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INTER-AMERICAN DRUG ABUSE
CONTROL COMMISSION

CICAD

Organization of American States

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Secretariat for Multidimensional Security

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FINAL REPORT
XIV MEETING OF THE GROUP OF EXPERTS ON DEMAND REDUCTION

Final Report
XIV Meeting of the Group of Experts on Demand Reduction
Executive Summary

The XIV Meeting of the CICAD Expert Group on Demand Reduction was held in Washington, D.C. on October 2-5, 2012, under the chairmanship of the United States, in the person of Mr. David Mineta, and the vice chairmanship of Dr. Paulina Arruda Do Carmo Duarte, of Brazil.

During the thirteenth meeting of the Group, held in Washington D.C. in September 2011, the member states had decided to develop Guidelines and Recommendation on four specific topics: (1) prevention of prescription drug abuse, (2) drugged driving, (3) community participation strategies, and (4) information systems as an essential component of demand reduction planning and policies. During the fourteenth meeting of the Group, the experts had the opportunity to address the contents of the four documents that had been prepared during the course of the year.

Documents on topics (1) and (2) will be submitted to the CICAD Commission for consideration and approval at its fifty-second regular session, to be held in San José, Costa Rica in November 2012. The documents on topics 3 and 4 will be presented to CICAD at its fifty-third regular session in the spring of 2013.

The meeting was attended by forty-nine experts from sixteen member states, other international organizations and civil society, along with the demand reduction staff of the Executive Secretariat of CICAD.

Final Report
XIV Meeting of the Group of Experts on Demand Reduction

BACKGROUND

The XIV Meeting of the CICAD Expert Group on Demand Reduction was held in Washington, D.C. on October 2-5, 2012, under the chairmanship of the United States, in the person of Mr. David Mineta, and the vice chairmanship of Dr. Paulina Arruda Do Carmo Duarte.

It was agreed during the forty-ninth regular session of CICAD that, under the U.S. Chairmanship and the Vice Chairmanship of Brazil for the 2011-2012 term of office, the Group of Experts would focus on four issues in particular: (1) prevention of prescription drug abuse, (2) drugged driving, (3) community participation strategies, and (4) information systems as an essential component of demand reduction planning and policies. At the thirteen meeting of the Expert Group held in Washington DC in September 2011, the member states agreed to develop guidelines and recommendations on these four topics. At the fourteenth meeting, the experts had the opportunity to address the contents of the four documents that had been prepared during the course of the year.

PARTICIPANTS

1. Member states

Thirty-eight participants attended the meeting, representing sixteen OAS member states: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, El Salvador, Guatemala, Haiti, Mexico, Panama, Paraguay, Trinidad and Tobago, United States and Uruguay.

2. International organizations and civil society

Eleven experts from other international organizations and civil society also participated in the meeting. They represented the Pan American Health Organization (PAHO), the Ibero-American Network of NGOs that work in Drug Dependence (RIOD), the NGO Lua Nova of Brazil, the Canadian Centre on Substance Abuse (CCSA), the Program of Cooperation between Latin America and the European Union on Drug Policy (COPOLAD), the Federal Highway Research Institute of Brazil (BAST), the Institute for Behavior and Health, Mothers Against Drunk Driving (MADD), and Citizens' Association to fight Drugs (ACLAD – A Coruña, Spain).

ORGANIZATION OF THE MEETING

1. Opening ceremony

The Secretary General of the Organization of American States, José Miguel Insulza; the Director of the Office of National Drug Control Policy of the United States, R. Gil Kerlikowske, and the Executive Secretary of CICAD, Ambassador Paul E. Simons all spoke at the inaugural session. In their remarks, they agreed on the importance of promoting demand reduction within national drug policies, and said that the products emanating from the Group of Experts were key to policy development. They further recognized and lent their support to the work that the Expert Group has been doing since it was created, and found that the guidelines produced by the Group had been very useful to the member states as they developed their drug policies.

