



**Co-operation Group to Combat Drug Abuse
and illicit trafficking in Drugs**

P-PG/MinConf (2014) 4

Pompidou Group Work Programme 2015–2018

‘Drug policy and human rights: new trends in a globalised context’

Adopted at the 16th Ministerial Conference

Strasbourg, 19-20 November 2014

The work programme has been developed in pursuit of the mission of the Pompidou Group and on the basis of its proven strengths (*see Results of the evaluation of the Pompidou Group's Work in 2010 - 2012, doc. P-PG (2012) 14*) which sets it apart from other European/international organisations and have delivered the recognised and valued outputs in the past.

1. Aims

The Work Programme 2015–2018 aims to develop and provide guidance and tools for policy makers, managers and practitioners involved with drug policy implementation by

- Providing a source of **innovation** and inspiration rather than seeking to be a standard setting body;
- Facilitating foremost a forum of **open debate** and exchange of experiences rather than being primarily a negotiating body;
- **Linking** policy, research and practice, as well as integrating links with stakeholders from civil society and the business sector where appropriate;

Furthermore, and in view of the Groups increasing relevance in countries outside Europe, activities will be developed with a particular view of their having the potential to provide an input into UNGASS 2016.

In doing so, particularly attention is paid during this work cycle to budgetary constraints faced in many member States. In this respect the Pompidou Group will also continue its efforts to make the most effective and efficient use of available resources.

The work shall be conducted in a way that the Pompidou Group is recognised as an integral part of the Council of Europe, the institutional guardian of human rights in Europe. Attention will be paid to avoid unwanted overlaps and double work to demonstrate that the Pompidou Group is complementary to other European/international organisations and produces added value.

In order to provide for synergies and coherence within the work of the Pompidou Group the work programme for 2015 – 2018 basis itself on the thematic priorities outlined in section 3.

2. Structure

The work programme structure and approach has been reframed towards more flexibility to react to emerging issues in a fast evolving field. This follows the adoption of the **flexible working methods** at the 15th Ministerial Conference in 2010. These had proven highly successful under the previous programme.

Activities for the implementation of the work programme are adopted by Permanent Correspondents in an **annual programme of activities**, or on an **ad hoc basis**, together with specific terms of reference. In addition Permanent Correspondents, or in case of urgency the Bureau, may adopt **additional activities on an ad hoc basis** whenever deemed necessary at any moment in time.

They are implemented on the context of **permanent activity formats** or **time-limited activities**. The format and timespan of activities depends on the feasibility for the expected results and the available resources.

2.1. Permanent activity formats

The following are the permanent activity formats that have evolved over a longer period of time and which are recognised as Pompidou Group hallmark programmes. They address on-going issues which are also of significant interest to non-member States:

- Facility to support development, implementation and review of national drug policies
- Airports Group
- International Network on Precursor Control
- MedNET
- Drug Policy Cooperation in South East Europe (SEE)
- Executive Training for Drug Policy Managers
- EXASS Net
- European Drug Prevention Prize

The concrete aims, objectives and expected results for these activities are set out in chapter 4.

2.2. Other activities

Other activities can be adopted and implemented in their own right as **ad hoc activities** or in the context of the **permanent work formats** of the Pompidou Group. Activities may be proposed by national delegations or the Bureau members in their capacity as supervisors of certain activities or activity areas.

Proposals for activities to be adopted by Permanent Correspondents should be **relevant to the aims and the thematic priorities** and **concrete in terms of scope, purpose, expected outcome and timespan**. The decision making process should follow clear criteria, including the following:

- Proposal to be supported by at least one other delegation
- Relevance of the proposal to other countries
- Consistency with the thematic direction of the work programme
- Potential for transversality and synergies with other activities
- Proximity to Council of Europe priorities
- Usefulness of expected outcomes and products to member States
- Cost-benefit ratio
- Realistic in terms of achieving expected results in time

2.3. Evaluation

The Bureau with the support of the Secretariat will conduct on-going progress monitoring and regularly seek feedback from experts and Permanent Correspondents to evaluate the work and activities of the Pompidou Group. In addition, different means of assessing the initial impact of activities will be employed.

