

**Independent Evaluation of Beyond 2008  
(GLO / J37)**

**United Nations Office on Drugs and Crime  
(UNODC)**

**Vienna**

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## Executive Summary

This evaluation was commissioned by the UN Office on Drugs and Crime (UNODC) in order to ‘measure the results achieved by Beyond 2008 in bringing NGO’s voice to the ten-year review of the United Nations General Assembly Special Session on Illicit Drugs (UNGASS)’. It has sought to analyse the project with the following criteria in mind; relevancy, participation, representation, efficiency, effectiveness, lessons learned, good practices and recommendations for the future. The evaluation has involved a series of in-depth interviews, an NGO survey and a broader literature review.

The key findings and recommendations are summarised in the below table. For more detailed recommendations please see page 32.

Finding	Supporting Evidence	Recommendation
<p>The partnership between the Vienna NGO Committee on Drugs (VNGOC) and UNODC Civil Society Team proved a very effective and mutually beneficial mechanism for implementing Beyond 2008. In particular, the project benefited from strong leadership and coordination on the part of the VNGOC and the UNODC Civil Society Team.</p>	<p>A number of positive outcomes were cited by both partners as a result of the collaboration. For example in fundraising; raising the profile of the initiative; troubleshooting emerging problems; etc. In the evaluation survey, Beyond 2008 scored highly in terms of project management and levels of efficiency.</p>	<p><i>For UNODC;</i> This experience of working with the NGO Committee on drugs should be replicated with other umbrella civil society organizations working in other areas under the UNODC mandate, such as crime prevention and criminal justice, anti-corruption and victim protection.</p> <p><i>For UNODC;</i> The partnership between the Civil Society Team and the VNGOC should be supported as the key interface between the UNODC and civil society. A sustainable and effective partnership will require more resources and additional funds for both partners.</p>
<p>The Beyond 2008 consultation process was found to be participatory, relevant and efficient, which were all critical in ensuring the legitimacy of the project outputs. Given the limited funds Beyond 2008 represented a remarkable achievement.</p> <p>Issues regarding representation did emerge in consultations that were not financed by the project, such as North America. However, at large, Beyond 2008 made all efforts to ensure a very wide range of voices were represented and all participants were afforded equal speaking rights.</p>	<p>The process engaged a large number of participants and the feedback showed that the consultation design and objectives were relevant to NGOs working around the world. Comparisons to other regional consultation processes (UNEP) in the UN system showed the project to be cost-effective.</p> <p>Interviews with Regional Lead Organisations (RLOs) and NGOs noted that issues did emerge in North America, and to a lesser extent in Australia. However, the practice of having three designated RLOs in all other cases proved a useful mechanism for reaching out to broad range of groups.</p>	<p><i>For UNODC;</i> Working with the VNGOC and other CSO umbrella organisations, the UNODC should define civil society and map out stakeholders as relevant to their work and medium term strategy. Future consultations should seek to then include representatives from all key stakeholder groups.</p> <p><i>For UNODC and VNGOC;</i> Wherever possible more than one funding partner should be identified to sponsor a regional consultation and funds should be found in advance of the process. In areas where the debates are already highly polarised all three RLOs may need to occupy a more neutral position.</p> <p><i>For UNODC and VNGOC;</i> The practice of using RLOs proved a good practice and future efforts should build on those networks.</p>
<p>Beyond 2008 succeeded in achieving it’s first objective; <i>To highlight tangible NGO achievements in the field of drug control, with particular emphasis on contributions to the 1998 UNGASS Action Plan such as</i></p>	<p>It engaged a very large number of NGOs working on huge range of activities. The output documents from the regional consultations, coupled with the Global Summary provided a good</p>	<p><i>For VNGOC and UNODC;</i> Building on the work already undertaken, future efforts should further target Member States and decision-makers as a key audience. Alternative ways of presenting and communicating information should be explored for the future; E.g. Case studies,</p>

<p><i>achievement in policy, community engagement, prevention, treatment, rehabilitation and social reintegration.</i></p>	<p>record of NGO achievements. NGOs noted that they had been unaware of how many activities and organisations were working on similar problems all over the world prior to Beyond 2008.</p>	<p>top line findings, graphs, media stories and comparative analyses. Such activities will require more resources and funds. Future consultation methods should also actively engage Member States and decision-makers in the dialogue itself (eg. roundtable formats, see below).</p>
<p>Objective II: <i>To review best practices related to collaboration mechanisms among NGOs, governments and UN agencies in various fields and propose new and/or improved ways of working with UNODC and CND:</i> This fell short of NGO expectations of Beyond 2008. This might in part be because the objective was broad and ambitious.</p>	<p>The evaluation survey revealed that for the most part NGOs were still very uncertain on how to best collaborate with their governments and would appreciate more guidance on how to continue the process at the regional level.</p>	<p><i>For UNODC;</i> Continue to support the role of UNODC regional offices to help strengthen emerging regional networks of NGOs and stakeholders. Support and provide resources for relation-building activities between governments and NGOs at the national and regional level.</p> <p><i>For UNODC;</i> Integrate NGOs into all of the UNODC's thematic and regional areas of work to ensure that the approach to working with civil society is institutional rather than departmental.</p>
<p>Objective III; <i>To adopt a series of high order principles, drawn from the Conventions and their commentaries, which would be submitted to UNODC and CND's consideration and serve as a guide for future deliberations on drug policy matters.</i> This was considered the most challenging and ambitious objective, but was well achieved by Beyond 2008.</p> <p>The NGO Declaration proved a useful tool for creating consensus amongst an array of different positions. The final CND Action Plan and Declaration reflected a number of the NGO recommendations.</p>	<p>Member States noted that the Global NGO Forum proved that NGOs could organise themselves into a coherent, balanced and legitimate process. Indeed, in some cases, Member States concluded that the NGO process had succeeded in highlighting the inadequacies and limitations of the intergovernmental process.</p> <p>Text analysis between the outcome documents revealed a number of areas of overlap, which provide a good foundation for increasing collaboration between governments and NGOs in the future.</p>	<p><i>For the VNGOC and UNODC;</i> Establish a CND Watchdog mechanism to track the progress made in implementing the UNGASS 1998 and CND 2009 commitments, and progress on Beyond 2008 Declaration, on the part of Member States and NGOs. The NGO Watchdog mechanism should collaborate with the UNODC Statistics and Service Section (SASS) to help disseminate their findings produced every year for their CND Report.</p>
<p>In spite of all of the efforts before and during CND 2009, Member States commented that Beyond 2008 was somewhat marginalised during the negotiations. This can be attributed to the structure and history of the CND itself, which was found to be considerably less transparent and participatory than the majority of UN processes (including ECOSOC processes). At present the CND is not set up to benefit from the wealth of experience and expertise that NGOs have in the issues on the ground.</p>	<p>Interviews with Member States, decision makers and NGOs attending the CND noted that the outcomes of Beyond 2008 will need to be further promoted and made more visible to Member States.</p> <p>Comparisons with other UN processes including UN CSD, UNEP, UNAIDS, UNOHRC, and conventions showed the CND to be a closed forum.</p>	<p><i>For the CND;</i> Wherever possible, establish regular meetings between VNGOC and the CND Bureau, during and between CND sessions.</p> <p><i>For the CND;</i> Wherever possible, ensure NGO participation in all of the working groups for the CND. Publish meeting summaries of key decisions and discussions to enable civil society to track and monitor the progress made in implementing commitments.</p> <p><i>For the CND;</i> Consider new ways and means to increase interaction with NGOs between and during CND sessions. In the case of other ECOSOC commissions (such as the Commission on Sustainable</p>

		<p>Development) regular sessions are scheduled in the main agenda during which NGOs interact directly with Member States. Allocate regular speaking slots for NGOs during the roundtables, plenary and working groups of the CND.</p> <p><i>For the CND;</i> Continue to support NGO participation at the CND, wherever possible as part of their national delegations. A voluntary fund should be established to support NGOs to attend the CND when attendance on national delegation is not appropriate.</p> <p><i>For the CND;</i> Provide web-casts of the CND sessions for the main UNODC website to allow non-participating stakeholders and NGOs to track the status of the negotiations.</p> <p><i>For the VNGOC;</i> The VNGOC and relevant CSO partners should generate a more comprehensive communications strategy to promote NGO activities and the work of Beyond 2008 to the media, government and wider audiences.</p>
<p>Beyond 2008 proved a very effective mechanism for engaging civil society, and given the resources available and the lack of NGO involvement in the past, represents a huge achievement for all partners involved. It is critical that the momentum of the last two years is not lost and the partnership between the VNGOC and the UNODC Civil Society Team is strengthened and scaled up. The next phase of the engagement strategy will need to further develop the interface with governments by monitoring decision-makers, governments and local authorities to ensure that the CND 2009 and Beyond 2008 commitments are implemented.</p>	<p>NGOs have begun to organise themselves into new networks (e.g. Caribbean, Africa and the Middle East). NGOs have continued consultations on the local level, brokered new partnerships and applied for joint sources of funding. Feedback noted a renewed dedication amongst global civil society and a new founded respect for NGO participation in the issues amongst UNODC and some Member States.</p> <p>The UNODC now have a dataset of NGO activities around the world; the VNGOC has emerged as an obvious focal point for Member States and the UNODC to interact with civil society; the Beyond 2008 website is emerging as a good communications tool for NGOs to follow the CND; and the NGO Declaration, Global Summary Report and regional consultation documents provide a very good record of NGOs experiences and recommendations.</p>	<p><i>For the UNODC;</i> Working with the VNGOC and RLOs, conduct multi-stakeholder regional roundtables in the run up to 2014 that will include NGOs, governments, stakeholders and UNODC representatives to review the obstacles, challenges and progress made towards achieving the commitments of the CND Action Plan and Political Declaration and the Beyond 2008 Declaration.</p> <p><i>For the VNGOC;</i> The VNCOC should continue to develop its activities as the key interface between the UNODC, CND and wider civil society. Activities should include regular meetings with the CND Secretariat and CND Bureau, distributing updates on the latest developments at the CND, developing partnerships with other umbrella NGO networks working on related issues, etc.</p> <p><i>For the VNGOC;</i> Building on the networks of RLOs and key NGO representatives that have been forged as part of Beyond 2008, the VNGOC could also generate issue-specific consultations to inform the CND working groups. Drafting 'positions papers' on behalf of wider NGO networks has proved a useful mechanism in other similar UN processes.</p>

## Acronyms

BNQ	Biennial Reporting Questionnaire
CCSA	Canadian Centre on Substance Abuse
CND	Commission on Narcotic Drugs
CSD	Commission on Sustainable Development
ECOSOC	Economic and Social Council
IDPC	International Drug Policy Consortium
ILO	International Labour Organisation
MOU	Memorandum of Understanding
RLO	Regional Lead Organisation
TOR	Terms of Reference
UN	United Nations
UNEP	United Nations Environment Programme
UNGASS	United Nations General Assembly Special Session
UNODC	United Nations Office on Drugs and Crime
VNGOC	Vienna Non-Governmental Organisation Committee on Drugs

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## Introduction

1. In June 1998 the United Nations General Assembly held a Special Session (UNGASS) devoted to consideration of the world drug problem. The Political Declaration and Action Plans adopted by the UNGASS committed Member States to a set of ambitious targets in response to drug-related problems and a review of achievement 10 years after their adoption.
2. In 2006, Resolution 49/2 of the 49th session of the Commission on Narcotic Drugs requested NGOs to reflect on their own achievements in the context of reporting on the goals and targets for 2008 set by the UNGASS and requested the Executive Director of UNODC to facilitate the involvement of NGOs in the 10 year review.
3. 'Beyond 2008' was developed by the Vienna NGO Committee (VNGOC) in partnership with UNODC to provide a mechanism by which the voices of civil society would be able to contribute to the 10 year review. The project spanned over 2 years and involved a global NGO questionnaire, reviews of the current status of the conventions and a series of regional consultations. The culmination of the process was a three day Global Civil Society Forum in July 2008 where 300 NGOs agreed on a single set of resolutions. The NGO Declaration was tabled at the CND in March 2009 to ensure that civil society was represented within the decision-making process.
4. Beyond 2008 brought together a range of actors, involved a busy programme of activities, and generated a wide range of outputs. However, it is now important to take stock of all that was achieved, identify the key challenges, weaknesses, strengths and lessons learned so that the experience can inform the next phase of UNODC's work with civil society. To what extent did the consultation process produce meaningful input on behalf of civil society? What has been the value-added for all the partners involved? What are the key lessons learned? How can we ensure that the next phase of UNODC's work with NGOs is sustainable and meaningful?
5. This report is structured into five chapters. Chapter I provides a literature review of the development of NGO / UN relations over the last few decades. It goes on to summarise the role of the CND, and the objectives and activities of Beyond 2008. Chapter II evaluates Beyond 2008 as a consultation and review process, paying particular attention to levels of relevancy, participation, representation, efficiency and effectiveness. Chapter III considers the outcome, value-added and sustainability of the action for all the partners involved. Chapter IV discusses the key lessons learned and examples of good practices generated by Beyond 2008. Finally, Chapter V outlines the key recommendations for the next stages of UNODC's continuing work with NGOs.

