



The European Union's Central Asia Drug Action Programme

Central Asia Drug Action Programme *Phase 3*

Inception Report



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1. PROJECT SYNOPSIS

Project Title	: Central Asia Drug Action Programme, Phase 3
Project Number	: CADAP 3 Contract No. 100-850
Country	: Central Asian Republics

Project objective[s]: The overall objective of the project is to foster a development oriented drug control strategy in Central Asia that ensures a sustained reduction of drug consumption and trafficking in line with the European Commission drug strategies.

The specific goals of the programme are:

- to reinforce drug control capacities at the border;
- to strengthen regional forensic capacities;
- to raise public awareness on the danger of drug consumption
- to strengthen regional cooperation and donor coordination.

Planned outputs:

- Facilities at selected Border Posts rehabilitated/ refurbished;
- Frontline staff at the border trained;
- Dog capacities strengthened in the pilot regions;
- Local communities informed of danger of drug abuse and drug trafficking;
- Forensic capacities of laboratories and border crossing points are strengthened at regional level;
- Enhanced coordination with other donors' programmes and strengthened cooperation at regional level

Project activities:

Activity 1:

To organise works and start construction/ renovation;
To procure and deliver equipment at Border Posts and Border Crossing Points;
To design and organise subcontracting/ implementation of training;
To reinforce dog units, procure new dogs and organize training for dogs and handlers;

Activity 2:

To assess local forensic capacity;
To procure and deliver equipment for laboratories;
To establish forensic capacities linked to the central national laboratory.

Activity 3:

To promote dialogue with local communities, and the development of social capital in pilot regions.

Activity 4:

To organise regular steering committee meetings;

Project starting date : November 1, 2005

Project duration : 24 months

2. Analysis of the Project

2.1 Start Situation

The contract for CADAP 3 has been signed on 30/10/2005. Operations started on November 1, 2005. It has to be noted that CADAP 3 is one element of a larger umbrella programme. Several phases of CADAP (1 to 2) have already been implemented and some are being implemented. CADAP 3 is the continuation of CADAP 2, but develops specific activities which are described in this report.

2.1.1 Country Profiles

Kazakhstan

An Inter-Ministerial Commission on Prevention and Fighting with Drug Addiction and Drug Trafficking was established in 2002. The Commission is chaired by the Deputy Prime Minister, and executive functions performed by the Ministry of the Interior. Members of the Commission include the Ministry of Education and Science, Ministry of Health, Ministry of Finance, Ministry of Justice, Ministry of Economy and Budget Planning, the Deputy Chairman of the National Security Committee, and the Vice Minister of the Ministry of Foreign Affairs. The main beneficiary for CADAP in Kazakhstan is the Drug Combating Committee under the Ministry of Interior.

Kazakhstan is a transit country for drugs, with illicit substances increasingly moving in two directions. Afghan drugs, mostly heroin, are entering Kazakhstan via the Kazakh-Kyrgyz border and the Kazakh-Uzbek border, before crossing the Kazakh border into Russia. European drugs, mostly synthetic such as amphetamines and ecstasy, are entering from Russia on their way to Central and South-East Asia. In the nine months from January to September 2005, 21,635 kg of drugs were seized, including 426 kg of heroin, the vast majority of it by the Ministry of Interior. There is evidence of increased trafficking of synthetic drugs, and of increased sophistication of trafficking methods used.

The location of Kazakhstan on a cross-roads for drug trafficking has had the predictable result of increased local consumption of drugs. The number of registered addicts is almost 48,000, 85% of them male. A National Strategy 2001-2005 to combat drug abuse and drug trafficking is in the final stages of implementation.

Kyrgyzstan

A Drug Control Agency (DCA) was established by Presidential Decree No 261 of 7th August 2003, as an executive law enforcement Agency reporting directly to the President. The DCA is the main coordinating body for drug issues in Kyrgyzstan, and other Ministries and Departments report to it both in regard to drug trafficking and drug consumption. DCA is the main beneficiary of CADAP in Kyrgyz Republic.

Four main drug trafficking routes into the country from Tajikistan have been identified. Weak law enforcement capacities, and a high incidence of corruption, have led to increased drug trafficking in Kyrgyzstan, and a commensurate rise in drug consumption. As of January 1st 2005, Kyrgyzstan had 6,865 officially registered drug addicts. However, studies suggest a figure of approximately 54,000 intravenous drug users.

Although narcological clinics exist only in Bishkek and Osh, Kyrgyzstan is considered as proactively pursuing a public health approach to drug issues. A national needle exchange

scheme was introduced in 1999, and has been extended to cover 18 locations. Drug replacement therapy has also been approved and introduced.

Tajikistan

Drugs are a key issue in Tajikistan, because of the long, porous border it shares with Afghanistan, the world's largest producer of heroin. In recent years, increased opium production and processing has been noted in Afghanistan's northern-most provinces, particularly Badakhshan Province, immediately across the Pjanj river from Tajikistan.

Seizures of heroin account for around 50% of all drug seizures in Tajikistan. Approximately half of all seizures are made at the border with Afghanistan. Seventy-five percent of in-land seizures are made within the Khatlon Region, just over ten percent in the Gorno Badakhstan Autonomous Area (GBAO). These seizure rates correlate with what is known of current cross-border trafficking routes: the majority of trafficking crosses the river Pjanj in the Moscovskij and Shurabad area, with subsidiary routes in Gorno Badakhshan.

According to official statistics, there were 7552 drug dependent individuals registered as of 1st October 2005. It is considered likely that a large number of addicts are not registered. Almost 80% of those that are registered are heroin addicted, 10% are opium addicted, 7% hashish dependent, and 3% poly drug dependent. A tendency toward poly drug use is being observed.