3. Thematic priorities

In following up the theme of the 16th Ministerial Conference on ‘**New generations – challenges for drug policies**’ the Work Programme focuses on the following thematic priorities:

3.1. Bringing human rights to the forefront of drug policy

Human rights are a transversal issue to be taken into account in all Pompidou Group activities in feasible and sufficiently appropriate manners. Member States shall be supported in meeting their obligations under the Council of Europe and United Nations Conventions to protect fundamental rights and freedoms, in particular the right to life and human dignity, the right to protection of health, the right to equitable access to quality health care services for all, the prohibition of any type of discrimination as well as the right of children to be protected from narcotic drugs and psychoactive substances. Also, promoting gender equality will continue to be a transversal aspect to be observed in all Pompidou Group activities in a feasible manner in the context of the Council of Europe’s programme on gender equality.

Aims:

- Increasing awareness of human rights obligations and reduction in human rights violations occurring in the pursuit of drug policy goals;
- Contributing to reducing stigmatisation and discrimination;
- Promoting the right of access to healthcare for drug dependent people in detention;
- Highlighting and recognising the pivotal role of the Pompidou Group, as a part of the Council of Europe, in promoting human rights as a fundamental drug policy principle;
- Promoting the mainstreaming of gender aspects in all areas of drug policy.

3.2. Analysing policy coherence, costs, impact and potentially adverse effects of drug policy measures

Cost benefit analysis becomes of ever growing importance when making policy choices, ever more so in times of budgetary constraints. Understanding the costs and effects of different policies not only in terms of their immediate impact but also in view of indirect effects and costs is necessary for making the right choices and for understanding the return of investment. This needs to be done by taking into account the whole spectrum of drug control costs, as well as the impact of drug control measures on different aspects of life and sectors of policy. At the same time policy coherence between policies on licit and illicit drugs, as well as addictive behaviours, must be seen a fundamental determinant in ensuring cost effectiveness.

Aims:

- Better understanding of how to determine a balanced approach in drug policy and ensuring that different approaches complement each other;
- Developing concepts for a cost benefit approach in drug policy planning;
- Providing guidance for prioritisation in times of diminishing public funds;
- Promoting more coherence between demand and supply reduction policies, and other policies.

3.3. Addressing changing patterns and context of drug use, production and supply

Production and consumption trends

While the international drug control conventions offer the possibility of scheduling new substances, the sheer rapidity of emerging NPS, as well as the time consuming and costly way makes this a very challenging undertaking.

Other trends of concerns include the rapid spread of methamphetamines in some regions, the remaining high-levels of cannabis consumption, the re-emergence of heroin in previously not concerned social contexts, worrying poly drug use, including mixed consumption of licit and illicit substances, as well as addictive behaviours.

Responses

New types of substances, poly-drug use, changing consumption patterns, as well changing perceptions on the role of drugs in life style and performance enhancement, coupled with other social developments require a re-thinking of responses to these new developments. This means looking at ways in which demand reduction, supply reduction and risk prevention and harm reduction approaches can be adjusted or further developed to effectively meet the challenges emerging from new trends keeping in mind the need for coherence in policies.

Aims:

- Identifying feasible responses for effective prevention in changing environments;
- Adapting and refining detection methods in trafficking;
- Identifying new precursor products, means of production and means of precursor control;
- Adapting and broadening the concept of risk prevention and harm reduction;
- Developing concepts for adequate treatment and rehabilitation in pursuit of re-integration;
- Facilitating dialogue between governments, civil society, professional groups and other relevant stakeholders to prevent use and risks.

3.4. Identifying opportunities and challenges for drug policies arising from the internet

Illegal drugs in cyber space: challenges in tackling the sale and supply of illicit drugs via the internet

Recent developments in information and communication technologies (ICT) have enabled the emergence of a new global black market for drugs sales which is rapidly growing. Easy access and anonymity reduce the threshold to buy drugs via the internet and have created new distribution ways and payment systems that present new challenges for law enforcement and customs. Thus the growing number of websites offering drugs and/or promoting drug use has become a main area of concern.

Innovative ICT based approaches in drug prevention, treatment and risk reduction

For drug abuse prevention, treatment and the reduction of risks related to drug use, the internet's greatest advantage is its ability to reach potentially large groups of youth on local and global levels. Offering treatment to drug users via the Internet is rapidly increasing. It has the potential of reaching groups who are currently not reached. It also can offer specialised services in remote areas and provide a cost-effective way to support a large number of clients. A constructive debate among professionals, government regulators and the public on internet-based drug prevention and treatment is needed to explore the full potential.

