

**Drugs and Human Security in the Americas**  
**Report on the Group of Experts Meeting**  
*San José, Costa Rica, March 28 -30, 1999*

**INTRODUCTION**

The Expert Group Meeting on Drugs and Human Security in the Americas brought together 100 experts, practitioners, academics, and government representatives from twenty eight countries of the Hemisphere (See: *Appendix I*, List of Participants). The meeting was held in San José, Costa Rica, March 28, 29 and 30, 1999. It was jointly organized by the International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR, Vancouver, Canada), the Canadian Foundation for the Americas (FOCAL, Ottawa, Canada), the United Nations Latin American Institute for Crime Prevention and the Treatment of Offenders (ILANUD, San José, Costa Rica), and the Nathanson Centre for the Study of Organized Crime and Corruption (Toronto, Canada). The event was funded by the Department of Foreign Affairs and International Trade of Canada.

Canada is promoting the development of an approach, based on the concept of “human security”, to augment and support existing activities to deal with the problems posed by illegal drugs. The Canadian Government launched, in the context of the Santiago Summit of the Americas in April 1998, an initiative to create a hemispheric Foreign Ministers’ Dialogue Group on Drugs. The purpose of this dialogue is to offer Foreign Ministers the opportunity to consider the links between the region’s drug-related problems and the broader human security needs and concerns of the peoples of the Americas. In preparation for a meeting of Foreign Ministers, the Foreign Minister of Canada has requested that independent experts from civil society organizations in the Americas and from government agencies meet to discuss the links between anti-drug policies and initiatives, and the broader foreign policy and security related priorities of the hemisphere.

The group of experts was invited to consider the relationship between the complex drug issues of the Americas and the broad human security and good governance agenda of the region. It was asked to attempt to delineate some of the links that exist between issues such as human security, good governance, alternative development and trade, transnational crime including trafficking in firearms, money laundering and broad based corruption, education and health, and the vital role that can be played by communities of the Americas in limiting the harm resulting from the consumption of, and the trade in, illicit drugs. The group of experts was also invited to offer concrete and realistic suggestions for a fruitful dialogue by Foreign Ministers of the region on measures which could complement and enhance current international and regional anti-drug efforts.

Participants in the Group of Experts Meeting were provided, for their consideration, with the following six discussion papers: (1) Human Security - Some Issues; (2) Governance, Human Security and Illicit Drugs; (3) Firearms: A Significant Threat to Human Security; (4) Alternative Development and Trade; (5) Health and Education as Strategies of Illegal Drugs Control; (6) Participation of Civil Society in Strategies to Prevent the Production, Traffic and Consumption of Illegal Drugs.<sup>1</sup> Participants also had before them copies of : *Plan of Action - II Summit of the Americas*; a document on *Human Security: Safety for People in a Changing World*”, by the Department of Foreign Affairs and International Trade, Canada; a discussion paper entitled *Drugs and Human Security in the Americas*, by Stephen Baranyi for the Department of Foreign Affairs and International Trade, Canada; the *Declaration on the Guiding Principles of Drug Demand Reduction*, adopted by the United Nations General Assembly Special Session

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<sup>1</sup> The papers were available in English, Spanish, and French and can be consulted on the following website: [www.icclr.law.ubc.ca](http://www.icclr.law.ubc.ca)

on the World Drug Problem; the *Anti-Drug Strategy in the Hemisphere*, OAS - Inter-American Drug Abuse Control Commission (CICAD).

The format of the meeting was designed to encourage broad, open-ended and often informal discussions of several inter-related issues. As a result, this report does not attempt to present a complete summary of the proceedings, but rather to capture some of the main points, issues and suggestions that came out of complex and often animated discussions among the participants.

### **OPENING SESSION (March 28)**

The meeting was called to order by Mr. Elías Carranza, Director, ILANUD. Mr. Carranza welcomed participants and introduced Mrs. **Mónica Nagel Berger**, Minister of Justice and Grace of Costa Rica. After welcoming participants on behalf of the Government of Costa Rica and emphasizing the importance of the work of the group of experts, Mrs. Nagel Berger reminded participants of the strength of the commitment of her government and of other governments of the region to address the problem of the harm caused by illicit drugs to the people of the Americas. After referring to some of the important elements of the Plan of Action of the Second Summit of the Americas and to the significance of other resolutions and conventions adopted within the context of the OAS, Mrs. Nagel Berger reminded participants of the importance of the role of civil society in the fight against drugs and in the promotion of human security. She gave several examples of Costa Rican initiatives, involving civil society in partnership with local and national governments, to address the complex issues of drug addictions and drug trafficking at the local level. The example of the “triangles of solidarity” that are being created in Costa Rica is full of valuable lessons. She also emphasized the need to focus on the links between firearms trafficking and the drug trade, the importance of national drug demand reduction efforts through treatment, education and prevention, and the need to create real opportunities for people as well as lasting social and economic conditions that will ensure that vulnerable groups will not be so easily recruited into traditional and organized crime. She acknowledged that the promotion of human security in the hemisphere and the reduction of the harm caused by drugs and crime will require concerted national and international efforts, and in particular a greater investment on the part of developed countries to assist those who require financial and technical assistance. She thanked the Government of Canada for its initiative and the four organizations responsible for coordinating the meeting. She noted how the Latin American Institute for Crime Prevention and the Treatment of Offender was once more offering some important leadership and demonstrating its ability to provide an important vehicle for cooperation between countries of the Americas.

Mr. Yvon Dandurand (ICCLR) introduced The Honourable Mr. **David Kilgour**, PC, MP, Secretary of State for Latin America and Africa, Government of Canada. Minister Kilgour welcomed participants to the meeting and opened his remarks by reminding everyone of the general context within which Canada had proposed the creation of a Foreign Ministers’ Dialogue Group on Drugs. There is a consensus in the Americas that successfully fighting the drug menace involves more than interdiction efforts. We need a strategy that is balanced and comprehensive in three key areas: demand reduction; domestic law enforcement; and international supply reduction. This balanced approach is exemplified by the Hemispheric Anti-Drug Strategy, which is being implemented by OAS member states as coordinated by the Inter-American Drug Abuse Control Commission (CICAD). One cannot over-emphasize the valuable work CICAD has done and continues to do in countering narcotrafficking, related crime, and corruption. The Multilateral Evaluation Mechanism (MEM), which will help strengthen mutual confidence, dialogue and hemispheric cooperation in order to confront with greater efficacy the diverse aspects of the hemisphere’s drug problem, is but one aspect of the important work being done by CICAD.

Minister Kilgour suggested that, in the last decade, the nature of threats to global security had changed considerably. Challenges posed by illicit drugs, terrorism, environmental degradation, human rights abuses and weapon proliferation have become more acute. These threats respect no borders and they have a direct impact of the quality of our lives. Our “traditional guidebook for global security”, he argued, is in need of a major update.

