



STRATEGY

OF THE STATE POLICY OF UKRAINE

ON DRUGS
FOR THE PERIOD UNTIL 2020



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DEAR LADIES AND GENTLEMEN!

I have the honour to bring to your kind attention an important political and legal document - *the Strategy of the State Policy of Ukraine on Drugs until 2020* – that was recently approved by the Cabinet of Ministers of Ukraine. It accumulates national and international experience of responding to drug abuse and drug related crime. It is compliant with the respective strategic documents of the European Union and of a global community, and reflects the collective thought of the most prominent national and foreign researchers and practitioners, world-famous public health and legal experts.

Thanks to the support of the United Nations Office on Drugs and Crime (UNODC), International Narcotics Control Board (INCB), Pompidou Group of the Council of Europe, the United States Agency for International Development (USAID), International Renaissance Foundation (IRF) and relevant Ministries, Ukrainian and foreign research institutions and various non-governmental organizations, this important document incorporates humanitarian principles, progressive and pragmatic approaches to contemporary drug policy.

I would like to express my sincere gratitude for the support and contribution to the development of this Strategy to the UN Under-Secretary-General, UNODC Executive Director Mr. Yury Fedotov, UNODC Chief of Branch, Mr. Gilberto Gerra, UNODC Regional Adviser, Mr. Mirzahid Sultanov, Executive Secretary of the Pompidou Group, Mr. Patrick Penninckx, Deputy Executive Secretary of the Pompidou Group, Mr. Thomas Kattau, Head of Bureau for Drug Prevention of Poland, Mr. Petr Jablonsky, Director of the National Research Centre on Addictions of the Ministry of Health and Social Development of Russian Federation, Ms. Eugenia Koshkina and to the national researchers: President of the National Academy of Law Sciences of Ukraine, Mr. Vasyl Tatsii, Director of the Research Institute for Criminology, Mr. Vyacheslav Borysov, Director of V.Koretskyi Institute of State and Law, Mr. Yury Shemshuchenko, Permanent Representative of the Verkhovna Rada in the Constitutional Court of Ukraine, Mr. Anatoly Selivanov, Head of the League of Palliative and Hospice Care, Mr. Vasyl Kniazevych, Director of Ukrainian Institute of Public Health Policy, Mr. Sergii Dvoriak, experts and analysts Andriy Shapovalov, Mr. Volodymyr Yashchenko and all other professionals who made their valuable contributions to this pivotal document.

I am confident that the Strategy will mark the era of new drug policy of Ukraine, it will give a crucial impetus to higher efficiency of anti-drug activities, enforcement of human rights and promotion of healthy lifestyles in Ukraine.

**Head of the State Service of Ukraine
on Drugs Control**

A handwritten signature in blue ink, appearing to read 'V. Tymoshenko'.

Volodymyr Tymoshenko



CABINET OF MISTERS OF UKRAINE

DECREE

No.: 735-r of 28 August 2013

Kyiv

**On approval of the Strategy of the State Policy on Drugs for
the period until 2020**

1. Approve the attached Strategy of the State Policy on Drugs for the period until 2020
2. Assign the State Drug Control Service together with the relevant central executive governmental bodies to develop and submit within six months to the Cabinet of Ministers a draft action plan for the implementation of the approved Strategy.

Prime Minister of Ukraine

M. Azarov

APPROVED

By the Decree of the Cabinet of Ministers of Ukraine

No.: 735-r of 28 August 2013

STRATEGY OF THE STATE POLICY ON DRUGS FOR THE PERIOD UNTIL 2020

GENERAL PART

The Strategy defines the essence and current directions of the state policy on drugs that is developed on the basis of integrated and balanced approach to reduce supply of and demand for illicit drugs, and counter drug abuse as socially dangerous phenomenon.

The following definitions are used in this Strategy:

DRUGS – *chemical substances of natural or synthetic origin that provoke change of person's mental condition, systematic use of which causes dependency; in a broad sense, drugs are narcotic drugs, psychotropic substances, their analogues and precursors, the trafficking of which is governed by the law;*

DRUG POLICY – *strategy and operation of the government in the area of drug control, countering illegal trafficking and drug abuse that corresponds to national interests of Ukraine and international conventions of the UN;*

DRUG SITUATION – *combination of conditions and developments that reflect the status and level of legal and illicit drug trafficking and are taken into account while defining the set of treatment, prevention, social, rehabilitation and law enforcement measures;*

DRUG BUSINESS – *organized crime, form of illegal entrepreneurship that sponge on drug abusers and is run as a profit trade;*

MULTIPLE DRUG ABUSE – *unhealthy desire to deliberately combine the use of two or more kinds of drugs that increase their effect or reduce side effect;*

STIGMATIZATION – *contempt of society to a drug addict that make him/her perceive oneself as a deficient personality.*

Development of the Strategy is caused by the fact that the spread of drug abuse and drug related crime in Ukraine over the last decade has become one of the most urgent social problems. Failure to solve these problems brings damage to the health of people, negatively affects social sector and poses a threat to the national security of the country.

Current situation in the area of drug control is characterised by the high prevalence of non-medical use of drugs: 33 persons per 10 thousand people consume drugs for non-medical purposes (21 person in 2003), stepping up of international drug syndicates and transit of drugs through the territory of Ukraine. According to sociological data, 35% students of 1st year of vocational technical schools and 25% students of higher educational institutions have drug use experience.

