

P-PG/OC-DT (2025)8
08/07/2025

**POLICY GUIDELINES ON COMBATING ORGANISED CRIME
RELATING TO DRUG TRAFFICKING, BASED ON THE CASE LAW
OF THE EUROPEAN COURT OF HUMAN RIGHTS**

*LIGNES DIRECTRICES EN MATIERE DE LUTTE CONTRE LA
CRIMINALITE ORGANISEE LIEE AU TRAFIC DE DROGUES,
FONDEES SUR LA JURISPRUDENCE DE LA COUR EUROPEENNE
DES DROITS DE L'HOMME*

(OC-DT)

MEETING REPORT / RAPPORT DE RÉUNION

4th Meeting of the Joint Expert Group

4e réunion du Groupe conjoints d'experts

7-8 July 2025 / 7-8 juillet 2025

Council of Europe/Conseil de l'Europe, Strasbourg

1. Opening of the meeting and adoption of the agenda	1. Ouverture de la réunion et adoption de l'ordre du jour
<p>1. The Joint Expert Group held its 4th meeting on 7-8 July 2025. The list of participants appears in Appendix I.</p> <p>2. The Chairperson, Gareth HENRY, opened the meeting and welcomed the participants.</p> <p>3. The Joint Expert Group adopted the agenda, as it appears in Appendix II.</p>	<p>1. Le Groupe conjoints d'experts a tenu sa 4^{ème} réunion les 7 et 8 juillet 2025. La liste des participants figure à l'annexe I.</p> <p>2. Le président, Gareth HENRY, a ouvert la réunion et souhaité la bienvenue aux participants.</p> <p>3. Le Groupe conjoints d'experts a adopté l'ordre du jour figurant à l'annexe II.</p>
2. Presentation on Third Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters	2. Présentation du Troisième Protocole Additionnel à la Convention européenne sur l'entraide judiciaire en matière pénale
<p>4. Secretariat member Radu PANTIRU from the European Committee on Crime Problems (CDPC) delivered a presentation on the third Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters.</p>	<p>4. Radu PANTIRU, membre du Secrétariat du Comité européen pour les problèmes criminels (CDPC) a présenté le troisième protocole additionnel à la Convention européenne d'entraide judiciaire en matière pénale.</p>
3. Presentation of the PC-RAC, its role and tasks according to the terms of reference	3. Présentation du PC-RAC, de son rôle et de ses tâches conformément au mandat
<p>5. Secretariat member Milan NIKOLIC from MONEYVAL and criminal asset recovery delivered a presentation on the PC-RAC, its role and tasks according to the terms of reference.</p>	<p>5. Milan NIKOLIC, membre du Secrétariat de MONEYVAL et de recouvrement d'avoirs criminels a fait une présentation sur le PC-RAC, son rôle et ses tâches conformément à son mandat.</p>
4. Presentation and review of the 2nd draft of the Background Study	4. Présentation et examen de la deuxième version de l'étude
<p>6. The two OC-DT independent experts presented their report, and the Joint Expert Group reviewed it.</p>	<p>6. Les deux experts indépendants ont présenté leur rapport et le Groupe conjoint d'experts l'a examiné.</p>
5. Draft-zero Policy Guidelines	5. Version zéro du projet de Lignes directrices politiques
<p>7. The Joint Expert Group examined and provided comments and inputs over the draft-zero Policy Guidelines as prepared by the Secretariat based on the Brainstorming Drop-List from the 3rd Meeting (April 2025).</p> <p>8. The Joint Expert Group instructed the Secretariat to prepare a first draft outline of the Policy Guidelines based on the discussions held</p>	<p>7. Le Groupe conjoint d'experts a examiné et fourni des commentaires et des contributions sur le projet zéro de Lignes directrices politiques tel que préparé par le Secrétariat sur la base de la liste de réflexion de la 3^e réunion (avril 2025).</p> <p>8. Le Groupe conjoint d'experts a chargé le Secrétariat de préparer un premier projet de Lignes directrices sur la base des discussions</p>

