



EUROPEAN COMMISSION
DIRECTORATE-GENERAL JUSTICE, FREEDOM AND SECURITY

Directorate D: Fundamental Rights and Citizenship
Unit D3 : Anti-Drugs Policy

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Dear Participants of the Forum,

In order to allow the organisations participating in the Civil Society Forum on Drugs to contribute effectively to the discussion of the European Alliance on Drugs, the Commission proposes the following procedure:

The Members of the Forum will be invited during the workshops to make a short presentation on the basis of the questions raised in Annex 1, and/ or concrete suggestions or proposals they think should be taken into consideration by the Commission when developing the European Alliance on Drugs.

The Commission strongly encourages cooperation and exchange between the members of the Forum in proposing common suggestions as much as possible, so that a greater number and variety of suggestions can be discussed during the Forum itself.

The participants will split into two groups and each group will follow a workshop on the same topic.

Please find enclosed 3 annexes:

1. European Alliance on Drugs
2. The Future structure of the Forum
3. A preliminary summary of the report on Global Illicit Drug Markets

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1. INTRODUCTION

The Action Plan on Drugs 2009-2012 calls for a "*European Alliance on Drugs*" (EAD), 'aiming to engage civil society towards the common objective of raising awareness, interest and concrete commitments on drug related risks.

The EAD will be mainly aimed at groups or bodies in civil society whose commitments can have a multiplier effect. The range of potential actors is more or less unlimited, covering municipalities, media, clubs, schools, parent and youth associations, companies etc.

The Alliance works around a simple idea: since a huge number of people and organisations have a role to play in the information and in raising social awareness about the risks of drugs abuse, particularly among young people, the Commission is proposing that anyone who carries formal responsibility of some kind, has decision-making powers, or acts in an economic, social or representative capacity, should make a commitment on a specific action that he/she will undertake.

The EAD will be based on the principle of "**shared responsibility**", a responsibility shared by all members of society, i.e. ordinary people as well as "professionals".

The message of the EAD will not cut across or seek to replace national policies or initiatives but complement them by promoting partnerships and relations of mutual trust.

The text of the "European Alliance" will consist of a number of paragraphs, outlining the principles and objectives of this initiative, plus a **blank paragraph that each signatory will have to fill in with his/her own personal and specific** commitment.

This voluntary commitment should be:

- a) in line with the principles and objectives of the initiative ;
- b) within the signatories' sphere of responsibility;
- c) concrete and measureable.

Questions:

- In your opinion what principles and objectives the Alliance text should include?

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The EAD will be launched on 26 June 2009 in Brussels. Ideally, a first group of bodies/people would sign on that day, while immediately after applications by any potential signatories will be welcome.

The steps the Commission will be taking after the 26 June will consist of sustained actions involving communication and promotion of the initiative, as well as monitoring and supporting the commitments undertaken by signatories.

By the end of 2009, a large number of people/bodies are expected to have signed the EAD and to have undertaken commitments as a concrete response to drugs related challenges they encounter in their daily lives and activities.

Questions:

- 1. What have been the limitations of responses to the drugs situation in recent years? To what extent can these limitations be solved through an initiative like the EAD?**
- 2. In your opinion what will be the overall "EU added value" of the EAD?**
- 3. Do you think that the EAD can add value to drug policy at national level, and if so, in what way?**
- 4. Do you think that an initiative like the EAD could help to stimulate the debate on the fundamental rights and freedoms involved in the drugs problem, such as human dignity and integrity, the right to health-care, etc., as well as the right to protection against the public health and public risks of the drugs scene?**

2. BASIC IDEA AND MESSAGES

The EAD is based on the idea that everyone has the capacity to act positively when drug-related problems occur in their social environment. The EAD will be an "awareness-plus-commitment" initiative.

The message will be easy to remember and to understand; and it will focus on the human dimension of the drugs problem, and will appeal to the overall "social responsibility mission" of potential signatories.

