



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 23 May 2003**

**8926/1/03**

**REV 1**

**CORDROGUE 40**

**CATS 25**

**SAN 85**

**NOTE**

---

from	Horizontal Working Party on Drugs
to	COREPER/Council
No. prev. doc. :	8926/03 CORDROGUE 40 CATS 25 SAN 85
Subject :	Implementation paper on demand and supply reduction to deliver the EU Drugs Action Plan

---

**Table of Contents**

	<b><u>Pages</u></b>
• <b>Introduction</b>	3
• <b>Sections from the EU Drugs Action Plan 2000-2004 taken up by this implementation plan</b>	
a. Demand reduction	4-7
b. Supply reduction	7-8
c. Enlargement and International Actions	9-10
• <b>Implementation Plan – Summary Table and Actions Required</b>	
<b>Part A: Demand Reduction</b>	
1. Coordination	11
2. Information	12-13
3. Evaluation	13-14
4. Policy on specific substances and on the impact of EU instruments in the fields of prevention, treatment and risk reduction	14-16
5. Policy on synthetic drugs	16
6. Policy on the relationship between drug abuse and social disadvantages	16

**Part B: Supply Reduction**

- |     |   |       |
|-----|---|-------|
| 7.  | Intra-European Intelligence gathering and operational collaboration       | 17–19 |
| 8.  | Survey of training available to Member States law enforcement authorities | 20    |
| 9.  | Actions against the proceeds of drug trafficking                          | 21    |
| 10. | Action against distribution at street level and drug related crime        | 22    |

**Part C: Enlargement and International Actions**

- |     |  |       |
|-----|--|-------|
| 11. | Co-ordination of supply and demand orientated measures<br>in new Member States and candidate countries | 23–24 |
| 12. | Tackling the heroin route  | 25–26 |
| 13. | Tackling the cocaine route   | 27–28 |
| 14. | Tackling the cannabis route from the Maghreb regions and Albania                                       | 29    |

## **Introduction**

At the Justice and Home Affairs Council meeting on 28-29 November 2002 in Brussels, a note on the mid-term evaluation of the European Union Action Plan on drugs was agreed. It was endorsed by the European Council at its meeting in Copenhagen in December 2002. This note took forward the conclusions of the Commission Communication on the same subject. The JHA Council's note now forms the guidance for the implementation of the EU Drug Strategy and EU Drugs Action Plan for the remaining two years of their term.

Building on the Commission's recommendations in its Communication, the JHA Council's note expressed the need for a more 'outcome focussed' approach and 'more well defined priorities'. It went on to list the areas which should be considered priority areas for action at EU level.

The JHA Council's note (in point 4.2) also said:

'the Council considers that there is a general need to increase the application of target dates and defined deadlines in regard to the implementation of individual Union actions. For this purpose, implementation papers defining timeframes, specific activities and responsibilities for the implementation of action in regard to each of the focus areas pointed out in this note, should be prepared by the Presidency in collaboration with the Commission by Spring 2003 and agreed upon by the Horizontal Drugs Group as soon as possible thereafter'.

This implementation paper on demand and supply reduction aims to deliver what the JHA Council expressly requested. Following the EU Action Plan's global, balanced and integrated approach to the fight against drugs, it sets out actions in the demand reduction field between member states, new member states, candidate countries, the Council, the Commission, and the EMCDDA, and in the supply reduction field in order to encourage EU law enforcement co-operation to fight supply. This implementation paper is also based upon the draft note from the Council to the European Council in connection with the mid-term evaluation of the European Union Action Plan on drugs (Cordroque 80, Rev.3). It should be read in conjunction with the relevant aspects of the implementation paper dealing with action to tackle synthetic drugs (as set out in 12452/2/02 CORDROGUE 81).

Once a Presidency, an update of progress should be made, as part of the process of the final evaluation of the EU Action Plan on Drugs and EU Drugs Strategy. By the end of 2004, the Commission will assess the actions set out in the implementation paper where they are already part of the Action Plan.