Within that context, Minister Kilgour explained, Canada has been reshaping and refocusing its foreign policy priorities. Canadians are increasingly occupied with issues that strike directly home to the individual. This human security-centred approach is based on a number of elements, several of which are exemplified in the Foreign Ministers’ Dialogue Group initiative. They include: (1) *engagement not isolation*: the transboundary nature of many of the challenges we face makes cooperative action all the more essential if they are to be confronted effectively; (2) *reforming existing international and regional organizations*: institutions established in a different era, such as the UN Security Council and the OAS, need to better reflect the changing nature of the threats to peace and security - especially their human dimension; (3) *pursuing new, innovative partnerships and coalitions*: it is evident that foreign policy is no longer simply the preserve of nation-states and diplomats. New players on the international scene, including non-governmental organizations, business associations, trade unions, and regional organizations can play a productive role in achieving crucial policy objectives; and, (4) *using “soft power” creatively*: negotiation rather than coercion, powerful ideas rather than powerful weapons, public diplomacy rather than backroom bargaining - all these are effective means to pursue elements of human security. In the information age, new communications tools should be used to service our goals.

Minister Kilgour explained that the Dialogue Group is a forum for Foreign Ministers to consider the links between our region’s drug-related problems and the broader human security and governance needs of the peoples of the Americas, and to propose concrete actions which could be undertaken in response. The Canadian Government believes that engaging Foreign Ministers in such a dialogue has the potential to add real value to the struggle against the threat posed by drugs. As one of several envoys appointed by Canadian Foreign Minister Lloyd Axworthy to travel the region and solicit reactions and opinions from hemispheric governments on the Dialogue Group, Minister Kilgour said that he was pleased that the hemispheric response to the initiative had been so overwhelmingly positive. The presence, at the Expert Group Meeting in San José, of so many participants nominated by foreign ministers can be taken as a sign of the interest the Dialogue Group has generated in the hemisphere.

Minister Kilgour reminded participants of the objectives of the Expert Group Meeting and explained that the results of that meeting and the information obtained by envoys from governments would be used to develop an agreed agenda of items that can be discussed by Foreign Ministers in June at the first meeting of the Dialogue Group in Guatemala City. Although a detail critical path has not yet been developed, activities subsequent to the June meeting will gear towards two hemispheric events, both of which are to be held in Canada: the OAS General Assembly in 2000, and the Third Summit of the Americas, in late 2000 / early 2001, where Canada intends to present the first report on the deliberations of the Dialogue Group. The Minister concluded his remarks by expressing his confidence that the meeting of experts would offer useful suggestions for consideration by the Dialogue Group and that all of these efforts would ultimately result in a very real contribution to human security in the hemisphere.

The opening session was concluded after the two speakers were thanked by Mrs. **Nobina Robinson** (FOCAL) for their remarks, suggestions and good wishes.

**PLENARY SESSION: DRUGS AS A THREAT TO HUMAN SECURITY (March 29)**

The session was chaired by Mr. **Michael Small**, Director, Peace Building and Human Security Division, Department of Foreign Affairs and International Trade, Canada. Mr. Small reminded participants of the purpose of the Foreign Ministers' Dialogue Group on Drugs and the role of the Expert Group Meeting. He expressed the view that the concept of human security offered a new, broader and fruitful way for countries of the hemisphere and, in particular Foreign Ministers, to consider how to enhance their collective efforts to reduce the harmful effects of drugs in the wider context of their other initiatives to promote human security in the Americas. He emphasized that the current Canadian Government's initiative was meant to enhance and not to replace current international efforts relating to the illicit drug problems, and in particular the work of CICAD. The participation of experts from civil society organizations in this process, he argued, was essential. Mr. Small explained that, although the proposed format for the meeting, in particular the mix of informal discussions in small groups and plenary sessions, was perhaps one with which some participants were unfamiliar, it was one intended to stimulate wide ranging discussions and brainstorming. It was hoped, he added, that the process would promote the elaboration of an innovative approach and concrete suggestions that would be useful to Foreign Ministers, rather than simply pursue some illusive consensus on a text of formal recommendations to be transmitted to Ministers.

The first speaker was Mr. **Stephen Baranyi**, Senior Program Officer, International Development Research Centre, Canada. Many social problems, he argued, are being exacerbated by the process of globalization. This forum may distinguish itself by opening a new dialogue between government and civil society to tackle the many complex problems associated with illicit drugs and to work towards the objective of human security. The real goal for this expert meeting is to translate the concept of human security into a set of realistic, strategic and programmatic directives that are useful and usable by Foreign Ministers. State initiatives are not always well integrated (nationally, regionally, or internationally). This meeting however can present innovative ways to show how various agencies and states might better work together to achieve common objectives. The use, as a framework for consultation on the issue of drugs, of the "human security" concept, with its global focus on how various threats impact upon individuals, communities and the social structure, is a major innovation.

Mr. Baranyi also argued that there is a need to promote human security as well as holistic approaches to tackle the problems associated with illicit drugs. Such approaches should integrate issues relating to governance, alternative development and trade, firearms control, health and education, and the participation of civil society. A greater impact can be achieved by forming partnerships between relevant government and non-governmental agencies. One of the cornerstones of the concept of human security is its focus on democracy. The strengthening of civil society, efforts to protect the environment and to defend and protect human rights offer a way forward in achieving sustainable results in the fight against drugs. There clearly is a need to move from military security conceptions of the problem to conceptions focused on democracy and human security. The concept of human security, among other things, helps us understand why we should strengthen mutual legal assistance, but also why we need to improve other sectors such as the administration of justice and the participation of civil society. Arriving at a precise definition of the concept of human security is not without difficulty and the concept itself is not without limitation. Canada has no monolithic definition of human security. In matters of social policy, Canadians are usually prepared to work hard to achieve consensus. Achieving a consensus on the concept of human security will be not be any different. The concept is often criticized as a "dress with no form", and its functionality questioned. However, the strength of the concept, Mr. Baranyi suggested, resides in its ability to promote the consideration of people-centred, realistic, integrated and holistic approaches based on a greater understanding of the linkages that should be made not only between the various social, environmental and economic threats that affect our lives in a globalized community, but also between the various and often disparate efforts to counter them.