Whilst acknowledging the full responsibility of the Member States in this field, the Commission believes that each individual European stakeholder has a potential role to play and could demonstrate that in the form of a specific commitment. EU Member States' existing drug legislations, and social and cultural backgrounds on drugs vary and therefore the messages may need to be adapted to local circumstances.

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The messages should appeal to the target group in a positive manner: participation in the work of the EAD is a way of recognising that this is a serious issue and that it is up to "you" to do something about it.

The initiative will focus on the main messages below:

- Increase understanding of drug-related issues in society by promoting a constructive dialogue between people. Raise awareness among European citizens - and especially among young people - about the impact of drugs, the dangers and the harms related to the drugs trade and drugs abuse.
- Promote respect of fundamental rights and the principle of non- stigmatization and non discrimination against those who experience drug problems, while equally respecting the rights of those who wish to distance themselves from any kind of substance (ab)use.
- Urge everyone to play their part, and commit themselves on how their daily activities, social tasks and environment could exert a positive influence on behavior in relation to drug use, especially among the young, and motivate the use of appropriate measures (administrative, economic, social, and educational)
- Encourage and promote the exchange of information and good practice between all committed participants in the 'European Alliance on Drugs' and mobilize the civil society and the wider public to work together in partnerships and establish relations.
- Create a network of responsible and committed citizens as well as public and private bodies and organizations within the 'European Alliance on Drugs'

Questions:

1. **What do you think could be the single most important message of the Alliance to EU citizens in general and young people in particular?**
2. **In your opinion, what would be the most useful way for the Commission to support civil society in making a commitment? How could the Forum help to achieve this task?**

3. TARGET GROUPS

The EAD will address within the EU-27 practically every group within civil society, from international organisations to schools or individual persons. It will aim to bring together a platform of activists from civil society. One of its main functions is to empower European stakeholders (the signatories) and benefit the general public, thus enriching the social debate on drug abuse.

The awareness-raising aspect will help build an active community of signatories with specific but diverse commitments. These **commitments will be at the core of the Alliance**. They will represent its unique character. Behind each commitment, there will

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be an individual, group or organisation; a story, and a set of characters, problems and achievements that can be communicated.

Signatories will have access to certain facilities when they have signed up to the Alliance: they can use the EAD label or logo, their names and commitments will be published on the Alliance website, they can take part in events, etc.

In order to activate potential signatories the Alliance message has to be communicated via different channels. One of these channels should address relevant associations at European and/or national level, particularly in the field of drugs and social change.

Four categories of possible applicants and signatories may be created:

1. Individuals. To identify in Member States people who have an "influential" or "charismatic" role and can act as role models or "witnesses", and deliver the right messages to young people. This could be a music star, a sports idol, etc.

2. National and local authorities and institutions, including educational establishments, research institutes, the media, public services, regardless of whether they have a formal link with drugs. Basically, any place where people meet as part of their daily lives and where issues relating to drugs can arise naturally.

3. Associations and NGOs, including drug-related NGOs, parents associations, scouts associations, but also night clubs or discotheques and sports clubs, which cater almost exclusively to young people.

4. Companies of all sizes and in all branches of the economy. This would involve safety at work, driving under the influence, and similar issues, consolidating the concepts of corporate social and civic responsibility.

Questions:

- 1. Can you suggest organisations, companies, associations, or individuals at EU or national level that you think will provide a useful input into this initiative?**

4. HOW DOES IT WORK?

Following the 26 June launching event, the Commission will invite applications from people wishing to sign the EAD.

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The applications will be submitted via the EAD website or normal mail. The Applicants will fill out an application form containing general information about themselves and the sort of commitment they are prepared to enter into.

Every application will be negotiated with the applicants/signatories until the proposed commitment fulfils the criteria.