## I. Evaluation Methodology

6. Assessing a civil society engagement strategy such as Beyond 2008 presents a number of challenges to the evaluator. 'Civil society engagement' is an often used but seldom defined phrase and can be judged by any number of criteria, from generating networks, to building relationships with governments, to sharing practices amongst NGOs, which do not necessarily yield tangible results or outcomes. Furthermore, the overarching objective of any engagement strategy is usually to inform and impact a decision-making process, but at the intergovernmental level change occurs at an incremental and often imperceptible rate. Finally, there are few consultation processes, be they national, regional or international that satisfy all the relevant participants or interested parties.
7. With these challenges in mind, this evaluation has tackled the research along three lines. First, we sought to evaluate the value of Beyond 2008 as a consultation and review mechanism. We have analysed the process using a number of basic criteria including levels of participation, relevancy, efficiency, representation, and effectiveness. Second, we have aimed to assess the extent to which the project fulfilled its three key objectives and outputs as defined by the project proposal. Finally, we have assessed the value-added for all of the key project partners, including the Member States, VNGOC, NGOs more widely, and the UNODC. At each stage of the evaluation we set out to identify the key challenges, weaknesses, strengths, obstacles and lessons learned, so that future practices can learn from this report.
8. The evaluation methodology was devised with the support of an informal advisory group consisting of three representatives of VNGOC and UNODC. The group were consulted at various stages of the evaluation for contact details and to ensure that information was accurate.
9. First, we conducted a literature review in order to contextualise the role of the CND and rationale for Beyond 2008. We reviewed key publications, articles and reports describing the role of NGOs in the UN system more generally. We went on to review all documents produced as part of Beyond 2008, ranging from the first project outline, to the final outputs, to information sheets and advocacy material, press releases (see Annex IV).
10. The evaluation identified a list of key players to have contributed to the Beyond 2008 project whom we targeted for in-depth, semi-structured interviews. These contributors included members of the Vienna NGO Committee, Regional Lead Organisations, NGOs who had participated in the regional consultation and the Global NGO Forum, representatives from the UNODC, and Member States. We targeted representatives from both developed and developing countries to ensure as wide a response as possible. We also targeted a range of representative with UNODC, from those within the Civil Society department to the higher management levels of the organisation. Finally, we aimed to speak to NGOs from a wide range of ideological positions. In some cases, where criticisms were levelled at the process we gathered alternative opinions as well to verify or broaden the interpretation. We conducted over 25 in-depth interviews either via the phone or, wherever possible, in person whilst in Vienna (see Annex III).
11. We devised a short survey that was distributed to all of the participants of the regional consultations and the Global NGO Forum. The survey sought to generate NGO experiences, feedback and recommendations in the key areas of the consultation. We received 87 completed responses from the survey (82% completion rate)<sup>1</sup> including representation from all of the regional consultations, which provided an adequate set of data from a range of NGOs who were involved in different parts of the process. The survey aimed to reinforce, rather than replace, the information generated through the in-depth interviews. The responses were collated and analysed.
12. Finally, in view of the data generated as part of the evaluation we conducted a second literature review of the key documents and outputs of Beyond 2008. The final analysis, findings and recommendations were drafted into this final report, which in turn has been assessed by the UNODC evaluation unit to ensure that it meets their standards.

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<sup>1</sup> 'Completion rate' of those who started the survey.

## II. Limitations

13. There are a number of limitations to the research that need to be acknowledged. First and foremost, whilst all efforts were made to ensure that a wide range of players were consulted in this evaluation, the research has been limited by time and resources. Therefore the range of interviews that we were able to conduct was restricted by respondents' availability. This has been the case particularly with reference to Member States. Secondly, over two years has elapsed since Beyond 2008 was launched. In many cases, staff have moved on and memories have faded, which at times has impacted on the quality of the feedback. Finally, given the time and resources allocated, this evaluation cannot represent all of the different suggestions and viewpoints generated as part of the feedback. Instead, we have identified the most prominent themes and key areas of common opinion.
14. Even with these limitations in mind, the evaluation has generated some interesting findings that we hope will be of use for informing the next phase of UNODC's work with civil society.

## CHAPTER I: Background and context

15. In order to generate an informed analysis of Beyond 2008, the activities need to be seen within a wider context of UN reform, and more specifically the relationship between the CND and civil society. This chapter provides a brief summary of the evolving relationship between the UN and NGOs over the last two decades, identifying a range of different mechanisms by which NGOs have been included in policy consultation and policy-making forums within the UN system. It goes on to outline the role and function of the Commission on Narcotic Drugs (CND) and the UNODC, and NGO involvement to date in their activities. Finally, it provides a description of Beyond 2008 and its key outputs and activities.

### I. The UN and civil society

16. The legal structure of NGOs and UN relations is based on article 71 of the UN Charter that empowers the Economic and Social Council (ECOSOC) to make suitable arrangements for consultations with NGOs that are concerned with matters within its competence.
17. Analysts tend to divide the UN's relations with civil society into two distinct generations. The first generation, which lasted up until the end of the Cold War, involved mostly the major International NGOs (INGOs) and was largely of a 'formal and ceremonial nature'; 'NGO forums may have been organised around UN Conferences but they remained more or less autonomous, commenting on UN deliberations at arms length'<sup>2</sup>. It was not until the 1990s, when a series of major World Conferences and Summits were organised that the second generation of NGOs emerged. In particular, the outcome documents of world conferences such as the Rio Conference on Environment and Development (1992), the Copenhagen Conference on Social Development (1995), the Beijing Conference on Women (1995), and the General Assembly resolution containing the Millennium Development Goals (2000), all contributed to formally recognising NGOs as a critical player in responding to international issues and crises.
18. In 1993, the ECOSOC consultation arrangements were reviewed in two key areas. First, national, regional and sub-regional NGOs could now seek ECOSOC accreditation to attend meetings; secondly, ECOSOC aimed at creating a just and balanced involvement of organisations from all regions of the world. Today over 3196 civil society organisations have consultative status with ECOSOC.
19. In the late 1990's the call for the UN to open its doors to civil society was recognised by the then Secretary General, Kofi Annan. In September 2002 he released a report on UN Reform which included a proposal for an independent panel of eminent persons to review relations between the UN and Civil Society. The final publication, which came to be known as the Cardoso Report, recommended a series of practical recommendations including; tackling accreditation and access, focusing on the country level and investing more in partnerships. Above all the report encouraged the UN to become an 'outward looking organisation' able to 'embrace a plurality of constituencies'.<sup>3</sup>
20. UN agencies, programmes and funds have responded to the call to become more outwardly facing organisations via a number of ways that can be characterised in two areas. Firstly, UN agencies, programmes and funds have long been experimenting with new ways of generating input from NGOs at intergovernmental meetings. There are a wide range of practices from which to draw. For example, in the case of the UN Commission on Sustainable Development (CSD), a two week intergovernmental meeting held every year in New York, a series of multi-stakeholder dialogues were introduced (1998 – 2002) which informed the deliberations of the Commission. The three hour sessions held over four days were watched by Member States and chaired by the Chair of the CSD, who then drafted a summary of the session which was then included in the official report of each meeting. As such, the dialogues emerged as a significant component of the intergovernmental process, rather than an additional event taking place on the margins of the negotiations.

<sup>2</sup> Three Generations of UN-Civil Society Relations; Tony Hill, April 2004

<sup>3</sup> Report of the Panel of Eminent Persons on United Nations-Civil Society Relations, 2004  
<http://daccessdds.un.org/doc/UNDOC/GEN/N04/376/41/PDF/N0437641.pdf?OpenElement>

21. In other instances, such as the United Nations Environment Programme (UNEP) and UN-HABITAT, Global Civil Society Forums have been held in preparation, or alongside, the intergovernmental meeting to allow NGOs from around the world to generate their own positions and recommendations. For example, in the case of UNEP, Global Civil Society Forums have been held directly preceding their Global Ministerial Environment meeting. The two day forum for NGOs and stakeholders is the culmination of a set of regional consultations held earlier in the year, and provides a platform for exchange and consultation on key environmental issues to be addressed by Member States in the coming days, and to provide contribution to the meeting. NGOs and stakeholders are also asked to take part in small roundtable discussions (involving up to 20 participants) during the Ministerial meeting to allow further opportunities for input on behalf of civil society.
22. Secondly, a number of UN agencies have reformed their governing structures to allow for NGOs to inform the strategic planning of the agency's plan of work. Again, there are a range of practices from which to choose. For example, UNCTAD have devised annual, three-hour Civil Society Hearings with their Trade and Development Board in which NGOs and civil society can put questions to the members of the Board and a record of the Hearing is tabled alongside the official papers. UNEP has introduced 'open dialogue' sessions between their Executive Director and civil society delegations to allow a direct channel for communication. In the case of UNAIDS, NGOs are allocated seats on the main governing board of UNAIDS, the Programme Coordinating Body<sup>4</sup> (PCB), on which Member States and Co-sponsors sit to decide on the policies, priorities, long range plans and budgets for the agency. The International Labour Organisation (ILO) operates under a unique tripartite system, whereby Government, Employers' and Workers' representatives make joint decisions at the International Labour Conference, which is the supreme organ of the ILO.
23. The opening up of the UN system to NGOs has not been consistent across the UN system. Bodies such as the World Trade Organisation (WTO) and the Security Council are still largely impenetrable for NGOs and civil society organisations<sup>5</sup>. However, the developments of the last two decades have led to the emergence of an active, engaged global civil society. The number of NGOs participating in intergovernmental meetings has steadily risen, as has the number of NGOs attending meetings as part of their national delegations, and there are now thousands of civil society networks that play an important role in the monitoring, implementing and evaluating of national and international policy making. In areas such as human rights, sustainable development, HIV/AIDS and the environment; civil society networks have become sophisticated agents of change.

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<sup>4</sup> The PCB is the governing body that 'guides, reviews and makes decisions and the policies, priorities, long range plans and budgets of UNAIDS'. [http://data.unaids.org/pub/ExternalDocument/2008/20080528\\_unaids\\_pcb\\_ngo\\_delegation\\_tor\\_en.pdf](http://data.unaids.org/pub/ExternalDocument/2008/20080528_unaids_pcb_ngo_delegation_tor_en.pdf)

<sup>5</sup> The Aria mechanism has at least introduced a procedure for interacting with the Security Council.

## II. The UN Commission on Narcotic Drugs

24. The Commission on Narcotic Drugs (CND) is the central policy-making body of the UN in drug related matters. The Commission, which meets every year in Vienna, 'analyses the world drug situation and develops proposals to strengthen the international drug control system to combat the world drug problem'. It also monitors the implementation of the three international drug conventions. The CND is also the governing body for the drug related work of the UNODC.
25. The CND is a Functional Commission of ECOSOC and as such is guided by ECOSOC rules for consulting with NGOs and CSOs. As has been noted above, a number of ECOSOC processes have also introduced practices to allow for more meaningful participation on the part of NGOs. These range from regular speaking slots, to civil society hearings, to civil society advisory groups, to formal dialogue sessions with NGOs, to allowing representatives sit in on Bureau meetings and regular updates with the Chair and Bureau members.
26. By comparison, the CND interprets its commitment to working with NGOs very conservatively and has not responded to the Cardoso Panel report to become more 'outward looking' to nearly the same degree as other agencies or processes. CSOs with a consultative status with ECOSOC are permitted to attend the annual CND sessions and are allowed to submit written and oral statements but only if time permits and at the discretion of the Chair, which in the past has resulted in very limited participation. The CND decision-making process is opaque and inaccessible, and there are few channels for NGOs to track the process let alone inform it. The CND sessions are not web-cast and there is only limited information on the process<sup>6</sup>. As noted by one NGO, 'NGOs have too often been seen as a threat to the quality of discussion, rather than the expert resource that they can potentially be'<sup>7</sup>.

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<sup>6</sup> <http://www.ihra.net/Assets/1530/1/CivilSocietyReport.pdf>

<sup>7</sup> <http://www.idpc.net/policy-advocacy/global-advocacy/global-system-drug-control/commission-narcotic-drugs>

### III. Beyond 2008

27. The overarching objective of Beyond 2008 was to provide ‘an opportunity for the NGO community to reflect on its own achievements in drug control issues in view of the ten year review of the UNGASS and to make recommendations to multilateral agencies and UN Member States on future directions’. As such, it identified three specific aims<sup>8</sup>;
- *To highlight tangible NGO achievements in the field of drug control, with particular emphasis on contributions to the 1998 UNGASS Action Plan such as achievement in policy, community engagement, prevention, treatment, rehabilitation and social reintegration*
  - *To review best practices related to collaboration mechanisms among NGOs, governments and UN agencies in various fields and propose new and/or improved ways of working with UNODC and CND*
  - *To adopt a series of high order principles, drawn from the Conventions and their commentaries, which would be submitted to UNODC and CND’s consideration and serve as a guide for future deliberations on drug policy matters.*
28. A Memorandum of Understanding (MOU) was signed between the VNGOC and UNODC for the implementation of the project. The Canadian Centre on Substance Abuse (CSSA) was assigned to manage the financial arrangements, providing quarterly financial and implementation reports and audited accounts at the end of each reporting year. To achieve these broader objectives Beyond 2008 was divided into five key outputs.
29. The first output was an NGO questionnaire which was designed using the structure of the Biennial Reporting Questionnaire (BNQ) intended for Member States. It aimed to incorporate ‘new, NGO specific elements’ into the structure in order to best capture the experiences of civil society. The questionnaire was translated into all six UN languages and was distributed via the UNODC and VNGOG mailing lists. It was also possible to complete the survey or download it as a hardcopy from the VNGOC website.
30. The second key output was a series of regional consultations for NGOs involved in drug control issues. The consultations ‘were not intended as a means for gathering opinions or for promoting specific policies or strategies in the field of drug control but stressed the importance of evidence to provide a basis for the NGO contribution through ‘Beyond 2008’ to the CND and the UNODC<sup>9</sup>. Initially, only six consultations were planned in the following sub-regions: Latin America and the Caribbean; North Africa and the Middle East; Sub-Saharan Africa; South Asia; South East Asia and the Pacific; Central Asia and Eastern Europe. The VNGOC aimed for 40 participants in each consultation. However, as funds were raised by NGO networks in other regions, and Beyond 2008 attracted donations from other Member States, the project grew in scale and ambition. By February 2008 nine consultations had been held.
31. To organise the regional consultations, the VNGCO selected three Regional Lead Organisations (RLOs) from each region. The RLO’s were assisted by a ‘Designated Representative of the Vienna and New York Committee on Narcotic Drugs’ who provided support in facilitating communications, accessing information, maintaining web content, facilitating the consultation and managing the budget. The RLO’s were provided with a set of guidelines on how to select participants for the regional consultations, which included the following:
- A diverse ideological and professional background
  - The size and constituency of the organization
  - The capacity to represent the experience of a significant number of organizations
  - Representation of the broad range of interventions available in the region
  - Cultural, ethnic and social diversity
  - Competence in the language of the consultation

Using these guidelines as their benchmark, each regional consultation was required to develop its own methodology for the selection of the participants.