The second speaker was **Dr. Rosa del Olmo**, Past-Director, José Felix Ribas Foundation, Venezuela. Drugs are considered by many as a threat to national security requiring military intervention and repressive action by the state. However, according to Dr. del Olmo, that approach to the problem of illicit drugs tends to ignore the importance of underlying issues relating to poverty, social problems and inequities, the wide gaps between the rich and the poor, as well as the failures of many existing policies. Reconsidering the whole of these issues from the perspective of human security, as proposed by Canada, offers numerous possibilities to reform existing policies and, in particular, to fully realize the social and human impact of the failures of the so-called “war on drugs”. The war on drugs is a primary vehicle for transferring military-industrial hardware and knowledge from the United States to Latin and South America. Today, cocaine and heroin are more available and at better prices in the United States than they were before the introduction of the war on drugs. The globalization of the economy and the transnationalization of law, are threatening the sovereignty of nation states in regulating their own population. It is important to consider these issues as well as others raised in the discussion papers prepared for this meeting in order to develop an alternative policy agenda that tackles the illicit drug problem in a way that respects human dignity and promotes human security.

Dr. del Olmo also expressed her own concerns with respect to some of the issues raised in the discussion papers and expressed the hope that these would receive greater attention during subsequent discussions. These issues included: (1) The rise of transnational criminal activity tends to be dealt with in a one-dimensional manner. Certain groups are demonized but their interactions with other elements of society receive much less attention. Furthermore, the economic basis of much of current organized criminal activities is often ignored. There is little recognition of the fact that, for many groups, participation in the informal economy to which these activities contribute often represents a necessity or, at least, a realistic choice. (2) We should not automatically point to drugs as the main cause of violence. There are several instances where other factors, such as poverty or inequitable land distribution which, in some rural areas, may be just as important if not more immediate causes of alienation and violence. (3) The root problems responsible for much of the observed violence in the Americas is found in the international markets for weapons. (4) Corruption is pervasive across a number of areas, including construction, finance, government procurement and licensing, and the private industry. One should not forget that militarization plays an important role in how Latin and South America respond to structural issues in national and international economic structures and that that, in itself, presents further difficulties in preventing corruption. (5) When dealing with the drug trade, organized crime and corruption, care should be taken to avoid certain unproductive stereotypes, such as those of the “drug barons” and “foreigners”, which cannot but interfere with effective concerted action to address these problems. Such stereotypes are often reinforced by sensationalized media accounts which do not help mobilize the population to contribute to a solution, but simply increase and play on its fears. Dangerous vicious circles are thus created which have the effect of a self-fulfilling prophecy. Dr. del Olmo concluded her remarks by observing that, in South America, important research findings do not generally tend to be discussed outside of academia and unfortunately do not have the impact that they should have of social and governmental policy. She expressed the hope that the meeting of experts would help build better bridges between academic research and social and foreign policy.

The third speaker was the **Honourable Mr. Justice R. Carl Rattray** O.J., President, Court of Appeal of Jamaica. Mr. Justice Rattray prefaced his remarks by explaining that they reflected a Jamaican perspective, but added that he felt confident that his conclusions could apply to most Caribbean countries. It is the young people in our countries who are most at-risk of becoming involved in a number of dangerous activities, including drug use. Young people frequently become involved in criminal activities out of a need to support their drug habit and organized crime is known to make a deliberate attempt to target youth.

Mr. Justice Rattray observed that there is a continuing debate on what drugs should properly be defined as dangerous. Ganja has religious and cultural significance in Jamaica and for many years its use was not criminalized. Lately, it has been shown that marijuana can be helpful in medical treatment of glaucoma, AIDS and other diseases. In this context, therefore, there has been and continues to be a debate in relation to the desirability of decriminalizing the use of ganja. Its possession and use, however, contrary to the views of many, remain illegal and attract criminal penalties.

Developments in communication and a greater ease of travel and of movement of goods, services and people have created, alongside legitimate trade between countries, a dark side of commerce identified as drug trafficking. In this regard, the Caribbean territories lie, inconveniently from our standpoint but conveniently for traffickers, between the cocaine producing countries of the South American continent and the largest population target for the consumption of cocaine and other drugs, the United States of America. A by-product of this trafficking has been the movement of guns from the United States into Jamaica. Their distribution among criminal gangs, some in the drug trade and some not, contributes to a continuing increase in criminal activity in which such weaponry is utilized, the involvement of armed thugs in the political process, and an alarming murder rate related to the use of firearms. Therein and in the drug trafficking connection, according to Mr. Justice Rattray, lies the greatest threat to human security. While drugs are a considerable threat to human security, firearms represent a dimension that must not be forgotten, as they are a threat whose effects are real and can have profound and immediate consequences for afflicted citizens and communities. As we cooperate with each other in the struggle to eliminate the drug trade, is it being unreasonable, Mr. Justice Rattray asked, to insist that we ensure that the zeal and cooperation with which we pursue initiatives to eliminate drug trafficking be also directed at halting the pernicious trafficking in deadly weapons which also is a by-product of the trade in dangerous drugs?

Jamaica has had to address the problem of drugs in a multi-faceted manner. The country's strategy includes domestic legislation, international cooperation, and the negotiation of bilateral treaties with various countries. Mr. Justice Rattray explained briefly the Jamaican laws and other initiatives under each one of these rubrics. He concluded his presentation by a brief discussion of some of the issues that international cooperation in the fight against drug trafficking raises from the point of view of national sovereignty. He explained that, on the road to the achievement of greater human security and a protection from the scourge of drugs, Jamaica has found it necessary to share its sovereignty with other countries from inside and outside the region. However, a concern for human security must necessarily embrace a respect for the sovereignty of each nation and insist that the achievement of common objectives be pursued within the framework of legal and treaty commitments. For example, he argued, the utilization of bounty hunters for the purpose of capturing persons allegedly involved in illegal drug activities within another jurisdiction cannot be condoned. Such action not only breaches treaty arrangements but also jeopardizes the foundation upon which cooperation between nations in the war against drugs is anchored. Embarking upon such activities outside of the settled international arrangements can also, in itself, presents a danger to human security.

#### **PLENARY SESSION: ENHANCING THE CURRENT RESPONSE TO THE CHALLENGE OF DRUGS (March 29)**

The session was chaired by Dr. **Margaret Beare**, Director, Nathanson Centre for the Study of Organized Crime and Corruption. Dr. Beare opened the session with a few comments on the premises of the concept of human security in terms of its ability to foster the development of more holistic, integrated and focused response in the hemisphere to the challenge of drugs. She referred participants to

the discussion papers they had already had a chance to consult, explained the objectives of the plenary session, and related them to the four major themes to be introduced next.