2. Working sessions and plenaries

2.1. Session 1. Drugged driving

On the topic of drugged driving, which had been agreed to at the XIII Meeting in September 2011, a panel discussed the various approaches to the issue as set out in the working document (document CICAD/DREX/doc.02/12). The first presentation was by Mr. Markus Schumacher, who introduced the DRUID program (Driving under the Influence of Drugs, Alcohol and Medicines) of the European Union. Mr. Schumacher described the methodology used to carry out the study, and discussed its conclusions, which included a warning that efforts to prevent drunk driving should not slack off, in as much as alcohol continues to be a significant problem in the general context of impaired driving. He also underlined the importance of training in testing for drugs, alcohol and prescription medicines.

The second speaker was Dr. Robert Dupont who presented the anti-drugged driving strategy developed by the Institute for Behavior and Health. He discussed the need to continue to legislate and to set impairment thresholds in an effort to prevent driving under the influence of drugs. He proposed the use of the *per se* standard as the single most effective policy tool for dealing with drugged drivers, and the enforcement of laws that are based on effective strategies, and ongoing research and evaluation. He also said it was essential to strengthen education and the training of human resources in surveillance and treatment.

The last presenter was Mr. J.T. Griffin, Senior Vice President of Public Policy, Mothers Against Drunk Driving. Mr. Griffin described the work his organization has been doing on the issue of alcohol, and their more recent involvement in the topic of drugs, together with their allies in the U.S. Office of National Drug Control Policy. He said his commitment to this was firm, and that there was a need for further research into drugged drivers, so as to develop policies and programs to control the problem.

The meeting participants then discussed the topic. They thanked each of the speakers for their presentations, and were largely in agreement with the need to strengthen the work being done on drunk driving, and to begin, or in some cases, continue to produce evidence on the consequences of driving under the influence of other drugs.

2.2. Session 2. Prevention of prescription drug abuse

The topic of the prevention of prescription drug abuse was also discussed during the first day before going into the revision of the document (document CICAD/DREX/doc.02/12). The panel consisted of representative of the Canadian Centre on Substance Abuse (CCSA) and the Government of Colombia's Ministry of Health and Social Protection. It was designed to tell the participants about two national experiences in dealing with prescription drug abuse. Mr. Michel Perron, Executive Director of the CCSA, discussed the way that inter-agency coordination in Canada had helped design a comprehensive strategy to prevent the abuse of these substances. He also explained the various phases being used in Canada to develop and implement its national strategy: the first phase was development of a national strategy framework; the second was to implement the recommendations arising out of the strategy, and the third phase was the evaluation process. Mr. Aldemar Parra, national demand reduction coordinator of the Ministry of Health and Social Protection, made a presentation on how Colombia controls prescription

drugs through its National Narcotics Fund, which is responsible for regulation of the distribution and sale of pharmaceuticals, particularly those that may have a high potential for addiction.

Following the presentations, the representatives of the member states discussed the different ways in which countries classify different substances, the requirement in some countries for prescriptions, and enforcement of the laws on distribution and sales of prescription drugs. It became clear that this effort requires intersectoral cooperation, as discussed by Mr. Perron in his presentation on behalf of CCSA.

2.3. Session 3. CICAD Hemispheric Guidelines on the Construction of a Community-based Model of Demand Reduction

The draft document *CICAD Hemispheric Guidelines on the Construction of a Community-based Model of Demand Reduction* (document CICAD/DREX/doc.03/12). Opening the session, Maria Paula Luna, Demand Reduction Specialist of CICAD, described the methodology that had been used to prepare the document. She mentioned the countries and institutions that had worked on the topic, some of whom were in attendance at the current meeting, and how their efforts had been coordinated. Dr. Ana Clara Camarotti, the CICAD consultant who assisted in the drafting of the document, outlined how it was structured, and its highlights, which included the various theoretical models on which it was based.

In the discussion, the countries commented on the approach taken in the document, and stressed the need for more in-depth work on the topic of building community models that would keep the focus firmly on drug use and related problems. They emphasized the value of designing demand reduction interventions with the support of a community base. While recognizing the importance of health and regulatory (normative) models for drug interventions, they said that it was important to have holistic models that involve the community in the process of change.

2.4. Session 4. Practical experiences with community-based models, and advances in the area of social integration

Ms. Raquel Barros, director of the NGO Lua Nova, presented as a community-based model one of her organization's programs that is focused on socially vulnerable women and drug use. While the program came into being as an initiative of the community and civil society, it now has the support of the Government of Brazil. The presentation showed the participants some of the good practices that can be used in constructing community-based models, and ways of achieving both the participation of the community and inter-agency cooperation.