With respect to social and economic crisis development, the systematic use of illicit drugs, non-medical use of narcotic medications, increase of incidence of infectious diseases, especially HIV, among people who inject drugs and their partners, as well as increase of crimes related to illicit drug trafficking are of particular concern. These problems are caused by:

- lack of effective and evidence-based preventive, social, medical and law enforcement measures on countering drug abuse and drug related crime;
- increasing scale of use of illicit drugs and non-medical use of narcotic medications that can provoke drug addiction;
- increasing scales of illegal drug manufacture and trafficking;
- merging of drug business, corruption, terrorism and other forms of organized crime;
- complicated access to narcotic medications due to excessive regulation of their control;
- lack of unified system of monitoring of situation in the area of drug control.

The coercive approach to countering drug abuse used to be the most popular approach in society until recently. It has had a negative impact on the rights of patients. In particular, the coercive approach has been the lead cause to problems related to ensuring patient access to narcotic medications, stigmatization and discrimination of drug users in society, especially if they are HIV-infected or have AIDS, and focusing on countering drug abusers instead of countering drug business.

With this being said, it is necessary to adopt a broader perspective on the level of threats caused by illegal drug trafficking and determine priorities of national drug policy that would correspond to modern challenges in this area.

The Strategy builds upon the provisions of the Constitution of Ukraine, national legislation and the fundamental international legal instruments of the United Nations, the Council of Europe and the European Union, including the Convention for the Protection of Human Rights and Fundamental Freedoms, according to which no one shall be subjected to torture

or to inhuman or degrading treatment or punishment, and the Convention for the Protection of Human Rights and Dignity of the Human Being with regard to the Application of Biology and Medicine, according to which an intervention in the health field may only be carried out after the person concerned has given free and informed consent to it.

Current contents and methodological grounds of the Strategy reflect such civilization changes as globalization of social processes, humanization of many areas of life and priority of human rights and freedoms. The Strategy has human-focused approach: the person, his/her health and life, dignity and pride, immunity and security are recognized as the main social value. The new strategic direction of the national drug policy is caused by the necessity of its comprehensive transformation as a factor of health, security and future of the nation.

Strategically, the paradigm of national drug policy presumes comprehensive transition from punitive, criminal direction of anti-drug activities to treatment and preventive approach, as it has been proved to be the most effective for overcoming drug abuse.

The above-mentioned priorities define the grounds of actions for prevention and countering drug abuse, termination of non-medical use of drugs at early stage, reintegrating drug dependent people to productive life, as well as actions towards reducing of illegal drug demand, the social effect of which surpasses the efforts aimed at reducing of their supply.

GOAL, OBJECTIVES AND PRINCIPLES OF DRUG POLICY

The Strategy determines the factors of development and implementation of drug policy with due account of real social relations and international commitments of Ukraine.

The Strategy is aimed at solution of drug-related problems in society in the interests of a person and reliable protection of public health and national security from the spread of drug abuse and drug related crime.

The Strategy determines directions and mechanisms of reduction of illegal drug supply and demand and achieving cohesion between punitive measures of countering illicit drug trafficking and ensuring their accessibility for medical purposes.

Effective implementation of this goal involves the following objectives:

- to ensure sustainable vital activities of the nation and preservation of its physical and moral health;

- to decrease social risks for a person, society and state;
- to ensure proper state control over drug trafficking, as well as development and implementation of the set of actions to decrease the scales of illegal drug supply in Ukraine;
- to concentrate efforts of drug policy implementers on drug prevention, development of protective barriers for a person and for the entire society and promoting healthy lifestyles;
- to organize early detection of illicit drug use as a prerequisite for effective prevention and treatment of drug dependency;
- to achieve unity and synergy in actions of leading entities of drug policy development and implementation;
- to improve the actions to counter illicit drug trafficking and related corruption, to disrupt economic grounds of drug business;
- to implement drug policy with due account of specific needs and peculiarities of the regions of Ukraine;
- to create conditions for partnering with civil society institutions in the formation and implementation of drug policy;
- to engage drug dependent people into medical and social programmes based on the principles of harm reduction;
- to provide psychosocial rehabilitation of drug dependent people;
- to create necessary conditions for liberalization of economic activity related to the use of controlled drugs;
- to expand practice of using treatment measures as alternative to criminal penalty for offenders who committed minor crimes;
- to create conditions for re-socialization of persons serving punishment for drug-related crimes;
- to coordinate drug policy with a health-based response to drug dependence treatment, including addressing socially-dangerous consequences such as HIV/AIDS, tuberculosis and other concomitant diseases.

National drug policy is based on the following main principles:

- legitimacy, ensuring human rights;
- transparency and cohesion of drug policy;
- availability of drugs for medical and scientific purposes;
- efficiency and synergy of countering drug business and trafficking;
- evidence-based approach to prevention and treatment of drug abuse;
- participation of civil society in the development and implementation of drug policy;
- fulfilment of international commitments.

ENTITIES OF NATIONAL DRUG POLICY DEVELOPMENT AND IMPLEMENTATION

The following entities are involved in the development and implementation of the national drug policy:

The President of Ukraine – in matters of definition and development of drug policy and its strategic directions;

The Verkhovna Rada of Ukraine (Parliament) – as regards the development of legislative framework for drug policy;

The Cabinet of Ministers of Ukraine – in matters of conceptual development and implementation of drug policy as an integral part of the social and economic development of all areas of society;

State Drug Control Service of Ukraine – in matters of development and implementation of national policy in the area of drug control, prevention and countering their trafficking within the scope of delegated authority, ensuring governmental regulation and control of drug trafficking and coordination of activities of executive bodies in this area; interaction and information exchange with international organizations and competent authorities of foreign states; analysis and assessment of the impact that drug abuse and drug related crime has on society, economy and international relations, human rights and freedoms;

Law enforcement agencies and special services of Ukraine – in the area of addressing illicit trafficking of drugs, their analogues and precursors, implementation of operational and investigative activities, preventing and detecting drug-related crimes;

Ministry of Health Care – in matters of creation, production, quality assurance and distribution of narcotic medications, providing medical support on their use, prevention, treatment and rehabilitation of drug dependent people;

Ministry of Education and Science, Ministry of Social Policy and other central executive authorities of Ukraine – in the sector of organization and ensuring prevention and rehabilitation of drug dependent people;

Health care institutions and rehabilitation facilities irrespective of ownership – in matters of prevention, treatment and rehabilitation of drug dependent people, effective use of anaesthetic medication in case of chronic pathologies;

Local self-government bodies – in matters of organization of implementation of legislation related to control of drugs and their precursors within the respective territory and scope of authority.