**Sections from EU Drugs Action Plan taken up by this implementation plan:**

**a. Demand reduction**

- 1.1.2 When appropriate, and anyhow in 2002 (mid-term review) and 2004 (final evaluation) the Presidency of the Council to consider the possibility of organising a high level meeting of those involved in implementation of present plan
- 1.1.3 The Presidency of the Council to provide regular opportunities in principle twice a year for national drugs co-ordinators or those responsible for the co-ordination of drugs policies to meet in the framework of the Horizontal Working Party on Drugs to exchange information on national developments and to review opportunities for increased co-operation.
- 1.1.7 The Commission with the assistance of the EMCDDA to organise a study to be completed by March 2001 to test whether the co-ordination arrangements that are in place could be improved and if so in what way.
- 1.2.2 Taking account of national legislation and administrative structures the Council to encourage all Member States to consider to establish where it does not exist and otherwise to strengthen the national co-ordination mechanism and/or to appoint a national drugs co-ordinator.
- 1.3 To encourage multi-agency co-operation and the involvement of civil society (Strategy aim 6)
- 1.3.2 All Member States and the Commission to establish a strategy for the co-operation with civil society and community and voluntary groups from areas most affected by the problem of drug abuse.

- 2.1 To ensure collection, analysis and dissemination of objective, reliable and comparable data on the drugs phenomenon in the EU with the support of EMCDDA and Europol (Strategy aim 8).
- 2.1.1 The Member States according to technical tools and guidelines provided by EMCDDA to give reliable information on the five key epidemiological indicators in a comparable form drawn up by the EMCDDA and adopted by the Council:
1. extent and pattern of drug use in the general population
  2. prevalence of problem drug use
  3. demand for treatment by drug users
  4. drug-related deaths and mortality of drug users
  5. drug-related infectious diseases (HIV, hepatitis)
- 2.1.3 The EMCDDA to develop indicators on drugs related crime, the availability of illicit drugs (including at street level) and drug related social exclusion.
- 2.1.4 The Member States and the EMCDDA, within existing financial limits, to ensure that the National Focal Points have the necessary political and financial support to implement the five harmonized key indicators.
- 2.1.5 EMCDDA to complete work on the indicators referred to in 2.1.1 and 2.1.3 by the end of 2000 and thereafter to report annually to the Horizontal Working Party on Drugs on the convergence of the key indicators, progress made in this area, and action proposed in the coming year to resolve outstanding problems.
- 2.1.7 The Commission to promote the establishment of a European system to assess and to encourage Member States to develop a network of national expert centres in the field of toxicological analysis as well as clinical database and experimental, clinical or epidemiological studies.
- 2.2 To ensure that actions against drugs are evaluated.

- 2.2.1 The Commission to organize appropriate evaluations at mid-term and completion of the Drugs Strategy (2000-2004) on the basis of the present Action Plan, and to present the reports to the Council and the Parliament.
- 3.1 To give greater priority to drug prevention and demand reduction, particularly new recruitment to drug use, as well as the reduction of the adverse consequences of drug use.
  - 3.1.1 To reduce significantly over five years the prevalence of drug use, as well as new recruitment to it, particularly among young people under 18 years of age
    - 3.1.1.1 Member States and the Commission to develop comprehensive prevention programmes for both licit and illicit drugs and also covering poly-drug use. The Member States to encourage the inclusion in school curricula of the prevention of licit and illicit drugs in schools and to set up programmes to assist parents
    - 3.1.1.2 The Commission to ensure that full use is made of the existing Community programmes to counter social exclusion and urban delinquency, and foster social reintegration.
    - 3.1.1.4 Member States and the Commission further to develop innovative approaches to the prevention of the abuse of synthetic drugs, taking into account the specificities of synthetic drug users.
    - 3.1.2.4 Member States to ensure that enough attention is paid to drug related issues in training and education of doctors, social workers and other professionals in the health and social sector.
  - 3.1.3 To increase substantially the number of successfully treated addicts
    - 3.1.3.3 Member States to define clear guidelines for the standards and goals of treatment services and to ensure and to ensure the evidence based evaluation of the treatment according to those guidelines. Emphasis should be given to a scientific evaluation of different treatment strategies. Full use should be made of the Community Programme for Research and Development.

3.2.2 Member States and the Commission to provide adequate resources for research into the biomedical and social causes of addiction, the prevention and origins of addiction, and behavioural patterns of drug consumption. The Commission to support the inclusion of this area of research as a priority in the Community Programme for Research and Development.

