

Report on the Drug Problem in the Americas

Terms of Reference

2012-2013



Organización de los Estados Americanos
Organização dos Estados Americanos
Organisation des États Américains
Organization of American States



1. INTRODUCTION

Hemispheric leaders meeting at the Summit of the Americas in Cartagena, Colombia in April 2012 conducted an in-depth discussion of the world drug problem during a reserved session on the final day of the Summit.

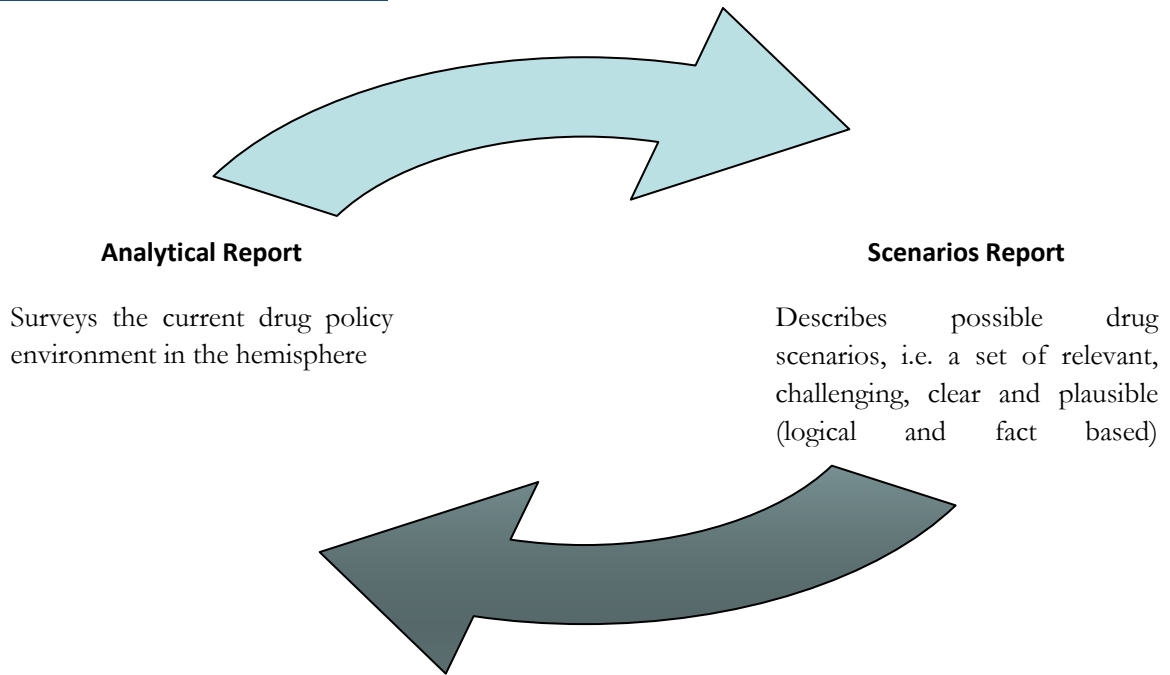
Colombian President Juan Manuel Santos announced in the closing press conference that there was consensus among the leaders on the need to analyze the results of existing drug policies in the Americas, and to explore new approaches to strengthen those efforts and to make them more effective.

Consequently, hemispheric leaders entrusted to the Organization of American States (OAS) a mandate to prepare a report on policies and new approaches. Out of this mandate will come an *analytical report*, which is an evidence based, comprehensive analysis of policies applied in the Americas. It will highlight the strengths, successes, weaknesses and challenges in implementing policies.

The findings of this *analytical report* will provide the basis for a *scenario report*, which examines the possible futures, options and new approaches.