Development and implementation of national drug policy is jointly executed by civic, professional and faith-based associations, scientific institutions, charities, private and other entities. Mass media are engaged with the purpose of media coverage of prevention of drug use, alcohol and tobacco addiction and other issues on drug control and promoting healthy lifestyles.

Entities of national drug policy development and implementation ensure enforcement of human rights and freedoms provided for by the Constitution of Ukraine and the respective international instruments and take into account the recommendations and practice of international bodies established for the purpose of implementation of human rights instruments, decisions of the European Court of Human Rights, the respective UN Committees, special procedures and other mechanisms.

REDUCING DEMAND FOR ILLICIT DRUGS

The innovative direction of the Strategy focuses all drug policy implementers on reducing of illicit drug demand, including prevention, overcoming stigmatization, treatment and rehabilitation of drug dependent people. It is a decisive factor of re-shaping drug policy from criminal-punitive approach to the approach focused on the priority of reduction of demand for illicit drug.

PREVENTION OF DRUG DEPENDENCE AND ILLICIT DRUG USE

The main content of prevention of drug use is a set of comprehensive measures aimed at reducing the initiation of drug use, thus reducing demand for drugs and reduction of harm provoked by non-medical use of drugs in the health care sector and in society as a whole. Prevention interventions have to be designed for specific social and age groups, and shall consist of different permanent actions – from prevention of drug use to reduction of respective negative consequences for a person and society.

Prevention of drug use among youth and children is a priority of national social policy aimed at reduction of negative behaviour of minors. It shall be also directed at prevention of use of alcohol, tobacco and other substances, in particular of combined use of licit and illicit substances.

In order to prevent drug dependence and drug use, the government shall undertake the following measures:

- set the priority of preventive measures in drug policy;
- entrust entities responsible for drug policy with mandatory functions of prevention of drug use and drug-related crime;
- carry out measures to comply with the provisions of Article 10 of the Convention on Psychotropic Substances of 1971 (which refers to prohibition of public advertising of substances under control) and Article 3 of the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (which refers to public instigation to commit drug-related crimes);
- update the contents of preventive measures in order to shape protective social barriers and the readiness to counter risks, promote healthy lifestyles and engage the population to the work for social good, advocate for life priorities not related to drug, alcohol and tobacco use and other dangerous habits;
- carry out preventive measures as a component of all forms and directions of drug policy: control over drug trafficking, treatment and rehabilitation of drug

- dependent people, countering drug-related crime;
- promote healthy lifestyles among general population with particular focus on school children and students, create conditions for healthy life practices, creating non-use patterns among young people;
 - develop actions to counter the spread of drug subculture;
 - carry out constant monitoring of efficiency of preventive measures and adjust the approach and methods of their implementation if required;
 - ensure the interaction of governmental bodies and civil society organizations with mass media in order to raise public awareness, providing reliable evidence-based information about the dangers associated with the use of drugs, alcohol and tobacco;
 - ensure the operation of public system of legal education and constantly inform population about drug situation in the country;
 - implement modern methods of preventive work among school children and students, set forth curricula for training and capacity building of pedagogical staff;
 - carry out contests on creating television programs, publications in mass media, works of art, anti-drug film scripts, as well as fundraising for appropriate activities among public associations and foundations;
 - carry out measures to prevent road accidents committed under drug influence;
 - organize speeches of experts on development and implementation of drug policy in mass media.

Prevention of drug use shall take the following forms:

Universal prevention targets all population in general and aims at raising public awareness about the harm and consequences of non-medical use of narcotic drugs and at promotion of healthy lifestyles;

Selective prevention focuses on children and young people who, due to biological, psychological or social reasons appear to be in the condition which makes them vulnerable to alcohol or drug use (families in difficult life circumstances) and is intended to prevent them from initiating the use of psychoactive substances.

Indicative prevention (prevention upon indication) is aimed at prevention of relapse.

The following measures shall be taken to prevent drug use:

- implementation of international and national evidence-based prevention strategies of promoting life skills, development and update of programmes and methods of solving drug and alcohol-related problems according to the MES requirements to scientific, technical and educational publications;
- ensuring national support of the development of extra-curricular education;

- development and implementation of coordination mechanisms of governmental and public institutions in the sector of prevention of non-medical use of psychoactive substances;
- implementation of strategies of reducing illicit demand for drugs among young people, shaping life skills and the ability to counter drug-related risks and dangers among them;
- development and fulfilment of the set of preventive measures aimed at improving psychological and pedagogical competencies of parents, shaping responsible attitudes to responsibilities related to upbringing, maintenance and education of their children;
- providing to educational institutions at the expense of budget the sufficient number of informational and teaching materials for preventive work with children, parents and pedagogical staff;
- ensuring the development of infrastructure of comprehensive social, pedagogical, medical and psychological support to children and their parents;
- introducing into training and capacity building programmes for teachers, general physicians and family doctors modern methods of prevention of negative behaviours among school children and students;
- development and implementation of method of early detection of at-risk children with limited protective and additional factors that provoke starting of drug use (children whose parents work abroad, children from families with addiction problems, children who have psychological trauma caused by ill-treatment or sexual violence, homeless children), protection of their rights and prevention of social exclusion;
- conducting in-depth and regular monitoring and assessment of efficiency of drug use prevention and the respective adjustment of organization and contents of preventive measures.