To close the day on discussion of community-based models, Mr. Javier Sagredo, Manager of the SAVIA Program, described the latest developments in the preparation of a paper entitled *Guidelines on Social Integration and Drugs*. He underlined the challenges involved in transforming local initiatives developed by civil society into national policy, as had been discussed by Raquel Barros in the previous segment. He explained that the Guidelines now being developed will examine the following five key points: (1) the complexities of the links between people and drugs, (2) diversity, (3) vulnerable communities and lack of access to basic services, (4) community participation in public policies, that is to say, developing public policy

with people, and not for people, and (5) the “emotional intelligence” factor of any policy, i.e., sensitivity to the circumstances and possibilities of those benefitting from the policy.

2.5. Session 5. An Information Framework for the Design of National Demand Reduction Policies and Programs

The objective for the third day of the meeting was to review the draft document entitled *An Information Framework for the Design of National Demand Reduction Policies and Programs* (document CICAD/DREX/doc.04/12). The agenda item opened with a presentation by Dr. Francisco Cumsille, Chief of the Inter-American Observatory on Drugs, on how to bring scientific evidence to bear on public policies and hence on programs. Dr. Cumsille referred in particular to quantitative methods and the need to present scientific evidence in the form of concrete data. He discussed the importance of evidence in the formulation of public policy, and emphasized that not all information is scientific evidence, or at the very least, that not all evidence has the same weight, and that that weighting should be based on quantitative data. He also stressed that evidence must be constructed on the basis of research.

In response to Dr. Cumsille’s presentation, the experts offered some additional thoughts on the role of qualitative research methods, and their importance in generating or constructing evidence, since there are certain issues or changes such as attitudes and behaviors that are difficult to measure only with quantitative methods, and therefore other methodologies should be used. A general discussion ensued about the relative merits of quantitative and qualitative methods, and when one should be used in preference to the other, and/or how they complement each other depending on the purpose of the research. The experts also discussed how information is being used for decision-making on policy, and the weight that different types or sources of information may be given. The discussion centered on the importance of having different levels of information in order to define some of the problems and/or causes of drug use. It was proposed that there is a serious need for constant cooperation between academia and the National Drug Commissions, in order to produce more and better research.

Following Dr. Cumsille’s presentation and the discussion, Ms. Marya Hynes, a specialist with CICAD’s Inter-American Observatory on Drugs, introduced Dr. John Carnevale, CICAD consultant to CICAD for the process of drawing up the draft document entitled *An Information Framework for the Design of National Demand Reduction Policies and Programs* (document CICAD/DREX/doc.04/12). She gave an overview of how the paper had been drafted, and then gave the floor to Dr. Carnevale who introduced the document. He discussed the three key components of the document, namely: (1) Indicator categories, (2) Logic Framework, and (3) core indicators, each of which he said would be discussed during the session.

He said that the theoretical basis and tools for this paper had been the public health model, and the demand reduction continuum, from prevention to rehabilitation. Some of the indicators in previous versions of the Multilateral Evaluation Mechanism (MEM) questionnaire, as well as the Hemispheric Drug Strategy and its Plan of Action had been useful tools in developing the information framework. Dr. Carnevale presented the five core indicators that are required for the development of evidence-based policies: (1) drug epidemiology, (2) consequences, (3) social context, (4) infrastructure, and (5) social integration. These categories were organized into a Logic Model that helps policy-makers understand why they are important when designing policy, and how they should be used. The core indicators in each of the categories were then

discussed. There are currently forty-nine core indicators, but work will continue to attempt to reduce the number and simplify the process.

The participants welcomed the clarity of the approach used in the presentation, the participants, and the comprehensive way in which the key concepts of information had been described. Following exchanges of views about the subject over three sessions, the experts made specific recommendations and suggestions as to how to continue developing the document. They suggested, for example, a fuller explanation of the categories presented, since while they are discussed in the indicators themselves, they are not clearly explained in the narrative. Some delegates asked that more work be done and more emphasis given to those core indicators that represent the minimum needed in order to formulate public policies, and to help countries take better-targeted decisions. In other words, they asked that the indicators be prioritized so as to determine which are absolutely key, and which are the more complex or desirable but not indispensable. This was needed because of the countries' differing capacities to produce information, and they said that it would be desirable for all countries to be able at least to produce information based on the key core indicators, while countries with greater capacity could develop information on other indicators as well. The possibility was raised that CICAD could develop a mechanism to help member states implement these guidelines.