A Drug Control Agency (DCA) has been established, reporting directly to the President, as the main coordinating body in regard to drugs. DCA is the main beneficiary of CADAP in Tajikistan. All other agencies report to the DCA, and share information between themselves on request. These include relevant departments of the Ministries of Interior, National Security and Health, and the Border Guard and Customs Services.

A new Law on Drug Treatment was passed December 2003. This provides the principles of drug treatment, defines the institutions authorized to provide drug treatment, describes the rights of drug patients and the basis for their hospitalization, and regulates the activities of drug treatment facilities. Narcological Centres remain the only institution providing bio-medical treatment to drug users, although some Tajik NGOs are involved in drug-free treatment and rehabilitation of drug users. Services are concentrated in Dushanbe and regional capitals.

Turkmenistan

The main Governmental body responsible for all issues related to drugs is the State Coordinating Commission on Drugs of the Cabinet of Ministers of Turkmenistan. The members of this Commission are the Heads and Deputy Heads of the law enforcement Agencies of Turkmenistan. All other Ministries and Agencies report to the Commission in regard to drugs, and the Commission reports directly to the President. The Commission is the main counterpart of the EC CADAP Programme.

According to Government statistics, seizure data for the first ten months of 2005 comprised 164 kg of heroin; 470 kg of opium; 18 kg of hashish; 124 kg of marijuana and 141 kg of poppy straw. Trafficking routes are mainly across the Turkmen-Afghan border, the Turkmen-Iran border and the Turkmen-Uzbek border.

Data on drug demand in Turkmenistan is restricted and difficult to come by. However, anecdotal evidence and Government requests for support both indicate a growing problem of drug consumption, particularly of heroin in the main cities. The Government has established the Drug Abuse Monitoring Observatory (DAMOS) under CADAP Phase 2, and

it is anticipated that the envisaged Annual Report to be produced will significantly increase availability of data both in regard to drug consumption and drug trafficking.

Uzbekistan

The National Commission on Drug Control is the principal Governmental body responsible for the coordination of Government policy in the fields of drug abuse and drug trafficking. Its key functions are to concentrate efforts of all government agencies, public institutions and civil society to address drug-related challenges. The Commission is chaired by the Prime Minister, and its members are the first deputies of various Ministries.

The Commission's executive body is the National Centre on Drug Control under the Cabinet of Ministers, the main counterpart of the CADAP Programme. The Director of the Centre is the Deputy Chairman of the Commission.

The Centre prepares analytical reports and recommendations for the Cabinet of Ministers; oversees implementation of the Law on Drugs & Psychotropic Substance and the National Plan of Action 2002-2005 to Counteract Drug Trafficking and Drug Abuse; maintains a data base on drug trafficking, drug users and drug-related crime and analyses collected data; develops annual reports on implementation of provision and obligations of Uzbekistan under international conventions; revises and amends draft legislation, initiates laws and legal acts; represents Uzbekistan internationally.

Drug trafficking routes into Uzbekistan, and from there to Russia and Europe, are primarily cross-border from Afghanistan and via the Ferghana Valley. The Uzbek Government has a proactive law enforcement effort to combat drug trafficking, which is reported in terms of the number of criminal cases brought rather than in quantities of drugs seized. Over 4,500 criminal cases were brought for drug trafficking in the first six months of 2005, approximately half of all drug-related crime.

Drug consumption continues to grow, with disproportionate recent growth in rural areas. Heroin remains the most popular drug amongst drug users: official figures recorded around 22,600 drug addicts in 2005, of whom around 63% are addicted to heroin.

2.2 Changes in the Programme Environment

The year 2005 resulted in many changes to the EC BOMCA Programme. The main changes can be summarised as follows:

2.2.1 EC Management

Responsibility for CADAP Programme management moved from AIDCO A to AIDCO D in March 2005, a move that triggered three developments: a greater focus on institution building in Programme and project formulation; a change in management arrangements vis-à-vis the roles of the Regional Programme Manager and the Chief Technical Advisor (CTA); a demand for swifter delivery of project inputs by UNDP. The end of 2005 saw a further change, when EC management of the CADAP Programme was deconcentrated from AIDCO Brussels to the EC Delegation in Almaty, Kazakhstan.

2.2.2 Programme Management

Responsibility for development of work plans for component projects was transferred from the CTA and short-term experts to the Regional Programme Manager in May 2005,

a move considered essential by all stakeholders in order to achieve greater Programme coherence and to speed-up the implementation rate. The contract of the CTA was not renewed by UNDP in August 2005, and it was agreed between the EC and UNDP that three replacements were required, with a more project management rather than technical profile.

2.2.3 Relations with Govt

Clearer lines of management responsibility and improved delivery rates re-established confidence in the Programme amongst national counterparts. This reinforced the effort of the Regional Programme Manager and Country Managers to ensure stronger national inputs into overall Programme formulation and into development and implementation of country-specific activities, an effort required to overcome Government perception that the Programme was too donor driven. Governments of Turkmenistan and Uzbekistan both endorsed the Programme late, and exempted themselves from implementation of certain projects.

2.2.4 EC Monitoring

An EC monitoring mission took place in Spring 2005, and made a number of valid criticisms and constructive recommendations. The Monitors offered strong support to the changes to Programme management arrangements put in place by AIDCO D, but highlighted Programme design weaknesses considered due to the lack of a technical proposal or inception report. In particular, the articulation between Programme purpose and projects of CADAP 2 was considered unclear, with consequent concerns for overall impact and sustainability of the assistance. Following discussion between AIDCO and the monitoring team, the CADAP strategy and approach has been clarified (see below).