OVERCOMING STIGMATIZATION AND PROTECTION OF RIGHTS OF PEOPLE WITH DRUG DEPENDENCE DISORDERS

There is a need for a radical change of the social attitudes towards people with drug dependence disorders. To eliminate stigma and discrimination against drug dependent people and people living with HIV, the government pursues a policy aimed at raising the population's awareness about drug abuse, HIV and AIDS, while establishing responsibility for violation of the rights of drug dependent people and people with HIV, especially if such violations are based on the discriminatory attitude towards them. In particular, this policy envisages the following:

- development and application of mechanisms to identify and address discrimination due to health conditions;
- carrying out a series of awareness-raising seminars and trainings for staff of executive bodies, educational institutions, law enforcement officials at all levels, other health care and social professionals in order to shape a tolerant attitude towards drug dependent people and people living with HIV;

Management of prevention measures includes the following:

- development and implementation of new conceptual approaches to prevention of drug use, aimed at hindering illicit drug use among citizens and sustaining readiness to oppose any risks and threats;
- ensuring coordination, organization and knowledge support of drug use prevention at national and regional levels;
- definition of evidence-based criteria for evaluation of the effectiveness of prevention efforts, depending on targets and changes in the drug situation;
- introduction of comprehensive prevention measures, including awareness-raising, cultural, health and sports activities;
- promoting motivation of drug dependent people to get rid of dependence and helping them to develop strong will necessary for ultimate recovery;
- renewal of function of public commission for children and youth and entrust them with the prevention of behaviour disorders among children;
- providing to educational institutions at the expense of budget the sufficient number of informational and teaching materials for preventive work with children and parents;
- legislative definition of responsibilities and authorities of executive bodies responsible for prevention of drug dependence and illicit drug use.

TREATMENT AND REHABILITATION OF PEOPLE WITH DRUG DEPENDENCE DISORDERS

Treatment and rehabilitation of people with drug dependence disorders needs new approaches, in particular, comprehensive integrated application of all components of treatment system and their cooperation on the basis of evidence-based methods, ensuring the accessibility of health care, expansion of treatment opportunities as alternative to punishment.

Particular attention shall be paid to the protection of human rights and dignity of patients, shaping unbiased attitudes to patients, whereas the only way to significantly increase the quality of treatment is to overcome stigmatization and discrimination.

In the area of treatment and rehabilitation, it is necessary to:

- create an integrated, accessible, efficient, evidence-based and accountable system of treatment and rehabilitation, based on the assessment of actual needs;
- create conditions and secure timely provision of health care to people with drug dependence disorders;
- introduce new approaches of cohesive biopsychosocial approach and medicated treatment on the basis of cooperation between health care, social service facilities and NGOs, including peer-to-peer groups and programmes;
- apply new treatment and rehabilitation techniques, developed within evidence-based medicine with due account of latest findings of science, technology, treatment, diagnosis and rehabilitation strategies;
- ensure health care with account of individual needs of patients – in particular with regard to long-term treatment (stabilization, support, dose reduction);
- apply multi-faceted approach to solving specific problems of drug dependence of pregnant women and provision of necessary prenatal care;
- develop and monitor the fulfilment of national standards and clinical protocols of narcological care in all narcological facilities irrespective of their form of ownership and sectoral subordination;
- while development of national standards and clinical protocols, take into account the recommendations of international organizations (WHO, UNODC, Pompidou Group of the Council of Europe, etc);
- promote necessary medical and rehabilitation interventions both with people having drug dependence disorders and their family members, and other co-dependent persons, to promote organization of social reintegration centres for people with drug dependence disorders, especially for youth;
- carry out long-term voluntary treatment and rehabilitation programmes instead of imprisonment for the groups of drug dependent offenders, that are eligible for such voluntary programmes;
- organize professional higher education to professionals involved in the prevention and treatment of drug dependence, in particular opioid dependence;
- conduct clinical monitoring and control treatment quality at all stages of narcological care, revise the terms of follow-up care;
- ensure specialized integrated health care of drug users having AIDS, tuberculosis and other concomitant diseases, mental disorders in particular;
- promote integrated care so that drug users can access all the services they need (including treatment of drug dependence, prevention, treatment and care of concomitant mental disorders, as well as of other physical health disorders (e.g. HIV, HCV, TB, etc), social and legal assistance, etc) in one place.

Improvement of rehabilitation services requires to:

- increase governmental funding of rehabilitation care for people with drug dependence;
- develop and implement mechanism of national control over the operation of narcological rehabilitation centres of all forms of ownership in order to prevent the use of coercive and non-evidence-based rehabilitation techniques;
- carry out rehabilitation measures to form in people with drug dependence problems a motivation for stage-by-stage release from drug dependence, renewal of social adaptation skills, anti-drug resistance, development of self-protection skills, first of all with regard to productive life;
- establish peer-to-peer groups at rehabilitation stage with involvement of the family members of people with drug dependence, former drug addicts, representatives of charities and faith-based organizations working close to the residence of drug dependent people;
- ensure psychological follow-up of rehabilitation measures aimed at renewal of positive emotional mentality of people with drug dependence problems;
- develop the sense of responsibility for one's intents and actions as a priority behavioural factor;
- establish unified inter-related treatment and rehabilitation system for stage-by-stage person's returning to social life;
- improve the level of social care for persons under rehabilitation, provide them social, medical, economic and legal services and employment opportunities, support their adaptation in the new social setting;
- organize the respective education for psychologist, social educators and penitentiary staff for carrying out training and psychotherapeutical work with high-risk groups.