Aims:

- Charting and better understanding of developments in cyber space in view of opportunities and challenges for demand and supply reduction efforts;
- Increasing competences for concerned government agencies;
- Providing guidance where action is needed;
- Promoting cooperation with relevant stakeholders from the private sector.

4. Aims, objectives and expected results of permanent activity formats of the Pompidou Group

4.1. Facility to support development, implementation and review of the national drug policies

Aims: The aim of the advisory facility is to provide examples of best practice and advice on drug policy development, implementation and review to governments on an ad hoc basis. In the pursuit of this aim the following objectives are set:

- To collect and analyse experiences of the member states in linking drug policy and research;
- To provide advice and formulate recommendations on how knowledge transfer between research, policy and practice can be achieved;
- To show the advantages of a coherent policy approach encompassing licit and illicit substances, as well as addictive behaviours
- To advise on policy-related research needs (both in demand and supply reduction efforts);
- To advise on how to use monitoring and evaluation in improving action planning.

Expected results: Guidance to member States, meeting their expressed needs and specific requests, as to the implementation of coherent drug policies, taking into account:

- The experiences of member States on how research can inform policy with clearly identified “dos and don’ts”;
- Existing guidelines and tools, notably those of EMCDDA, UNODC and WHO, to be used in policy formulation and elaboration of the national action plans.

4.2. Airports Group

Aims: The aim is to develop harmonised multidisciplinary strategies for drug-detection at European airports and to enhance subject-related inter-airports co-operation, inter alia by achieving the following objectives:

- Analysing drug trafficking trends, routes, risks, seizures, modi operandi, etc.;
- Monitoring the risks of drug trafficking via general aviation;
- Studying and monitoring the risks of the involvement of airport personnel in drug trafficking (airport crime);
- Defining practical modalities for co-operation among control services at international airports and to share good practices;
- Identifying secure information exchange systems for control services at airports;
- Defining the needs of control services at airports to access personal name records of passengers for operational purposes;
- Identifying criminal organisations by comparing modi operandi in trafficking of human beings, money laundering and drug trafficking.

Expected results: A harmonised approach will contribute to improved seizure and investigation results on national levels, higher detection rates of trafficking in illicit drugs and help to reduce related airport crime, specifically by:

- Accelerated information and intelligence sharing among control services at airports;
- Organisation of joint control operations, buddy-approach assistance and training activities
- Enhanced coherence of approaches towards a harmonised international control strategy at international airports;
- Providing control manuals and directories of responsible cooperation partners.

4.3. International Network on Precursor Control

Aims: The aim of the network is to explore conditions for more rapid and direct contact and cooperation among the agencies and services in member and interested non-member States concerned with the prevention of drug precursor and pre-precursor products diversion. The concrete working objectives for 2015 – 2018 are:

- Training of all operators on the issues addressed: training in the form of e-learning will be developed in several languages and directed particularly at customs and police enforcement services and at judiciary members.
- Identification of new trends and modus operandi by setting up and developing a contact and information exchange network.
- Increasing the effectiveness of the entire criminal justice sequence including investigation, prosecution and sentencing. In this framework, co-operation between judicial authorities is to be especially promoted.
- Ensuring a dynamic, driving role of synergy as well as complementarity between the various international forums competent in the field of precursors.
- Developing a dynamic approach with the chief non-Council of Europe countries implicated in precursor production, trading and diversion.
- Promoting co-operation with the industrial and commercial worlds.
- Analysing and promoting innovative solutions to the problems of toxic waste and environmental damage.

Expected results: At the end of its mandate the group, the accelerated information and intelligence exchange among representatives of different agencies will improve seizure and investigation results on a national level and enhance the internal cohesion of the network.

4.4. Executive Training on Drug Policy

Aims: The overall aim of the executive training is to link policy, research and practice in support of drug policy management. The main objective is to facilitate know-how and build capacities for more effective implementation, management and evaluation of coherent drug policies and related programmes.

Profile of beneficiaries: Training will be offered to managers from governmental institutions that take part in developing and/or implementing drug policies and/or coordinating related programme implementation, service delivery and cooperation with stakeholders. The training course is open to all Pompidou Group and Council of Europe member States. The participation of interested observer countries is decided on an ad hoc basis by the Bureau.