The Monitoring Report for CADAP makes three recommendations for UNDP: 1) further clarify the intervention logic of the programme; 2) clarify the inputs still needed for optimal implementation of the remainder of the programme; 3) invest substantially in communication with programme stakeholders, in particular beneficiary countries' authorities, but also other EC programmes (Customs).

This inception report attempts to address all three recommendations of the Monitoring Report. Recommended reformulation of the intervention logic is set out in the section below; inputs required have been agreed, new international staff recruited, and a revised staffing structure proposed (see Annex I, Organigramme). Communication with national counterparts has been improved since the Monitoring Mission, and will be subject to further formalisation under CADAP 3.

Liaison with EC Customs programmes is being achieved in Uzbekistan and Turkmenistan, which remain the responsibility of AIDCO. Guidance is expected from the Delegation in Kazakhstan as to coordination arrangements in regard to Kyrgyzstan, Kazakhstan and Tajikistan.

2.2.5 Overall Programme Strategy

The EC CADAP Programme is a sister Programme to two other EC initiatives: the BUMAD Programme covering Belarus, Ukraine and Moldova; the SCAD Programme covering Armenia, Azerbaijan and Georgia. All Programmes share a common overall objective, to foster a regional development oriented drug control strategy that ensures a sustained reduction of drug consumption and trafficking in line with European Commission drug strategies.

The TOR of CADAP 3 identifies a general objective but not clear purposes for CADAP. This has been clarified following discussions with the monitors: the purpose of CADAP is the gradual adoption of EC good practices on drug policy. Four domains of good practices have been identified: regulatory frameworks, border control, research and intelligence, and drug abuse prevention. The strategy is to develop projects in each of these four areas with a view to facilitate the gradual adoption of good practices by national authorities. The table below presents an overview of intended CADAP purposes and projects for the phases two to four.

The purpose of CADAP is the gradual adoption of EU good practices in drug policy	CADAP projects	CADAP 2	CADAP 3	CADAP 4*
EU Good practice 1 LEGISLATION: to adopt /update drug regulatory frameworks in line with international drug conventions	<ul style="list-style-type: none"> • Legal assistance 	X		X
EU Good practice 2 BORDER CONTROL: reinforce drug traffic prevention at the borders based on interagency cooperation, profiling, intelligence analysis, regional cooperation (IBM and Europol guidelines)	<ul style="list-style-type: none"> • Airport control • Seaport control • Land border control 	X X X	- - X	- - -
EU Good practice 3 INTELLIGENCE and ANALYSIS: to base drug policy on research analysis and intelligence (Europol, Interpol and EMCDDA guidelines), to encourage harmonization of indicators at regional level	<ul style="list-style-type: none"> • Police intelligence • Drug Abuse Observatories laboratories • Forensic laboratories 	X X	- - X	X X
EU Good practice 4 PREVENTION: to prevent drug abuse but also to propose harm reduction measures to long term addicts, respectful of human rights	<ul style="list-style-type: none"> • Prevention in prisons 	X	X	X

* tentative

2.2.6 Best practice 1: Policy and Legal Advice

CADAP 2 funded assessment of legal frameworks and recommendations for policy and legislative change, supported the work of judges and prosecutors through provision of equipment, training and study tours, and continues to provide support to drafting and adoption of legislation.

UNDP has also established, or is working with pre-existing, high-level political interlocutors for the CADAP Programme, including cross-Departmental Coordinating Bodies addressing drug issues. It is anticipated that these Coordinating Bodies will have a decisive voice or role in each country in establishing national policy on drug supply and demand. The Coordinating Bodies have two roles: to provide Government coordination and support to the implementation of the CADAP Programme; and to act as focal point for issues arising from the Legal Assistance and DAMOS Projects.

2.2.7 Best practice 2: Prevention of illicit traffic at the border

CADAP improves counter-narcotics capacity at the borders (separate projects for airports, seaports and land borders), through the provision of equipment and training to Inter-Agency Risk Analysis Units (also known as Drug Profiling Units), and through the provision and training of Border Agencies in intelligence-sharing, profiling and search techniques;

The second project purpose is being addressed through a demonstration project approach, with the intention that successful trialling of new approaches will further advocate to Governments the need for legal and institutional reform, and the replication of methodologies and practices on a wider scale.

Following guidance of AIDCO and EC TORs, demonstration projects of CADAP concerned with reduction of cross-border trafficking of drugs are being implemented in tandem with the EC BOMCA Programme, given the obvious potential for achieving greater synergies and increased impact. It is considered important, however, that the BOMCA and CADAP Programmes retain separate identities, and that division of activities is logical and transparent. Counter-narcotics work is only one limited component of border management.

2.2.8 Best practice 3: Research, Intelligence and Analysis

CADAP 2 also launched the DAMOS Project, Drug Abuse Monitoring Observatories on the model of the EMCDDA in Lisbon, in each country of Central Asia, as a follow up to the successful National Drug Information Network initiative (NADIN Project, CADAP 1). The DAMOS will provide reliable data based on comparable indicators to policy-makers, to inform a balanced approach to the control of drug demand and supply: a public health approach to demand, and an intelligence-led, interdiction based approach to reducing supply. We recommend that the CADAP Programme will return to this component under Phase 4, contracting of which is envisaged to be synchronised with completion of CADAP Phase 2 (December 2006).

Improved intelligence gathering and analysis through the police intelligence project (POLINT), was subcontracted to the UN Office on Drugs & Crime (UNODC), and is now fully integrated with UNODC's F-23 project. The UNODC F23 project provides computer equipment and software to law enforcement agencies in Central Asia to improve intelligence gathering and analysis. The CADAP-funded POLINT element of F-23 provides for training and study tours for law enforcement analysts.