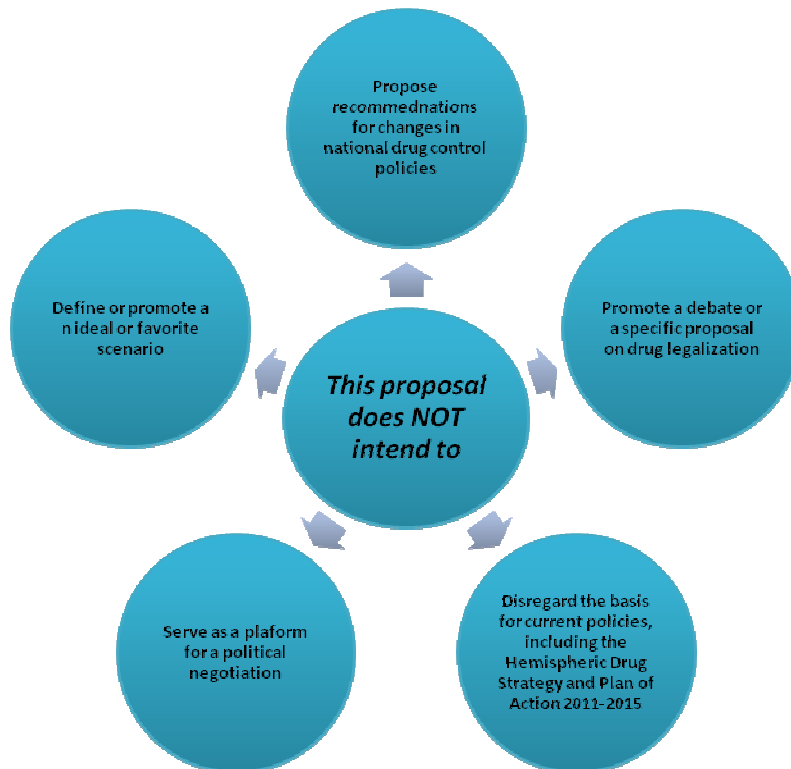


2. DELIVERABLES BY MID 2013



Each of these reports will inform the other: the analytical report will be informed by the questions posed by the scenario report, and the scenario report will be informed by the factual basis provided by the analytical report.

3. WHAT THIS PROJECT WILL NOT DO





4. ABOUT THE ANALYTICAL REPORT

4a. Objectives

The Technical Unit of the OAS will compile and analyze the information for the analytical report, which will be divided into the following chapters consistent with the different areas of the problem targeted by the study:

- Relationship between drugs and public health
- Relationship between drugs and economic and social development
- Security challenges as reflected in the nexus between drugs, violence and organized crime
- Production and supply of drugs, pharmaceuticals, and chemical precursors
- Legal and regulatory approaches to the drug problem

The comprehensive, transparent report will also highlight the systemic inter-relationships among these areas.

The report will not provide specific policy recommendations but rather lay out different sets of policy options.

Each of the former chapters will:

- Provide a baseline analysis of the current state of play in the region with respect to the drug situation.
- Examine best practices and promising new approaches being pursued by different countries, with the point of departure being the Hemispheric Drug Strategy.
- Outline challenges and obstacles to improved results.

The OAS Technical Unit will be responsible for final editorial content of the chapters, and for an executive summary which brings together the contents of the different chapters.

4b. Preparation

A Technical Unit in the Organization of American States under direct leadership of the Executive Secretariat of the Inter-American Drug Abuse Control Commission (CICAD) and overall policy direction of the OAS Secretary General, will carry out the analytical report, and establish a work plan and timetable

The principal points of departure for the analytic report will be the Hemispheric Drug Strategy and Plan of Action 2011/2015, which all CICAD member countries adopted and are in the process of implementing, as well as those international conventions and protocols which have been subscribed to by OAS member states.

The Technical Unit will coordinate with the Inter-American Development Bank, the Pan American Health Organization, the Economic Commission for Latin America and the Caribbean, and the Latin American Development Bank (CAF), all of whom will make substantive contributions to this effort. The report will also draw from:

- Information supplied by OAS member states, drawn from representatives of government, civil society, academia, and/or think tanks.
- Published analyses conducted by CICAD and other sources. The analytical report will synthesize, summarize and incorporate the extensive amount of research already available from countries and generated by area experts.
- The recommendations, model legislation, and model regulations developed by CICAD and its expert groups



- Member states' national drug control strategies, as well as recommendations drawn from CICAD's Multilateral Evaluation Mechanism reports.