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<sup>8</sup>As Beyond 2008 has been very well documented, this evaluation has restricted the descriptions of all of the activities to basic summary. For more information please go to the project website; [www.vngoc.org](http://www.vngoc.org).

<sup>9</sup> Global Summary Report

32. There were also two other defined outputs as part of Beyond 2008. The first was a written review of the practices of collaboration among NGOs, governments and international organisations. This desk-based task was undertaken by the VNGOC and sought to provide a coherent set of examples of collaboration techniques identified through a review of existing and proposed mechanisms used by different UN and international bodies and by a survey of VNGOC members. The second, also a written review, was an overview of the international drug control conventions, other UN instruments relating to drug policy and the agencies and actors involved in implementation and monitoring of drug control policy. Both reviews posed a series of open questions forming the basis for the core discussions at the regional consultations.
33. The final stage was the Global NGO Forum held in July 2008 in Vienna, which represented the culmination of the regional consultations, data collection and reviews. Using the intergovernmental negotiating process as its guide, a draft text was circulated to all participants beforehand, together with a Global Summary Report drawn from all of the regional consultations. The three days were spent negotiating a declaration and set of resolutions on the part of the NGO community. The Forum was chaired by representatives of VNGOC Steering Committee. Interpretation was provided in Spanish, English and French.

## CHAPTER II: Major Findings and Analysis

34. Beyond 2008 produced a range of outputs and activities over a long period of time, involving a wide range of participants and representatives. In order to make sense of the process and answer our research questions, we have analysed Beyond 2008 against the following criteria; Relevancy; Participation; Representation; Efficiency and Effectiveness. Each of these criteria has been shown to prove important in ensuring a meaningful and effective consultation and review process. In each case we have sought to outline the challenges, the weaknesses and strengths, and the extent to which it generated expected results. For our recommendations, please turn to page 32.

### I. Relevancy

35. One of the chief challenges of engaging civil society in international policy-making is to ensure that the process and its outputs are not only relevant to the decision-making process but also to the experiences of NGOs. Prior to Beyond 2008 there had been few projects gathering input from global NGOs working on drug related issues, and for the most part NGOs in the field were only dimly aware of UN conventions and the role of the CND. Therefore, one of the chief challenges for the organisers of Beyond 2008 was to devise a project that could allow a vast array of NGOs to meaningfully contribute to the consultations.
36. The feedback reveals that NGOs participating in Beyond 2008 found that the key objectives ‘were well defined’ (79%), and significantly, they found the consultation topics were well chosen (81%). Furthermore, despite the fact that many of the NGOs had had little experience of working with the UNODC and limited knowledge of the conventions, the feedback found that the overall process was an excellent tool for NGOs to learn how international policy making impacted their activities.

*The presentation of the UNGASS objectives and the process were well articulated and the opportunity to provide feedback well facilitated. (NGO, New Zealand regional consultation)*

37. Some respondents, particularly the smaller NGOs working at the community and grassroots level, did voice concerns regarding the style and format of the questionnaire. They noted that the questionnaire was very long, making it difficult to complete in areas with poor access to the internet – particularly Africa and Latin America<sup>10</sup>. Others commented that the questionnaire used terminology more often associated with Member States which restricted their ability to voice their experiences as non-governmental actors.

*There are many local NGOs who couldn't understand the questionnaire and had to use us as advisors to complete the form. We think the questionnaires should be adapted to each region. (NGO, Latin America, Lima consultation)*

38. A similar concern was levelled at the consultation question framework. A number of NGOs felt that the questions were based on the assumption that the conventions needed to be strengthened or modified, whereas their experiences have found that drug control conventions have been a hindrance in dealing with the issues.

*The topics were very rigidly focused on the past and not the future - there was immense resistance to discussing health, human rights, and other aspects that are traditionally not included in the conventions. (NGO, South East Asia, Macau consultation)*

39. However, given this was one of the first attempts to generate the input of global civil society within the context of the CND, this evaluation found the consultation questions were appropriate and well designed. Furthermore, the chief intention of Beyond 2008 was to generate a response to the conventions, not to operate outside the framework of the CND conventions. As such, the regional consultations allowed space for NGOs to contribute their experiences or criticisms of the conventions, which are reflected in the consultation reports from each region. In reference to the questionnaire format, in future this evaluation would recommend that the VNGOC consult regional NGO coordinators familiar with the experiences of civil society on the ground to ensure that the terminology, framework and format of the data response is

<sup>10</sup> In spite of the concerns, it should be noted that Latin America and Sub-Saharan Africa provided the 2<sup>nd</sup> and 3<sup>rd</sup> largest number of completed questionnaires.

relevant to the recipients. Alternatively, regional NGO coordinators and UNODC regional offices could be formally enlisted to support local NGOs to complete the forms effectively<sup>11</sup>.

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<sup>11</sup> A similar model has been used in the field of sustainable development, whereby regional coordinating NGOs are enlisted to help local NGOs complete the ECOSOC accreditation forms to a high enough standard.

## II. Participation

40. The key challenge for the VNGOC, UNODC and the Regional Lead Organisations (RLOs) was generating contact lists of potential participants for the regional consultations. In some cases, the UNODC Vienna and UNODC regional offices were able to provide contact lists, however, for the most part RLO's found them to be outdated or non-existent. Furthermore, RLOs in Africa and the Caribbean stressed that tracking the contact details for organisations, and ensuring that information has been received and understood, requires a much larger commitment than a generic email to a list of contacts.
41. Despite these challenges Beyond 2008 generated very high levels of participation. The NGO questionnaire generated 444 completed responses. The regional consultation gathered the experiences from over 470 individual participants<sup>12</sup> (with an additional 43 Observers) from nine different regions of the world. The Global NGO Forum gathered 300 participants in Vienna. Furthermore, these figures do not encapsulate the wider networks that Beyond 2008 was able to tap into through the RLOs, the majority of which represented networks of organisations across the various geographical regions. In addition, the Global NGO Forum had translation facilities and the final NGO Declaration was translated into all UN languages for distribution. As such, a huge number of NGOs and civil society organisations were able to contribute to the consultation process.

*It was a unique opportunity for so many NGOs involved in drug control to come together. The interaction in and outside of the forum, contacts made was unprecedented. (NGO, Nairobi regional consultation)*

*It was a great chance to communicate and collaborate with NGOs from far away regions. Very important were the social events (dinners etc.) in between for deeper discussions and to establish further working contacts (NGO, New Zealand regional consultation)*

42. Not all of the regional consultations were able to gather equal numbers of participants. For example, in the Middle East, the organisers found that many NGOs in the region were understaffed and that the language barrier proved a considerable obstacle for engaging local NGOs. They also found that the discrepancies of NGO experiences within the region generated a divide amongst the final participants in terms of their ability and their confidence to participate effectively. In Africa, RLO's found that NGOs who had agreed to come to the consultation failed to turn up for the regional consultation.
43. From the perspectives of the consultation participants, the Beyond 2008 process engendered high quality contributions. 79% of attendees of the regional consultations noted that there had been an equal opportunity for all participants to voice their opinions, suggesting that for the large majority the floor was not dominated by a minority of voices. Furthermore, over 66% of the respondents noted that the quality of the inputs from all participants was high and therefore contributed to a lively and informative discussion across the issues.

*Excellent environment, pleasant atmosphere, excellent conditions for participants to voice their opinions. (NGO participant of the Western Europe consultation)*

*Thank you! It was a great event. I am looking forward to further meetings on a regional level and of course the next global conference! (NGO, Global NGO Forum)*

44. In spite of the efforts undertaken by the VNGOC to ensure that NGOs were prepared for the meeting, which included the publication 'What to Expect at the CND'<sup>13</sup> and daily NGO briefing sessions, a significant number of NGOs were concerned that their limited understanding of intergovernmental decision making prevented them from actively participating in the discussions at both the regional and global level. This sentiment was voiced not only by participants who had never attended UN meetings, but also by more experienced representatives. It was commented that those familiar with that style of negotiating, particularly NGOs from North America and Europe, tended to dominate areas of the discussion. Similarly, for those attending the CND for the first time, the experience was both overwhelming and confusing.

*As a small NGO I found that you had to be very assertive and aggressive in order to get your voice heard (NGO, Global Forum, Vienna).*

<sup>12</sup> This number is based on the number of participants listed by each of the consultation reports. As such, it is an approximate number only.

<sup>13</sup> [http://www.vngoc.org/details.php?id\\_cat=7&id\\_cnt=24](http://www.vngoc.org/details.php?id_cat=7&id_cnt=24)

*[The CND] was very stressful and very tiring. It would have been really helpful to have a day of training, or a workshop the day before so that we could have acclimatised and understood what we were meant to be doing during the Commission. (NGO, Latin America)*

45. Limited understanding of the UN system and formal negotiating practices is a common hindrance for effective NGO participation, and has prompted a number of UN agencies to introduce workshops, seminars and training sessions to prepare attendees for the process. For example, for the High Level Meeting on AIDS/HIV (2008), the UNAIDS Civil Society Task Force provided workshops, training sessions and informal mentor schemes for in-experienced speakers and participants. Similarly, training sessions and publications have been developed by NGOs that help prepare for an intergovernmental meeting and how to lobby their governments<sup>14</sup>.
46. However, there are a number of good practices that contributed to the high quality participation. Beyond 2008 provided travel and accommodation expenses for regional consultations and the Global NGO Forum. Also, the regional consultations were conducted in different languages, for example two sub-regional consultations were held in Eastern Europe, one in Russian and the other in English. The Global NGO Forum had translation facilities. In addition, the feedback stressed that both the regional consultations and the Global Forum were very well chaired which played a critical role in achieving a balanced and open forum.

*The Forum in Vienna was very difficult at times but the discussions were always handled intelligently and sensitively. (NGO, Global Forum, Vienna)*

*Michel, David and Eric did a great job. (NGO, Global Forum, Vienna)*

*The Vienna Forum was a real achievement. I feel lucky to have been part of it. (NGO Global Forum).*

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<sup>14</sup> Stakeholder Forum has published a book 'How to Lobby at Intergovernmental Meetings' (Earthscan)

### III. Representation

47. As noted by the VNGOC, 'drug policy spans a vast ideological continuum' and NGOs working in drug related areas reflect a huge diversity of practices and belief systems. The chief challenge for the VNGOC was therefore to ensure balanced representation not only across regions, gender and sectors, but also across the ideological spectrum of NGOs working on drug-related issues.
48. The VNGOC put a number of measures in place to ensure diverse representation. For example, for the regional consultations three Regional Lead Organisations (RLOs) were selected; one representing youth, and the other two who represented different approaches to drug control policy. One of the key criteria for the selection of the RLOs was that they had a good knowledge of local NGOs and were able to reach out easily to the civil society community. Each of the three RLOs was then responsible for gathering one-third of the final participants for each consultation. The RLOs were provided with a set of guidelines for ensuring that the final participants from the consultation included a range of voices.
49. The RLOs used different selection procedures depending on their own networks and experiences. For example, in the case of South Asia, a database of potential organisations was put together and then invitations were sent to all of them. Those who responded were then whittled down to a final attendee list on the basis of the guidelines issued by the VNGOC. In other regions, such as Western Europe, RLOs issued open calls which they actively promoted amongst their networks.

*The guidelines were very good. There was enough room to be creative. No one size fits all and so the suggested criteria needed to be adjusted for local situations. (NGO, South Asia Consultation)*

50. On balance, the practice of using three different RLOs spanning different positions, and giving them responsibility for ensuring equitable representation, proved a useful mechanism for generating a wide range of NGOs. For the most part, the RLO's adhered to the guidelines and generated a broad range of representatives from a wide variety of backgrounds. Even so, there were a number of groups that were seen to be under-represented by the participants of the regional consultations and the Global NGO Forum. These include; producers, people who use drugs, peasant organisations, and the families of those incarcerated or executed as a result of drug control policies. In addition, it was commented that NGOs working on drug control issues based in Russia were poorly represented.

*Civil society isn't conveniently organised. There are big organisations with big resources, and there are tiny grassroots organisations that have no access to information. (NGO, South Asia, Regional Consultation)*

*I acknowledge the difficulty of having such a wide range of organizations from so many regions involved and think that the process as a whole managed to reflect the input from so many meetings and such a variety of organizations very well. (WHO, Observer to the Budapest regional consultation)*

51. The North American consultation, which was not one of the regional consultations to have been funded by Beyond 2008, proved the most problematic in terms of representation<sup>15</sup>. Initially, the VNGOC anticipated a single consultation that would gather input from NGOs based in the US and Canada. However, partly due to the availability of funds and partly due to perceptions within the region that the regional consultation had a pre-determined ideological bias limiting the capacity or the willingness of a significant number of NGOs to participate, it was decided that two sub-regional consultations would take place, one in Florida, USA, the other in Vancouver, Canada. In crude terms, the Florida consultation came to be perceived as a forum for those NGOs promoting the UN drug conventions and restrictive drug policies, whilst the Vancouver consultation became associated with those NGOs in favour of reform and liberalisation of drug policy.

*[The Florida regional consultation] was planned with a very specific list of invitees that are more prohibition/abstinence leaning. I don't know the details of how the Vancouver meeting came to be but I appreciated that the Vancouver consultation was organized to balance the views that were being represented in Florida. (NGO)*

<sup>15</sup> It is important to stress that, as with the Australasia and Western Europe consultations, UNODC funds were not available for North America because it is a developed region. The RLOs in North America were expected to raise their own funds and administer their own consultation process.