2.2.9 Best practice 4: Drug Abuse Prevention and Harm Reduction

The Prisons project of CADAP 2 is designed to establish a model treatment regime for drug addicted inmates, considered a high-risk group in regard to infection and transmission of HIV-AIDS. The project is intended to offer rehabilitation of medical premises, provision of necessary equipment, introduction of suitable treatment regimes, and support to prisoner reintegration into the community following completion of sentences.

A regional conference in Bishkek, to include a tour of renovated and equipped facilities and presentation of the treatment regime introduced, will be held for representatives from prison systems around Central Asia, with a view to advertising project impact and convincing other national authorities to replicate the model in their respective countries.

3. Implementation Arrangements

3.1. Programme Implementation

Improved border region capacities for drug control will be directly executed by UNDP, with specialised training components subcontracted to UNODC. Country Managers and Engineers, Project Managers and national authorities will undertake joint assessment missions as required to the agreed pilot sites/regions in order to assess needs. Assessment mission outputs will include: scope of works for infrastructure development agreed with national authorities and TORs for design companies; equipment lists with outline technical specifications, compatible with existing equipment of Border Agencies; numbers and ranks of Agency staff for the different envisaged components of skills training.

New build infrastructure will comprise containerised buildings, which are flexible in design, quick to procure and install, moveable (many borders remain un-delimited), cost-effective solutions. Procurement of containerised units, and of all equipment for pilot regions, will be a centralised function of the Bishkek Regional Office.

Training of Border Agency staff in key skills will be undertaken in the pilot areas. Subject to negotiation, the trainings below will be undertaken by the following organisations/institutions:

- Mobile Units - UN Office on Drugs & Crime (UNODC)
- Intelligence sharing techniques - UN Office on Drugs & Crime (UNODC)
- Dog Handling - Almaty & Tashkent Dog Training Centres

Terms of Reference for the required trainings will be drafted by the BOMCA-CADAP Regional Office in Bishkek. Agreed proposals with workplans and budgets will be contracted via Letter of Agreement between UNDP, UNODC and the Kazakh and Uzbek Governments, on a regional rather than national basis.

Trainings will take place either at the relevant entry-exit point, or at central training classrooms in the pilot regions established under the BOMCA Programme. Training in dog handling will be undertaken on a rotational basis between Almaty and Tashkent dog training centres, on a multi-Agency basis, supplying dogs and trained handlers to the pilot region, where regional dog units will have been established, along with mobile capacity to transport dogs, and kennel stations at Border Crossing Points.

It has to be underlined that the Almaty and Taskent dog training centres have been supported under BOMCA 4. "Letters of Agreement" between UNDP and the two centres were signed. The two centres are the only institutions in Central Asia able to provide these kinds of services. Therefore, it is the intention of the programme to use these two dog training centres as supplier under CADAP 3. A new Letter of Agreement will be signed between the centres and UNDP.

Work with local communities will be implemented differently according to country, and will be articulated to, or executed by, other UNDP projects active in the pilot regions. All community building work will be closely coordinated with law enforcement Agencies, to contribute to the articulation of local communities to the counter-narcotics agenda.

Strengthening of forensic drug control capacities should be passed to UNODC for execution, following initial assessment mission and report. UNODC have been active in this sector in Central Asia, and have clear comparative advantage and capacity to undertake three elements of the work: assessment expertise, coordination with work of other donors/Agencies; fulfilment of identified training needs. UNDP will remain responsible for all

procurement and construction/renovation works proposed by the assessment report and endorsed for action by the European Commission.

The Project will undertake an assessment of existing lab capacities in each country, and provide a number of outputs: a description of the current situation and institutional structure of forensic lab system in each country; assessment of physical conditions, availability of equipment and materials in relevant labs, and recommendations for improvement; definition of technical specifications and outline budget of equipment and materials to be bought and delivered by UNDP under the Project.

3.2. The Role of the Regional Office

The Regional Office serves both the EC BOMCA and EC CADAP Programmes. In addition to taking overall responsibility for all aspects of Programme implementation, the BOMCA-CADAP Regional Office in Bishkek will perform the following functions:

- Liaison with, and reporting to, the European Commission;
- Donor Coordination;
- Support to monitoring and evaluation missions;
- Fulfilment of agreed visibility strategy;
- Centralised procurement of supplies, & contracting of technical expertise.

The Regional Office will comprise the Regional Programme Manager, two Deputy Regional Programme Managers, a Media & Events Specialist, Programme Assistant. A full organisational organigramme is appended to this Inception Report as Annex I.

3.3. Programme Staffing

Three international Project Managers will be based in Bishkek, Tashkent and Dushanbe, with a remit to ensure project implementation through the BOMCA-CADAP field offices. Each Project Manager will take overall responsibility for two countries: the Project Manager in Bishkek will cover Kyrgyzstan and Kazakhstan; the Project Manager in Tashkent will cover Uzbekistan and Turkmenistan; the Project Manager in Dushanbe will cover Tajikistan.

The appointee for Tashkent will serve in Bishkek until Summer 2006. The Project Manager in Tajikistan is supported by a dedicated international Coordination Advisor, funded by the UK Government.

BOMCA-CADAP field offices in each country will take the lead in implementation of national workplans, based upon plans outlined above, and congruent with the overall Project work plan appended to this document.

Each BOMCA-CADAP field office will consist of a national team composed of Country Manager, Deputy Country Manager, one or more engineers, a national training expert, a national legal expert, a driver and a Finance/Admin Assistant.

Work with national counterparts on the political level will remain the responsibility of the relevant Country Manager and Project Manager, supported by the UNDP Resident Representative and BOMCA-CADAP Regional Programme Manager as necessary.