3.4 To prevent crime linked to drugs, notably juvenile and urban delinquency

**b. Supply reduction**

3.4 To prevent crime linked to drugs, notably juvenile and urban delinquency

3.4.1 To reduce substantially over five years the number of drug related crimes

3.4.1.1 The Commission and Member States to set up programmes to promote best practice in the prevention of criminal activities linked among other issues to drugs, juvenile and urban delinquency

4.1.1.1 Member States to ensure a high and uniform level of security at the external borders of the EU, and where appropriate, to establish joint control teams including, for example, police, customs, immigration and border guards.

4.1.1.2 The Council and the Commission, with the assistance of Europol, to prepare EU guidelines for combating illicit drugs activities via new technologies and in particular the internet.

4.1.1.3 The Member States, with the assistance of Europol, taking into account the existing EU systems for exchange of information, to work together in the relevant Council bodies, to reinforce their efforts against maritime drug trafficking, including the provision of training courses on the identification and surveillance of suspicious vessels and establishing procedures for boarding and searching vessels where appropriate.

The Member States should recognise the importance of implementing the principles laid down in Article 17 of the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic substances.

- 4.1.1.5 The Commission to support, as appropriate, efforts by Member States to improve police, customs and judicial co-operation, notably through exchange and training programmes, taking advantage of the experience and results of existing third pillar programmes.
- 4.1.1.7 The future European Police College to provide useful training in aforementioned fields.
- 4.1.2 To reduce substantially over five years money-laundering and illicit trafficking of precursors
  - 4.1.2.1.1 The Commission to report regularly to the Council on the control of money laundering in the EU, actions undertaken in the previous year, and proposed action in the year to come.
  - 4.1.2.2 Member States to take concrete steps against money laundering, including approximation of criminal laws and procedures on money laundering.
  - 4.1.2.3 Member States to improve the system for analysing and exchanging information between Financial Intelligence Units of Member States.
- 4.2.2 Member States, with the assistance of Europol where appropriate, to reinforce their cooperation against drug trafficking and in particular to establish, within the appropriate legal framework, joint teams when dealing with drug trafficking between Member States.
- 4.2.3 Member States to promote regional co-operation where affected by similar drug problems.
- 4.2.6 The Chief Police Officers Task Force to consider to include drug trafficking among its priority areas of work, in particular examining how police co-operation on drug trafficking could be improved and what policing priorities should be in this area.



**c. Enlargement and International Actions**

- 5.1 To progressively integrate the candidate countries and to intensify international co-operation with other countries and international organizations (Strategy aim 9).
- 5.1.1 The Commission and the Council to ensure that the candidate countries adopt the Community acquis and best practice in the field of drugs, and that their implementation is satisfactory. The Member States and the Commission to draw up an action plan on drugs with the candidate countries which set out the ground they need to cover to meet the acquis as soon as possible.
- 5.1.2 The Commission to negotiate with the candidate countries to allow them to participate in the work of the European Monitoring Centre for Drugs and Drugs Addiction. (.....).
- 5.1.3 The Commission and the Member States to continue to support, with technical assistance and finance where necessary, the candidate countries in their efforts to counter drug abuse and drug trafficking. (...) Consideration should also be given to targeted drugs twinning, an making available specialist pre-accession drugs advisors.
- 5.1.4 The Council to have an annual debate on all EU assistance projects in the candidate countries in the field of drugs.
- 5.2 To promote international co-operation, integration of drug control into EU development co-operation and to support the efforts of the United Nations and of UNDCP in particular to develop international co-operation, based on the principles adopted at the UNGASS in June 1998.
- 5.2.1 The Commission and the Council to give priority in the international fight against drugs to the candidate countries and those regions of the world that either produce drugs or through which drugs transit on their way to the EU.

- 5.2.2 Member States and the Commission to co-ordinate their projects in third countries and regions to enable joint assessment and implementation of their action.
- 5.2.3 Member States and the Commission to strengthen co-operation with multilateral and international organisations, where this would increase the effectiveness of their actions.
- 5.2.4 The Commission and the Member States to continue to make available adequate resources for the implementation of programmes and projects for supply reduction (for example combating drug trafficking and supporting alternative development) and demand reduction. Member States and the Commission to report annually to the Council (Horizontal Working Party on Drugs) on all assistance projects undertaken in third countries in the field of drugs, and for a matrix to be kept up to date. The Commission to inform the Council of all assistance projects for third countries in the field of drugs, whenever possible and necessary already in the preparatory process.
- 5.2.6 The Member States and the Commission to draw up action plan on drugs co-operation with North Africa, and to implement fully the action plans on Latin America and the Caribbean and Central Asia.
- 5.2.8 Member States and the Commission to support the development of a common international set of indicators in the field of demand reduction, and to promote a common standard for national reporting to international organisations
- 5.2.10 The EU will continue its support for national efforts to eliminate illicit cultivation of drug crops, according to the principle of shared responsibility.