4c. Methodology

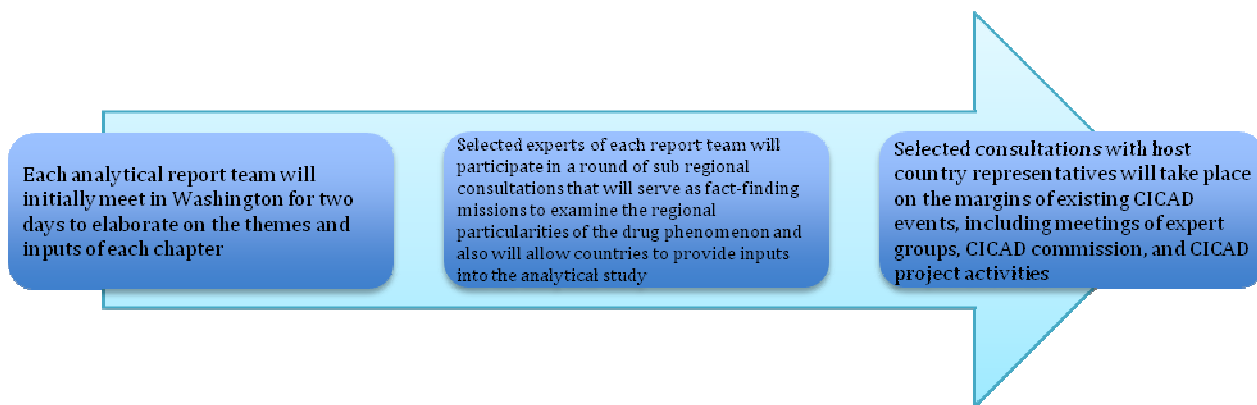
The OAS will utilize services of the CICAD Executive Secretariat staff, other staff members from the Secretariat for Multidimensional Security, other staff members of the OAS, staff members of international organizations, and private consultants in the preparation of the analytical report.

OAS member states are encouraged to recommend experts to compete for contractual positions on the analytical report teams. In all cases, the final decision on participation will be in the hands of the OAS Secretary General or his designee.

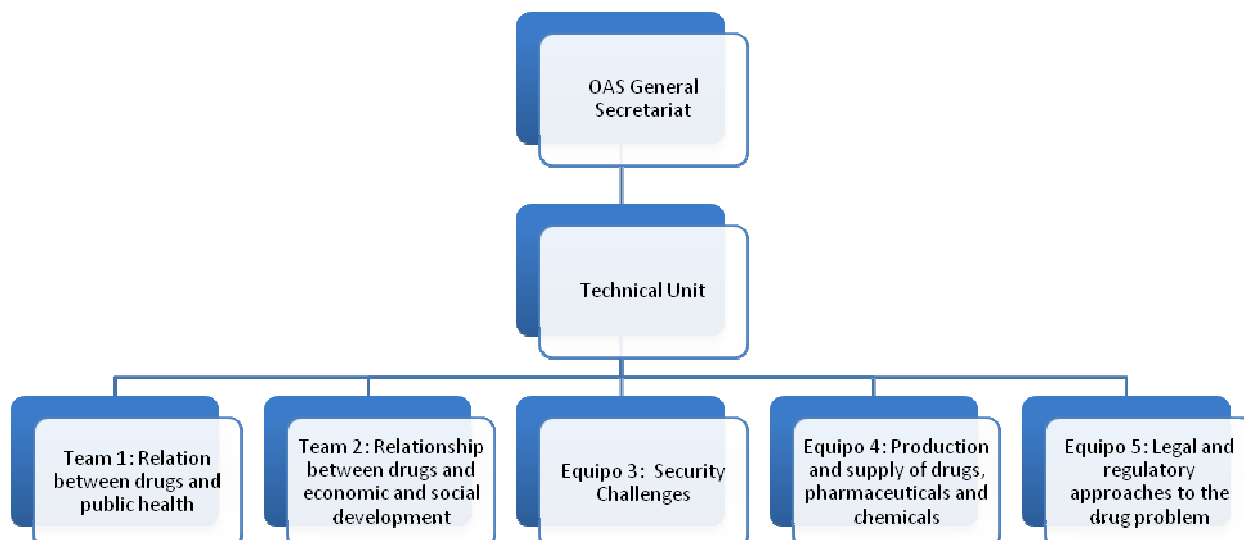
Each of the five analytical report teams –covering the five chapters cited above– will consist of three to four experts and will be headed by one focal point that will also serve as the lead author of each chapter.