3.4. Liaison with the European Commission

The Regional Programme Manager and regional team, supported by Senior Management of UNDP Kyrgyzstan (nominated by UNDP as the Principal UNDP Office for implementation of the EC BOMCA-CADAP Programmes), will attend regular Management Meetings for the Programme to be called by the EC Delegation in Almaty. The Regional Office will be the primary interlocutor of the EC Delegation and other EC offices (eg, AIDCO D/2, Asia, and AIDCO E5, the Commission's thematic unit responsible for border management and home affairs), and will respond as required to requests for meetings or information, facilitation of missions, etc.

As per the Description of Operations of BOMCA 5 progress reports will be prepared every quarter (from end April 2006), and a final report upon project completion. All reports will comply with the provisions set out in the General Conditions of the BOMCA 5 contract. Progress reports will describe the relevant changes in the Programme environment, progress toward implementation of project activities and an updated version of the work programme for the remaining duration of the contracts. The final report will include a section on lessons learnt for similar interventions in the future.

3.5. Monitoring & Evaluation

The Regional Office will be responsible for facilitating all incoming monitoring and evaluation missions required by the European Commission, and for drafting responses to findings on behalf of UNDP. It is understood that the BOMCA-CADAP Programmes will continue to be subject to external monitoring missions every six months. The next horizontal monitoring mission has been agreed for May 2006. It is also understood that the EC wishes to field a full evaluation mission to establish future direction for the Programmes during the second quarter of 2006.

3.6. Visibility Strategy

The current BOMCA website will be redesigned to reflect exclusively the activities and success of the BOMCA Programme. A second website dedicated only to CADAP will be created. A film crew will be invited and supported to make a short documentary feature for current affairs television programming. A brochure and other information materials in regard to the Programme will be produced and distributed widely. Close cooperation with the EC Delegation will be ensured.

Project Managers will ensure a regular schedule of handover events and press releases for the countries they cover, to be agreed in advance with the Regional Office and representatives of the EC Delegation. Other UN Agencies and subcontracted partner organisations will be obliged to incorporate visibility activities into their proposals.

3.7. Direct Execution (DEX) Unit

Centralised procurement and contracting of goods and services will be undertaken by a Direct Execution Unit working alongside the Operations Department of UNDP Kyrgyzstan. The DEX Unit will take responsibility for all aspects of financial management of the Programmes, including budgeting and reporting, as well as provision of an operational delivery platform for Regional Office and for the Region. Finance/Admin Assistants in each of the field offices will report to the central DEX Unit as well as to Country Managers.

3.8. Donor Coordination

The Paris Pact initiative, founded at a G-8 meeting in Paris in 2003, and now involving 55 countries that include recipient and transit countries for drugs of Afghan origin, gave UNODC

a mandate to coordinate among donors and agencies providing drug control assistance in regions that include Central Asia, the Caucasus, Southwest Asia, and the Balkans.

Drug control assistance activities of the CADAP Programme are fully coordinated with the efforts of UNODC under the Paris Pact. Coordination is achieved through four mechanisms:

- Passing of work directly related to drug control to UNODC by UNDP for UNODC execution (Legal Assistance, Airport Control, POLINT, training in intelligence sharing, profiling and search techniques, the upcoming intervention to strengthen forensic lab capacity);
- Regular meetings between BOMCA-CADAP Country Managers and UNODC counterparts in relation to national programming, and between the BOMCA-CADAP Regional Programme Manager and the UNODC Regional Representative for Central Asia;
- UNDP participation in UNODC-facilitated coordination meetings, including those of the Paris Pact, Dublin Group, and Foreign Anti-Narcotics Community - FANC);
- UNODC participation in bi-annual meetings of the Consortium of EU Member States supporting implementation of the EC BOMCA-CADAP Programmes.

Under its Paris Pact project, UNODC has introduced a donor assistance database, to which UNDP will supply all information required to support overall coordination of donor drug control assistance by UNODC.

In regard to the introduction of Drug Abuse Monitoring Observatories in Central Asia (DAMOS Project), replicating the European strategy and methodologies of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA, Lisbon), regular contact is maintained between UNDP and UNODC, and UNODC representative attended the recent inter-regional seminar on this work sponsored by the CADAP Programme and held in Tbilisi, Georgia. There is no direct overlap of strategy or requirement to coordinate interventions in regard to the introduction of European best practice for drug harm reduction activities.

In order both to build Tajik counter-narcotics capacities, and to avoid duplication of donor efforts, the Government of the UK has provided an additional cost-sharing contribution to the EC. The common project is called "EC/UK Assistance to the Tajik-Afghan Border". The budget is 4 million Euro (2 million euro each). The project, implemented by UNDP, includes the deployment of a UK international Coordination Advisor who will stay in Dushanbe till summer 2006. The Coordination Advisor ensures cross-border linkages through regular contact with the British Embassy Drugs Team in Kabul (the UK has the lead role for counter-narcotics work in Afghanistan).

There are no indications that the UK and the EC are willing to develop a new joint project. Any new UK project should be seen as a stand-alone funding direct to UNDP, if any, supporting but not part of BOMCA.

4 Project Planning

4.1 Project Approach

It has to be noted that CADAP 3 is a follow up of activities launched under CADAP 2. However, for the sake of clarity and in order to comply with the EC requirements, the following project planning, as well as the attached tables, cover exclusively the activities described in the CADAP 3 TORs.

4.1.1 Preventing drug trafficking at the border

The programme is composed of four activities: border infrastructure development, provision of equipment, training in counter-narcotics work, and support to local communities to reduce drug demand along trafficking routes.

Work will focus in the 3 following areas:

- Kyrgyz-Kazakh Pilot Region (Akjol Kordai, Aktilek, Karasu, Tokmok);
- Ferghana Valley Pilot Region (Karasu)
- Tajik-Afghan Pilot Region.