5. COMMUNICATION

The EAD website will be the nucleus of all Alliance communication. It will provide relevant information on the Alliance (Objective, background, how to become a signatory...) on those who have already signed up (name commitment, reports, links ..) and on the overall status of the project (how many signatories, categories, types of commitments...) The website should serve as a meeting point for signatories and applicants, where they can view and network with other EAD community members and share their interest in addressing drug issues with other organisations and individuals. The EAD website will develop into an information platform: a place for people to learn about drug issues and their implications for all members of society. **The core of this information will be made up of the commitments undertaken by the signatories, which will reflect good practises and awareness-raising actions.** This will be backed up by general information on drugs policy and in-depth reports on actions taken by signatories in line with their commitments.

INTRODUCTION

The Civil Society Forum on Drugs (CSF) was set up following the Green Paper on the role of Civil Society in Drugs Policy (GP) in the EU published by the Commission in 2006 and the open consultation that followed. The CSF's mission statement is as follows;

The Civil Society Forum on Drugs will serve as a platform for informal exchanges of views and information between the Commission and civil society organisations in the EU, candidate countries and, as appropriate, European Neighbourhood Policy countries.

The aim is to improve informal communication and enhance the input of civil society on drug-related activities, policy proposals, policy implementation and priorities of the EU Drugs Strategy and the EU Action Plan on Drugs.

The CSF has held two meetings, in December 2007 and in May 2008.

REFLECTIONS FROM THE TWO MEETINGS AND FOR THE FUTURE

Both meetings highlighted some key issues to be considered when defining the future role of the CSF.

- (1) This role was considered by many to be unclear. Despite the rather specific mandate, many participants felt that the role and form of the forum should be more precisely defined.
- (2) The CSF should be rather inclusive than exclusive with the widest possible representation of all key stakeholders.
- (3) Specific subjects could be discussed in working groups.
- (4) Member States and the European institutions (European Parliament, Committee of the Regions and Economic and Social Committee) should be more closely involved.

There are many alternative ways in responding to this feed-back and developing the role for the CSF.

- (1) The mandate of the CSF derives from the EU Drugs Strategy 2005-2012. At present, it is limited to those areas of the Strategy where the Commission is the responsible party. This is mainly due to the need to respect the principle of subsidiarity and the fact that the Member States are sensitive regarding a wider mandate. However, in line with the Commission's role in drafting, evaluating and monitoring of the EU Action Plan, the CSF could be able to discuss all issues covered by the EU Strategy, provided it is done informally.
- (2) Currently, participation is by application only and limited to 30 organisations, all with two seats. To be more inclusive, the CSF would need to be much wider and open to those interested, subject to a ceiling for logistical reasons. In practice,

widening up the CSF would mean that it would be an annual conference of max. 250 participants.

- (3) Introducing a quota per?for Member States and EU institutions and other actors in the annual conference could solve the issue of involving them more closely.
- (4) Turning the CSF into a formal inter-institutional structure would be very complicated, if not impossible. Keeping it informal in the form of an annual conference would, however, highlight the horizontal nature of CSF and of drugs in general. It could also help in getting visibility. The role of the Commission would be that of an initiator and organiser but the practical issues e.g. funding, would need to be discussed.
- (5) Working Groups may be organised on specific topics defined by the CSF. This can be done irrespective of the format of the CSF itself, provided there is an interest and that that resources can be obtained.

The membership of the current CSF is for two years with a possible renewal. In practice, this covers 2008-2009. The key issues above will need to be discussed before a new round for applications for membership is launched in 2009.

To sum up, a decision needs to be taken whether we keep the current structure (possibly modified), have an annual conference with wider participation, or go for other possible options. The following extract from the Green paper (COM/2006/0316) is attached for reference.

THE WAY FORWARD: DIFFERENT OPTIONS

This chapter is based on the feed-back the Commission received when consulting civil society informally in the context of preparing the present Green Paper and on the conclusions of the January 2006 conference with civil society. The overriding concern of civil society expressed in both cases was to have a permanent, structured dialogue with the Commission.

