
Heroin (white)	n/a
Opium	n/a
Cannabis	1,200
Hashish	n/a

Source: Police Directorate of Montenegro

Drug related crime (registered)

	2008	2009	2010
Criminal cases initiated	291	249	209
Rate (per 100,000)	47	40	34
Persons committed	444	382	311
Rate (per 100,000)	72	62	50
Convicted persons	n/a	n/a	n/a

Source: Police Directorate of Montenegro

DRUG USERS

Drug users recorded in dispensaries

	2008	2009
Total number	839	820
Rate (100,000)	133.4	129.8
Opium users (%)	n/a	n/a
Heroin users (%)	83.7	82.8
Cannabis users (%), incl. marijuana and hashish	1.7	2.7
IDUs (%)	n/a	n/a

Source: National Health Information system on the Primary Health Care Level

Opiate users (estimated)

	2011
Heroin users (aged 15 to 59)	n/a
Injecting drug users	n/a
Mean age	n/a
Lifetime use of heroin (%)	n/a
Lifetime use of opium (%)	n/a

HIV/AIDS

HIV/AIDS (reported)

	2008	2009	2010
New HIV cases	11	14	14
Rate (per 100,000)	1.7	2.2	2.2
IDU (%)	0	0	0
Total HIV cases	91	105	119
Rate (per 100,000)	14.1	16.2	18.4
IDUs (%)	4	3	3

Source: National HIV/AIDS Register of Montenegro

PLWHA (estimated) and HIV prevalence

	2009	2010
PLWHA	n/a	n/a
Injecting Drug Users (%)	0.4	n/a
Sex Workers (%)	0.8	1.1
MSM (%)	n/a	n/a
Pregnant (%)	n/a	n/a
Inmates (%)	n/a	n/a

Source: Surveys among IDUs and SWs

November 2011

FACT SHEET Republic of Serbia

Territory: 88,361 sq. km.
Borders: 2,364 km (Hungary: 174 km, Romania: 547 km, Bulgaria: 367 km, former Yugoslav Republic of Macedonia: 283 km, Albania: 111 km, Montenegro: 249 km, Bosnia and Herzegovina: 371 km, Croatia: 262 km)
Population: 7.276 mln (estimate for 2011, Statistical Office of the Republic of Serbia)



Drug seizures (kg)

	2006	2007	2008	2009	2010
Heroin	571.1	484.3	207.7	169.2	242.9
Opium	n/a	42.5	9.3	12.1	n/a
Cannabis	1,817.3	1,625	1,477.8	1,083.2	1,352.8
Hashish	60.4	0.6	1.1	16.1	0.4

Source: Ministry of Interior of the Republic of Serbia

CRIME AND PRICES

Average wholesale drug prices (US\$ per kg)

	2010
Heroin (brown)	17,000 - 20,000
Heroin (white)	n/a
Opium	n/a
Cannabis (skunk)	2,100 - 4,200
Hashish	n/a

Source: Ministry of Interior of the Republic of Serbia

Drug related crime (registered)

	2008	2009	2010
Criminal cases initiated ^(a)	4,770	4,374	3,940
Rate (per 100,000)	65	60	54
Persons committed ^(b)	5,888	5,354	5,783
Rate (per 100,000)	80	73	79
Convicted persons ^(a)	4,087	3,525	2,539

Source: (a) Statistical Office of the Republic of Serbia; (b) Ministry of Interior of the Republic of Serbia

DRUG USERS

Drug users recorded in dispensaries

	2008	2009
Total number	2,630	2,518
Rate (100,000)	36	34
Opium users (%)	n/a	n/a
Heroin users (%)	n/a	75
Cannabis users (%), incl. marijuana and hashish)	n/a	0.52
IDUs (%)	n/a	n/a

Source: Institute of Public Health of Serbia - cases diagnosed / registered as F11 - F19 (mental and behavioral disorders due to use of psychoactive substances) in public health care centers.

Opiate users (estimated)

	2006
Heroin users (aged 15 to 59)	n/a
Injecting heroin users ^(a)	12,500 - 25,000
Mean age	n/a
Lifetime use of heroin (%) ^(b)	0.90
Lifetime use of opium (%)	n/a

Source: (a) Institute of Public Health of Serbia, (b) Survey conducted in 2006, funded by Global Fund, shows lifetime prevalence;

HIV/AIDS

HIV/AIDS (reported)

	2008	2009	2010
New HIV cases ^(a)	115	130	145
Rate (per 100,000)	1.56	1.78	1.98
IDU (%)	8.7%	6.9%	4.1%
Total HIV cases ^(b)	2,318	2,448	2,593
Rate (per 100,000)	31.54	33.44	35.56
IDUs (%)	40%	38%	36%

Source: Institute of Public Health of Serbia

(a) Total number of newly diagnosed HIV cases; (b) Cumulative number of reported HIV cases at the end of year since 1985.

PLWHA (estimated) and HIV prevalence

	2009	2010
PLWHA ^(a)	4,900	5,100
Injecting Drug Users (%) ^(b)	n/a	2.4%
Sex Workers (%) ^(b)	n/a	0.8%
MSM (%) ^(b)	n/a	3.9%
Pregnant (%)	n/a	n/a
Inmates (% of total prison population) ^(c)	0.2%	0.13%

Source: (a) UNAIDS; (b) Ministry of Health and Institute of Public Health of Serbia (HIV seroprevalence found in three integrated bio-behavioral surveys conducted in 2010 in Belgrade); (c) Ministry of Justice

November 2011. All data are for the Republic of Serbia excluding Kosovo under UN Security Council Resolution 1244.