Work in Kyrgyz-Kazakh and Ferghana Valley Pilot Regions will be fully combined with the Pilot Region work of BOMCA 5; at the Tajik-Afghan border with activities ongoing under BOMCA 4 and CADAP 2.

Activity 1: To organize works and start construction/renovation

After completion of a detailed assessment, selected border outposts will be constructed/renovated as bases for patrolling the green border. Dog units and kennels will be established as required at/near the border outposts (see later activity 5 and 6). Coordination Cells for Inter-Agency Risk Analysis Units will be incorporated into the design of Border Crossing Points. The activity shall commence in Spring 2006.

The tentative budget for this activity under CADAP 3 is 800.000 Euro.

Activity 2: To procure and deliver equipment

Equipment will be provided to Agencies involved in counter-narcotics work at the BPs to undertake searches of persons, luggage/cargo, and vehicles and to support mobile interagency teams. Veterinary equipment and supplies, mobile capacity and mobile unit equipment, will be supplied to facilitate deployment of drug detecting dogs. Office/accommodation furniture and equipment will be provided for border posts and Coordination Cells. The activity shall commence in Spring 2006.

The tentative budget for this activity under CADAP 3 is 430.000 Euro.

Activity 3: To design and organize subcontracting/implementation of training

Multi-Agency training will be provided in intelligence-gathering techniques, sharing of intelligence, risk analysis/ profiling, search techniques and mobile units training, to increase capacity of enforcement officials at the border to control the trafficking of drugs. The activity shall commence in Spring 2006.

The tentative budget for this activity under CADAP 3 is 350.000 Euro.

Activity 4: To reinforce dog units, procure new dogs and organize training for dogs and handlers

Dog handlers will be provided with new dogs, and dogs and handlers together will be trained at Regional Centres in Almaty and Tashkent. Inter-Agency mobile units for the purpose of more effectively patrolling the green border using service dogs will be established and trained. The activity shall commence in Summer 2006.

Contractual and financial arrangements are done according to the signed Letter of Agreement between UNDP and the regional dog training centres in Almaty and Tashkent.

The tentative budget for this activity under CADAP 3 is 300.000 Euro.

4.1.2 Strengthening of regional forensic capacities.

This project will aim at facilitating the production of reliable intelligence and analysis. The project will benefit in particular the pilot regions of BOMCA through the provision of a reliable and convenient forensic service to Border Agencies, either at or near the border itself, or at Central Laboratories. The project will partly be sub-contracted to UNODC (see Implementation Arrangements).

Activity 5: To assess local forensic capacities

An assessment of current local forensic capacities of border posts and Border Crossing Points will be undertaken in Spring 2006, with a view to strengthening forensic capacities of local laboratories and border crossing points to undertake primary drug and precursor analysis.

The tentative budget for this activity under CADAP 3 is 20.000 Euro.

Activity 6: To procure and deliver equipment for laboratories

Based on the above assessments, the necessary equipment to be provided to local laboratories and BCPs will be procured centrally by UNDP in Bishkek. Training will be organized and provided by UNODC under Letter of Agreement with UNDP. The activity shall commence in Summer/ Autumn 2006.

The tentative budget for this activity under CADAP 3 is 600.000 Euro.

Activity 7: To strengthen forensic capacities linked to the central national laboratory

Based on recommendation of the assessment report, appropriate training will be provided to scientific staff of the forensic laboratories benefiting from the provision of equipment. The activity shall commence in Summer 2006.

The tentative budget for this activity under CADAP 3 is 180.000 Euro.

4.1.3 Awareness raising on danger of drug consumption

Activity 8: To promote dialogue with local communities, and the development of social capital in pilot regions

Public awareness campaigns on the dangers of drug abuse and penalties for involvement in trafficking will be run in pilot regions in close cooperation with the local administrations, and local community-prioritised initiatives supported to reduce drug demand. The Programme will work with and through representatives of law enforcement Agencies and local administrations in order to promote dialogue with local communities, and the development of social capital in pilot regions. The activity shall commence in Summer 2006.

The indicative budget for this activity is 40.000 Euro

4.1.4 Strengthening of regional cooperation

The objective of the activity is to strengthen regional cooperation in regard to sharing of information about drugs trafficking, to be developed in line with the UNODC – led CARICC initiative.

Activity 9: To organize regular steering committee meetings

After discussions with the EC Delegation, it was decided to have a national bi-annual Steering Committee in each country as a project supervision and discussion platform unit. Additionally, one regional annual Steering Committee will be organised.