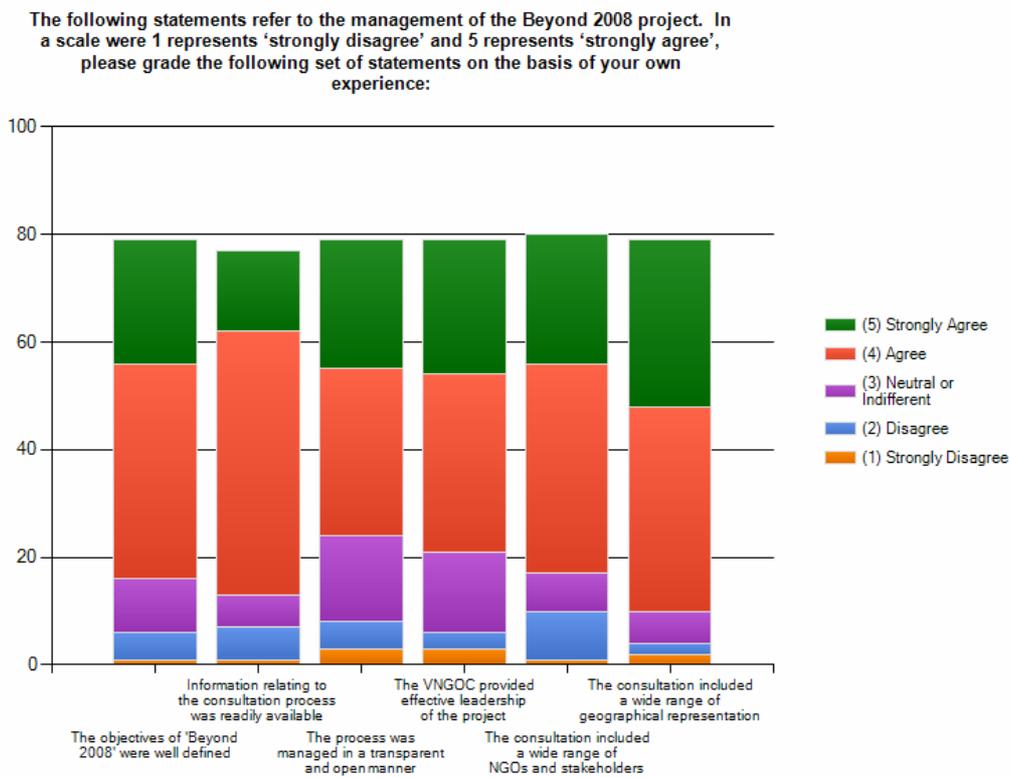
*[The Vancouver consultation was] heavily weighted with participants who were in favor of legalizing drugs and grossly under-represented by those actually doing good work to prevent illicit drug use, to provide legitimate and effective treatment, and those helping to enforce drug laws. Since no funding was provided to individuals coming from the U.S. like it was for participants from other countries, the U.S. representation was not sufficient. (NGO)*

52. According to a number of the participants of the Global NGO Forum, the same dynamic continued to play out in Vienna wherein 'caucuses of different ideological networks from North America were insistent on disrupting the process' (NGO, European regional consultation).
53. A similar issue arose in reference to the Australia consultation process, which was undertaken as a series of phone interviews with 42 organisations. The organisers aimed to generate a wide range of perspectives and practices. However, an Australian NGO (supported by a number of NGOs from other regions) submitted a Statement of Concern at the close of the Global NGO Forum which criticised 'the lack of commitment to required democratic processes in selecting country representative to the forum'. In particular, it was noted that 142 NGOs (of a possible 300) in Australia had been invited to participate in the NGO questionnaire. It was felt that an 'artificial balance of NGO engagement' was imposed by the organisers of the process.
54. Judging from the majority of the feedback for this report, this evaluation has found that considerable efforts were made by the organisers of Beyond 2008 to ensure wide representation across all of the regions, and given the initial lack of data relating to NGO activities on drug-related issues before the project began, the range of NGOs represented was more than sufficient. Furthermore, few consultations, be they international, regional or local can ensure representation from every constituent. Instead, a global consultation process aims to bring a range of perspectives together to exchange ideas, register their suggestions and learn from one another wherever possible. This objective was achieved by Beyond 2008.
55. The experiences in the regional consultations do point to a number of lessons learned. Firstly, contact databases of all current NGOs working on drug related issues will need to be updated and kept current to ensure that all outreach and data collection methods are distributed as widely as possible. Secondly, with reference to the regional consultations, this evaluation favours active selection processes whereby a range of voices are sought from the outset rather than issuing an open call for participation. This is particularly pertinent for organisations and sectors that are not obviously visible or active such as peasant's organisations or indigenous groups. It would also suggest that regional stakeholder mapping processes are undertaken beforehand to make sure that less visible organisations are identified.
56. Thirdly, the role, remit and identity of the RLOs in each region play an instrumental role in the quality and integrity of the process. In some areas, particularly where civil society is still emerging in the field of drug control, such as the Middle East and Russia, the RLOs were not prepared for the challenge of generating a high number of participants from across the region. Equally, in regions where the debates are already highly divisive and civil society is very active, it will be necessary to select three RLOs who occupy a more neutral space rather than the most prominent and large NGOs whose positions are well established. Furthermore, in regions where attitudes are highly polarised, the VNGOC will need to be more assertive and active in the planning stage. Fourthly, and critically, the availability of funding for a consultation should not inform the format of the consultation and more than one financial partner should be found for such areas to ensure a balanced approach. Ideally, funds should be allocated for all regional consultations, both in developed and developing countries, before the process begins.

## IV. Efficiency

57. This evaluation assessed efficiency along two lines. Firstly, we evaluated the roles, activities and functions of the various key partners involved in Beyond 2008 and the quality of the partnership between UNODC and the VNGOC as a mechanism for implementing the project activities. Secondly, we assessed the over-all cost implications of the project, and the ways in which those funds were allocated across Beyond 2008.
58. According to the NGO feedback, Beyond 2008 was managed and implemented to very high standards (see Figure 1). In particular, NGOs signalled that the process was facilitated in an open and transparent manner (68%) and there was sufficient information relating to the consultation process available (73%). Respondents did note some concern regarding the management structure of VNGOC and requested that the leadership of the committee encompass a wider range of representatives of the wider civil society community working on drug related issues<sup>16</sup>.

**Figure 1: Results from evaluation survey (Question 6)**



59. In practical terms, the partnership between UNODC and VNGOC provided value-added in a number of areas. UNODC's involvement helped to generate funds for the project, assisted NGOs in obtaining visas in time for the regional and global consultations, and assisted with numerous logistical details, such as organising translation facilities, securing conference space and locating contact information. It also helped with trouble-shooting emerging problems by supporting RLOs to carry out their activities more effectively. The VNGOC also noted that the dedication and professionalism of the UNODC Civil Society Team proved a good support base throughout the project.
60. The UNODC/VNGOC partnership also helped to raise the profile of the initiative amongst NGOs and Member states alike. For example, in the case of the Vancouver regional consultation, it was noted that having a high-level representative from UNODC helped to generate a more constructive and professional atmosphere to the dialogue.

<sup>16</sup> The VNGOC are already reviewing how to encourage wider membership in the organisation.

*Having a high-level representative from UNODC contributed hugely to the room. His knowledge of the issues really helped to bring about a constructive discussion. That was a definite strength. (NGO, Vancouver, North America regional consultation)*

61. There were some minor challenges encountered as part of the partnership. For example, there were instances when the VNGOC failed to communicate with the UNODC before carrying out an activity, as they understood the responsibility to report back rather than to consult beforehand. In addition, the one area of inconsistency in terms of the management of the process was the role that UNODC regional offices played in supporting regional NGOs. In some regions, the UNODC regional office assumed an active part in the preparation and execution of the regional consultation by providing contacts, communicating with local NGOs, and assisting with logistical details. However, in many others, the UNODC regional offices played a limited role.
62. In future, it will be important to ensure that future MOUs demarcate clearer responsibilities for both partners, and for it to describe a clear definition of the meaning of 'partnership' in terms of communicating and reporting back to the UNODC. It will also be important for the VNGOC and the UNODC to continue to make all efforts to update each other on all developments. However, at large, the partnership proved a learning experience for both partners, generated increasing levels of trust and confidence, and was well managed from both sides.

### **Allocation of funds**

63. As initially envisaged, Beyond 2008 was a smaller project that entailed the same outputs but on a reduced scale (\$628,144). The project was revised twice as contributions were made by other Member States, so that it extended until April 2009 in order to cover the high level segment of the CND and to fund NGOs to attend the CND. The final budget for Beyond 2008 was \$1,433,000<sup>17</sup>. In addition, it is important to stress that a large number of project activities received in-kind contributions from NGOs, the private sector, and local authorities which proved very important for achieving all of the project outputs.
64. The majority of the costs for Beyond 2008 were allocated to travel, meeting costs and allowances for participants to attend the regional consultations, the Global Forum and the CND session. In addition, approximately 26% of the funds were also allocated to UNODC to help cover the running costs, interpretation facilities and support staff for the Civil Society Team<sup>18</sup>.
65. Beyond 2008 budgeted approximately \$30,000 – \$40,000 per consultation, which covered travel, accommodation and basic expenses for the participants. Relative to similar processes, Beyond 2008 fared well; in the case of UNEP for example, the European regional consultation is budgeted at \$55,000 per meeting showing that Beyond 2008 carried out a lot within a limited budget. The final audit of the project expenditure confirmed that the funds had been adequately allocated within the terms of the MOU between VNGOC and UNODC.
66. There were some issues that emerged during the evaluation. For example, it had not been fully understood from the outset that project funds would be allocated for human resources support for the UNODC Civil Society Team. A number of the RLOs also commented that the VNGOC guidance policy on how to allocate funds was not sufficiently clear, and a number of organisations were unsure of how to best cover the staff time within the consultation process. Furthermore, there was no signed contract between the VNGOC and the RLO that indicated when funds would be reimbursed. A similar comment was made by the auditors of the final accounts; 'Additional guidance should be provided in future MOUs to provide for a consistent expenditure categorisation within the individual budget lines'.

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<sup>17</sup> Of which only \$1,319,129 has been received. The unfunded balance of \$ 113,876 has been allocated for 2010 and is meant to cover the transition period until the next phase of the project.

<sup>18</sup> UNODC staff used their own budget to travel to the regional consultations.

## V. Effectiveness

67. The following section is divided into the two sections. The first takes into account much of the analysis already undertaken so far to assess the extent to which the three key project objectives were fulfilled. The second part analyses the NGO Declaration and set of Resolutions, the key output from Beyond 2008, to assess the extent to which the CND outcome documents reflected the recommendations.

i) **Objective One:** *To highlight tangible NGO achievements in the field of drug control, with particular emphasis on contributions to the 1998 UNGASS Action Plan such as achievement in policy, community engagement, prevention, treatment, rehabilitation and social reintegration.*

68. On the basis of our analysis Beyond 2008 achieved its first objective. In particular, results from the consultation and questionnaire illustrated the significant growth in NGO activity since the 1998 UNGASS. Over a third of those who completed the questionnaire have been founded in the last ten years, and full time, part time and voluntary staff working in those organisations has increased dramatically. NGO membership rates have also increased significantly. There were also some useful statistics that demonstrated the number of people that the NGO prevention programmes had reached (some 1.1 million people).

69. The consultation and questionnaire feedback also revealed the diversity of NGO activities that range anywhere from community engagement and education, to primary prevention, to resident rehabilitation and outpatient detoxification. The strength of the regional consultation method was that it captured experiences from grassroots and community based organisations, which are often difficult to represent on the international stage. Furthermore, as commented by Member States who attended the Global NGO Forum in July, the number and diversity of organisations who arrived to participate in the meeting, coupled with their dedication and enthusiasm, presented a stark reminder of NGOs working all around the world.

70. The Conference Paper produced as part of Beyond 2008 that summarised the data was tabled at the 51<sup>st</sup> section of the CND as a background paper and for the Expert Working Group on Demand Reduction.

71. There is only one comment to make regarding the achievement of this objective. Beyond 2008 worked hard to highlight tangible NGO achievements but the audience was largely civil society itself. It will be important for future efforts to target Member States and decision-makers as their key audience. In addition, whilst the Global Summary Report and Conference Paper provided a very good summary of the consultation and questionnaire outputs, this evaluation would suggest that alternative ways of presenting and communicating the same information be explored for the future. Case studies, top line findings, graphs, interviews, and comparative analyses could help to further promote NGO activities in more engaging formats. Such activities will require more resources and funds.

ii) **Objective Two:** *To review best practices related to collaboration mechanisms among NGOs, governments and UN agencies in various fields and propose new and/or improved ways of working with UNODC and CND.*

72. Out of the three chief objectives, it was this objective that fell short of expectations for NGOs involved in Beyond 2008. In part, this was because the objective itself was very broad and ambitious, particularly with respect to working with governments and the UNODC. However, the feedback from NGOs noted that Beyond 2008 had helped build relations amongst civil society but there was still a great deal of uncertainty on how to best work with governments at the local, regional and international level, and how to construct meaningful relationships with UNODC regional offices. Thus whilst there was significant progress made in ensuring that NGOs attended the CND as part of their national delegations, there is still some way to go in highlighting the most effective and meaningful ways of working with local authorities and central government. This will need to be part of the next phase of the engagement work with NGOs.

iii) **Objective Three:** *To adopt a series of high order principles, drawn from the Conventions and their commentaries, which would be submitted to UNODC and CND's consideration and serve as a guide for future deliberations on drug policy matters.*

73. Given the diversity of the NGOs working on drug related issues around the world, this final objective was seen by many as the most challenging and, for some, even unobtainable. Indeed, when the idea of using the Global NGO Forum to negotiate a final text rather than a report of the discussions was initially suggested many feared it would provoke too contentious a situation to prompt a useful outcome.