2.6. Session 6. The Group of Expert and the Hemispheric Drug Strategy: The way forward

The fourth and final day of the meeting was designed to determine the future course and themes of the Expert Group on Demand Reduction. To this end, Maria Paula Luna, Demand Reduction Specialist in CICAD, presented the Group's achievements since 1997, and listed all the countries that had chaired the Group and hosted its meetings. She spoke of the different ways in which the Group had organized its work of producing guidelines on specific topics, and how the member states had utilized the guidelines in their programs.

Following this presentation, Alexandra Hill, Chief of CICAD's Demand Reduction Unit, described the demand reduction lines of action and objectives in the framework of the Hemispheric Drug Strategy, and noted the region's priorities as agreed to by the countries during the drafting of the Strategy. She also spoke about the mandate given to the Expert Group, and the practice of giving the participants detailed background information that would be discussed during the Group's sessions.

Angela Crowdy, Chief of CICAD's Multilateral Evaluation Unit (MEM), reported on the process that had been used to make adjustments to the MEM. She also discussed the new recommendations that had been made in the area of demand reduction, which will guide the entire MEM evaluation process. These new recommendations cover all prevention, treatment and rehabilitation issues, both for the general population and for specific groups of people. Specific recommendations were also made in the area of demand reduction training and human resources development.

Following these three presentations, Ambassador Paul E. Simons moderated a discussion panel, and suggested four major points to be addressed by participants: (1) Topics, (2) work methods, (3) how to turn the products into concrete action, and (4) horizontal cooperation and technical assistance.

On point one, most of the countries participating agreed on the need to promote inter-agency cooperation on the drug issue, and improve communications in an effort to send a clearer demand reduction message both inside government, in order to increase demand reduction budgets, and to target the general population as well as specific groups. They also agreed on the need to work with children and young people on the basis of a developmental model, since most interventions currently use an adult-centered model that does not take account of the key aspects of adolescent development or the lives of young people themselves. Participants also spoke of the need to use universal, selective and indicated prevention approaches with adolescents in their own environments, whether in school, the street, places of recreation, juvenile detention centers, and so forth.

With regard to points (2) and (3), the participants were emphatic about the need to reinforce technical assistance to the member states in such a way as to engage and convince policy-makers of the importance of demand reduction in national and local agendas. Human resources training was also stressed as a particular need, in an effort to reinforce and improve demand reduction programs and interventions. In this context, some countries pointed out that at times, they were unable to attend the meetings of the Expert Group because of lack of resources, and therefore suggested the possibility of looking into creating regional points of contact who would be in a position to attend the meetings, and then share the work presented with the other countries, and report back to the annual meeting the other countries' experiences as well.

With respect to point (4) on horizontal cooperation and technical assistance, the countries spoke of the importance of having regional South-South horizontal cooperation mechanisms, since given their cultural affinity and ability to share their experiences and cooperate with other countries in strengthening some interventions in demand reduction. The participants also recognized the role rector that CICAD has in the drug field in the hemisphere, and its ability to coordinate actions in the region with other multilateral organizations. The Ibero-American Network of NGOs that work in Drug Dependence (RIOD) said how important it had been for it to work with CICAD, as it has been doing for some years, and spoke of RIOD's interest in sharing its more than fifteen years of documented and evaluated experiences that could be utilized by all the countries of the hemisphere. The Pan American Health Organization stated its willingness to work with CICAD to support the process as appropriate and necessary.

3. Special sessions

For the first time in a meeting of the Group of Experts on Demand Reduction, lunchtime conversations were organized so that participants could discuss some specific demand reduction topics. The first day's topic was dual diagnosis, or co-morbidity. Dr. Indalecio Carrera, of Spain, presented the work that has been moving forward in his Therapeutic Community to treat drug users who also have a mental disorder.

On the second day, the Executive Secretariat of CICAD invited to the lunch meeting the official representatives of the member states, so that they could discuss the alcohol and drug issues to be included in the *Report on the Drug Problem in the Americas*.