The first presenter, **Yvon Dandurand**, Director of Policy Development, International Centre for Criminal Law Reform and Criminal Justice Policy, reminded participants of how drug trafficking and other forms of organized transnational crime, through the violence, corruption and other socially harmful consequences they entail, are a direct threat to human security. They also constitute an indirect but very real threat to human security by weakening the very same governance mechanisms that are responsible for their control. They undermine the authority of state institutions and, consequently, weaken their capacity to effectively implement a program of government, uphold the rule of law, and promote human security. Economic crimes, such as financial fraud, corruption of public officials, and money laundering, can threaten the integrity of social, economic, financial and political institutions. They can also rapidly defeat social and economic development efforts. Organized transnational criminal activities not only substantially increase the amount of violence in society, but often also neutralize local or national crime control and prevention strategies.

Mr. Dandurand argued that the strengthening of the state and its institution is essential to the development and consolidation of democracy in the hemisphere. It involves the rebuilding of a state's capacity to perform in areas that are fundamentally its responsibility, such as public safety, education, and health. The strengthening of democracies and the promotion of human security require concerted political action directed at restoring the legitimacy of political institutions, including and most importantly, electoral, justice and law enforcement institutions. In the same manner, the promotion of human security in the hemisphere requires broad-based strategies to enhance the capacity of states, independently and collectively, to address various concurrent threats to human security. Such threats include but are not limited to those posed by the illicit drug trade and other forms of transnational crime. Effective strategies can be identified which, although perhaps not as narrowly targeted as they have been in the past at the specific threat posed by the illicit drug trade, may nevertheless hold a greater long-term promise for reducing the social and human harm caused by illicit drugs. The speaker drew the attention of participants onto some of the issues raised in the discussion paper on *Governance, Human Security and Illicit Drugs*. The paper, he said, offered a reminder of how the capacity of social, political and legal institutions to promote human security is hindered by corruption, often fueled by organized crime, lack of resources, lack of competence, and insufficient international cooperation. It also points at some of the already identified priorities for action in the hemisphere from the point of view of improving the credibility of government institutions and their capacity, in partnership with communities, to meet public expectations with regard to justice, public peace and human security.

The speaker noted that there was a hope that, by approaching the problem of illegal drugs from the broader perspective of human security, countries of the hemisphere would be able to significantly improve their current response to the problem. Participants have been reminded several times that the purpose of the meeting of experts was not to propose a replacement for existing initiatives, but rather to offer concrete suggestions on how they could be enhanced. However, the idea that countries of the hemisphere should try to improve upon their current strategies would seem to suggest that there already is an understanding of how effective these strategies really are. This, unfortunately, is not quite the case. Evaluating our current success is not that simple. Several international organizations, including the United Nations Drug Control Programme and the CICAD have been attempting to come to grips with that question. If one distinguishes between the most common forms of evaluation, i.e. process evaluation, outcome evaluation, and the identification of the unintended consequences of existing strategies, one finds that very little systematic work has been conducted with respect to any of these subsets of evaluation questions. With respect to process evaluation, some mechanisms are being put in place, but it is already obvious that the full implementation of existing conventions and bilateral agreements is far from having been accomplished by a majority of jurisdictions in the hemisphere. There has been virtually

no outcome evaluation conducted. There is obviously no consensus on what specific outcomes are being pursued or should be expected, let alone on how their achievements should be measured. There are still a number of issues relating to the identification of adequate financial and technical resources and the large investments required in the area of institution building, particularly in the area of criminal justice, that have yet to be addressed. Finally, with respect to the unintended detrimental consequences on current policies and activities, most meaningful discussions have been precluded by a defensive attitude of proponents of current approaches. The potentially detrimental consequences of the latter, from the point of view of development, human rights, human security and social peace, have yet to receive serious attention.

Mr. Dandurand concluded his presentation by drawing the attention of participants on the issues outlined in another discussion paper, *Firearms: A Significant Threat to Human Security*. He stated that the control and regulation of firearms transactions, ownership and use, both domestically and internationally, is a priority from the point of view of crime control, public health, social peace and human security. The current international focus on the transnational aspect of the human security threat posed by firearms, that is a focus on preventing smuggling and trafficking, should not obscure the need for other potentially more effective actions at the national level. In each and every country of the hemisphere, there are currently enough firearms, in circulation legally or illegally to constitute a very real threat to human security. Most countries in the hemisphere have very weak domestic firearm regulation regimes. The implementation of the OAS Convention relating to trafficking in firearms definitely represents an urgent priority for action. However, international cooperation, technical and financial assistance, beyond joint efforts to combat international trafficking in firearms, can also play an important role in the hemisphere in preventing some of the harm caused by firearms and in improving human security. Since there is clear evidence of a close interdependence between the success of national and international efforts to regulate firearms, international technical and financial assistance should be exchanged not only for the prevention of transnational trafficking, but also for the development and implementation of effective national firearm regulation and control strategies.

The second presenter, Mrs. **Elena Alvarez**, Deputy Director, Center for International Health, State University of New York, focused her comments on issues relating to alternative development and trade. Alternative development is one of the policy measures used by governments to address the underlying causes and contributing factors of drug production. Alternative development is seen primarily as a supply reduction strategy in anti-drug programs. The objective is to promote conditions which would discourage the production of illicit crops and to encourage the pursuit of alternative livelihoods for the people in affected regions. Over the long term, sound alternative development strategies can help restore social, economic and political stability in areas which have been afflicted by the harmful consequences of drug production. The presentation by Mrs. Alvarez focused on two questions: (1) the definition of alternative development; and, (2) the identification of the conditions that are necessary to make alternative development possible. She defined "alternative development" as a set of activities of the agro-industrial sector to move people from the cultivation of illegal crops to that of legal ones. Alternative development, she added, implies strong governmental support. However, the latter is becoming increasingly difficult in the context of globalized economic structures which often minimize the role of national governments. Achieving intra-national and international cooperation towards the objective of alternative development is always a difficult process. Much is already known about the conditions which are favourable to the success of alternative development efforts. A review of recent experiences, for example in Peru and Bolivia, points at many of these pre-requisites. However, much also remains to be learned about these conditions. Chief among them must be the presence of a strong political commitment and the existence of a minimum amount of political stability. In some areas, the production of illegal crops has contributed to economic development and it is thus very difficult for political leaders and law enforcement officials to eradicate that which has brought prosperity to a previously poor area. In addition, many rural areas do not



have the infrastructure necessary to support alternative development. In such instances, the production of illegal crops is not only much easier, but also often ingrained in cultural traditions and economic trade. The land is not always suitable for alternative crops. It is also important to realize, Mrs. Alvarez stated, that many communities are ready for alternative development as they are beginning to feel the effect of the falling price of cocaine. It should also be obvious that alternative development is not possible without very significant investments and that the necessary resources are not often available. Serious consideration, Mrs. Alvarez argued, should therefore be given to using some or all of the confiscated assets of organized criminals as well as the seized proceeds of crime to fund alternative development projects.