Expected results: Better understanding of the complexity of drugs policy and provide tools for more effective policy implementation, management and evaluation of drug control policies and related programmes, based on needs identified by participants. Thematic training courses are decided on an annual basis.

4.5. MedNET

Aims: The overall aim is to improve the quality of drug policy implementation in all participating countries, with an emphasis on greater awareness of the cultural factors influencing intervention policies.

The objective is to promote co-operation, exchanges and two-way transfers of knowledge between Mediterranean countries and Pompidou Group European Member States (North-South and South-North exchanges) as well as among Mediterranean countries (South-South exchanges).

Expected results:

- Implementation of adopted work programmes
- Consolidation of the cooperation between countries

- Establishment in close co-operation with EMCDDA of the foundations for national drug observatories/resource centres
- Creation of mechanisms for cooperation in the supply reduction field

4.6. Drug Policy Cooperation in South East Europe (SEE)

Aims: The drug policy cooperation in South-East Europe aims to foster cooperation among drug authorities in the region of South-Eastern Europe and neighbouring countries by the following objectives:

- actively further develop the cooperation on drug policy in South-East Europe;
- enhancing the dialogue and the practical exchange of knowledge and experience among member States;
- supporting the development of coherent policies on psychoactive substances;
- focusing on achieving clear outcomes and tangible results.

Expected results:

- Improved cooperation among regional stakeholders;
- More resource effective policy management;
- Identified potential for synergies and possible joint action and activities;
- Increased awareness of joint responsibilities in the region.

4.7. EXASS Net

Aims: The network provides practical examples and conceptual support for drug policy implementation and action in particular by:

- facilitating conceptual support for the implementation of policies, strategies and action plans;
- providing expertise on assessment of the outcomes and impact of drug policies and programmes;
- developing a forum for the exchange of experiences;
- linking centres of competence with articulated and identified needs for assistance and capacity building.

Expected results: EXASS Net facilitates insights into practice and policy implementation on areas and topics that are of immediate concern to participating governments and institutions by providing opportunities for hands-on experience through visits and meetings. These will include visits to different services and programmes in different countries of the region showing their experiences with implementing drug policies. This way EXASS Net provides a unique two-way exchange and knowledge transfer, and is thus a win-win situation for receiving institutions and professionals, as well as for the visiting delegations.

4.8. Criminal Justice Responses to Drug Dependent Prisoners

Aims: The project is part the CoE/EU Eastern Partnership Programmatic Co-operation Framework (PCF) 2015 – 2017 under the theme II ‘Ensuring Justice’ and the regional Thematic Horizontal programme II.3. : ‘Promoting penitentiary reforms (from a punitive to a rehabilitative approach)’ and aims at:

- Supporting the enhancement of the legislative and regulatory framework and practice, in order to improve the treatment and rehabilitation of prisoners by
- Bringing national legislation and policies on execution of criminal sanctions in line with European standards;
- Supporting the adoption of European standards for the individualisation of prison sentences;
- Improving health care provision in penitentiary institutions;
- Reinforcing legislative powers and operational capacity of the national oversight mechanism (internal and external).

Expected outcomes:

- The legislative framework and national policy are developed in line with European standards to ensure the improvement of treatment and rehabilitation of prisoners.
- National mechanisms for monitoring and inspection of places of detention, as well as the independent external/internal mechanisms for the review of prisoners' complaints, are reviewed.
- Regional co-operation is established, and a strategic approach on prison overcrowding and on alternatives to imprisonment is developed.

4.9. European Prevention Prize

Aims: The Prize seeks to contribute to the development of effective drugs prevention programmes, offer the opportunity to build up partnerships/networks in the field and take stock of effective and innovative approaches. This aim pursued by the following concrete objectives:

- Recognising and rewarding remarkable and innovative approaches to drug prevention;
- Supporting and encouraging active target group involvement and participation in drug prevention
- Exemplifying the dedication and responsibility of concerned groups in shaping a better and healthier environment;
- Contributing to the development of evidence-based programmes which are closely linked to the healthy lifestyles and well-being.

Expected results:

- Examples of good and effective practice validated and proliferated;
- Gaining new perspectives and insights on drug prevention;
- Genuine and profound civil society involvement in developing and delivering prevention messages and concepts facilitated;
- Opportunities to link up with successful grass-root prevention initiatives from different countries provided;
- Broad visibility of the Pompidou Group.

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