The working languages of the analytical report will be English and Spanish. Contracted area experts may participate and write in either of these languages. The Technical Unit will provide for bi-directional translation during meetings.

Preparation work of each of the five analytical teams will be carried out according to the following procedure:



4d. General Structure





5. ABOUT THE SCENARIOS REPORT

5a. Objectives

To produce a robust and rigorous dialogue about what has happened, is happening, and could happen – but NOT about what will or should happen – in and around the drug problem of the Americas, as well as the economic, social, health, political, financial, trade, security, environmental, governance, and international implications of each scenario for different actors in different countries.

5b. Preparation

As a starting point for the Scenarios Report, the Analytical Report, the Hemispheric Drug Strategy along with the Plan of Action 2011/2015 adopted by CICAD member countries will be the main substantive inputs.

The Scenario Report will be prepared with the participation of three categories of individuals. All three of these groups must be influential, diverse, and balanced (including geographically; some may be from outside the Americas). The membership of these groups may overlap, and in particular the Scenario Team may include some Policy Makers and some Experts.

- **Policy Makers:** including top political leaders and public servants who make drug-related policy. They will be the primary clients for this work and both of the reports must be useful for them.
- **Stakeholder Leaders:** including leading actors (informed, insightful, influential, and interested) who are representative (but not representatives) of the whole drug system of the Americas. Individually they should be respected leaders of their own sectors who have experience of and, interest in the broader regional and hemispheric (not only their own local) situation. As a team they should have a range of backgrounds and perspectives (sectoral, ideological, professional, and geographical) that will enable them together to grasp the emerging system as a whole. The Scenario Team will be made up of 25-35 of these stakeholder leaders.
- **Experts:** including leading academics and researchers who have expertise in different aspects of the drug problem (e.g. economic, social, health, political, financial, trade, security, environmental, governance, and international; covering organized crime/violence, consumption/public health, economic dimensions, legal/regulatory systems, and drug production). They will produce the analytical report and provide expert input to and review of the scenario report.

5c. Methodology

Transformative Scenario Planning is a methodology which has proven to be effective in the approach to highly complex and problematic situations. It was first used in South Africa during the early 1990s. Since then the technique has been applied to a variety of country-specific and thematic issues, providing fresh perspectives and points of view that improve the systematic understanding of complex problems using collective action as a primary tool.

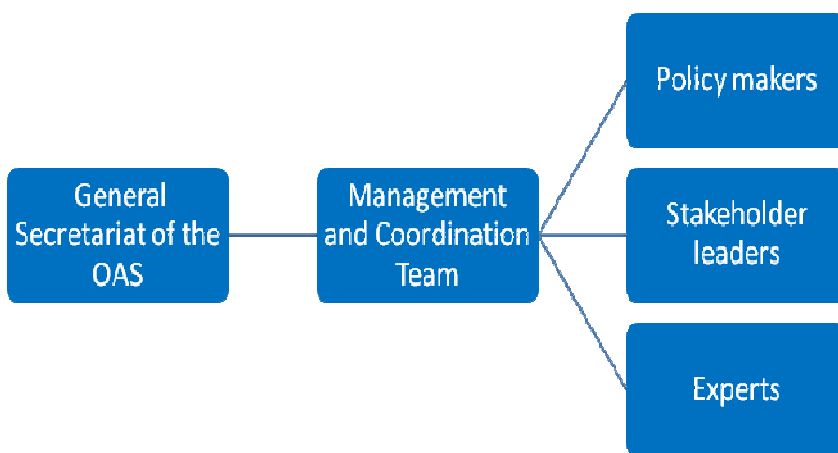
The process involved in Transformative Scenario Planning comprises the following essential elements.

- A scenarios team of 25 to 35 informed, insightful, influential, and interested leaders who are representative (but not representatives) of the whole “drug system” of the Americas
- Ongoing strategic dialogue among the scenario and facilitation teams, on the one hand, and Policy Makers, on the other starting with conducting initial interviews and continuing throughout the entire scenario construction process.
- A strong project process that provides legitimacy, integrity, and autonomy to the deliberations.