ORGANIZATION OF DRUG DEPENDENCE TREATMENT IN PENITENTIARY INSTITUTIONS

The change of strategic priorities in the sector of drug dependence treatment in penitentiary institutions includes the following measures:

- improve mechanisms of screening and assessment of health status of convicts in the penitentiary institutions, including the identification of drug dependent persons;
- provide access to a full spectrum of drug treatment, psychosocial and pharmacological programmes (detoxification in particularly) in penitentiary institutions, follow-up and control of these programmes;
- equip pre-trial detention facilities with necessary tools to provide health care to drug dependent people;
- develop and implement programmes in order to prevent the return of persons released from prisons to drug abuse and a potential backslide into criminal behaviour.

CONTROL OVER LICIT DRUGS

The system of control over licit drugs and accessibility of narcotic medications builds upon new principles and reasonable self-sufficiency of security measures, elimination of excessive administrative limitations while ensuring the reliability of control.

IMPROVEMENT OF THE SYSTEM OF CONTROL OVER LICIT DRUGS

Ensuring an optimal balance between enforcing laws related to illicit drug trafficking and ensuring accessibility for medical, scientific and other needs is a priority for improvement of system of drug control. In order to address this balance, it is necessary to:

- provide effective control over adhering to the conditions of license contract by economic entities in the field of drug control;
- adjust control policy in order to eliminate excessive restrictions, which can undermine the effectiveness of health care system as regards to their medical usage;
- ensure continuance of tracking drugs from the moment of import or manufacture in Ukraine to their entry into drug stores and health care facilities, scientific and other institutions concerned;
- develop the mechanisms of collecting information about new psychoactive substances not under control, including information about their chemical composition, forms of abuse, distribution channels, trademarks and origin;
- develop methods of evaluating medical, scientific and other needs of Ukraine for drugs and precursors;
- settle the procedure of including substances to the list of controlled drugs and psychotropic substances;
- ensure effective and reliable research of drugs and their probability to provoke dependence, influencing central nervous system stimulative or depressively, thus causing hallucinatory effects, motor defects, behaviour disorders, etc.;
- improve regulatory system distribution of controlled drugs for medical use in medical facilities, manufacture enterprises and pharmaceutical trade facilities dealing with medical narcotic substances, including setting up the numerical and prescription recording of low-drug medications;
- improve approval procedures for limitation of producing, storing, importing and exporting drugs and psychotropic substances to/from Ukraine;
- ensure control over availability of drugs in bodies of drivers who transport passengers and staff who is working at potentially dangerous manufacture.

To solve these issues conceptually, it is necessary to create and implement a model of regulation of legal supply and demand. It will enable a solid and effective control system over drugs. The main point of this system is to:

- promote the operation of economic entities on production of low-THC cannabis plants or plants without THC;
- expand range of scientific research in the field of treatment of drug dependence;
- widely implement into medical practice the anaesthetics with use of narcotic medications of different forms (transdermal patches, pill, syrup, etc);
- ensure proper coordination of Government bodies on implementing joint actions in order to prevent drug diversion into illicit trafficking.

In seeking to resolve the issue of development of narcotic medications with the maximum permissible narcotic products, it is necessary to ensure:

- creating such chemical combinations of active substances and adjuvants, which would be extremely difficult to separate them out for use in non-medical purposes;
- improving forms and methods of taking these remedies through development of special dosing devices, implementing dosage forms using new technology to immobilize narcotic analgesics on biodegradable matrix;
- developing a number of domestic original and generic drug products for substitution therapy attributable to the group of narcotic analgesics.

ENSURING ACCESSIBILITY OF NARCOTIC MEDICATIONS

To ensure the availability of narcotic medications, it is necessary to:

- conduct needs assessment of narcotic medications with the use of relevant international assessment techniques and establish the respective allowance;
- develop, taking into account international experience, and implement standard medication practices with the use of narcotic medications;
- ensure access to narcotic medications through primary branch of health care – family doctors;
- reorganize and expand network of pharmacies with the right to store and dispense drug-containing medical products.

PROMOTING THE DEVELOPMENT OF PALLIATIVE CARE

In order to strengthen humanistic aspects of national drug policy, it is necessary to:

- conduct national assessment of demand for palliative care bodies and narcotic

- medications, primarily for pain relief;
- develop and adopt, in accordance with the guidelines of WHO, standards and clinical protocols for palliative care;
 - promote national production of tableted morphine;
 - set up a system of state support for manufacturers (suppliers) of pharmacies that are licensed to store narcotic medications to enhance their product range and availability;
 - supply medical institutions and drug stores with tableted and long acting opioid analgesics;
 - create environment for safe use of narcotic medications in “inpatient home care”;
 - create conditions for prescription of opiates for cancer patients by their attending physician without consent and board examination;
 - integrate a training course on palliative care into medical training curricula of undergraduate and postgraduate training for medical doctors, nurses, counsellors and social workers;

PRODUCTION, SUPPLY, STORING AND SALE OF DRUGS

Excessive over-regulation and control for the production, supply, storing and sale of narcotic medications has almost stopped the production and import of their new non-injecting forms. To improve the situation, it is necessary to:

- improve the legal framework that regulates production, public purchase, supply, storing and sale of narcotic medications, for increasing their accessibility for medical and scientific purposes;
- create conditions for development of industrial production and market of narcotic medications, especially through formation of public purchase in accordance with actual medical needs;
- ensure direct (producer – health care facility) purchase of narcotic medications according to evidence-based needs with the aim to decrease their cost;
- notify the changes of wholesale prices of drugs, narcotic medications and precursors;
- develop price-making method for narcotic medications with due account of security and safety needs;
- diversify the range of narcotic medications in convenient for the patient medical forms – pills, drops, patches, suppositories, etc., primarily through increased production of narcotic medications by domestic pharmaceutical enterprises of all forms of ownership.