At lunch on the third day of the meeting, Dr. Mariano Montenegro made a presentation on the strength of association between crime and drugs, and its importance for approaches to drug dependence, including prevention, treatment, rehabilitation and social integration.

4. Plan of action

The Chair, Mr. David Mineta, described the steps that would be taken to complete the documents of the Expert Group, and the key deadlines for the work. Regarding documents 1 and 2, the deadline for feedback was set as October 31, to allow the Executive Secretariat of CICAD time to prepare the final documents that will be submitted to the CICAD Commission at its fifty-second regular session in San José, Costa Rica. Feedback on documents 3 and 4 would be welcomed until November 15, and they would then be refined and presented to the fifty-third regular session of the CICAD Commission in the spring of 2013.

5. Closing of the Meeting

At the final session of the meeting, Mr. David Mineta, Dr. Paulina Duarte, and Ambassador Paul E. Simons thanked all the participants and presenters for their commitment and dedication during the four days of the meeting, and congratulated them on the high level of discussion that had taken place.

XIV Demand Reduction Expert Group Meeting

October 2- 5, 2012
OAS General Secretariat Building
1889 F ST. NW. Washington, DC. 20006
Padilla Vidal Room

SCHEDULE OF ACTIVITES

TUESDAY, October 2nd

08:30 Participant Registration

09:00 – 09:30

OPENING CEREMONY

Ambassador Paul E. Simons
Executive Secretary
Inter-American Drug Abuse Control Commission (CICAD)
Secretariat for Multidimensional Security (SMS)

R. Gil Kerlikowske
Director
Office of National Drug Control Policy (ONDCP)
White House Executive Office
United States of America (USA)

Jose Miguel Insulza
Secretary General
Organization of American States (OAS)

09:30 – 10:00

REVIEW THE AGENDA AND OUTLINE THE MEETING OBJECTIVES

David K. Mineta
Chair, Demand Reduction Experts' Group
Deputy Director – Demand Reduction
ONDCP

Alexandra Hill
Chief of Demand Reduction
CICAD/OAS

10:00 - 10:30

Coffee Break

10:30 – 11:30

Drugged Driving: Evidence, Practices and knowledge sharing

Driving Under the Influence of Drugs, Alcohol and Medicines
Markus Schumacher
Section U3 / Traffic Psychology, Traffic Medicine
Federal Highway Research Institute (BAST)

Stop Drugged Driving
Robert L. DuPont
Institute for Behavior and Health

Mothers Against Drunk Driving
JT Griffin
Senior VP for Public Policy

Moderator:
Paulina do Carmo Arruda Vieira Duarte

Vice-Chair, Demand Reduction Experts' Group
National Secretary, Drug Policy
National Drug Policy Secretariat (SENAD)
Brazil

- 11:30 – 12:00 Presentation of the “Insights for the Development of Drugged Driving Prevention Policies and Programs”
- Terry Zobeck, PhD
Associate Director
ONDCP
- 12:00 – 13:00 Discussion and feedback on the “Insights for the Development of drugged Driving Prevention Policies and Programs”
- Moderator:
Paulina do Carmo Arruda Vieira Duarte
Vice-Chair, Demand Reduction Experts' Group
SENAD/BRAZIL
- 13:00– 14:30 “Brown Bag” Lunch
- Dual Diagnosis
Dr. Indalecio Carrera
Spain
- 14:30 – 15:30 Addressing Prescription Drug Abuse Through National Policy: Initiating the discussion at a National Level
- The Canadian Experience
Michel Perron
Canadian Center on Substance Abuse
Canada
- The Colombian Experience
Aldemar Parra
Health and Social Protection Ministry
Colombia
- Moderator:
David Mineta
ONDCP
- 15:30 – 16:00 Presentation of the “Guide to preventing prescription drug abuse”
- Cecelia McNamara Spitznas, PhD.
Science Policy Advisor
ONDCP

- 16:00 - 16:30 Coffee Break
- 16:30 – 17:30 Discussion and feedback on the “Guide to preventing prescription drug abuse”
- Moderator:
David Mineta
ONDCP
- 17:30 Next Steps on “Insights for the Development of drugged Driving Prevention Policies and Programs” and “Guide to preventing prescription drug abuse”
- Wrap Up –Day 1