during the meeting, including elements for the preamble, operative provisions, and appendix.	tenues au cours de la réunion, y compris des éléments pour le préambule, les dispositions opérationnelles et l'annexe.
6. Working methods and programme for the next meetings	6. Méthodes de travail et programme des prochaines réunions
<p>9. The Joint Expert Group agreed on the next following steps and expectations in terms of progress and finalisation of the documents mentioned above.</p> <p>10. The Joint Expert Group agreed that the Secretariat will further develop the Concept of the Policy Guidelines in combating Organised Crime related to Drug Trafficking in line with case law of the European Court of Human Rights and present it as a future Policy Document to the 19th Ministerial Conference (27-28 November 2025).</p>	<p>9. Le Groupe conjoint d'experts a convenu des prochaines étapes et des attentes en termes d'avancement et de finalisation des documents mentionnés ci-dessus.</p> <p>10. Le Groupe conjoint d'experts a convenu que le Secrétariat développera davantage le concept des lignes directrices politiques pour la lutte contre la criminalité organisée liée au trafic de drogue, conformément à la jurisprudence de la Cour européenne des droits de l'homme, et le présentera comme un futur document politique à la 19e Conférence ministérielle (27-28 novembre 2025).</p>
7. Date and place of next meeting	7. Date et lieu de la prochaine réunion
11. The Joint Expert Group agreed that its 5 th meeting will take place on 15/16 September 2025 online, while its 6 th meeting will take place on 1-2 October 2025 in Brussels.	11. Le Groupe conjoint d'experts a convenu que sa 5e réunion se tiendrait les 15/16 septembre 2025 en ligne et sa 6e réunion les 1er et 2 octobre 2025 en présentiel à Bruxelles.
8. Other business	8. Questions diverses
<p>12. The Joint Expert Group were informed about the nexus between OC-DT and the Drafting Committee on DH-PDA.</p> <p>13. The Joint Expert Group were informed about the CDPC plenary session decision.</p> <p>14. Secretariat member of Vadim PAK CAI delivered a presentation on the new AI Framework Convention, its scope and on-going initiatives.</p>	<p>12. Le Groupe conjoint d'experts a été informé du lien entre l'OC-DT et le Comité de rédaction du DH-PDA.</p> <p>13. Le Groupe conjoint d'experts a été informé de la décision prise en séance plénière du CDPC.</p> <p>14. Vadim PAK, membre du Secrétariat de la CAI, a fait une présentation sur la nouvelle Convention-cadre sur l'IA, sa portée et les initiatives en cours.</p>
9. Adoption of the meeting report	9. Adoption du rapport de réunion
15. The Joint Expert Group agreed on the attached follow-up deadlines in examining and submitting comments to the Draft Background	15. Le Groupe conjoint d'experts a convenu du calendrier ci-joint pour l'examen et la soumission des commentaires sur le projet de rapport d'étude

<p>Study Report and Draft 1 Policy Guidelines as written procedures prior to next meeting (15/ September)</p> <p>16. The Joint Expert Group agreed to the deadlines and dates provided in this Report.</p>	<p>de fond et le projet de Lignes directrices 1, en tant que procédures écrites préalables à la prochaine réunion (15 septembre).</p> <p>16. Le Groupe conjoint d'experts ont convenu des délais et des dates indiqués dans le présent rapport.</p>
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Calendar (deadlines for comments) / Calendrier (dates limites pour les commentaires)

Report		<p>Comments from JEG members to Report Authors</p> <p>To: Frank and Letizia cc : OC-DT@coe.int</p>	<p>Report Authors send final version to Secretariat</p> <p>To: OC-DT@coe.int</p>	<p>Secretariat sends FINAL Report to JEG members</p> <p>To: All JEG members</p>	
	Deadlines		By 30 July	By 18 August	By 30 August
Guidelines	<p>JEG members send comments on the remaining Guidelines (19-28)</p> <p>To: OC-DT@coe.int</p>	<p>Secretariat sends V1 to JEG members</p> <p>To: All JEG members</p>	<p>JEG members send comments on V1</p> <p>To: OC-DT@coe.int</p>	<p>Secretariat sends V2 Guidelines to JEG members</p> <p>To: All JEG members</p>	<p>Examination/ Discussion at the CDPC meetings and PG Ministerial</p>
	Deadlines	By 15 July	By 30 July	By 31 August	By 5 September