COMBATING ILLICIT DRUG TRAFFICKING

MAJOR DIRECTIONS OF LAW ENFORCEMENT AGENCIES' ACTIVITIES

The increase of drug supply is a significant criminogenic factor that threatens public safety. Consequently, law enforcement agencies shall focus on the most dangerous sectors of drug market: drug business and organized dealers that promote illicit drug trafficking.

The role of law enforcement activity shall increase, primarily through more efficient detection of drug smuggling, disclosure of system relations existing in drug business, suppression of corruption schemes related to drug related crime. To this end, it is necessary to:

- develop comprehensive measures for law enforcement agencies addressing all levels of illicit drug trafficking: prevention of smuggling to the target point of delivery, cultivation and production of drugs and large-scale illicit distribution;
- intensify operational control for selling of equipment and chemicals used in the production of drugs;
- introduce new technologies allowing to obtain information about illicit drugs trafficking, in particular about Internet sales, ways of their smuggling, concealment, production and manufacturing of new psychoactive substances and their combinations;
- strengthen the coordination of activities of law enforcement agencies, improve their cooperation with entrepreneurs and manufacturers, health care and pharmacy institutions in order to prevent the diversion of drugs into illicit traffic;
- introduce constant monitoring of the situation on drug market with the purpose to reveal the dangerous trends, which may unfavorably effect public health and national economic interests;
- support timely amendments to the legislation of Ukraine taking into account the dynamic progress of illicit drug trafficking;
- improve penal policies in the sector of countering drug crime in terms of introducing treatment measures that would be alternative to imprisonment.

Law enforcement agencies shall prioritize their activities on:

- focus on detecting and documenting the illegal activity of organized crime, which represents the greatest threat to society (groups that control drug trafficking, illicit production, distribution of drugs, etc.), whereas severe punishment of drug dependent people and minor dealers does not deter or effectively reduce the drug

use among population;

- timely response to the changes in the tactics of organized criminal groups, production of new types of psychoactive substances and their combination, disclosing of centres of their distribution and smuggling routes;
- strengthening organization of law enforcement activity through more effective coordination of entities responsible for combating drug crime, clear division of responsibilities, mastering new methods of disclosure and investigation of crimes, including the use of computer networks, and expansion of contacts with Interpol, Europol and other international law enforcement agencies;
- cooperation with local self-government bodies, general public and owners of entertainment facilities to conduct a set of social, medical and preventive measures in communities with relatively high concentration of illicit drug trafficking;
- ensuring transparency in the activities of law enforcement agencies with the purpose to increase awareness and expand community involvement in combating drug crime;
- ensuring personal safety of law enforcement personnel, preventing their engagement in drug business, removing barriers in combating illicit drug trafficking;
- strengthen personnel of anti-drug departments through training and capacity building of the personnel;
- development of relevant forms of institutional control over the activity of law enforcement agencies in combating illicit drug trafficking, first of all in order to ensure legitimacy, human rights and freedoms;
- improving legal framework for intensifying measures against laundering of money received from the criminal activity related to illicit drug trafficking;
- strengthening measures on combating illegal cultivation of drug-containing plants and getting new psychoactive substances from them;
- timely detection of illicit distribution of new chemical substances having psychoactive effect and submitting proposals on their inclusion into the list of narcotic drugs, psychotropic substances and precursors, approved by the Resolution No. 770 of the Cabinet of Ministers of 6 May 2000.

One of the strategic components of the activity of the law enforcement agencies shall presume regular revision and improvement of criteria for evaluating the efficiency of their activities. Taking into account that quantitative approach alone is usually ineffective, evaluation shall utilize qualitative progress indicators to larger extent. The same approach shall underlie the correlation of intermediate and final activity results, especially regarding their real impact on drug situation in the city, district, region and country as a whole.

Correspondingly, it is necessary to amend the regulatory documents determining the assessment of activities of law enforcement agencies.

IMPROVEMENT OF NATIONAL LEGISLATION ON COMBATING ILLICIT DRUG TRAFFICKING

Revision of main ideological values is essential for the further development of the regulatory and legal framework – with a primary focus not only on the punishment for committed crime, but also on prevention of recurrence (relapse) of similar crimes in future, expansion of alternative drug treatment and increasing the responsibility of drug smugglers that gain excess profits from illicit drug trade. Therefore, it is necessary to:

- define major amendments to legislation that would ensure balance between measures on countering illicit drug supply and reduction of demand, correspondence of law enforcement practice and case law to the priorities of drug policy;
- feasibility study of depenalisation of some articles of the Criminal Code of Ukraine and make relevant amendments to legislation, keeping the status of criminal offence, but waiving the criminal justice sanctions. However, depenalisation may not be deemed as a sole purpose, whereas it does not obviate the problem of drug dependence. Along with depenalisation, it is necessary to strengthen preventive activities and improve efficiency of treatment and rehabilitation of drug dependent people;
- organize the scientific research of correspondence of punishment for illicit activities in the field of drug trafficking to the level of crime severity;
- presume the development of legal acts to regulate the procedure of detecting the availability of drugs in the bodies of drivers of transport, arrested and incarcerated persons and other persons working in socially dangerous settings;
- enhance the severity of punishment for illicit drug distribution among young people.