The Commission now submits to public consultation two options for organising this dialogue, namely (1) a Civil Society Forum on Drugs and (2) thematic linking of existing networks.

Civil Society Forum on Drugs

A Civil Society Forum would be a broad platform for a structured dialogue, but at the same time membership needs to be limited for it to be manageable and yield operational results. The object is not to create a civil society assembly as a platform for various ideologies but to create a practical instrument to support policy formulation and implementation through practical advice .

The Forum would not be a formal structure within the Commission but would provide a platform for regular informal consultations. The themes of the discussions would mainly be defined by the EU Action Plan, although other themes of general interest in the field of drugs should not be excluded. The Forum should not replace or duplicate the existing debate between civil society and national or local governments. The focus should be on European added value.

Representation of different stakeholders and different policy options should be balanced to avoid one-sided views.

The forum would be chaired by the Commission which would also be responsible for certain practical aspects and for ensuring continuity of the work.

Membership of the Forum would be fixed for a certain period of time. Participants would have to fulfil a set of criteria to be eligible. A non exhaustive list of these criteria is set out below:

- The organisation has to correspond to the concept of civil society as set out in 2
- The organisation has to have its main base of operation in an EU member state or a candidate country. Organisations from European Neighbourhood Policy Countries may also participate, when appropriate.
- Priority will be given to those organisations that are established in the form of transnational networks covering a number of Member States and/or candidate countries.
- The organisation has to have drug related activities as the core focus of its activities. Organisations covering directly different aspects (e.g. treatment, prevention) would be selected to ensure broad coverage of the drugs issue.
- Credibility: Organisations should have a clear track record of their activities.
- Representativeness: Organisations should be recognised as being able to speak on behalf of those they claim to represent.

Within these criteria, the Commission would select members for the forum on the basis of an open call, after it has received and analysed reactions to this Green Paper and published its report.

Thematic linking of existing networks

As an alternative or complement to establishing a Civil Society Forum on Drugs, the thematic links between the different networks could be strengthened. There are numerous networks active on drug issues in Europe. These are often very effective in sharing information on best practices, effective responses etc. among their members while dissemination outside the network, including feedback to the Commission could often be improved.

Creating cooperation by linking networks under common themes might offer an informal, light and cost-effective way to structure the information flows and enable a more effective consultation with civil society.

One purpose of the thematic networks would be to assist the Commission - and indeed the Member States and the other European Institutions - on issues requiring specific experience or expertise in those areas where they could provide added value. They could also provide a single contact point with the Commission, provided they are considered representative. The contact point could also work with the Commission in identifying possible funding sources from the Community and disseminating this information to its members.

A practical example of linking such networks could be taken from the field of drug treatment, where European networks on therapeutic communities, substitution treatment, drug treatment professionals, etc. could discuss a civil society approach on improving the access to and the quality of the treatment services as well as good practice (Objective 12 of the EU Action Plan). Discussions could take different forms (exchange of views through Internet, meetings, etc.)

ANNEX: Examples of the Commission working with civil society

The Commission has a long tradition of consultation and dialogue with civil society and has developed many ways for doing this. Some concrete examples on how the dialogue has been organised are given below. The Commission would welcome comments as to how current practice in other areas might be relevant to structuring dialogue on drug-related issues.

2. Consulting through Internet

In introducing the minimum standards for consultation to ensure that stakeholders are consulted in a transparent and coherent way, the Commission created a single access point in the Internet called "Your voice in Europe"[19]. Apart from the consultations, the site also offers a possibility for discussions on European policies and a chance to provide inputs and feedback to the Commission. It also offers a possibility to sign up for information on future consultations and debates.

3. Open consultation with those interested, registration needed

A model for combining consultation through the Internet with an open consultation of the interested stakeholders is provided by DG Trade. The process was launched in 1998 and the dialogue is open to non-profit civil society organisations in the EU and candidate countries. Its aims to consult widely, address concerns on trade policy, improve trade policy-making and transparency.