The third presenter, Mr. **Juan Gabriel Ronderos**, Fellow, Nathanson Centre for the Study of Organized Crime and Corruption, made a presentation on the subject of health and education as strategies that most directly target health and education issues, are fundamental to address the illicit drug problem, but they are often unused. While the drug trade is extremely flexible in nature, the collective response to the harm caused by drugs is not nearly as flexible. It is very slow to adapt to the changing environment and the changing nature of the problem. A pure law enforcement approach has consequences that may not be intended.

It is important to remember that the marginalization of large segments of the population creates large recruitment pools for crime. Furthermore, the isolation of such populations make it difficult for them to participate as partners in any proposed solutions to the problem. Entire communities where drug cultivation occurs are being stigmatized as delinquents by society. There is a greater probability, within such communities, for health and mental health issues not only to arise but also to go unaddressed. Children are of special concern as they are the main victims of this stigmatization process, growing up within "delinquent" families and communities. These issues are compounded by an absence of treatment facilities and resources. People suffering from drug addiction have little access to adequate treatment and rehabilitation services. Prison, rather than treatment, is too often the answer. The increasing number of people, all over the hemisphere, who are incarcerated as a result of current criminalization policies and practices is an additional source of various health concerns.

In addition to the impact on communities, the environment can also be at risk. There are many instances where the drug production process and some supply reduction practices threaten the natural environment. The use of deadly herbicides and chemical components that affect the soil and vegetation create public health hazards which are not yet well understood.

The human security paradigm dictates that we adopt broad-based, holistic approaches to the problem of drugs and, within such approaches, public health strategies, the creation of accessible health services, and education will necessarily occupy prominent places.

The fourth and last presenter, Mr. **Elías Carranza**, Director, United Nations Latin American Institute for the Prevention of Crime and the Treatment of Offenders, offered a brief discussion of the question of the participation of civil society in strategies to prevent the production, traffic and consumption of illegal drugs. According to Mr. Carranza, the promotion of participatory democracy is part and parcel of the promotion of human security. This is implied in the concept proposed so far by Canada. The question of civil society's participation and of community involvement in the control of the production, traffic and consumption of illicit drugs relates to the broader issue of democratic governance. To date, the control of drugs has been left to a complex hierarchy of national and international bodies and has not included the participation of civil society. The matter has not tended either to be approached in the comprehensive and integrated manner implied by the concept of human security. To some extent, governments of the region as well as the international community in general are now acquiring a new awareness of the shortcomings of the previous approach to drug control and have expressed a willingness to consider new ways of dealing with the situation. The discussion paper circulated to participants highlights some of the ways in which it would be possible to move forward on these issues. The Action Plan adopted at the Second Summit of the Americas also provides a very sound framework for a discussion of the ways in which civil society can and must be involved not only in the fight against drugs, but also in the development and implementation of social policy in general.

According to Mr. Carranza, it is possible analytically to distinguish between several different opportunities for civil society to participate in what could become an integrated and comprehensive strategy to address the problems associated with illegal drugs. Some of these forms have already begun to appear in certain countries. However, in most cases, such initiatives are still in their infancy and often meet with considerable resistance because they are inconsistent with the still dominant mode of approaching the problem. In most countries of the region, the state exercises a strong monopoly over all crime prevention and criminal justice matters and has a tendency to deny opportunities for communities and for victims to participate in the elaboration and the implementation of criminal justice and social control policies in general. It was only recently that some legislation began to incorporate the victims and, very timidly, the communities into the criminal justice process and to acknowledge that, in some cases, they must be given an opportunity to define, present and defend their interests. In any event, the type of community participation that should be discussed during the meeting of experts is that which is inspired by the broader concept of human security and which is alluded to also in the Santiago Plan of Action. It involves a far more important and active role for civil society than mere participation in the criminal justice process. The ultimate purpose of such participation is to give communities and members of civil society a chance to actively participate in the building of a peaceful and prosperous society where the security and the right of

individuals, groups and communities are secured. Mr. Carranza then outlined several possible forms that civil society participation could take in an integrated strategy to promote human security and address the problems associated with illegal drugs. These included examples of civil society's participation in public policy and legislation development, in municipal level efforts, in local crime prevention initiatives, in drug consumption prevention and treatment strategies, and in public education initiatives.

In Costa Rica, a new policy exists which encourages the establishment of "triangles of solidarity" in addressing drug-related and crime problems. The triangle includes three essential points: the government, communities, and local agencies or institutions. Other resources can also be mobilized such as that of organizations able to provide assistance and/or treatment to the consumers of illicit drugs (e.g. Narcotics Anonymous). The experience of the "triangles" has also highlighted the importance of offering youths some meaningful cultural, economic, and educational opportunities in order to make it possible for them to be fully participate in the life of their community. The experience has also emphasized the importance of making the necessary resources available so that early prevention strategies and rehabilitation programs are developed to promote the successful social integration of youths, particularly those suffering from drug addiction, as opposed to waiting for them to become more serious offenders requiring costly interventions such as incarceration.

The four presentations were followed by a period of discussion. It focused partly on the desirability of attempting to more clearly define and perhaps narrow down the concept of human security. While it was acknowledged that the concept was still evolving and that it would no doubt be important to sufficiently operationalize it to allow it to yield concrete and useful policy options, it was also argued that the concept would be a most useful one if it could remain flexible enough to adapt to varying national, regional and local contexts. Several specific issues were also identified by participants as requiring special attention during the discussions to follow. These included: (1) the need to more clearly distinguish between the harm done by the illegal drug trade and the harm done by drug control policies and strategies themselves; (2) the need to develop a better way of dealing with the issue of criminal deportation, especially from the United States, to the developing world; it is a complex issue that threatens a number of countries, and in particular a number of Caribbean countries. Certain current practices are perhaps understandable from the perspective of the United States, but their impact on the country receiving the deportees can nevertheless be devastating; (3) the need to recognize the important role that churches can and often do play, given their ability to mobilize the public in the hemisphere, in tackling many of the issues under discussion; (4) the need to look at how investments can be attracted by poor countries in order to lead to realistic alternative development initiatives. Without realistic

markets for legitimate commodities that poor countries can export, drugs will remain a popular approach for economic development and will be pervasive; (5) the need to recognize the importance of making the necessary financial resources available to non-governmental organizations in Latin America. As most of them remain chronically under-funded, their ability to fully contribute to national efforts to address the drug problem and to promote human security unfortunately remains limited.

#### **WORKSHOP SESSIONS (March 29)**

Participants were then invited to carry out discussions in four concurrent workshops dealing with the themes of governance, health and education, civil society, and alternative development and trade. The workshops were designed to allow for a very informal exchange between government and non-government experts. Chairs and animators moderated the exchanges and reports were made for the next day. Participants raised issues dealing with current commitments and existing initiatives in the four thematic areas. Individuals commented on the experiences of their own countries and on the experiences of the different regions of the Americas with regard to the four issues.

