



Recom- men- dations

Axis 1. Black market

General 1 → Gradually reduce the illicit market

Specific 1.1 → Set up a competitive legal market

Operational:

- **1.1.1:** Ensure the production and distribution of sufficient legal supplies to meet demand.
- **1.1.2:** Promote the quality (short circuit, regenerative and organic cultivation, valorisation of territories) and diversity of products available on the legal market (no arbitrary limitations on varieties, forms, cannabinoid levels, etc.).
- **1.1.3:** Charge competitive prices per the illicit market and take into account regulatory constraints on price (quality analysis, cultivation and distribution control, taxation, etc.).

Specific 1.2 → Facilitate the transition from the illegal to the legal market

Operational:

- **1.2.1:** Proactively support the conversion of black market actors (outreach services, information campaign, tax, banking and regulatory facilities, etc.).
- **1.2.2:** Develop specific training for the actors of the sector in reconversion (initial training, continuous training, exchange of skills, etc.).
- **1.2.3:** Criminal amnesty, and automatic retroactive erasure of criminal records (and expungement of fines) for small-scale dealing and non-violent acts (vendors, touts, nannies, lookouts, local micro-producers, etc.), as well as for consumption, homegrowing, and small possessions.

Axis 2. Public health and protection of minors

General 2 → Prioritise public health and the protection of minors

Specific 2.1 → Protect minors and push-back the age of primo-consumption

Operational:

- **2.1.1:** Prohibit consumption by and to sales to minors, with the obligation of systematic control.
- **2.1.2:** Establish dissuasive sanctions for sales to minors.
- **2.1.3:** Implement a proactive primary prevention policy involving the socio-educational sector on the front line of contact with the youngest.
- **2.1.4:** Prohibit consumption in public places, provide for individual and/or collective private consumption in dedicated, open and closed private spaces.
- **2.1.5:** Establish a regulatory body for marketing associated with cannabis use.

Specific 2.2 → Reduce the share of problematic consumers

Operational:

- **2.2.1:** Implement a proactive policy of secondary prevention, harm reduction and care (involving civil society, guidelines for education on consumption, harm reduction, etc.).
- **2.2.2:** Promote early identification and referral of problematic consumption by health system actors and supply-side actors, who, for their clients, are the main intermediaries for user education.
- **2.2.3:** Adopt the conclusions of current research and alternative policies implemented by countries where cannabis has been legally regulated.

Specific 2.3 → Act on subjective representations of drug consumption

Operational:

- **2.3.1:** Moving from a deterrence logic to an information perspective.
- **2.3.2:** Set up information and education campaigns for the general public based on scientific popularisation.
- **2.3.3:** Support private and public research on cannabis market and uses, including medical.

Axis 3. Legal market

General 3 → To enable the sustainable development of a European cannabis market consistent with the societal challenges targeted by the regulation

Specific 3.1 → Foster the development of a sustainable European industry

Operational:

- **3.1.1:** Engage in informal regional cannabis policy discussions to enable the development of a sustainable European cannabis industry.
- **3.1.2:** Align with the UN SDGs by favouring, through regulation and taxation, actors committed to sustainable development; focusing on ESG criteria; or committing to an approach in line with SSE principles.
- **3.1.3:** Secure the financial aspect of commerce (cash-flow, funding operation, public subsidies, etc.), combat money laundering and allow full access to banking and insurance services via a proactive approach involving the concerned parties.

Specific 3.2 → Define production, quality and distribution standards consistent with the needs of the adult legal market to compete effectively with the illicit market

Operational:

- **3.2.1:** Provide clear and authenticated information on the genetic profile and content of by-products.
- **3.2.2:** Introduce strict advertising regulations for retailers, including a neutral and discreet shop front, with an identifying logo, similar to that of tobacco shops present in most European jurisdictions.
- **3.2.3:** Ban all types of promotional sales, as well as television, radio and cinema advertising, but regulate in print and online media (except for young people), as well as for specialised events.
- **3.2.4:** Set up a system to secure the supply chain “from seed to consumer” (traceability tool, blockchain, etc.).

Specific 3.3 → Develop a competitive market with a plurality of actors and production and distribution standards consistent with consumer needs

Operational:

- **3.3.1:** Allow self-cultivation with a limit on the number of plants (e.g. 6 plants per person, 12 per household) as well as private production via social clubs in a non-commercial and harm reduction approach.
- **3.3.2:** Establish an accessible system of flexible licensing to allow the integration of former black market actors.
- **3.3.3:** Give tax preference to actors committed to sustainable and fair production (SSE, ESG standards, organic, etc.).
- **3.3.4:** *No numerus clausus* on the number of licences, and specific access for former black market players.
- **3.3.5:** Enable distribution while integrating dedicated consumer spaces, online sales, delivery, and direct-to-consumer sales for micro-producers.

Axis 4. Regulation and taxation

General 4 → A sustainable and responsible regulation

Specific 4.1 → Establish rigorous non-dissuasive production standards

Operational:

- **4.1.1:** These standards must meet the appropriate quality challenges for consumption (aflatoxin, microbiological, pesticide, stability (drying, rancidity, oxidation).
- **4.1.2:** Define standards for homogeneity and quantitative accuracy of cannabinoid and terpene profiles specific to the adult market.
- **4.1.3:** Set standards for mandatory packaging and information focusing on transparency, traceability, information and consumer health.
- **4.1.3:** Make these standards, including analyses, financially accessible to as many supply-chain parties as possible.