**IMPLEMENTATION PLAN – SUMMARY TABLE AND ACTIONS REQUIRED**

**PART A : Demand Reduction**

<b>EU Action Plan on Drugs 2000–2004:</b> Implementation of the European Action Plan on the basis of policies supported by a national plan and an effective coordination mechanism.			
<b>1. Coordination</b>			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
<b>1.1.3</b>	1.1 Meeting of national Drug Coordinators	Member States	Once during each presidency
<b>1.2.2</b>	1.2 All Member States should consider the adoption of a national drugs strategy and/or action plan and a co-ordination mechanism to ensure continuity and coherence of drug related actions at all levels.	Member States	End 2004
<b>1.3 ; 1.3.2</b>	1.3  (a) Drafting by the Commission of a strategy for the co-operation with civil society	Commission	2 <sup>nd</sup> half 2004
<b>1.3 ; 1.3.2</b>	(b) Conference to be organised by the Council Presidency in co-operation with the Commission, on the cooperation with civil society	Council, Commission	1 <sup>st</sup> half 2004

<b>2. Information</b>			
<p><b>CORDROGUE 80, PRIORITY 4.3</b> : The Horizontal Drugs Group should review progress at a <b>dedicated meeting</b> during each presidency with a view to <b>monitoring the developments in the drugs field</b> and ensuring the effective implementation of the Action Plan and the actions required by the CORDROGUE 80 REV 3. On the basis of this discussion and in close cooperation with the Commission, <b>submit a note to Coreper</b> on the state of play, on actions initiated and on actions needed.</p> <p><b>CORDROGUE 80, PRIORITY 7.1:</b> Increased efforts to ensure efficient <b>exchange of information</b> on experiences, best practices and scientific research especially in regard to drug <b>prevention, treatment, and the reduction of risks</b> associated with drug dependence. In order to facilitate this it should be considered whether there is a need to develop further the content and accessibility of existing databases or whether there is a need to set up new <b>databases</b> with immediate access for authorities, professionals and other interested parties in Member States. There should also be a further exchange of experience and best practices in relation to the prevention of <b>drug related crime</b> using, in particular, the <b>European Prevention Network</b> as a tool.</p> <p><b>CORDROGUE 80, PRIORITY 7.5</b> . Further elaboration of <b>indicators</b> in regard to drug demand and crime reduction</p>			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
<b>2.1</b>	2.1 Submission of a note to Coreper on the state of play, on actions initiated and on actions needed	Presidency	End of each Presidency
<b>2.1.1</b>	2.2 In order to improve monitoring of the developments, Member States are invited to ensure that information related to the 5 key indicators and to the Annual Report on the drugs situation is collected and submitted to the EMCDDA	EMCDDA, Member States	National Reports and/or EMCDDA Annual Report
<b>2.1.4</b>	2.3 Ensure the political and financial support to implement the 5 harmonised key indicators	Member States, EMCDDA	Ongoing
<b>2.1.5</b>	2.4 Further elaboration and fine-tuning of these indicators	Member States, EMCDDA, Commission, EUCPN	Ongoing