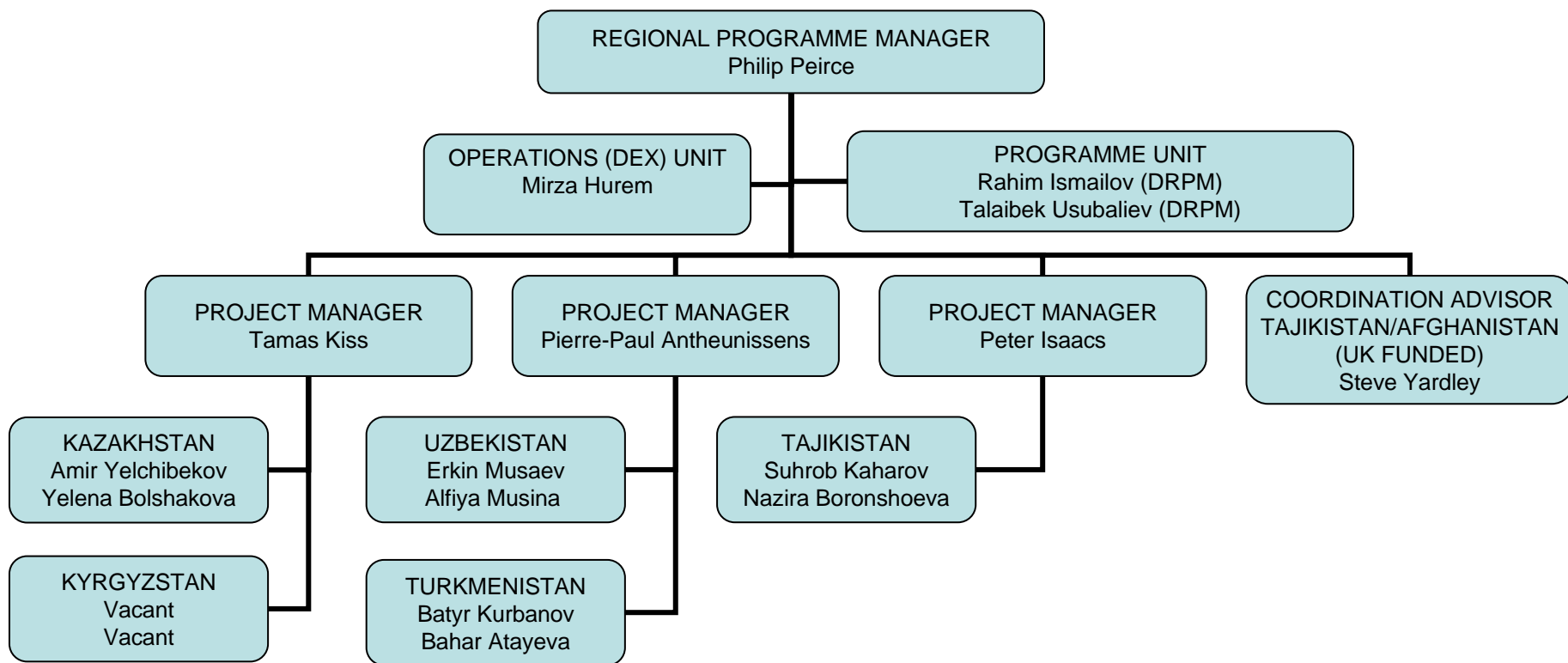
For the sake of efficiency, it is proposed to organise the CADAP steering committees in the same time as the BOMCA ones. The meetings would be well differentiated through the agenda, but organised the same day. The activity shall commence in Spring 2006. The indicative budget for this activity is 15.000 Euro

4.1.4 Planning for the next reporting period

The planning for the next reporting period is proposed in Annex 4, form 1.6

EC BOMCA-CADAP Programmes

Annex I: Structure & Key Staff



FORM 1.4. : OVERALL PLAN OF OPERATIONS

Project title :Central Asia Drug Action Programme Phase 3				Project number : CADAP 3 Contract No 100-850				Country : 5 Central Asian Republics				Page :					
Planning period : November 2005 – October 2007				Prepared on : March 2006				EC Consultant : UNDP									
Project objectives :																	
No	MAIN ACTIVITIES	TIME FRAME												INPUTS		EQUIPMENT AND MATERIAL	OTHER
		2005				2006				2007				PERSONNEL			
		1	2	3	4	1	2	3	4	1	2	3	4	UNDP	Counterpart		
1.	To reinforce drug control capacities at the border																
1.1	To organise works and start construction				x	xx	xx	x	x	x	x	x	x	6 m/m int		Vehicles, office equipment, Programme equipment 1.031.000 euro (600.000 for forensic laboratories)	Real Estate and works 800.000 euro
1.2	To procure and deliver equipment					x	xx	xx	xx	xx	xx	xx	x	3 m/m int			
1.3	To design and organise subcontracting of trainings					x	x x	x x	x x	x x	x x	x x	x	4 m/m int			
1.4	To reinforce dog units, procure new dogs and organise training for dogs and handlers						x	x	x	x	x	x	x	2 m/m int			
							x	x	x	x	x	x	x	3 m/m int			Training subcontract 450.000 euro
2	To strengthen regional forensic capacities						xx	xx	xx					3 m/m int			
2.1	To assess local forensic capacities																
2.2	To procure and deliver equipment for laboratories						x	x	x	x	x	x		4 m/m int			Conference seminar: 240.000 euro (120.000 euro for regional dog trainings)
2.3	To reinforce forensic capacities linked to the central national laboratory						x	x	x					4 m/m int			
3	To raise public awareness																
3.1	To promote dialogue with local communities & development of social capital in pilot regions						x	x		x	x	x		3 m/m int			

Annex 2

4.	To strengthen regional cooperation						xx		xx		xx		x	2 m/m int			Steering committees: 15.000 euro
4.1	To organise regular steering committee meetings																
TOTAL														34 m/m Int			

FORM 1.5 : OVERALL OUTPUT PERFORMANCE PLAN

Project title : Central Asia Drug Action Programme Phase 3	Project number : CADAP 3 Contract No 100-850	Country : : 5 Central Asian Republics	Page :
Planning period : : November 2005 – October 2007	Prepared on : March 2006	EC Consultant :UNDP	
Outputs (to be described and target dates indicated)	Agreed Objective Verifiable Indicators	Constrains and Assumptions C/A	
Facilities at selected BPs rehabilitated and/or refurbished Frontline staff at the border trained Dog capacities are strengthened in the pilot regions Local communities informed of danger of drug abuse and drug trafficking Forensic capacities of laboratories and border crossing points are strengthened at regional level	Renovated and equipped training facilities (site visits, digital pictures) Training delivered in newly renovated training facilities Written agreement of local authorities to design of works Renovated BPs. Equipment in position and in use in timely manner Increase of drug seizures at BPs Increase of forensic analysis carried out at BPs and in regional laboratories Number of meetings of IAWGs has increased Memorandum of Understanding signed by all national bodies involved in join mobile unit and implemented Frequency of join bilateral meetings at BPs has increased	Regional and country political stability Support to border reforms and anti-drug measures by local authorities Support by local authorities of trans-border cooperation in each pilot region Low turnover of staff in national law enforcement bodies Ongoing EU advocacy towards border reforms and fight against drug Acceptance by national law enforcement bodies (agencies) to collaborate jointly in mobile units	