Specific 4.2 → Establish an independent regulatory authority

Operational (Responsible for):

- **4.2.1:** Defining market standards and monitoring compliance.
- **4.2.2:** Ensuring statistical monitoring of cannabis consumption and production to allow sufficient responsiveness to market developments.
- **4.2.3:** Attesting compliance with international obligations.
- **4.2.4:** Defining the focus of budget allocations and tax revenues, and the monitoring of their effects.
- **4.2.5:** Setting a broad representative governing body including from science, specialised civil society, cannabis farmers & industry, and relevant administrations.
- **4.2.6:** Foster scientific research as well as training and education towards relevant parties.

Specific 4.3 → Define market rules and taxation to meet the challenges of cannabis market development

Operational:

- **4.3.1:** Implement the reform in a progressive, transparent and collegial manner, including the structural integration of experts from civil society and the scientific community.
- **4.3.2:** Establish a comprehensive decriminalisation of drugs allowing for a shift towards a public health-oriented policy.
- **4.3.3:** Gradually introduce taxes and define budgetary allocations for these objectives, limiting the threshold in order to remain competitive with the illicit market.
- **4.3.4:** Define a level of taxation that allows the financing of social justice measures while ensuring that a moderate selling price is maintained.



Axis 5. Social justice measures

General 5 → Regulation for social justice

Specific 5.1 → Make law enforcement jobs meaningful again

Operational:

- **5.1.1:** Organise the deferral of law enforcement to enforce the ban on sales to minors by those involved in the legal supply of tobacco, alcohol and cannabis, as well as missions aimed at suppressing illicit trafficking, combat organised crime and money laundering.
- **5.1.2:** Enable law enforcement agencies to take on a role in identifying and directing first-timers and problematic consumers towards prevention, harm reduction and care services.
- **5.1.3:** Restore the link between law enforcement and the population by integrating a preventive community policing role while refocusing their missions on other crimes (in particular violent crimes).

Specific 5.2 → Channel part of the savings from the reorientation of criminal budgets and new tax revenues for targeted reparation for the areas and people that have been victims of the “war on drugs”

Operational:

- **5.2.1:** to finance social justice measures via urban policy (urban cohesion and solidarity for economically disadvantaged neighbourhoods); education and vocational integration (poverty, employment, public service) towards visible trafficking areas (and the fight against it) to limit the attraction of delinquent opportunities linked to the illegal market and to act as a remedy for past policy failures in these areas.

- **5.2.2:** to fund education and employment measures related to the new cannabis industry (aimed at visible trafficking areas).
- **5.2.3:** to finance redeployment measures: of public services (transport, culture, etc.) in the least economically developed areas; as well as parapublic services (associations).

Axis 6. Climate justice and environmental measures

General 6 → Allow the development of a Cannabis ecosystem respectful of human rights that can become a driver for ecological transition

Specific 6.1 → Define an eco-compatible framework that favours actors with low impact on the ecosystem; positive externalities on fauna and flora

Operational:

- **6.1.1:** Favour low and negative carbon impact cannabis related activities, strongly deter high-impact players and prohibit emissions beyond a certain threshold.
- **6.1.2:** Define environmentally friendly production criteria for the use of fertilisers and biocides (pesticides, fungicides) and other products that are dangerous to health and the environment, with specifications specific to the adult cannabis market.

- **6.1.3:** Define criteria for rational water management (moderation, sustainable irrigation techniques, protection of groundwater) in the context of cannabis production and promote the implementation of these models through financial incentives.
- **6.1.4:** Promote respect for the land and preservation of local ecosystems through methods conducive to the creation of a virtuous agro-ecosystem around outdoor cultivation areas and greenhouses (crop rotation, compulsory area of floral meadow, hedges, ponds, energy-saving, etc.).

Specific 6.2 → Establish high standards of respect for human rights, compensation for victims of cannabis prohibition and stigmatisation, such as territories, gender and communities

Operational:

- **6.2.1:** Provide equal and effective protection against discrimination in cannabis laws, policies, and practices, ensuring that particularly marginalised or vulnerable groups can effectively exercise and realise their human rights by monitoring impact and collecting data.
- **6.2.2:** Remove legal barriers that unreasonably restrict or prevent the participation of affected individuals and communities in the design, implementation, and assessment of cannabis laws, policies, and practices.
- **6.2.3:** Ensure that adequate means of redress are accessible for individuals and groups whose rights have been found to be violated as a result of cannabis control laws, policies, and practices.
- **6.2.4:** Ensure the availability and accessibility of harm reduction services as recommended by UN technical agencies such as the WHO, UNAIDS, and the UNODC.
- **6.2.5:** Make the driving code evolve to reflect current research and alternative policies.

Specific 6.3 → Take into consideration the preservation of the plant, soils and climates

Operational:

- **6.3.1:** Consider Cannabis as a dual genetic resource: natural, and cultural/scientific by offering passive protection through Access and Benefit Sharing (ABS, 1992 Convention on Biological Diversity & Nagoya Protocol), and actively through the establishment of Appellations of Controlled/Protected Origin (AOC/AOP) and Protected Geographical Indications (PGI)), particularly in endemic European overseas territories.
- **6.3.2:** In order to better achieve at least 64 of the 169 targets in 15 of the 17 SDGs of the 2030 Agenda, encourage and subsidise hemp-related activities, allowing for capacities to create hemp-based alternatives to gasoline, plastic, and other petroleum products, as-well-as industrial and farming sustainable alternative capacities, soil-cleansing properties, CO2 sequestration, biochar uses, etc.
- **6.3.3:** Build the foundation for an international market under inclusive and fair trade guidelines to protect small-scale farmers, notably from the Global South.
- **6.3.4:** Properly legally regulate the adult-use, wellness, and medical cannabis markets to be able to achieve UN SDGs 3, 4, 5, 8, 10, 13, 16 and 17.