- A rigorous transformative scenario planning process, that requires a six to nine month period, including in-depth interviews of policy makers and experts, two four-day scenario team workshops which provide for the construction of scenarios and a determination of their corresponding implications.
- Member states are encouraged to suggest to the Organization of American States possible names of stakeholder leaders to participate in the Scenario Team. The Secretary General or his designee will determine the composition of the Scenario Team in accordance with the above criteria and with a view to maximizing regional diversity, gender representation, and diversity of skills and experience, reflecting the multidimensional nature of the drug problem.

5d. General Structure:



1. TIME TABLE OF ANALYTICAL AND SCENARIO REPORTS ACTIVITIES

The expected timeline for the execution of the analytical and scenario reports is as follows:

PHASE ONE April – July 2012	<ul style="list-style-type: none"> • Project definition • Fundraising • Identification of key researchers
PHASE TWO July – August 2012	<ul style="list-style-type: none"> • Identify, recruit, execute contracts with analytical team members with input from member states • Identify 75 Policy Makers, Stakeholder Leaders, and Experts to be interviewed • Prepare protocols for interviews, sub-regional consultations, and other outreach activities.



<p>PHASE THREE</p> <p>September – November 2012</p>	<ul style="list-style-type: none"> • Hold first meetings of five analytical report teams in Washington DC • Finalize structure of analytical report and assign drafting responsibilities • Conduct research and outreach visits to Southern Cone, Andes, Central America, Caribbean and North America, plus side sessions adjacent to other CICAD meetings, by both analytical and scenario report teams • Conduct dialogue interviews (in person and by telephone and video conference) of 75 Policy Makers, Stakeholder Leaders, and Experts for both analytic and scenario parts of report • Set dates and location of Scenario Team workshops • Identify and recruit scenario team of 35 stakeholder leaders with input from member states • Secure funding commitments for total project cost
<p>PHASE FOUR</p> <p>December 2012</p>	<ul style="list-style-type: none"> • Intensive drafting process for analytical report. • Prepare dialogue interview synthesis document
<p>PHASE FIVE</p> <p>January – February 2013</p>	<ul style="list-style-type: none"> • First draft of analytical report to be circulated to Scenario Team in advance of their first workshop • Conduct first workshop of Scenario Team • First draft of scenario report • Feedback to analytical team; additional analytical research. • Second draft of analytical report.
<p>PHASE SIX</p> <p>March – April 2013</p>	<ul style="list-style-type: none"> • Hold second workshop of Scenario Team • Finalize analytical report • Finalize scenario report • Publish final analytical and scenario reports
<p>PHASE SEVEN</p> <p>May – June 2013</p>	<ul style="list-style-type: none"> • Report findings to senior political leaders

7. BUDGET

The total budget for the report is estimated at \$ 2.4 million, divided into the following areas:

Analytical Report / Consultation of Member States: \$ 1.1 million



This includes fees for distinguished consultants at the hemispheric and global level for the preparation of the analytical report, the design and coordination of the report with the study team, consultations with representatives of the countries in the sub-regions of the hemisphere, and participation of regional representatives in stakeholder meetings.

Scenario Report: \$ 1.0 million

This includes fees that cover the project definition, development of interview methodology for "stakeholder leaders," carrying out interviews with 75 participants, the preparation of the scenario process, the preparation of a synthesis report on the stakeholder interviews, running the first workshop with 35 selected participants, preparation of a first draft scenario report, implementation of a second scenario workshop, and preparation of the final scenario report.

Operational, Logistical and Administrative Expenses: \$ 300,000

This includes cost of travel, lodging, interpretation, administrative support, translation, publishing, communications, and other administrative expenses.

OAS member states and observers, as well as multilateral institutions and distinguished representatives of the private sector are being approached to support the costs of this report.

8. ADVISORY COMMITTEE

OAS Member states will be invited to join an advisory committee which will receive monthly briefings on the progress in moving forward both the analytical and scenario reports.

9. CREDENTIALS

The report will be prepared under the supervision of the Secretary General of the Organization of American States (OAS), Dr. Jose Miguel Insulza. Dr. Insulza has extensive experience in the field of drugs and law enforcement, with six year of prior service as Minister of Interior of Chile, and four years as Minister of Foreign Affairs. Since 2005 he has served as Secretary General of the OAS. The OAS is the oldest regional organization in the world, bringing together the 35 independent states of the Americas and serving as the principal political, legal and social forum in the Hemisphere. To achieve its most important objectives, the OAS focuses its work on four principal pillars: democracy, human rights, security and development.