*I was sceptical at first when they said they wanted to produce documents that would consensus. I feared they were going too far down the Member State route, but I watched the process unfold and I was really very impressed. The NGOs managed to work together in a coherent and cooperative way. (Member State)*

*There were a few very antagonistic representatives at the Global Forum who were trying to sabotage the process... But the VNGOC ran it well and a consensus document was achieved. (NGO, Global Forum, Vienna)*

74. Against all odds, the Forum produced a set of agreed resolutions on behalf of the global NGO community. The principles are well defined and offer a clear and well defined set of recommendations. The success of this objective was attributed to a number of factors. First and foremost, the skill, patience and openness of the Chair and the Co-Chair of the Global NGO Forum was highlighted again and again by those involved as a key element of that success. Second, the scope of the regional consultations, and the time allowed for those NGOs to contribute to the process in a range of different ways helped to ensure that they could generate ownership over the process and contribute their experiences.

*The Beyond 2008 was tremendously important to civil society in making contacts and bringing NGOs together, even if they disagree violently on many subjects, as we have seen after the meeting via emails. This cohesion of NGOs is essential if they are to make their voices heard by Governments, many of which ignore the vital work which NGOs are carrying out. (Member State)*

## The CND 2009

75. In its simplest terms, one of the key objectives of engaging NGOs in intergovernmental forums is to ensure that they can inform and shape the policy outcomes. The NGO Declaration provided Member States with a clear set of recommendations on behalf of the civil society community, therefore provides a good measure for assessing the 'effectiveness' of Beyond 2008 as a mechanism for communicating NGO voices into the CND<sup>19</sup>.
76. The analysis between the two output documents suggests a number of areas of commonality between governments and NGOs. The language and tone of the CND Political Declaration and Action Plan often fall short of that used by the NGO Declaration, and there are a number of instances whereby activities are only referred obliquely. However, there are a wide number of key areas of overlap:

- Recognition that the global illicit drug problem needs to be addressed, and that whilst some progress has been made in the last 10 years, efforts will need to be stepped up.
- Recognition of the role of NGOs and civil society. In the Political Declaration this sentiment is tempered by the phrase 'where appropriate', however there is acknowledgment throughout the text of the valuable role that different stakeholders play. For example, in the Plan of Action there is a call to recognise the role that NGOs can play in helping in drug demand policies.
- Recognition of 'affected populations' in 'the formulation and implementation of drug demand and supply reduction policy'.
- Recognition of the importance of 'affordable culturally appropriate and scientific evidence based drug treatment is available'. Call for 'the development of appropriate data collection tools'
- Recognition of integrated approaches and plurality of services; 'Develop, review and strengthen, as appropriate, comprehensive and integrated drug demand reduction policies and programmes providing a continuum of prevention and care from primary prevention, to early intervention, to treatment to rehabilitation and social reintegration into society, to health care and social services to harm reduction in accordance with international drug control treaties'.
- Recognition of the need to continue support for the licit supply and demand for medical and scientific purposes and within the Political Declaration a need to recognise traditional licit uses.
- Attention is given within the Political Declaration to provide support and treatment to those people with a drug problem in incarceration, and within the Action Plan that training is given to staff that is evidence based and ethical, and non-stigmatising.
- Recognition of the need to increase resources and finances to combat drug-related issues.
- Recognition of the importance of human rights 'The Beyond 2008 report calls on evidence based approach to the drug problem, and it should be both short and long term with full respect of human rights and fundamental freedom. Within the Political Declaration and Action Plan there is recognition of the need for policy (both demand and supply) to reflect scientific thinking and have up to date data and also a need to disseminate this data. It also states that drug policy should conform to various UN charters such as the Declaration on human rights.

<sup>19</sup> The content of the CND documents cannot of course be attributed directly to the role of Beyond 2008.

Equally, there are a number of areas that were not mentioned or obviously referred to in the final CND text which include the following;

- Call to develop a 'common standard against which demand, harm and supply reduction activities can be measured in terms of their efficacy and outcomes'.
- Call for the CND to 'evaluate its own work and policies'.
- Specific reference to 'harm reduction'
- Call to support 'new approaches by NGOs, and others' to respond to reduce illicit/harmful drug use'.

77. The analysis reveals that there are some clear areas of common purpose between the NGO community and Member States. These areas provide a very good foundation on which to base future collaboration between Member States and NGOs. It represents a significant achievement on the part of the engagement strategy as a whole. It will be up to the NGO community to monitor and scrutinise their government's actions to ensure that they make up their commitments over the coming time frame. The areas of divergence are also helpful, and will require strategic lobbying and advocacy on the part of the NGO community for further action.
78. With regards to the final stages of Beyond 2008, there were a number of concerns raised by NGOs and Member States that will need to be taken onboard for the future. For instance, feedback from NGOs suggested that there was a great deal of confusion regarding how to best promote the NGO Declaration before and during the CND. For the most part, NGOs emailed the NGO declaration onto relevant departments but fewer NGOs requested meetings with their government departments or telephoned them.

*VNGOC could have been more clear about how NGOs could present advocacy findings at the High Level Segment, and how they could participate in roundtables. (NGO, Global Forum)*

*What I haven't heard is a more assertive voice, one that says 'this is exactly what we want'. We want a proper seat at the table, we want to be able to contribute to the substance of the discussions. (Member State)*

*The VNGOC orchestrated a very good process but ultimately it was marginalised during the CND itself. (Member State)*

79. This sentiment was also picked up by a number of the Member States who commented that during the CND itself the voice of Beyond 2008 was difficult to make out, if at all. In part, this can be attributed to the programme of the CND itself which provided limited space for promoting the conclusions from Beyond 2008. However, future strategies should provide clear guidance on how NGOs can best promote any output document, and how to increase their lobbying strategy before and during a CND session (e.g. text amendments). Equally, the VNGOC may need to take on a more assertive role in promoting consultation outputs, and ensure that all NGO partners follow-up at the local, national and regional level.

## CHAPTER III: Outcomes, impact and sustainability

80. Drawing on the findings and feedback for the respondents who took part in this evaluation, the following section identifies the extent to which Beyond 2008 has generated value for all of the partners involved; NGOs, Member States and the UNODC.

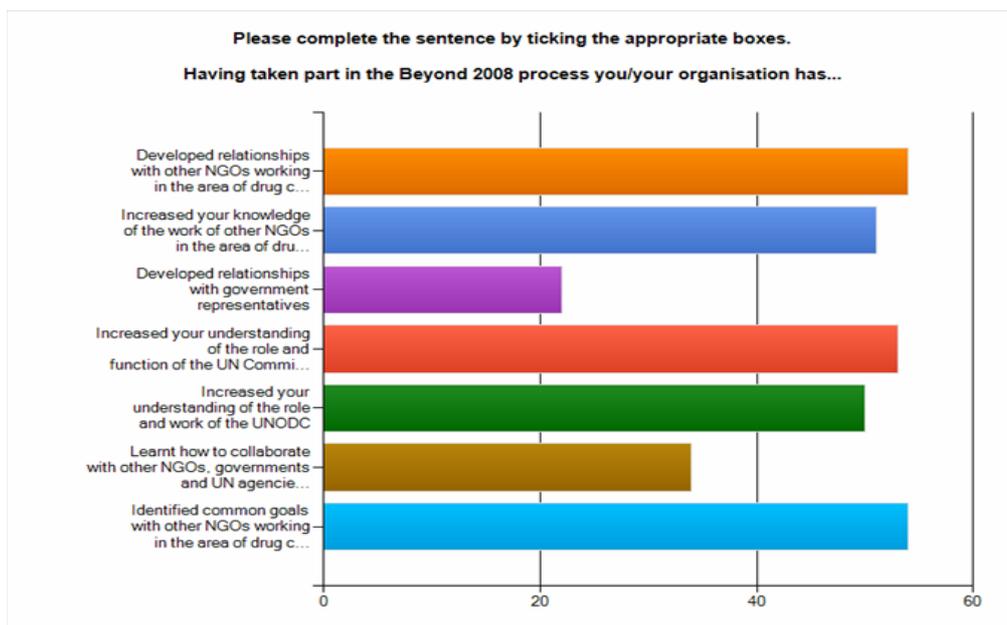
### NGOs

81. On the part of the NGO community, the value-added of Beyond 2008 has been multifaceted and diverse but can be condensed into some key areas (see Figure 2). Firstly, the consultation process has exposed NGOs to a range of other organisations working on similar issues around the globe.

*You find in this work that you end up being exposed only to one area, and one way of thinking. If you don't abide by that same stance, your funding will be cut. This was the first time I'd come into contact with such a range of different ways of doing things. It was an incredible, mind expanding exercise. (NGO, Latin America consultation)*

82. As a result, new networks have been created, NGOs have generated partnerships and contacts made during the consultation process have been maintained. For example, regional networks of NGOs are being developed across Kenya, Uganda and Tanzania to help them share practices and share the results of Beyond 2008. Similarly, in the Middle East, the RLOs have launched a cyber-network through which they communicate regularly. The RLO from Europe noted that 'they now have a list of contacts all around the world'. These examples are only a small selection.
83. The contacts have also helped NGOs apply for funding sources. For example, a coalition of NGOs based in the Caribbean has applied for joint funding for training across the region. NGOs in Africa have developed relationships with international NGOs such as Mentor International and IOGT-NTO Sweden. Furthermore, in some cases further consultation processes have been put into place to build on the work undertaken as part of Beyond 2008. NGOs in Canada have since facilitated a further consultation to build on the work undertaken during Beyond 2008.
84. In other areas such as human rights, sustainable development or the response to HIV/AIDS, the generation of civil society networks who can share practices, develop common strategies and lobby with a united voice has proved a powerful and sustainable mechanism for tackling global issues. Wherever possible, it will be important for these regional networks to be supported and strengthened in the future.

**Figure 2: Results from Evaluation Survey (Question 3)**



85. Secondly, Beyond 2008 has helped transform the Vienna NGO Committee into a more viable and useful interface between the CND and wider civil society. The new founded value of the VNGOC is one that has been recognised by both UNODC representatives and Member States.

*Before this process I felt that the Vienna NGO Committee was not very productive. It was a small gathering of a few people meeting at the CND, discussing one topic or another. There was no life behind it. A number of NGOs especially on the European front were very active in trying to push their own agendas. Beyond 2008 meant that the Committee woke up, the attendance of NGOs was quite remarkable, the room was full. It was a whole new dynamic. (UNODC)*

86. Thirdly, as the evaluation responses noted, Beyond 2008 has above all increased the knowledge of the role and function of the CND amongst the NGO community. Finally, the project has galvanised NGOs working on drug related issues. The act of coming together, being recognised in a process sanctioned by the UN, and discussing their work across a range of activities has prompted a sense of purpose, which was reflected widely in the feedback comments.

*Looking back at past engagement and work of the NGO Committee and NGO community in Vienna, the NGO Forum Beyond 2008 was a huge step forward and effectively transmitted the message to governments that the NGOs involved in drug policy are a serious stakeholder, source of information and effective partner to governments. (NGO)*

*It was a privilege attending the Vienna Beyond 2008 consultation, and what we learnt from this experience we have been able to share with a number of other NGO's that have not had any exposure or instruction outside their immediate sphere of influence. (NGO)*

*This process was necessary to bring the NGO community alive to the world. (NGO)*

## Member States

87. On the basis of the interviews conducted, Beyond 2008 proved valuable to Member States for several reasons. Firstly, Beyond 2008 helped to prove that, in spite of the differences of opinion, practice or approach, consensus can be forged and a set of practical recommendations can be produced to move the process forward. Beyond 2008 was seen by many as a mature, coherent and legitimate process. Indeed, in some cases, Member States concluded that the NGO process highlighted the inadequacies and limitations of the intergovernmental process.

*I must confess I see the project as much more effective and much more down to earth than the government process. ... It was much more substantial than what member states did. We started consultations at a very late stage. We went into negotiation on issues but we didn't analyse what has happened in the last ten years. (Member State)*

*It was really a process that had a high level diplomatic quality (Member State)*

88. Secondly, as already mentioned, the VNGOC has now become an obvious point of call for any government wanting to collaborate more closely with civil society. Beyond 2008 proved an important mechanism for actually communicating how NGOs are responding to issues on the ground. It was noted by a number of government representatives that they are largely masters of process, whereas NGOs are masters of the issues themselves. The Member States rely on NGOs to help them understand the obstacles, priorities and challenges of coping with drug related issues on the ground.

*It heightened the profile of an organisation that was rarely paid much attention. The VNGOC was taken more seriously as a collective body. (Member State)*

## UNODC

89. On the basis of our interviews with UNODC representatives, Beyond 2008 has generated value on a number of levels. In practical terms, Beyond 2008 has helped improve their outreach capacity to NGOs and stakeholders. Databases of NGOs were updated and refreshed, contacts were forged and new NGOs were identified which means that UNODC has now generated a significant dataset on the work being undertaken by civil society all around the world. Furthermore, in the past, NGOs keen to gather more information on the work of the CND or UNODC tended to contact the Civil Society Team, which placed a huge work burden on a small team. As the VNGOC has emerged as a more useful interface between UNODC and civil society, this has helped relieve the pressure on the Civil Society Team.

*The civil society database is a good tool for communications. We're using and developing further tools for NGOs so that it can become a two-way tool for communication between UNODC and civil society. (UNODC)*

90. Secondly, the UNODC/VNGOC relationship proved that partnerships between NGOs and the UNODC can be very rewarding for both partners. It helped NGOs learn to trust and understand the important role that the UNODC plays on the international level. Equally, it proved that umbrella networks of CSOs can devise a very effective process for gathering NGO input.
91. Finally, as was noted by a number of UNODC representatives, Beyond 2008 has illustrated that consensus can be generated within a very controversial area amongst very diverse participants. A well orchestrated process can help generate unexpected agreement, and most importantly can begin to build trust across a range of partners. Furthermore, echoing the comments by Member States, UNODC representatives suggested that Beyond 2008 has helped to introduce Member States to a number of issues for the first time.