Participants are required to register in a special database, which is also used as a tool for communicating with them.

4. Representative civil society (NGO) networks

As part of the Community Action Programme to promote Active European Citizenship, DG Education and Culture supports a wide range of civil society organisations that seek to enhance citizen's participation in the European project. Such organisations include NGO's, platforms, networks, trade unions, think tanks, associations and federations of a general European interest. In this context, the Commission has set up an informal network at the European level, and organises regular meetings to discuss major issues in the field of active citizenship. These meetings are designed to receive input and ideas with a view to develop a more structured impact analysis of all initiatives carried out in the relevant areas. It also provides a forum to address relevant issues of horizontal nature.

DG Employment, Social Affairs and Equal Opportunities is responsible for linking with a Platform of European Social NGOs created in 1995. A group of relevant NGOs came together to organise an NGO Forum to discuss the Green Paper on European Social Policy. This co-operation continued on an informal basis and gave rise to common positions on the proposal for a European Social Policy Forum.

The group now has 39 member organisations operating in the social sector. Via these members, it brings together over 1700 organisations, associations and other voluntary bodies at local, regional, national and European level, representing a wide range of civil society.

5. Combination of two-level fora

6. Health Policy Forum and Open Forum

Public health issues are discussed with civil society at two levels: the EU Health Policy Forum and the Open Forum.

The EU Health Policy Forum is the result of a consultation the Commission implemented following the Communication on the health strategy in Europe and the proposal for a Community Programme in public health. The Health Policy Forum brings together European umbrella organisations representing stakeholders in the health sector to ensure the EU's health strategy is transparent and responds to public concerns. It meets twice a year in Brussels and seeks to cover four groups of organisations:

1. Non-governmental organisations in the public health field and patients' organisations.
2. Organisations representing health professionals and trade unions.
3. Health service providers and health insurance.
4. Industry with a particular health interest.

It has currently 50 European member organisations. These have national members in all or most of the EU member states. Non-member organisations interested in the work of the Health Policy Forum can on request be included in a database of organisations that are kept informed about the work of the Policy Forum (circulation of the minutes, consultation etc.).

The Open Forum extends the work of the Health Policy Forum to a broader set of stakeholders, chiefly on a national level, in the form of a conference and exhibition event. The objective is to provide a platform for networking and exchange of ideas, involving particularly groups and organisations which do not normally take part in EU policy making. The Open Forum was organised for the second time in November 2005 with approximately 370 participants.

7. HIV Think Tank and Civil Society Forum

The Commission has set up a co-ordination structure to help in the formulation and implementation of policy activities on HIV/Aids in Europe. These include the HIV/Aids Think Tank and an HIV/Aids Civil Society Forum.

The Think Tank has representatives of the member states, candidate countries and EEA countries. In addition representatives of civil society, relevant international organisations, Belarus, Moldova, Russia, Switzerland, and Ukraine are invited to the meetings as observers.

The HIV/Aids Civil Society Forum has 30 NGOs and civil society organisation from all over Europe. The Forum aims to increase informal consultations with civil society, provides advice and identifies key issues of HIV/Aids policy by commenting policy proposals, activities and priorities of the Public Health Programme. The Forum is not a formal structure within the Commission but the Commission organises meetings and covers travel costs. Membership is by application and members are chosen by the Commission.

The participants have to be civil society organisations with HIV/Aids activities as a considerable focus of their work either as a patient organisation, NGO working with affected communities or a European network. They have to have a sufficient presence in the field and possess good communication links with other local NGOs to be able to offer a good presentation of the country situation and to act as a focal point for the country in question.