It is also necessary to legally define the authorities and functions of the regulative bodies and structures involved in combating illicit drug trafficking, which would cover all hierarchical branches of the governmental bodies with clear definition of their functions.

In order to ensure evidence-based balance of legal documents in terms of amount of drugs, it is necessary to develop new standards for the definition of small, large and extra large amounts of drugs towards increasing of their threshold quantities.

SCIENTIFIC RESEARCH OF DRUG RELATED PROBLEMS

It is planned to use the opportunities of fundamental science to forecast the processes in the area of drug control, to respective development programmes of prevention of negative consequences of drug abuse and drug crime and to take appropriate measures to combat these phenomenas. All directions and components of drug policy can be empowered with scientific studies. Results of analysis shall be used to define major priorities of the activities of all entities.

Consequently, it is necessary to:

- conduct scientific research of various problems: from logical and emotional to practical and behavioural;
- develop and implement modern methods of specific and non-specific detoxification of drug dependent people, including persons with multiple addictions;
- improve combination methods of medicated and psychological measures of treatment of drug dependence and stabilization of psychoemotional condition;
- identification of specific antidotes for comprehensive treatment of certain types of drug dependence with due account of effects of certain narcotic substances;
- identify and implement treatment methods of drug dependence with the use of other medications (in addition to buprenorphine and methadone);
- study the perspectives of medical use of cannabinoids as analgesics and other medications;
- conduct risk analysis of distribution of destructive social epidemics among population (drug dependence, totalitarian sectors, gambling, etc) and elaborate proposals on their mitigation;
- drastically renew laboratory and experimental resources for conducting researches.

REDUCING HARM FROM THE CONSEQUENCES OF NON-MEDICAL USE OF NARCOTIC DRUGS

Reducing harm from the consequences of non-medical use of narcotic drugs is based on evidence-based policies and action plans aimed at diminishing negative consequences provoked by non-medical use of drugs for certain individuals and groups and for society as a whole. It also includes the decrease of risks of drug-related infections: HIV, TB, viral hepatitis and other socially dangerous diseases.

Implementation of actions aimed at reduction of harm from drug abuse is provided for by the Laws of Ukraine “On Prevention of Diseases caused by Human Immunodeficiency Virus (HIV) and Legal and Social Protection of People Living with HIV”, “On Approval of the National Programme of HIV Prevention, Treatment, Care and Support for HIV-positive People and AIDS Patients for 2009-2013” and “On Narcotic Drugs, Psychotropic Substances and Precursors”.

Implementation of drug policy in this area presumes:

- strengthening coordination of activities of national and local self-government bodies with non-governmental organizations involved in countering the spread of HIV, among drug users in particular;
- provision of various health and social services to prevent the spread of HIV and other diseases among drug dependent people, including injecting drug users;
- provision of needs assessment and the necessity to expand the coverage of drug users, including injecting drug users, with prevention programmes;
- promotion of safer behaviour among drug users, including injecting drug users, raising their awareness of the risk of HIV infection and the responsibility for their health;
- ensuring availability of information materials, as well as sterile needles, syringes and disinfection materials by means of their free exchange;
- ensuring implementation and coordination of drug dependence treatment programme for drug users and their families, including substitution maintenance therapy;
- initiation of campaigns in mass media to strengthen public support for existing or new strategies aimed at reducing health and social consequences that may be caused by drug use;
- creation of integrated system of treatment of drug users, patients with AIDS, tuberculosis, viral hepatitis and/or other diseases;

- counselling and treatment in compliance with the needs and rights of patients, implementation of procedures that ensure confidentiality of information;
- development of low threshold therapeutic programs, which enable drug users to establish contact with the health and social care institutions;
- mitigation of severe rules of controlled everyday use of medications for participants of medication assisted treatment programmes;
- provision of set of continuing care and support services to drug dependent people (as a supplement to prevention and treatment), aimed at reduction of consequences of drug use in order to protect the health and vital activities of society.

IMPLEMENTATION OF DRUG POLICY

Coordinative function of the government is the key for effective implementation of the Strategy. It is fulfilled by legal regulation, performing control and inspection measures and cooperation between various entities of drug policy (setting up inter-sectoral working groups, information exchange, implementation of joint projects, special operations, etc). The main coordinator of activities is State Drug Control Service. It is necessary to improve its respective authorities in organizational and legal terms.

MONITORING (DYNAMIC OBSERVATION) OF DRUG SITUATION

The Resolution No. 1193 of the Cabinet of Ministers of Ukraine of 17 October 2011 approved the Concept of Establishment of the System for Monitoring the Situation with Combating the Illicit Trafficking of Narcotic Drugs, Psychotropic Substances and Precursors. Its implementation will enable to:

- bringing the system of national indicators of evaluation of drug situation in correspondence with criteria of European Monitoring Centre for Drugs and Drug Abuse;
- assessment of real scales of drug trafficking and their illicit distribution with due account of latency, forecast of negative trends in this sector and possible economic and social consequences;
- tracking the dynamics of epidemiological situation on HIV/AIDS, tuberculosis, hepatitis and other socially-dangerous diseases among drug users (especially, injecting drug users);
- diagnostics of at-risk groups that are engaged in non-medical use of narcotic

drugs;

- identification of new types of psychoactive drugs and taking decisions on the reasonability of control over them;
- identification of reasons for the spread of drugs and drug abuse expansion, and motives of drug related crimes;
- development of prevention measures against drug dependence and drug criminality, assessment of effectiveness of their influence on the situation;
- ensuring access of mass media and various strata of society to objective information about the development of the drug situation;
- analysis of international human rights mechanisms that directly or indirectly operate in the area of drug control and development of proposals to include the respective experience in drug policy implementation.