#### **PLENARY SESSION: ELEMENTS OF AN INTEGRATED POLICY (March 30)**

The session was chaired by Mr **José Miguel Alfaro**, Latin American Institute for the Prevention of Crime and the Treatment of Offenders who explained the purpose of the session and introduced the two speakers.

The first speaker, Mr. **Pedro David**, Justice of the National Court of Penal Cassation of Argentina and representative of the International Institute of Higher Studies in Criminal Sciences (ISISC), offered some elements of a synthesis of the discussions which had taken place in the previous day and reminded participants of the need to learn from the lessons that can be drawn from previous initiatives. He acknowledged that it would perhaps not prove easy to provide a detailed definition of the concept of human security. The concept certainly suggests the need for an integrated perspective and the development of integrative approaches to counter various threats to individuals and communities. Even more importantly, however, the concept implies a return to individual and cultural values that are important to peoples of the hemisphere. In part it relates to social sciences and to the law, but above all the concept of human security brings us back to the question of the values of our society and our world. Security is linked to cooperation, solidarity and social peace, and the external problem of justice. The problem of evaluating the relative success of existing policies and practices is a complex one. Many of the existing standards and concepts found in international conventions and other instruments often do not relate to real life and, when they do, are insufficiently implemented. In some cases, their practical consequences are not particularly consistent with a genuine respect for individual rights. Mr. David also argued

that, in spite of the forever present gaps between governing principles and policies, on the one hand, and their practical application on the other, there are several signs at the international level that countries are prepared to reexamine some of the principles behind their current approaches to the drug problem and other threats to human security. Resolutions of the 1998 Special Session of the United Nations General Assembly provide a case in point.

The need for greater symmetry between supply-reduction and demand-reduction strategies is increasingly being recognized. Globalization holds enormous problems including the fact that it seem to result in growing disparities between rich and poor people, and between rich and poor countries. Addressing the social inequalities and social problems still prevalent in the hemisphere is a prerequisite of human security. Qualitative changes in the lives of people are needed. Without some real development and without some effective action to counter the detrimental effects of public corruption and the misappropriation of public assets, the risk of Latin America returning to military dictatorship is very real. Inequality and poverty must be recognized as the main stumbling blocks to greater success in the fight against illegal drugs. Mr. David concluded his presentation by suggesting that the concept of human security not only allows us to catalogue our calamities, but also and more importantly it provides a concrete basis upon which it is possible to move toward a new international solidarity and policy in tackling the problem of drugs.

The second speaker, Mr. **David Beall**, Executive Secretary, Inter-American Drug Abuse Commission (CICAD) explained that his own comments were mostly informal and were meant to ensure that participants had a good understanding of the OAS/CICAD Anti-Drug Strategy in the Hemisphere and of the role and work of the Inter-American Drug Abuse Commission. The human security perspective suggested by Canada, as a basis for a Foreign Ministers' Dialogue Group on Drugs, is a worthwhile and important one. An emphasis on the concept of human security allows a consideration of some fundamental issues that have profound implications for us all. The objectives pursued by CICAD are certainly consistent with such an approach. However, it should be remembered that the mandate and mission of CICAD are much more specific. CICAD is an organization of states, and it is the expression of a multilateral strategy for tackling the drugs problem. It was formed in 1986 and, since then, its mission has evolved considerably in order to face the increasing complexity of the drug problems. Currently, efforts are being made to develop a multilateral evaluation mechanisms (MEM). In that case, as in the case of all actions undertaken by CICAD, the main purpose is to foster, on the basis of negotiated agreements and strategies, cooperation between countries in their respective and joint efforts to address the problems associated with drugs. In doing so, there is a growing recognition that there are other associated problems and related criminal enterprises, such as for example the threats posed by

trafficking in firearms, which must received attention as part of a comprehensive and integrated strategy to address the drug problem.

After a brief period of discussion, the session was concluded by Mr. José Miguel Alfaro who expressed the view that there is an obvious need to build a system of internal defenses against the scourges of our age. The concept of human security leads us to focus on individuals and on the need to give them the tools and empower them to improve the quality of their own lives.

#### **PLENARY SESSION: NEW OPPORTUNITIES FOR INTERNATIONAL COOPERATION (March 30)**

The purpose of this plenary session was to encourage participants to focus on a number of recommendations and suggestions made during the four workshops conducted the previous day. The session was co-chaired by Mr. **Yvon Dandurand** (ICCLR) and Mr. **Elías Carranza** (ILANUD). Brief reports were presented by each of the rapporteurs for the four workshops: Mr. **David Hicks** (International Centre for Crime Prevention, Montréal) on the workshop on Governance, Human Security and Illicit Drugs; Mr. **Pierre Bouchard** (Université du Québec à Montréal) on the workshop on Alternative Development and Trade; Mr. Manuel Parra, (Centro de Orientación Virgilio Guerrero) on the workshop on the Participation of Civil Society in Strategies to Prevent the Production, Traffic and Consumption of Illegal Drugs; Dr. **Rosa del Olmo**, on the workshop on Health and Education as Strategies of Illegal Drug Control.

A document (in English and Spanish) listing the various suggestions and recommendations coming out of the four workshops was distributed to participants (see *Appendix 2*). Yvon Dandurand explained to participants that the task which remained ahead of them was to consider these various suggestions and to attempt, during the following final workshop sessions, to produce a number of pragmatic suggestions which could realistically be considered by Foreign Ministers during the first meeting of their Dialogue Group on Drugs. Suggestions addressed at civil society and non-governmental organizations were also welcomed. Participants were urged to avoid simply restating existing government commitments, such as those found in the Santiago Summit of the Americas Action Plan or the CICAD Anti-Drug Strategy in the Hemisphere, and to focus on recommended actions that would promote the effective implementation of existing commitments, and on the potential linkages across the four themes already identified within the policy objectives relating to human security.

#### **WORKSHOPS: NEW OPPORTUNITIES FOR INTERNATIONAL COOPERATION (March 30)**

The expert group meeting continued its work in four concurrent workshops. Each workshop was asked to consider and report on new

opportunities for international cooperation that might flow from a human security perspective as it relates to the drug problems in the hemisphere. Workshops on the second day looked at summaries of recommendations made in the workshops the previous day. Focus was placed primarily on domestic policies, international agreements and conventions, the role of international institutions, ways to promote civil society participation and the sharing of best practices. Participants were asked to be realistic and pragmatic; recommend actions which would promote effective implementation of existing commitments; not recreate existing governments commitments such as the Santiago Summit of the Americas Plan of Action, CICAD's Anti-drug Strategy in the Hemisphere the Declaration of the UN General Assembly Special Session on Drugs, among other; focus on the linkages across the four themes within the policy objectives related to human security; identify new ideas for international cooperation -- between civil society as well as government bodies; distinguish between long-term and short term initiatives and be formulated in terms that are flexible enough to reflect regional/subregional priorities, needs, and circumstances.