INTRODUCTION

The EU Drug Strategy 2005-2012 encourages the implementation of evidence-based, multidisciplinary policies that reflect the Union's balanced approach between drug-demand reduction and supply reduction. It commits the EU Member States to *achieving a better understanding of the drugs problem and the development of an optimal response to it through a measurable and sustainable improvement in the knowledge base and knowledge infrastructure.*

The purpose of this study is to contribute to this knowledge base and to support the further development of effective public policy in the drug field through:

- a comprehensive analysis and understanding of the mechanisms that make the illicit worldwide drugs market function as it does, and for such an analysis to be based on objective research and study of the data available;
- an assessment of the global efforts to reduce the drug problem over the last ten years, drawing on all relevant available data and differentiating between various regions and countries.

SCOPE OF THE STUDY

The study aims to provide an in-depth analysis of the operation of the global illicit drugs market and address the degree to which legislation; enforcement, social consensus and consumption trends are concomitant.

The study aims, where possible, to provide an economic, legal, health, social and environmental perspective, reflecting the multidimensional approach of drug policy. It should draw on existing data and information from international, EU and national sources and take into account the ongoing evaluations currently underway by the EU and the UN.

DESCRIPTION OF TASKS

1. Empirical analysis of drugs markets and drugs policies

- An analysis of the main characteristics, mechanisms and factors that govern the global illicit drugs market
- An analysis and description of the main drug policy models
- Analysis of the discrepancy between the high level of popular support in societies for illicit drug policies and the significant levels of illicit drug use worldwide.

This analysis aims to take into account the consequences of drug policies for socioeconomic conditions, local cultures and traditions, the environment, human rights and democratic liberties at the level of nations and local communities.

2. Synthesis and conclusions

The synthesis report aims to summarise the results of the analysis and reflect on the characteristics of the global illicit drugs market and the interaction with the policy responses to it. Are the characteristics, mechanisms and factors that govern the global drugs market *well*

ANNEX 3 - A Report on Global Illicit Drug Markets, 1998-2007

understood and *properly reflected* in the policy responses pursued at global and regional level?

The study has been carried out by the Trimbos Institute from the Netherlands and the RAND Corporation in the United States. During the Civil Society Forum the contractors will present the study design and some general findings. The key findings and conclusions from the study will be available once the study has been launched. The final report will be published around 10 March 2009 and will be available from thereon.

WORKSHOP A	
A-clinic foundation	Aino Majava
Association française pour la réduction des risques	Priez Jean-Marc
	Charlois Thierry
Central and eastern European harm reduction network	
Centre for education on drugs and treatment of drug dependent persons	Lazarov Philip
Citywide drugs crisis campaign	Quigley Anna
Civil association PRIMA	Barbora Kuchárová
Deutsche hauptstelle für suchtfra gen (German centre for addiction issues)	Gabriele Bartsch
Drug Policy Action Group	Ruarai Mc Auliffe
Europe against drugs	Anders Ulstein
	Dr Kooyman Martien
European association of professionals working in the drug field	Coletti Maurizio
	Edoardo Polidori
European centres for drug addiction	Dr. Legl Thomas
European cities against drugs	Srideu Jurgen
	Setreus Åke
European coalition for just and effective drug policies	Montanes Sanchez, Virginia
	Oomen Joep
WORKSHOP B	
European institute of studies of prevention	Calafat Amador
ERIT	Liddel David
Federation of therapeutic communities of central and eastern Europe	Krysta Krzysztof
Forum Européen pour la sécurité urbaine	Ms Céline Rollet
Foundation for a drug free Europe	Amicarelli Fabio
	Mirre Christian
Foundation Regenboom/AMOC, (Correlation network)	Schatz Eberhard
	Katrin Schiffer
International harm reduction association	Catherine Cook
	Albert Elliot
Parsec consortium	Stockel Ingo
Romanian harm reduction network	Simionov Valentin
International Council on Security and	Francis Jane

Development (ICOS)	Copper Diana
Unión de Asociaciones y Entidades de atención al drogodependiente	Pedro Quesada Arroyo
Women's organisations committee on alcohol and drug issues	Leena Harake