*My recommendation is that the NGOs keep up the momentum. They have played an important role in introducing Member States to lots of issues for the first time.... the role of NGOs is to help Member States understand the issues. (UNODC)*

*Beyond 2008 allowed NGOs to work out amongst themselves a common position. Getting them together was a remarkable achievement, and afterwards some NGOs seemed incredulous that they had reached agreement. (UNODC)*

*The NGOs did have a real role to play in the CND. Everyone was impressed because the NGOs were able to come to consensus over some highly divisive issues. (UNODC)*

92. On the basis of the interviews, the work of the Civil Society Team has been hugely appreciated across the UNODC, and Beyond 2008 has been well received as an initiative. However, this evaluation has found that there is still some way to go to ensure that the approach to working with civil society is consistent and sustainable across the UNODC. On the basis of the interviews, NGO involvement in the UNODC and the CND is seen largely as the domain of the Civil Society Team, rather than within a wider institutional framework. It will be important to build upon Beyond 2008 to integrate NGO involvement across UNODC's programme of work, both regionally and thematically, and consult with representatives from the Civil Society Team and the VNGOC at all levels.

## CHAPTER IV: Lessons Learned and Good Practices

93. By accounts of those involved, Beyond 2008 has proved a huge learning experience. In the following section, we have generated a list of some of the more prominent lessons learned that could be applicable to other processes.
- Engaging grassroots, community-based or remote NGOs proved a significant challenge for the RLOs. Outreach strategies, particularly in areas such as Africa, the Caribbean and Latin America, should not rely exclusively on emails alone but require phone calls and meetings wherever possible. Furthermore, NGOs should be encouraged to continue building databases and contacts as a continuous process of engagement and capacity building. The UNODC regional offices should play a role in supporting the continued outreach to smaller NGOs and CSOs on the regional level.
  - Data collection methods, such as the NGO Questionnaire, should be framed around the experiences and familiar terms on the part of the recipients to ensure meaningful input.
  - In regions where issues relating to drug policy are already highly politicised, more than one funding partner should be found to support regional consultations. Equal speaking rights must be afforded to all participants.
  - Beyond 2008 focused a lot of its energy on the CND meeting itself. As evidence from other processes has suggested, the critical point of leverage for NGOs is at the national level. It is here that information is gathered, policies are shaped and positions are drawn. It will be important for future processes to see the CND as the last port of call, rather than the first.
  - The lack of understanding of UN processes and formal negotiating frameworks in some cases proved a significant hindrance for NGOs with limited experiences of such forums. It will be important to generate capacity amongst NGOs in the future to ensure that discussions are not dominated by the more assertive and experienced voices from Europe and North America. Similarly, capacity will need to be built in how to lobby governments at intergovernmental meetings.
  - Engaging local, national and international media can provide a very useful tool for generating key messages and lobbying processes. Whilst efforts were made to engage journalists and media during Beyond 2008, the process would have benefited from a more advanced communications strategy. The VNGOC should work closely with their partner NGO networks and members to scale up the outreach to the press and media as a useful mechanism for generating political momentum.

## Good practices

- The partnership between UNODC and VNGOC proved a very good mechanism for implementing the project, and should be replicated in other areas of UNODCs work. CC'ing one another in emails, conducting regular phone conferences, sharing information and resources wherever possible, and above all being honest with one another were all cited as important components. In addition, it is important to establish from the outset how 'partnership' is understood by both parties; for example, is it one that involves merely 'reporting back' to one another after an activity has been completed, or is it one whereby decisions will be made in collaboration?
- The Beyond 2008 process was strengthened by having consultations in all regions, both developed and developing regions. If UNODC are unable to finance developed regions for regional consultations, more than one funding partner should be found to support the regional consultation. Alternatively, in developed regions, UNODC could match the funding found from regional partners.
- On balance the regional consultation model worked very well and using RLOs as key coordinating bodies in the various regions was a good mechanism creating a sense of ownership of the process and for reaching out to local NGOs. It proved effective for bringing an assortment of voices to the table. Most importantly, it helped to capture the experiences of grassroots and community-based NGOs, whose voice is often difficult to champion on the international stage. Wherever possible, the RLO structure should be built on and their role developed for the future. Where necessary, alternative RLOs will need to be identified to ensure more effective and wide ranging regional outreach.
- Providing funds for NGOs to participate in the regional consultations and the Global NGO Forum helped to ensure high levels of participation, and was critical to the overall success of the project. This evaluation would favour active selection processes for all consultations rather than open-calls for participation.
- The Global NGO Forum was very well organised by the UNODC and the VNGOC. Tasks were clearly assigned and divided between the two partners. All efforts were made to ensure a constructive mood for negotiations. The leadership and negotiating skills of the Chair of the Steering Committee were also key to achieving the results.
- Mimicking the formal negotiations structure used by Member States to produce a final consensus document in this case proved an effective tool not only for enabling a coherent output, but also for generating a multi-stakeholder dialogue in of itself.
- The presence of UNODC staff members, particularly from the management team, in the consultation process helped to bring credibility and professionalism to the consultations.

## CHAPTER V: Recommendations

94. The following set of recommendations draws on experiences and practices from other UN agencies, programmes and funds wherever possible.

### For the UNODC

95. **Define civil society and map out relevant stakeholders;** The term ‘civil society’ is often used but seldom defined. A number of UN bodies, including UNDP, UNAIDS, UNEP, UNHABITAT have generated more formal definitions of the term civil society as relevant to their own activities, which has proved useful for generating an institutional approach, rather than departmental, to working with civil society. This practice has also been accompanied by more formal ‘stakeholder mapping’ processes in a number of cases. For example, UNEP and the UNCSD have formally adopted the nine Major Groups approach<sup>20</sup>. These groups include; trade unions, indigenous people, women, farmers, science and technological community, NGOs, local authorities, youth and children, business and industry. All consultations involve elected representatives from each of those nine Major Groups, which helps to ensure a valid and representative process. All civil society organisations must align themselves with one of Major Groups. For example, if you are an NGO but primarily work on promoting women’s rights, then the organisation may choose to sit within the Women’s Major Group rather than the NGO Major Group. A more formal stakeholder approach can also provide a powerful way of ensuring a broad range of interests and groups.
96. Using these practices as models this evaluation would recommend the following. Firstly, working with the VNGOC the UNODC should develop a clear understanding of the civil society as relevant to their work. Secondly, a wider stakeholder mapping exercise should be undertaken to understand the role that other groups, sectors, and organisations play in the response to drug-related issues (for example; trade unions, medical professionals, indigenous groups, businesses, producers, etc.). All future consultations will need to ensure that voices from all of these key stakeholder groups are represented. Finally, the data that has been collected on NGOs provides a very good basis for future work with civil society. Wherever possible, this data should be built on and developed to make the NGO database a two-way communication tool between the UNODC and NGOs.
97. **Integrate NGOs across all of UNODCs programme of work;** To ensure a more integrated and coherent approach to their work with civil society, UNODC should integrate civil society into across their regional and thematic programme of work. In some cases, such as UNDP and UNEP, agencies have devised short term and long term ‘Civil Society Policy Documents’ which outline their commitment for working with NGOs at both the regional and international level across their work programmes. These policy documents have been drafted in partnership with NGOs and have helped bring about a more institutional and long-term approach towards working with civil society.
98. **Introduce regional taskforces and strengthen regional networks;** A key point to have emerged from Beyond 2008 is that for many NGOs, governments are remote and inaccessible. UNODC regional offices, in coordination with the RLOs, should develop regional taskforces to develop NGO-government relations on the national and regional level, and to promote the work of civil society. Initiatives might include networking events, sharing contacts, capacity building workshops on lobbying, regional media initiatives, knowledge exchange networks, etc. The regional taskforces can also assist with steps such as ECOSCO accreditation for NGOs hoping to interact directly with the UN system.
99. **Conduct regional roundtables;** Between 2012 and the High Level Review of implementation in 2014 a series of regional roundtables should be organised which include governments, NGOs, stakeholders and UNODC representations. The roundtables should set out to identify progress, obstacles, emerging issues and steps for further action for ensuring that the commitments of the CND 2009 and UNGASS 1998 are being acted upon, but also to ensure that well informed strategies for the 2014 Review can help shape the agenda for the next phase of implementation.
100. **Targeted capacity building;** As revealed in this evaluation, there are a number of regions that are suffering from an acute lack of funding and resources to allow NGOs to continue their activities, particularly pertinent in regions such as the Caribbean, Middle East, China and South Asia. It is likely that as the economic global

<sup>20</sup> As identified by Agenda 21, the key document to have come out of the Rio Earth Summit, 1992

crisis will further exacerbate funding issues so NGOs will need to be supported in their efforts to secure funds. The UNODC can play a helpful role in providing more information on where NGOs can look for funding. Actions might include global funding databases, examples of successful funding proposals, workshops focusing on how to access the larger foundations and institutions (etc.). Again, regional UNODC offices should play a more active role in building the capacity of NGOs on the ground to secure funds, and wherever possible partnerships should be forged between UNODC regional offices and NGOs to approach funders together.

101. **Support increased NGO participation at the CND;** Wherever possible the UNODC should financially support NGOs to attend the CND, particularly from developing countries and under-represented regions or representatives who cannot attend the meeting. A voluntary fund for Member States and foundations could be established by the UNODC to support this activity, a model used at the UN CSD. Wherever possible, NGOs should also be supported to help them build relationships with government representatives before and during the CND. Workshops and advocacy material should build skills on how to lobby at intergovernmental meetings; (e.g. the use of floor managers, writing text amendments, how to work within government delegations, etc.)<sup>21</sup>.
102. **Scale up the UNODC Civil Society Team and their work with the VNGOC as a key interface with civil society;** In order carry out the next phase of UNODC's work with civil society and capitalise on the momentum already generated Beyond 2008, the continued partnership between the Civil Society Team and the VNGOC will need to be properly funded and supported. Wherever possible funds should be found to support both partners in scaling up their activities. We would also recommend that, wherever possible, additional funds and resources be found for the UNODC Civil Society Team to ensure that they can continue to scale up their activities across the UNODC's programme of work.

### **For the CND**

103. **Develop formal relationship with the VNGOC;** The CND should establish regular meetings with the VNGOC and NGO representatives between and during CND sessions. The CND should also support NGO participation and speaking rights in all of the CND working groups. Meeting summaries from all working groups should be made available for civil society to track the issues. In the other examples in the UN system, such as the UNECE Aarhus Convention (an ECOSOC Regional Commission), an NGO observer is permitted to sit in on all the convention Secretariat meetings and to report back to NGOs on the latest decisions and discussions. NGOs are also able to actively participate in all of the working groups in preparation for the Meeting of the Parties. In the case of the UN CSD, in many cases the Major Groups (the formal stakeholder groups) are invited meet with the Bureau, allowed to see early drafts of the text, and consulted in all of the preparatory processes.
104. **Establish a space on the agenda of CND sessions for NGOs to interact with Member States;** In its current state, the CND does not provide sufficient space for NGOs to share their expertise, knowledge and experiences or interact directly with Member States. As such, the CND is not benefiting from the wealth of experience that NGOs have on the ground. This evaluation would suggest that the CND should introduce an Interactive Dialogue session with NGOs in the main agenda of the CND to gather their input and feedback on defined topics in preparation and during for the CND sessions which all Member States should attend. Furthermore, regular speaking slots should continue to be allotted for NGOs during the roundtables, plenary and working groups of the CND itself.
105. **Showcase NGOs;** The CND was shown to have much fewer NGO side events than a number of other intergovernmental meetings. Side events can provide a good space for NGOs to highlight their work and to meet and network with governments. They can span from more traditional panel sessions, in which issue-experts, stakeholders, and governments are invited to discuss their latest work, to media launches, films, and exhibitions. In addition to the panel of side-events used at the CSD a 'Partnerships Fair' has been launched whereby projects between governments and NGOs are given priority space for exhibiting their activities.

<sup>21</sup> For more information, please contact Stakeholder Forum; [www.stakeholderforum.org](http://www.stakeholderforum.org)

### **For the VNGOC**

106. **Scale up the role of the VNGOC;** The VNGOC has emerged from Beyond 2008 as an important interface between the UN and broader civil society. That role will need to continue to develop to become a key conduit of information between the CND and NGOs. Firstly, the VNGOC would be well placed to take on the role of the CND Watchdog (see below), and scale up its advocacy and lobbying role in Vienna and on the international level. It should continue to develop strategies with the larger global NGO networks for maintaining pressure on Member States to act on their commitments. It should continue to develop the interface between the VNGOC and permanent missions on Vienna to ensure that the process does not lose momentum.
107. Second, as was highlighted by the Member States in this evaluation, the VNGOC provide a good channel for communicating what NGOs think about a given issue. This evaluation would suggest that the VNGOC continue to develop the network of RLOs and key NGOs, and where appropriate generate issue-specific consultations to inform the CND working groups. In the case of the CSD, a system of drafting online 'position papers', which are emailed around all of the key networks for a six-month consultation process for comments, suggestions and changes, has proved a cost-effective system. The drafting of position papers is a multi-stakeholder process in itself and has helped highlight the commonalities rather than the differences between different NGOs and stakeholder positions.
108. Third, VNGOC may need to reform its management structure to ensure that a wider range of representatives (ideological, regional, sectoral) are represented within the management structure. Fourth, VNGOC will need to actively nurture the next generation of NGO representatives who will be able to bring new ideas, activities and strategies for the VNGOC. Fifth, the VNGOC should further develop relations with NGOs working on relevant issues, from drug trafficking to corruption to human rights. Activities might include piggy-backing workshops and side events onto UN and EU key conferences, asking new contacts to publish articles in the VNGOC newsletter or devising issue-specific coalitions with other networks. Finally, the VNGOC should scale up its communications strategy (see below).
109. **Establish a CND Watchdog;** Using the areas of common purpose between the NGO Declaration and the CND Declaration and Action Plan, NGOs will have an important role to play in monitoring the progress of Member States in implementing their commitments from the CND. The VNGOC is well placed to play the role of a 'Commission watch' whereby it will help NGOs monitor their own governments and keep up the pressure on decision-makers in Vienna. A similar model has been used in the context of financing for development - Social Watch (<http://www.socialwatch.org/en/portada.htm>). The NGO Commission Watch would also benefit from working with the UNODC Statistics and Service Section (SASS) to help them disseminate and publicise their findings, which are usually drawn at the end of December and published during the CND.
110. **Scale up the communications strategy;** In today's world of multi-media outputs and competitive news markets, printed press releases and press conferences are no longer sufficient for sustaining attention on global issues. UN agencies, programmes and funds have begun to develop a whole range of techniques to communicate messages. These include podcasting from intergovernmental meetings, training journalists from under-represented regions of the world to attend and report on meetings, youth-led reporting initiatives, and generating innovative media platforms by which to bring the debates alive to wider audiences. The VNGOC and relevant partners should work on increasing their outreach to the press and to new audiences to ensure that the issues under discussion at the CND generate wider and more sustainable coverage.