#### **FINAL PLENARY SESSION: CONCLUSIONS (March 30)**

The final session of the meeting was co-chaired by **Mr. Yvon Dandurand** (ICCLR) and Mr. **Elías Carranza** (ILANUD). Reports were received from the rapporteurs for each one of the four workshops that had considered the theme of new opportunities for international cooperation: Mr. **Guillermo Aureano** (COLAM) and Mr. **Roberto Cáceres** (CEDEJU), **Dr. Francisco Thoumi (Prodigy)**, and Cristina Torres (Pan American Health Organisation)..

A brief discussion followed. The co-chairmen noted that there was a clear consensus among participants on the useful of the concept of human security as a unifying concept allowing for a greater integration of various existing and potential initiatives to address the problems of illicit drugs in the hemisphere. An apparent consensus among participants was also noted with respect to the urgent need to give full effect to existing international commitments and in particular to existing OAS conventions. The purpose of the Expert Group Meeting, however, was not so much to develop a perfect consensus on a set of recommendations to be submitted to Foreign Ministers, but rather to offer them reasoned and principled arguments in support of various options they may wish to consider during the first meeting of the Dialogue Group. The reports just received from the four workshops certainly offered rich material for the preparation of a brief analytical report for their consideration. It was explained that such a report would be prepared by the four organizations responsible for the meeting and would be submitted to the Canadian government.

Representatives from those four organizations in thanked the Canadian Government, and in particular the Department of Foreign

Affairs and International Trade, for its initiative in making this important consultation meeting possible. They also expressed their sincere appreciation to all participants for their hard work and their contribution to the discussions, and in particular to those who had volunteered as presenters, workshop leaders and rapporteurs. The co-chairmen thanked the meeting coordinators, Mr. Ronald Woodbridge (ILANUD), Ms. Clara Hutt (ILANUD) and Ms. Vivienne Chin (ICCLR) for their hard work and for the exceptional support they had provided to all participants. Mrs. Christina Rojas, on behalf of all participants, thanked the organizers of the meeting and the Canadian government for this significant initiative and congratulated them on the quality of the consultation that had just taken place. She expressed the hope that this important initiative of the Canadian government will continue to gain the support of all countries of the hemisphere and yield some of the changes that are required for the promotion of peace and human security in the region.



**DRUGS AND HUMAN SECURITY IN THE AMERICAS**  
**28 - 30 MARCH, 1999**  
**SAN JOSÉ, COSTA RICA**

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## Introduction to Workshops (30 March)

During the policy option workshops, we urge participants to remember that our suggestions should :

- be principally addressed to Foreign Ministers and civil society organizations.
- be realistic and pragmatic.
- recommend actions which would promote effective implementation of existing commitments.
- not recreate existing governments commitments such as the Santiago Summit of the Americas Plan of Action, CICAD's Anti-Drug Strategy in the Hemisphere, The Declarations of the UN General Assembly Special Session on Drugs, among others.
- focus on the linkages across the four themes within the policy objectives related to human security.
- identify new ideas for international cooperation---between civil society as well as government bodies.
- distinguish between long-term and short-term initiatives.
- be formulated in terms that are flexible enough to reflect regional/ sub-regional priorities, needs, and circumstances.

The following suggestions reflect some of the main points that came out of Monday's Workshop. Do not feel that you are constrained by these specific issues. They are only intended to begin your discussions.

We remind you that the Santiago Plan of Action constitutes a body of concrete initiatives intended to promote the overall development of the countries of the hemisphere and ensure access to and improve the quality of education, promote and strengthen democracy, and the respect for human rights, deepen economic integration and work to reduce poverty and discrimination. All of these initiatives are relevant to human security and none of them can be accomplished without a strong civil society component.

### **A. Governance, Human Security and Illicit Drugs**

Participants may wish to suggest that:

- the use of the term "governabilidad" be clarified by using the concept of "Capacidad de gobernar.";
- the objective of "human security" be refined in terms of main constitutive elements:

Proactive participatory (not just consultative) approaches that involve citizens and civil society;

Developing capacity for governance ;

Multi-lateral and not unilateral action, and consultation between countries on hemispheric problems and solutions;

Move from national security to human security focus that includes concepts of economic and social development;

- there exist a fundamental concern about the increase use of military as opposed to civilian means of dealing with various threats to human security;
- there are several severe unintended consequences of existing drug control strategies that must be identified and addressed;

- the issue of deportation of individuals who have committed offenses (as opposed to simple illegal immigration) from host countries (US, Canada, & Europe) to receiving countries in the Caribbean and Latin America poses enormous difficulties;
- there is a urgent need to discuss an agenda for multi-lateral research on the impact of criminal-involved deportees on host and receiver countries, and move from unilateral to multi-lateral and hemispheric action plans on deportee classification and information sharing, and technical assistance;
- there is a need for more discussion of hemispheric priorities built upon national priorities first, then regional, then hemispheric. Decertification compels countries to spend internal resources based on US priorities rather than domestic priorities, this situation does not lend itself to the pursuit of national priorities in the pursuit of domestic human security (e.g., focus on outgoing rather than incoming drugs traffic in the Caribbean);
- countries ratify existing conventions, particularly the Convention Against Corruption and the Convention Against Trafficking in Firearms, and introduce implementation and evaluation mechanisms;
- measures be taken to promote access to best practices and use of alternative measures in preventing crime;
- a culture of legality must be promoted as well as a clear set of values (e.g., democracy and the rule of law);
- human security and democracy are not possible without tackling the problems of impunity;
- measures must be developed to promote transparency of financial transactions and political appointments, regulations on political contributions during election campaigns and the expenses of political parties;
- measures to promote equal access to justice must be promoted;
- funding and coordination mechanisms must be set in place to promote financial and technical assistance in the area of criminal justice.

## **B. Alternative Development**

Participants may wish to suggest that:

- Foreign Ministers broaden the scope of alternative development beyond supply reduction activities in anti-drug strategies, to now encompass overall development priorities (law enforcement and interdiction activities must therefore not be seen to be coercive but rather be more collaborative with the local populations).

This would mean not limiting alternative development to the supply reduction chapter of the CICAD Hemispheric Anti-Drug Strategy, or not defining it as a measure for the eradication of illicit crops as in the Declarations of the UN General Assembly Special Session on Drugs.

- Even though they are not directly responsible for domestic economic policy, Foreign Ministers can encourage a more coherent and integrated approach to alternative development strategies within their administrations and cabinets.