Appendix I / Annexe I**Participants**

Ireland	Gareth HENRY Chair of the Joint Expert Group (PG)
Cyprus	Theano Christodoulou MAVROMOUSTAKI Vice-Chair of the Joint Expert Group (PG)
Switzerland	Christian SCHNEIDER Member of the Joint Expert Group (PG)
France	Milène BLANCHARD Member of the Joint Expert Group (CDDH)
Italy	Lorenzo SALAZAR Member of the Joint Expert Group (CDPC)
Ireland	Hugo K. BONAR Member of the Joint Expert Group (MEDICRIME)
Belgium (Consultant)	Letizia PAOLI Member of the Joint Expert Group (KU Leuven - Academia)
Belgium (Consultant)	Frank VERBRUGGEN Member of the Joint Expert Group (KU Leuven - Academia)
Council of Europe	Oscar ALARCÓN-JIMÉNEZ (online) Member of the Joint Expert Group (MEDICRIME)
Independent expert	Mark JACKSON (excused) Pharmaceutical Counter Diversion and Illicit Trade Specialist
CoE Secretariat:	Ardita ABDIU - PG Samantha CLOITRE-ORENSTEIN - PG Felicia RUSU - PG Milan NIKOLIC (online) - MONEYVAL and PC-RAC Radu PANTIRU - CDPC Vadim PAK - Digital Development

Appendix II / Annexe II

Agenda (as adopted) / Ordre du jour (tel qu'adopté)**Agenda and Order of Business**

1 Opening of the meeting

2 Adoption of the agenda and order of businessWorking document

OC-DT members are invited to adopt the draft agenda and the provisional order of business, subject to any further amendments discussed.

[P-PG/OC-DT \(2025\)7](#)

3 Presentation on Third Additional Protocol to the European Convention on Mutual Assistance in Criminal MattersWorking document

The Committee of Ministers of the Council of Europe has adopted a third Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters, marking an important step in the modernisation of judicial co-operation.

[Third Additional Protocol](#)

The new Protocol aims to strengthen the capacity of member and partner states to respond effectively to crime, particularly in a context of rapid political, social and technological change. It supplements and updates the Convention adopted in 1959, as well as its first two Additional Protocols, to adapt them to contemporary challenges.

4 Presentation of the PC-RAC, its role and tasks according to the terms of referenceWorking document

The PC-RAC is entrusted, under the authority of the Committee of Ministers and the European Committee on Crime Problems (CDPC), to elaborate an additional protocol supplementing the Council of Europe Convention on laundering, search, seizure and confiscation of the proceeds from crime and on the financing of terrorism (CETS no. 198), as well as a draft explanatory report.

[ToRs PC-RAC](#)**5 Presentation and review of the 2nd draft of the Background Study**Working document

Experts will present the report, OC-DT members will review.

[Background Study](#)**6 Draft-zero Policy Guidelines**Working document

OC-DT will go through draft-zero Policy Guidelines working document. This document has been prepared by the Secretariat with inputs from the Paris meeting drop list and from the two experts.

[P-PG/OC-DT \(2025\)9](#)

7 Working methods and programme for the next meetings [Working document](#)

OC-DT members will be invited to propose and agree on the next following steps and expectations in terms of progress and finalisation of the documents mentioned above.

[P-PG/OC-DT \(2025\)6](#)

Future document for the 19th Ministerial Conference (27-28 November 2025).

8 Date and place of next meeting (15 September 2025 – online)

The OC-DT Secretariat will present the proposed dates of the next meetings. OC-DT members are invited to take note of the dates of the next meetings.

5th meeting (online) on 15 September 2025
6th meeting (Brussels) on 1/2 October 2025

9 AOB

[Working document](#)

OC-DT members are invited to raise prior or at the early beginning of the meeting any other issues they would like to discuss under this agenda item.

Nexus with the DH-PDA.

[DH-PDA](#)

CDPC plenary session decision.

[CDPC](#)

Presentation on AI Framework Convention.

10 Adoption of the abridged meeting report and close of the meeting [Working document](#)

OC-DT members are invited to review, with a view to adoption, the abridged meeting report containing decisions taken during this meeting.

[P-PG/OC-DT \(2025\)9](#)