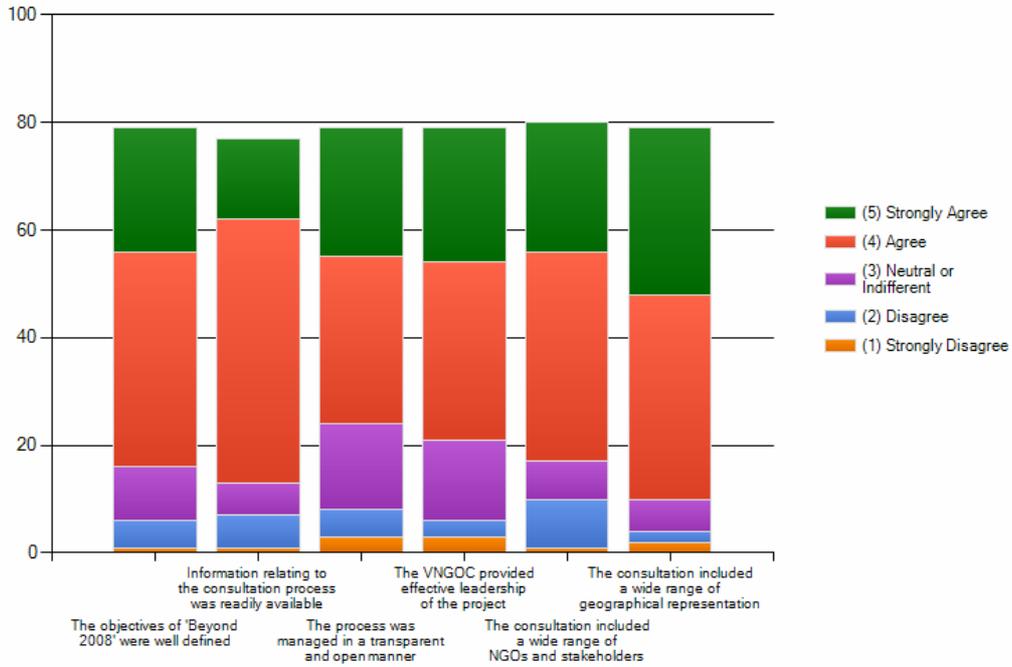
## Conclusions

111. Beyond 2008 was ambitious. The VNGOC and UNODC set out to orchestrate a global set of consultations on a highly contentious set of issues amongst a very diverse set of civil society actors. There were a number of instances when the process might have either crumbled or exploded. Due to the hard-work, professionalism and commitment of all of those involved, particularly the VNGOC lead organisers and the UNODC Civil Society Team, Beyond 2008 should be seen as a wide ranging, well orchestrated consultation process that succeeded in bringing together a vast array of actors with very different experiences.
112. The two year process has generated significant 'value-added' for all the partners involved. The UNODC have now generated a current dataset of civil society organisations working on drug related issues around the world. They have also raised awareness amongst NGOs working across an array of disciplines of the relevance, and indeed existence, of the UNODC, CND and the international drug conventions. Member States have witnessed how the NGO community can come together and decide on a set of common goals, and a viable mechanism for communicating and consulting with NGOs has now been established in the shape of the VNGOC. NGOs have been exposed to an intergovernmental process and been given the opportunity to voice their experiences and their recommendations. Beyond 2008 has already begun to yield a number of related outcomes, such as NGO networks, new partnerships, joint funding applications, and a far better understanding of the UN process on drug-control issues.
113. Beyond 2008 has signalled an important turning point in the recognition of NGOs working across the spectrum of drug-related areas, from education, research, prevention, treatment, policy analysis, community work (etc.). As demonstrated in similar fields, such as sustainable development and HIV/AIDS, NGOs play an instrumental role in tackling global issues. Their knowledge of the situation on the ground, their flexibility and resourcefulness, and their expertise in the issues provides a hugely powerful tool for tackling complex and multifaceted global problems. Beyond 2008 has been a catalyst for generating a strong, vibrant and professional global civil society. Given the scope of ideologies, and the multi-dimensional issues surrounding drug related issues, the challenge for the future will be to ensure that NGOs continue to find common ground and build on one another's strengths.
114. Beyond 2008 has helped to generate momentum amongst NGOs, Member States and UNODC and it is critical that that is carried forward. As we move towards 2014, NGOs will have a critical role to play in monitoring implementation, sharing knowledge and practices, and above all demonstrating to Member States that civil society can work to a set of common goals. It is now up to the Member States and the CND to capitalise on the momentum, respond to the Beyond 2008 and demonstrate similar levels of commitment to tackling the world drug problem.

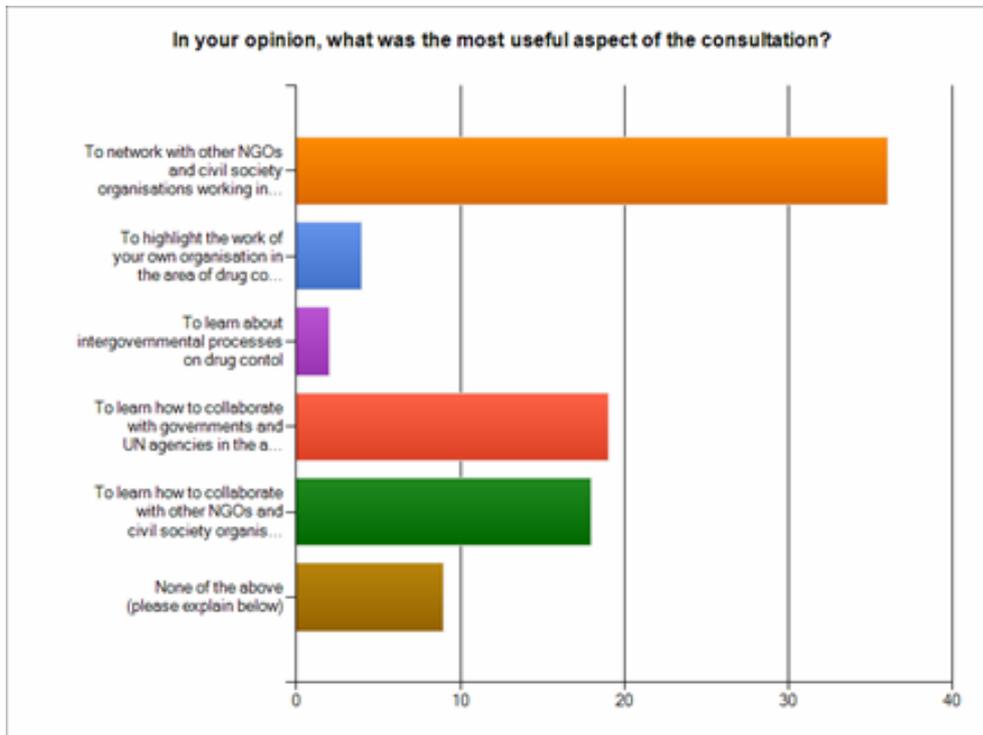
## Annex I: Evaluation survey responses

### Question 6: Management of Beyond 2008

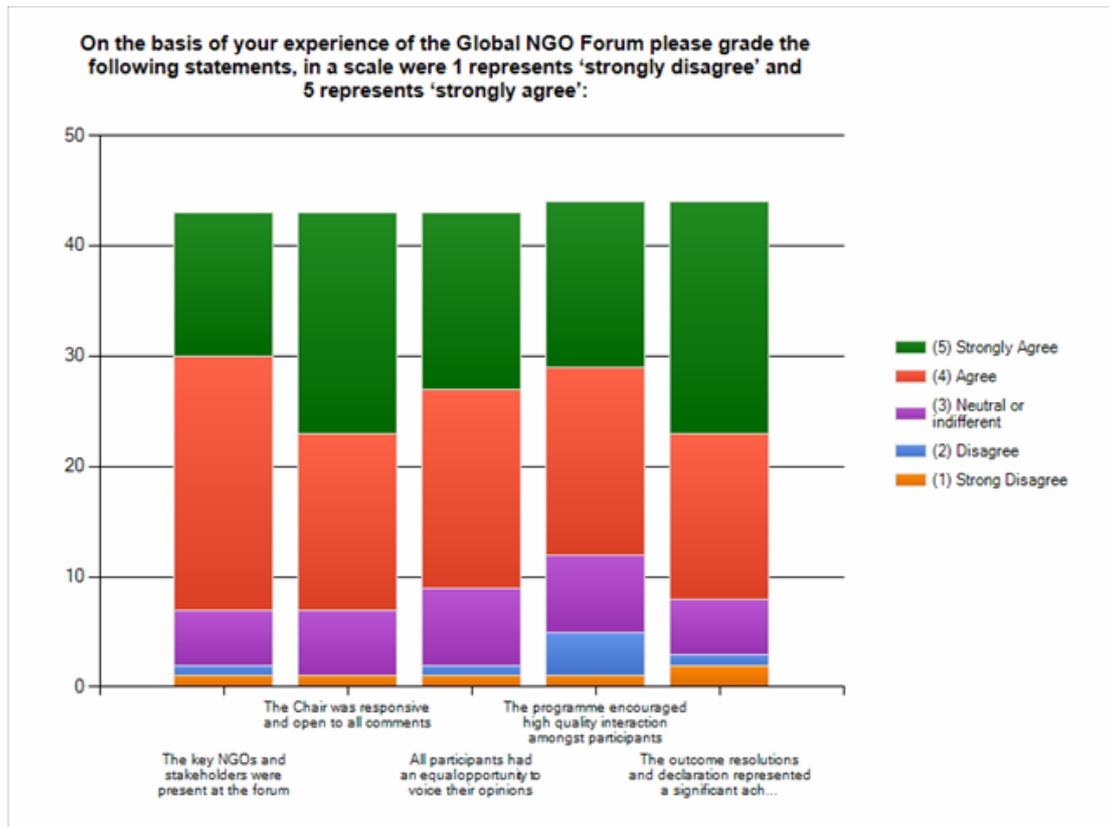
The following statements refer to the management of the Beyond 2008 project. In a scale were 1 represents 'strongly disagree' and 5 represents 'strongly agree', please grade the following set of statements on the basis of your own experience:



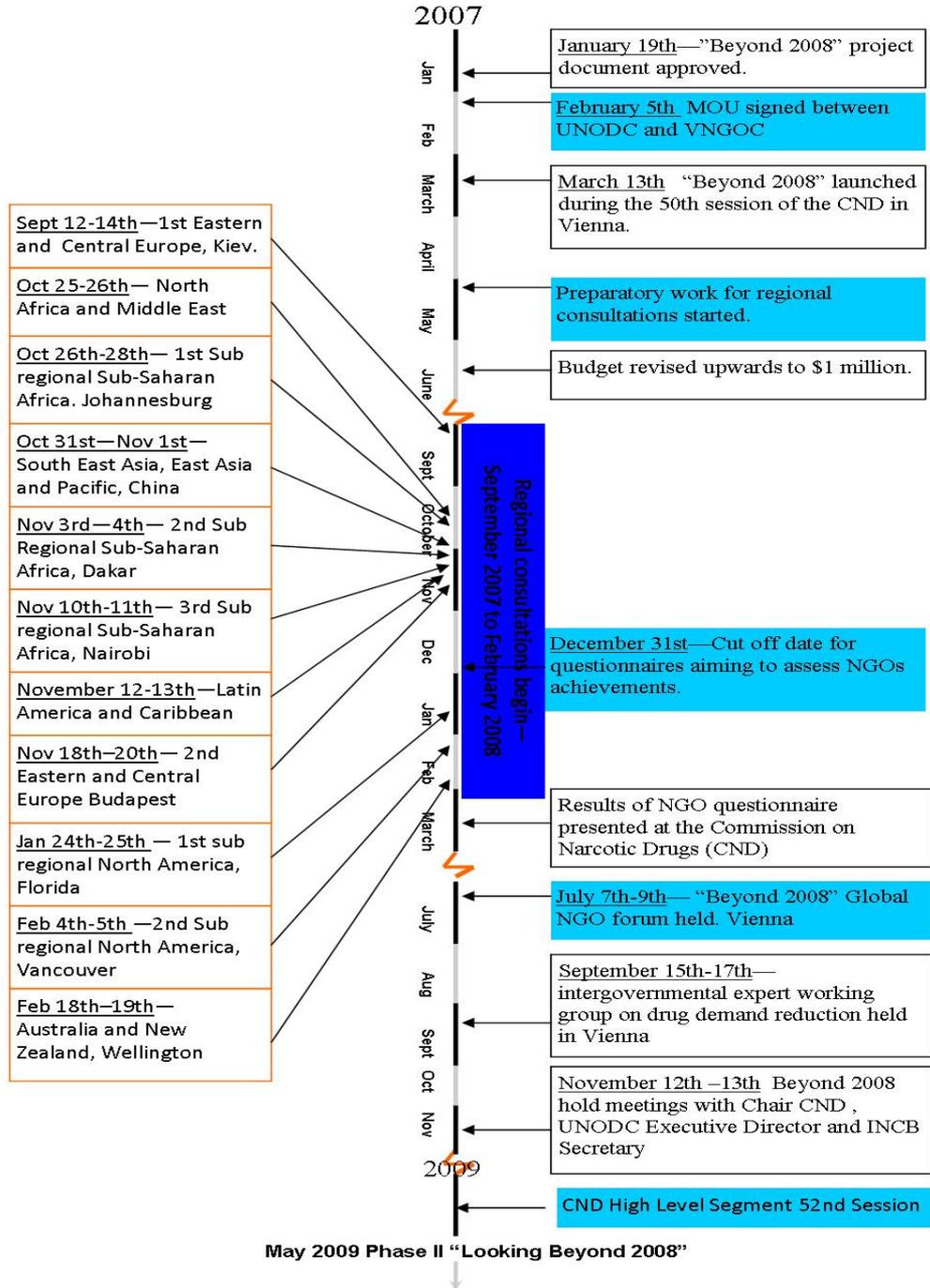
### Question 3: Regional consultations



**Question 5: Global NGO Forum**



## Annex II: Timeline of Beyond 2008



## Annex III: Interviews and contributions

1. Ake Setreus – European Cities Against Drugs (ECAD) – Sweden
2. Alison Crocket – Member State, UK
3. Alun Jones – UNODC, Chief of Communications and Advocacy
4. Amb. Horacio Bazoberry Otero – Member State, Bolivia
5. Carmen Fernandez Caceres – Centro de Integracion Juvenil (CIJ), Director General – Mexico
6. Dan Reist – Centre for Addictions Research of BC (CARBC) – Canada
7. David Best – Member State, Switzerland
8. David Turner – VNGOC, Chairperson, Designated NGO Coordinator, Eastern Europe and Central Asia - Austria
9. Flavio Poldrugo– Designated NGO Coordinator North Africa and the Middle East, International Society of Addiction Medicine (ISAM) - Italy
10. Fredrick Polak – ENCOD Steering Committee – Netherlands.
11. Flavius Roversi – UNODC, CND Secretariat – Vienna.
12. Francis Maertens – UNODC, Director of the Division of Policy Analysis and Public Affairs
13. Gabor Somogyi – Designated NGO Coordinator, South Asia, The Beckley Foundation Drug Policy Programme (BFDPP) – UK
14. Gary Christian – Drug Free Australia, National Director - Australia
15. Graciela Touze – Inter Cambios, President – Argentina
16. Hans Lundborg – Member State, Sweden
17. Joumana Kalot – Mentor Arabia – Lebanon
18. Kevin Sabet – Project Sundial – USA
19. Michel Perron – VNGOC, 1<sup>st</sup> Vice Chairperson, Designated NGO Coordinator
20. Mike Trace – Chairman of the International Drug Policy Consortium (IDPC), The Beckley Foundation Drug Policy Programme - UK
21. Mirella Dummar Frahi – UNODC, Civil Affairs Officer -Vienna
22. Nuno Jorge– Organisation of Families of Asia and the Pacific (OFAP), President, International Federation of Non-Government Organisation for the Prevention of Drug and Substance Abuse (IFNGO), President – Macau
23. Raminta Stuikyte – Central and Eastern European Harm Reduction Network
24. Rogers Kasirye, Youth Development Link (UYDEL) - Uganda
25. Sandeep Chawla – UNODC, Director of Division for Policy Analysis and Public Affairs
26. Shamin Garda – South African National Council on Alcoholism + Drug Dependence (SANCA), Johannesburg, South Africa
27. Sonita Abrahams – Rise Life Management Services, Executive Director – Jamaica

## Annex IV: List of organisations to have taken part in the evaluation survey

- Archdiocesan Apostolate for Drug/Alcohol Demand Reduction Service
- Addictus Phillippines inc
- ADIC Sri Lanka
- Andreas Papandreou Foundation
- Apekedella (Our Next)
- ASHA Foundation
- Asian Harm Reduction Network
- Association pour la Promotion du Centre Jacques Chirac
- BASMIDA – The National anti-drug association of Brunei
- Break The Chains
- Caritas – Hong Kong
- Canadian AIDS Society
- Canadian Cannabis Coalition
- Canadian Centre on Substance Abuse
- Canadian Public Health Association
- Canadians for Safe Access
- CARE
- Caribbean Drug and Alcohol Research Institute
- CCSA
- CFFI – Luzon
- City of Vancouver
- Community Anti-Drug Coalitions of America
- D.A.R.E.B.C.
- Department for Prevention and Treatment of Drug Dependence, Social Welfare Bureau, Gov.Of Macao SAR, China
- Drug Free America Foundation Inc
- Drug Free Schools Coalition
- Drug Prevention Network of Canada
- Drugs and Health Development Project
- ECAD (European Cities Against Drugs)
- Efficacy, Inc
- Eksodus-Z Institute for Addictions
- ENCOD
- Euro-TC
- Fondazione San Patrignano
- Forum droghe/Duoriluogo
- Fundacion Credo en Ti
- Green Cross Society of B.C.
- Human Rights and the Drug Wr
- Iboga Therapy Society
- International Community of Women Living with HIV/AIDS/John Mordunt Trust
- International Council on Security and Development (ICOS)
- International Federation of Social Work (IFSW)
- IOGT International
- IOGT-NTO
- ITACA

- Matua Raki – National Addiction Treatment Workforce Development Programme
- Meta d’ame
- MFA Hungary
- Narcotics Anonymous World Services
- National Association for a Drug-free Society
- National Drug Prevention Alliance
- National Institute for Drug Prevention
- National Masonic Foundation Inc-Luzon
- National Narcotics Officers Associations Coalition
- NORML
- Open Society Institute
- Pakistan Youth Organization
- Patients Out of Time
- Portoro
- PREPOROD – association for fight against the addictions and promotion of healthy lifestyles
- Prevention of AIDS and Drug Abuse Foundation – PADAF
- Public Health Agency of Canada
- Rafiki Family
- Safety Wellness Advocacy Community Coalition
- San Patrignano
- SANCA Durban Alcohol and Drug Centres
- Save Our Society From Drugs
- Shekinah Care Centre
- Simon Fraser University
- St John of God, Waipuna youth and community Trust
- Stopthedrugwar.org
- Student Aid Liberia Inc
- Students for Sensible Drug Policy
- Supporting People with Mental Health Problems in Zanzibar
- The John Howard Society of Canada
- The Potter’s Wheel Christian Fellowship
- Uganda Youth Development Link
- Verein PASS
- Washington Physicians for Social Responsibility
- World Association of Girl Guides and Girl Scouts (WAGGGS)
- World Health Organization

## Annex V: Documents used in this evaluation

### *Literature Review*

Cook C (2009) Civil Society: The Silenced Partners, Harm Reduction and Human Rights Monitoring and Policy Analysis Programme of the International Harm Reduction Association, UK

Hill, Tony (2004): Three Generations of UN-Civil Society Relations: A Quick Sketch. UN Non-Governmental Liaison Service.

Trace M, Somogyi GL, Hallam C Bewley-Taylor D (2007) Report of the 3<sup>rd</sup> Beckley International Drug Policy Seminar, The Beckley Foundation Drug Policy Programme

Walker, James (2008) Critical Mass: The Emergence of Global Civil Society (Studies in International Governance)

HM Government UK (2005) Harm reduction: Tackling drug use and HIV in the developing world

Enhancing Civil Society Engagement in the Work of the UNEP: Implementation Plan

Enhanced cooperation between the United Nations and all relevant partners, in particular the private sector; Report of the UN Secretary General, 58<sup>th</sup> session.

<http://daccessdds.un.org/doc/UNDOC/GEN/N03/461/70/PDF/N0346170.pdf?OpenElement>

Panel of Eminent Persons on UN-Civil Society Relations (Cardoso Report) (2002) (<http://www.un.org/FileNotFound.html>)

NGLS Handbook ([http://www.un-ngls.org/orf/ngls\\_handbook.htm](http://www.un-ngls.org/orf/ngls_handbook.htm))

Working with the UN Human Rights Programme: A handbook for Civil Society (2008) HR/PUB/06/10/Rev.1

### *UNODC, CND and Beyond 2008 documentation*

Beyond 2008 Declaration (2008)

Beyond 2008 Global Summary Report

Beyond 2008 NGOs' voice in the ten-year review of the United Nations General Assembly Special Session on Illicit Drugs Powerpoint Presentation

Beyond 2008 A global NGO Forum on the Review of the United Nations General Assembly Special Session on Illicit Drugs 1998/2008 Powerpoint Presentation to the Canadian Centre on Substance Abuse Board of Directors

Beyond 2008 Update Report November 2008

Beyond 2008 Global Forum Draft Agenda

Beyond 2008 Criteria and Procedures for Participant Selection for the NGO Forum

Beyond 2008 The Consultation Working Papers and Questions

Beyond 2008 Have your say on UN Drug Policy

Commission on Narcotic Drugs 52<sup>nd</sup> Session (2009) Political Declaration and Action Plan

Commission on Narcotic Drugs 52<sup>nd</sup> Session (2009) Programme for the Session

Commission on Narcotic Drugs 52<sup>nd</sup> Session (2009) Report on the Session

E/CN.7/2008/CRP.12 (2008) "BEYOND 2008" - the contribution of Non-Governmental Organizations to implementation of the Political Declaration and Action Plans adopted by the 20th United Nations General Assembly Special Session

Resolution 51/4: Preparations for the high-level segment of the fifty-second session of the Commission on Narcotic Drugs, relating to the follow-up to the twentieth special session of the General Assembly:

UNODC (2008) Towards security and justice for all: making the world safer from crime, drugs and terrorism, UNODC Strategy 2008-2011

Vienna NGO Committee (2006) NGO questionnaire on knowledge and experience in the implementation and attainment of Political Declaration and Action Plans of UNGASS 1998

***Regional Consultation of CSO's final reports***

Australia and New Zealand Consultation Report (2008)

Central and Eastern Europe Consultation Report, Kiev Ukraine (2008)

Latin America and Caribbean Consultation Report, Lima Peru (2007)

North Africa and Middle East Consultation Report, Cairo Egypt (2007)

North America Consultation Report, Vancouver Canada (2008)

North America Consultation Report, Florida USA (2008)

South East Asia, East Asia and the Pacific Consultation Report, Macau SAR China  
(2007)

Sub Saharan Africa Consultation Report

Western Europe Consultation Report Budapest Hungary (2008)

Sarosi P Beyond 2008 –Within and Beyond the Current Framework: An overview of Western Europe  
Regional Report

## Annex VI: Evaluation Terms of Reference (TOR)

<b>Title:</b>	Independent Evaluator
<b>Organizational Section/Unit:</b>	Civil Society Team (CS) – Advocacy Section (AS) - Division for Policy Analysis and Public Affairs (DPA) United Nations Office on Drugs and Crime (UNODC)
<b>Actual work time:</b>	20 working days for the period proposed above

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### Purpose of the assignment:

The purpose of the evaluation is to measure the results achieved by the project in bringing NGO's voice to the ten-year review of the United Nations General Assembly Special Session on Illicit Drugs (UNGASS) and to provide guidance in planning for follow up activities/projects and document good practices and lessons learned produced by the project.

This evaluation will be conducted based on interviews with a sample of NGOs and other stakeholders and would take stock from similar CSO engagement in policy debate undertaken in other UN organizations to draw on the lessons learned and advise on how to sustain the momentum and develop future activities.

Some suggested questions that could be included in the evaluator interviews could be :

Did the project succeed in providing an institutional space for meaningful NGO ownership of the civil society review of the UNGASS?

How can follow on projects ensure that meaningful NGO cooperation is sustained?

Did the project utilize the most appropriate methodology/ mechanism to channel the views of the NGO community to the Commission on Narcotic Drugs?

Has the project done enough to ensure serious consideration of NGO recommendations on increasing the scope and quality of their involvement with the policy making process at the international level? What more can/ should be done?

### 3. Specific tasks to be performed by the independent evaluator:

- Review of relevant documents and reports
- Interview selected key players
- Develop questionnaires or other forms of data collection to gather experiences of relevant actors. Produce the evaluation framework with detailed methods, tools and techniques. This methodology should be drafted in line with the "Evaluation Guidelines", (<http://www.unodc.org/unodc/en/evaluation/about-projects-.html>) and agreed with the informal advisory group composed by Michel Perron, CEO Canadian centre of substance abuse and Chair of the Beyond 2008 project, David Turner Chair of NGO committee on drugs and UNODC Civil affairs officer.
- Perform any other tasks to implement this evaluation , and submit draft and final reports
- Following UNODC standard evaluation report guideline undertake the necessary to draft report to be shared with relevant stakeholders.
- Provide guidance for the planning of future activities, including a project document

### 4. Expected tangible and measurable output(s) and timeframe:

A comprehensive report on the evaluation results, lessons learnt and recommendations in the following areas:

- Efficiency: How efficiently was the program planning and implementation carried out in regard to budget, time limit and expected outcomes? Was partnership between UNODC and civil society successful in carrying on the project activities?
- Effectiveness: Was the project successful in achieving the desired overall objective to allow NGO contribution to the ten year review of United Nations General Assembly Special Session on Illicit Drugs (UNGASS) ? Has the project achieved its results (outputs, outcomes called “specific objectives” in the earlier version of the project document) , ? If not, has some progress been made towards their achievement? Is there any evidence that project has facilitated identifying good practices and share among NGO participants and other stakeholders? To what extent Civil Society’s achievements in the field of drug control are documented, and project results influenced in policy formulation?
- Relevance: What has been the value of the project’s contribution to the ten year review of the (UNGASS), and UNODC’s Medium Term Strategy 2008-2011 under the theme of prevention, treatment, reintegration and alternative development?
- Impact: What have been the short term effects of this project on all stakeholders including NGOs, UNODC, CND/Member States, INCB and other civil society partners?
- Sustainability: Has the project successfully established a framework for continued engagement with NGOs on a regional, national and global level? What can UNODC do to ensure such continued engagement?
- Good practices and lessons learned: What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future? What good practices emerged from the project implementation? Can they realistically be replicated?