INTERACTION WITH COMMUNITY AND NON-GOVERNMENTAL ORGANIZATIONS

The government supports the activity of civil society organizations aimed at reducing the supply and counteraction of illicit drug trafficking, reducing demand for drugs, overcoming negative consequences of their use and providing medical and rehabilitation care for people who have problems caused by drug use. Involvement of civil society organizations into the implementation of joint activities and initiatives aimed at improving the drug situation in the country, is possible by means of:

- carrying out public hearings, round tables, conferences, public debates, etc.;
- public control over enforcement of human rights with respect to provision of timely, necessary and adequate pain medications;
- setting up and organization of scientific advisory boards and public councils associated with legislative and executive authorities;
- support to the activities of non-governmental scientific and research institutions, health care and rehabilitation facilities.

THE REGIONAL ASPECT OF DRUG POLICY

At regional and local level, the national drug policy is fulfilled through the respective programmes, which are developed in accordance with principles and approaches of the present Strategy and include the following activities:

- assistance in development and implementation at regional and local levels of drug policy, which shall be based on modern evidence-based methods of education, prevention, early identification and treatment of drug dependence;

- ensuring necessary funding of regional and local anti-drug programmes from regional and local budgets;
- setting up the system of rehabilitation facilities at the level of local councils;
- update of activities of the commissions at regional and district administrations in line with regional particularities of the drug situation.

INTERNATIONAL COOPERATION

International cooperation in the field of drug control is an important element of the foreign policy. In this context the government shall:

- expand and improve the efficiency of international cooperation at all levels in the context of drug policy elaboration and fulfilment, through the implementation of joint programmes and projects, researches, education and sharing experiences of prevention, treatment and rehabilitation, etc.;
- take measures to bring the national legislation into the conformity with the regulative documents of the UN, EU and the best international practices in this field;
- strive for integration of national media space to the corresponding international information systems into this area;
- support efforts of international community to combat illicit drug trafficking by reduction of supply and demand of illegal drugs, including reducing the health and social consequences of their use, improving the exchange of intelligence data and developing joint strategies to combat transnational drug crime;
- strengthen cooperation at all levels, giving priority to cooperation with the International Narcotic Control Board, World Health Organization (WHO), United Nations Office on Drugs and Crime (UNODC), and other UN agencies, European Union, Council of Europe;
- promote improvement of mechanisms to counter the transnational criminality in illicit drug trafficking and related forms of organized crime;
- inform timely the International Narcotic Control Board on Ukraine's ratification of international legal instruments in the response against drug trafficking, as well as on the changes in national legislation on drug control in the country;
- implement measures aiming at sharing of experiences and multilateral exchange of information with foreign partners, international governmental and nongovernmental organizations as regards improving the legislation, and applying new methods to combat the illicit drug trafficking;
- actively cooperate with international community in combating illicit drug trafficking and creation of global system of counteraction to drug business.

RESOURCE PROVISION

HUMAN RESOURCES

To ensure the implementation of the Strategy, it is necessary to enroll qualified professionals. Staff shall be recruited on the basis of identified criteria and staff training programmes shall be arranged according to the respective programmes.

The main priority of HR policy in this area shall be focused on building capacity of qualified professional through health, pedagogical and law enforcement educational institutions. With this view, it is necessary to develop the concept of training and capacity building of staff in the area of drug traffic.

MATERIAL, TECHNICAL AND FINANCIAL PROVISION

Implementation of Strategy will rely on action plan, approved by the Cabinet of Ministers. In particular, it will provide for:

- funding measures to implement the Strategy giving a priority to prevention, treatment and rehabilitation of drug dependence;
- creating favourable conditions for private rehabilitation centres that will enable them to reduce prices;
- development and running targeted scientific researches within the framework of monitoring of drug situation and on efficiency of prevention, treatment and rehabilitation efforts;
- re-distribution of governmental resources, their allocation for measures aimed at achieving major priorities of drug policy;
- improvement of mechanisms of performance monitoring and control, in particular with the use of advanced IT;
- studying the feasibility of establishment of national fund for countering drug abuse with raising funds from domestic and foreign investors;

Implementation of Strategy shall be funded from national and local budgets and other sources eligible by the law. Total amount of funding of the Strategy and its particular actions will be defined in the respective plan of actions.

STAGES AND EXPECTED RESULTS

The stages of Strategy implementation are defined by action plans to be approved by the Cabinet of Ministers.

Action plan includes specific actions with specific deadlines, responsible entities and indicators, in particular, achieving efficient positive changes in trajectory of drug situation in Ukraine, reduction of demand for drugs in illicit traffic through improvement of preventive and rehabilitation measures, including implementation of substitution therapy programmes, improvement of the procedure of including substances to the list of drugs, development and implementation of programmes of prevention of repeated drug use and relapse of criminal behaviour among people who serve punishment or are released from prisons. These actions will help to decrease the number of injecting drug users by **20%** and restrict HIV infection accordingly.

Reduction of price of threshold services and implementation of early diagnostics of drug use will decrease the rate of overdose mortality by **30%**.

In addition, implementation of a set of measures in order to improve the use of narcotic medications (law enforcement measures in particular) is expected to stabilize the number of the so-called “drugstore addicts” (individuals who use narcotic medications for non-medical purposes). Changes of legislation and law enforcement practices will expand the application of treatment measures that would be alternative to imprisonment to drug dependent people who committed misdemeanours. At the same time, it will significantly increase the efficiency of countering drug business.

Introduction of these approaches and measures enables to significantly decrease negative consequences of illicit drug trafficking on society and reduce the level of crime within this sector that will definitely improve national health.



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