WEDNESDAY, October 3rd

- 09:00 – 09:30 Women and Children in High Vulnerability
- Raquel Barros
LuaNova /RIOD
Brazil
- 09:30 – 10:30 Presentation and discussion: First Draft on the CICAD Hemispheric Guidelines on the Construction of a Community-based Model of Demand Reduction
- Ana Clara Camarotti
CICAD/RIOD
- Moderator:
Maria Paula Luna
Specialist
Demand Reduction
CICAD/OAS
- 10:30 – 10:45 Coffee Break
- 10:45 – 12:00 Continued
- Presentation and discussion: First Draft on the CICAD Hemispheric Guidelines on the Construction of a Community-based Model of Demand Reduction*

- 12:00 – 15:00 Lunch
- Consultation on the “Report on the Drug Problem in the Americas”
(Work with country delegates)
- Ambassador Paul E. Simons
Executive Secretary
CICAD/OAS
- 15:00 – 16:00 Working Session 1: CICAD Hemispheric Guidelines on the Construction of
a Community-based Model of Demand Reduction
- 16:00 – 16:30 Coffee Break
- 16:30 – 17:30 Working Session 2: CICAD Hemispheric Guidelines on the Construction of
a Community-based Model of Demand Reduction
- 17:30 – 18:00 Discussion and Day 2 Wrap Up

THURSDAY, October 4th

- 09:00 – 09:30 Next Steps: CICAD Hemispheric Guidelines on the Construction of a
Community-based Model of Demand Reduction
- Maria Paula Luna
CICAD/OAS
- 09:30 – 10:30 From Evidence to Policy to Programming: what is good science based
evidence?
- Francisco Cumsille
Chief Inter American Observatory on Drugs
CICAD/OEA
- 10:30 – 11:00 Questions and Answers
- Moderator:
Marya Hynes
Specialist
Inter American Observatory on Drugs
CICAD/OAS

- 11:00 – 11:15 Coffee Break
- 11:15 – 12:00 First Draft on the “CICAD Information Framework for Demand Reduction Policy and Programs”
- John Carnevale
 CICAD/OAS
- 12:00 – 13:00 Working Session 1
- Categories of Indicators in the Information Framework*
- 13:00 – 14:30 “Brown Bag” Lunch
- Treating Substance Abuse and Violent Behavior in Prisons
 Dr. Mariano Montenegro
 Chile
- 14:30 – 16:00 Working Session 2
- The Logic Model of the Information Framework*
- 16:00 – 16:30 Coffee Break
- 16:30 – 17:30 Working Session 3
- The Indicators in the Information Framework*
- 17:30 – 18:00 Next Steps on the CICAD Information Framework for Demand Reduction Policy and Programs
- Marya Hynes
 CICAD/OAS

FRIDAY, October 5th

- 09:00 – 10:30 The Demand Reduction Expert Group and the Hemispheric Drug Strategy: The Way Forward
- A. The Demand Reduction Expert Group – Past and Present
- Maria Paula Luna
 CICAD/OAS

B. Demand Reduction in the Framework of Drug Hemispheric Strategy

Alexandra Hill
CICAD/OAS

C. Demand Reduction Recommendations for the Sixth Evaluation Round of the Multilateral Evaluation Mechanism (MEM)

Angela Crowdy
Chief, MEM unit
CICAD/OAS

10:30 – 10:45

Coffee Break

10:45 – 12:00

Continued

The Demand Reduction Expert Group and the Hemispheric Drug Strategy:
The Way Forward

Discussion

12:00 – 12:30

Conclusions

David K. Mineta
Chair, Demand Reduction Experts' Group
ONDCP/USA

12:30 – 13:00

Closing Ceremony

Ambassador Paul E. Simons
Executive Secretary
CICAD/OAS

Paulina do Carmo Arruda Vieira Duarte
Vice-Chair, Demand Reduction Experts' Group
SENAD/Brazil

David K. Mineta
Chair, Demand Reduction Experts' Group
ONDCP

XIV Demand Reduction Expert Group Meeting/
XVI Reunión del Grupo de Expertos en Reducción de la Demanda
October 2-5, 2012

General Secretariat of the Organization of American States
Washington, DC

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