### *Trade and Agriculture*

Participants may wish to suggest that:

- Trade Ministers give priority to the issue of alternative development in the context of international trade negotiations for a Free Trade Area of the Americas, the World Trade Organization Millennium Round, and in sub-regional trade arrangements.
- Trade Ministers specifically explore the feasibility of including potential preferential treatments and market access for alternative and licit products and services.
- Foreign Ministers encourage discussion within hemispheric political fora (OAS, Summit of the Americas) to examine how to promote coherent integrated rural development approaches which foster alternate economic activities.

### *Civil Society Engagement*

Participants may wish to suggest that:

- Measures be taken to enhance the participation of civil society in the design and delivery of alternative development programs managed by governments or multilateral institutions ; this could be done through better representation of civil society in the government decision-making process or by means of decentralized management programs in partnership with representatives of civil society (NGOs, farmers cooperatives, social actors, etc.).
- Measures be taken to ensure that alternative development plans respond to the local needs of the community, including the economic, social and cultural diversity of each area.

### *International Financial Support*

Participants may wish to suggest that:

- Measures be taken to ensure that multilateral development banks include alternative development needs in the various development projects which they are already funding.
- Confiscated proceeds of crime (financial and material resources) should be re-directed to fund local alternative development projects.

### *Best practices*

Participants may wish to suggest that:

- the creation of an institutional mechanism be promoted to improve information sharing, and the application of what are considered the best practices for alternative development projects beyond the Andean region.

### *Specific Country Action: Colombia*

Participants may wish to suggest that :

- Foreign Ministers should actively participate in the upcoming Consultative Group on Colombia to ensure that alternative development can directly support the Colombian peace process.

### C. Health and Education as Strategies of Illegal Drugs Control

- No human security focus should be given to “drugs” (meaning illicit drugs) without equally considering alcohol and other drugs - including tobacco.

NOTE: As a policy statement, drug initiatives must include alcohol and tobacco and other licit drugs.

- If health and education related responses were to be seen as an appropriate response to human security and drug problems, then government and/or NGO groups having responsibility for drug related health and education might need to change:
  - In many jurisdictions these Ministries are weak and splintered and lack the funding of ‘senior’ ministries or military groups whose funding is separate from the state resources.
  - There was great variation across the 11 jurisdictions within our panel as to which Ministries of government have responsibility for health and education----making collaboration across Countries difficult;
  - In some cases, NGO’s have major responsibilities which may serve to support government initiatives but often replaces the governments or allows the government to take little responsibility for the prevention and treatment initiatives.

NOTE: If this fragmentation is seem to be an issue within the jurisdictions, consideration might be given to creating some mechanism to facilitate interaction between those groups having responsibility for health and education issues.

- There was no consensus as to what the “drug problem” was in some jurisdictions, ‘drugs’ per se were a minute concern as compared to other human security issues—not necessarily directly related to drugs in any way.

NOTE: This reconfirmed the need to take seriously the *human security* aspect that places an array of community dangers into a matrix rather than seeing ‘drugs’ as being the ‘cause’.

- All health and education initiatives must reflect not only the local environment but also be determined by the local citizenry i.e. what are the threats/ fears/ risks *as perceived by the communities*. Solutions, even ones within the scope of health or education, must not be imposed from outside based solely on experiences elsewhere. Experiences around the table revealed that when the local community does not have a dominant say in the specific initiatives, the potential for *unanticipated consequences* are greater.

NOTE: As popular as the word ‘globalization’ may be, policies must be adapted to local communities.

- This discussion led to an important debate regarding whether the real issues within many communities were related to drug abuse or drug policies. The argument being that in some jurisdictions, drug policies can and do have significant and negative consequences. The conclusion

was that the two were not mutually exclusive - one can have both drugs as an issue AND bad drug policy as an issue.

NOTE: While everyone accepted that “best intentions” steered most initiatives and policies, governments and all other groups involved in these issues had to *anticipate* that without careful monitoring and/or evaluation there could be adverse results.

- One major concern raised by the panel was the issue of the stigmatization and marginalization of those segments of the communities that are labeled as criminal or deviant. While based on legal criteria the labels might be appropriate, the consequences however can be negative i.e. denial of access to health and education services, increasing size of the prison populations, and the creation of a large group of disenfranchised citizens particularly youth and women. The consequences of this is a spiral of unemployment, poverty, violence and conceivably drug abuse.
- While prevention initiatives may be critical to addressing drug issues, one problem with ‘prevention’ is the necessity to carry out longitudinal evaluations ---however these are very expensive and in some cases they are impossible due to the nature of the programme.

NOTE: To the extent possible, international policies must reflect the best available research and evaluation material. “common sense” solutions can be dangerous.

- Our panel acknowledged that there are quite diverse approaches to health issue. Policies that are directed at the individual may be quite different from, and on occasion in contrast to, those policies that look at systemic or public health issues.

NOTE: Policies must address both.

#### **D. Participation of Civil Society**

Suggestions:

- Encourage governments to operationalize the political will expressed in the Summits of the Americas to promote a more active participation of civil society in the development, execution and follow-up of national anti-drug strategies, in the context of sustainable development policies and strategies.
- Demand that governments facilitate the widest dissemination of information to guarantee access by civil society to basic data and to the process of formulation, execution and follow-up of anti-drug policies.
- Urge civil society representatives to promote, with their legislative representatives the quick ratification of international treaties on illicit drugs and related crimes. In those States in which these treaties are already in force, invite civil society to contribute to the full application and adherence to these agreements.
- Recommend to governments that they ensure the participation of civil society in the deliberations of the Inter-American Drug Abuse Control Commission (CICAD)
- Invite research centres and other institutions of civil society to contribute to the dialogue between Foreign Ministers, by means of studies on best practices of the kinds of societal participation in the formulation and application of anti-drug policies, including as well in issues such as the victimization and criminalization of women in matters relating to drug-related crime

- Train the promoters of development programs to share experiences which include local governments, communities, and governmental institutions, encouraging among other activities, public workshops for training community leaders
- Use university programs in their areas of speciality to contribute to the creation of Community Centres, through their outreach activities in neighborhoods and municipalities, and to work in these Centres to both train and to organize themselves to ensure that community needs are addressed, especially the high-risk groups of youth and children
- Generate social networks with the active participation of civil society – including the churches, which will permit the expression of their needs to the distinct organs of government to contribute to the design of integrated policies
- Develop information and resource networks which promote exchange intra- and extra-regional sharing of best practices at the community level in prevention, rehabilitation and treatment, thus strengthening horizontal mechanisms of information-sharing
- Promote the transparency of penal institutions, youth detention and rehabilitation centres for addicts by means of active cooperation of civil society in the management of this institutions