The report will be coordinated through the office of the Secretary of Multidimensional Security (SMS), Ambassador Adam Blackwell. SMS was created in 2005 with the mission to coordinate cooperation between the Member States to combat threats to national and citizen security. Its mission addresses the objectives and proposals laid out in the "Declaration on Security in the Americas", which is based, among other elements, on the multidimensional concept of security, and the principle that the basis and purpose of security is citizen protection. Ambassador Blackwell is a career Canadian diplomat. At the OAS, he has held a number of key positions including Secretary for External Relations and Assistant Secretary for Finance and Administration, before assuming his current position in 2010. In the Canadian



Foreign Service, he served as Ambassador to the Dominican Republic, Consul General in Mexico and New York, and Director General for Strategy and Services, among other positions.

Ambassador Blackwell will be supported in this effort by the Executive Secretary of the Inter-American Drug Abuse Control Commission (CICAD), Ambassador Paul Simons, and his team. Before joining the OAS in 2011, Ambassador Simons was a career diplomat in the United States Foreign Service for thirty years, where he held a variety of positions including U.S. Ambassador to Chile and Acting Assistant Secretary of State for Narcotics and Law Enforcement Affairs. The Executive Secretariat of CICAD includes a staff of forty who enjoy hemispheric recognition as top drug policy professionals.

The analytical report is expected to draw contributions from distinguished analysts with hemispheric and global recognition in the field of drugs, including Dr. Peter Reuter, Australian researcher, author of "Drug War Heresies," and many other books and articles on drug policy; Dr. Mark Kleiman, Professor at the University of California-Los Angeles, and noted author of "Drugs and Drug Policy: What Everyone Needs to Know" and other works on drug policy; Dr. Juan Carlos Garzón, Colombian professor at Georgetown University, author of "Mafia & Co" and recognized expert on violence; Dr. Maria Elena Medina Mora, Mexican psychiatrist, co-author of "Drug Policy and the Public Good" and expert on issues of demand reduction; Dr. Francisco Thoumi, Colombian author of numerous studies on the impact of drugs on society; Dr. Eduardo Stein, Guatemalan researcher and expert on civil society and institutional development; and Ambassador David Johnson, former U.S. Assistant Secretary of State for Narcotics and Law Enforcement Affairs and former President of the Inter-American Drug Abuse Control Commission (CICAD). Other researchers will join this list based in part on recommendations from OAS member states.

The scenario report will be carried out with the contributions of Dr. Adam Kahane, Partner of Reos Partners and Associate Fellow at the Saïd Business School, University of Oxford. Kahane is the organizer, designer and facilitator of processes in which political leaders, businessmen and civil society leaders work together to address their most complex challenges. He is the author of "How to Solve Complex Problems: a Novel Way of Speaking, Listening and Creating New Realities," "Power and Love: A Theory and Practice for Social Change" and "Transformative Scenario Planning: Working Together to Change the Future." Kahane organized and managed scenario projects including "Desafío Colombia" (1996), and "Visión Guatemala" (1998), and managed scenario programs in Bolivia, Argentina, Paraguay, Peru, El Salvador, and Honduras. The scenario report will also include the participation of Joaquín Moreno, member of the board of directors of the Center for Leadership and Management (CLG), a Colombian consultancy firm with over 15 years of experience in managing transformation processes in enterprises, public institutions and society in general. Moreno worked on strategic scenario planning at Shell, and served as President of Shell in Colombia, Venezuela and Mexico and High Commissioner of President Alvaro Uribe in 2005 for the reconstruction of a region of Colombia affected by climate change. Lastly, this scenario report will include the participation of Gustavo Mútis, President of the Center for Leadership and Management, an internationally recognized consultant in the field of transformational leadership, and an executive with broad experience in the private sector, an assistant professor of leadership program at Harvard University. Messrs. Kahane, Moreno and Mutis will be assisted by a team of consultants from the firms Reos Partners and CLG.