3	To raise public awareness																
3.1	To promote dialogue with local communities & development of social capital in pilot regions																
4.	To strengthen regional cooperation																
4.1	To organise regular steering committee meetings																
TOTAL :													6 m/m int				

Annex 5: CADAP 3 Budget

CADAP 3	TOTAL	2,006	2,007
1 HUMAN RESOURCES	413,060.00	22,040.00	23,520.00
1.1 Salaries (gross amount/local)	10,200.00	4,600.00	5,600.00
1.1.1 Technical	0.00	0.00	0.00
1.1.2 Administrative/support staff	10,200.00	4,600.00	5,600.00
1.2 Salaries (international)	367,500.00	177,000.00	190,500.00
1.3 Per Diem for Mission Travel	35,360.00	17,440.00	17,920.00
2 TRAVELS	24,600.00	12,300.00	12,300.00
2.1 International Travels (flights to/from Europe)	18,000.00	9,000.00	9,000.00
2.2 Local Transportation (flights within CA)	6,600.00	3,300.00	3,300.00
3 EQUIPMENT & SUPPLIES	1,031,000.00	1,031,000.00	0.00
3.1 Purchase/Rent of Vehicles	0.00	0.00	0.00
3.2 Furniture/Computer/Office Equipment	31,000.00	31,000.00	0.00
3.3 Programme Equipment	1,000,000.00	1,000,000.00	0.00
<i>Activity 1: Uzbek Border Post Kokand</i>	<i>100,000.00</i>	<i>100,000.00</i>	<i>0.00</i>
<i>Activity 1: Turkmen Pilot Region</i>	<i>100,000.00</i>	<i>100,000.00</i>	<i>0.00</i>
<i>Activity 1: Kyrgyz-Kazakh Pilot Region</i>	<i>100,000.00</i>	<i>100,000.00</i>	<i>0.00</i>
<i>Activity 1: Tajik-Afghan Pilot Region</i>	<i>100,000.00</i>	<i>100,000.00</i>	<i>0.00</i>
<i>Activity 2: Forensic Labs x 5 Countries</i>	<i>600,000.00</i>	<i>600,000.00</i>	<i>0.00</i>
4 LOCAL OFFICE/ACTION COSTS	128,100.00	64,050.00	64,050.00
4.1 Vehicle Costs	19,000.00	9,500.00	9,500.00
4.2 Office Rent	39,000.00	19,500.00	19,500.00
4.3 Consumable	8,300.00	4,150.00	4,150.00
4.4 Other services (tel/electric/heating etc.)	61,800.00	30,900.00	30,900.00
5 OTHER COSTS/SERVICES	693,500.00	573,500.00	120,000.00
5.1 Publications	0.00	0.00	0.00
5.2 Others (subcontracting)	450,000.00	450,000.00	0.00
<i>Activity 1: Mobile Unit Trainings</i>	<i>125,000.00</i>	<i>125,000.00</i>	<i>0.00</i>
<i>Activity 1: Intel., Profiling & Search Techniques</i>	<i>125,000.00</i>	<i>125,000.00</i>	<i>0.00</i>
<i>Activity 2: Forensic Labs</i>	<i>200,000.00</i>	<i>200,000.00</i>	<i>0.00</i>
5.3 Studies/research	0.00	0.00	0.00
5.4 Auditing Costs	0.00	0.00	0.00
5.5 Evaluation Costs	0.00	0.00	0.00
5.6 Translation/interpreters	0.00	0.00	0.00
5.7 Financial services (bank guarantee costs etc.)	0.00	0.00	0.00
5.8 Costs of conferences/seminars	240,000.00	120,000.00	120,000.00
<i>Activity 1: Regional Dog Trainings</i>	<i>120,000.00</i>	<i>60,000.00</i>	<i>60,000.00</i>
<i>Activity 1: Pilot Region Community Forums</i>	<i>120,000.00</i>	<i>60,000.00</i>	<i>60,000.00</i>
5.9 Visibility Actions	3,500.00	3,500.00	0.00
6 REAL ESTATES & WORKS	800,000.00	800,000.00	0.00
<i>Activity 1: Uzbek Border Post Kokand</i>	<i>350,000.00</i>	<i>350,000.00</i>	<i>0.00</i>
<i>Activity 1: Kyrgyz-Uzbek Border</i>	<i>150,000.00</i>	<i>150,000.00</i>	<i>0.00</i>
<i>Activity 1: Kyrgyz-Kazakh Pilot Region</i>	<i>300,000.00</i>	<i>300,000.00</i>	<i>0.00</i>
7 OTHER	0.00	0.00	0.00
8 SUBTOTAL DIRECT PROJECT COSTS	3,090,260.00	2,502,890.00	219,870.00
9 ADMIN COSTS (UNDP GMS @ 7%)	210,000.00	210,000.00	0.00
10 Total Eligible Project Costs	3,300,260.00	2,712,890.00	219,870.00
11 Contingency Reserve	0.00	0.00	0.00
12 TOTAL COSTS	3,300,260.00	2,712,890.00	219,870.00