2.1.7	2.5 Examination of the need to further develop the content and accessibility of existing databases or the need to set up new databases	HDG, EMCDDA, Commission	HDG meeting of June 2003
2.1.1; 2.1.3; 2.1.7	2.6 Further elaboration and exploitation of data provided by EDDRA and National Reports submitted to the EMCDDA to assess the eventual need for developing additional indicators	EMCDDA (depending on resources), Commission, Member States	End of 2003
3.1 ; 3.1.3	2.7 Completion of conceptual work on definition of successful treatment	EMCDDA, Member States, Commission	EMCDDA Conference on Treatment 3 <sup>rd</sup> quarter 2003
2.1	2.8 To meet better the demands rising from the EU Action Plan and its evaluation attention is to be further given on improving the Member States reporting on treatment retention, successfully treated individuals on untreated addicts and on criminal offences by drug addicts	Member States, EMCDDA (depending on resources), Commission, EUCPN	Ongoing
<b>3. Evaluation</b>			
<b>CORDROGUE 80, PRIORITY 4.4:</b> The Commission to carry out the <b>final evaluation of the 2000–2004 Drugs Action Plan</b> together with representatives from the Presidencies, the European Parliament, Europol and EMCDDA.			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
2.1	3.1 The EMCDDA and Europol should prepare in 2004 a new snapshot on the drug situation in the EU, comparing 2003 data in the field of drugs to be provided by the Member States with the 1999 baseline data. This activity is in connection with the final evaluation of the Action Plan	EMCDDA, Europol, Member States	1 <sup>st</sup> half 2004

2.2 ; 2.2.1	3.2 A questionnaire will be sent to the Member States within the context of the final evaluation of the EU Action Plan (methodological tool for the final evaluation of the EU Action Plan). The Commission will carry out the analysis of the replies, the preparation and the presentation of the updated document.	Commission, Member States	Distribution of questionnaire November 2003 Member States' replies January 2004
2.2.1	3.3 Updated Progress Review. Discussion on the national developments based on the report prepared by the Commission	HDG, Commission	May 2004
2.2.1	3.4 Establishment of a Steering Group for the final evaluation. The Steering Group should oversee and provide guidance in relation to the preparation of the final evaluation. It should in particular provide guidance on the methodology and the evaluation tools to be used for this evaluation.	Commission, (Presidencies, EMCDDA, Europol, European Parliament)	Mid-March 2003 to the end 2004
<b>4. Policy on specific substances and on the impact of EU instruments in the fields of prevention, treatment and risk reduction.</b>			
<b>CORDROGUE 80, PRIORITIES 5.1 &amp; 7.4:</b> The Council is of the view that the main focus of the EU Strategy should remain on the <b>highly addictive substances</b> heroin, cocaine, and crack cocaine. Special attention should also be given to <b>cannabis</b> as well as to the <b>identification of EU programmes and instruments</b> , which could have an impact on demand and risk reduction, drug prevention and prevention of drug related crime, the main scope remaining the <b>increase of the amount of successfully treated drug addicts</b> .			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
3.1	<u>4.1 Reduction of Risks – Treatment</u> (a) Adoption of the Council recommendation on the prevention and reduction of risk associated with drug dependence (COM (2002) 201).	Council	April 2003 Ongoing

<b>3.1 ; 3.1.1</b>	(b) Implementation of the recommendation	Member States	Ongoing
<b>3.1</b>	(c) EU- wide overview of treatment responses (to be presented in EMCDDA Annual Reports and included in the 2 <sup>nd</sup> “snapshot” on the drug situation in the EU)	EMCDDA, Member States	Ongoing
<b>3.1 ; 3.1.3.3</b>	(d) Establishment of evaluation mechanisms for treatment programmes in member states (taking into account the Guidelines for Evaluation of treatment published by the EMCDDA, the Evaluation Instruments Bank which contains instruments for the evaluation of treatment, as well as the EDDRA database which includes evaluated treatment programmes)	Member States	Ongoing
<b>3.1.2.4; 3.1.3</b>	(e) Attention to be paid to covering existing treatment needs and to the training and education of medical and other professionals in the health and social sector (Draft Resolutions submitted to the HDG by the Greek Presidency, Cordroque 107 and Cordroque 2) <u>4.2 Prevention</u>	Presidency	1 <sup>st</sup> half 2003 (decision pending)
<b>3.1.1.1</b>	(a) Draft Resolution of the Council and of the representatives of governments of Member States meeting within the Council on early interventions to prevent drug dependence, and associated risks among young people using drugs (Cordroque 1, rev1)	HDG	June 2003
<b>3.1</b>	(b) Seminar on early interventions to prevent dependence in young people	Presidency	Athens, 12-13 June 2003
<b>3.1 ; 3.1.1 ;</b>	(c) Constitution of an expert group for the preparation of a guide on best practices regarding early intervention strategies and providing new directions for carrying action-research projects with the aim to enhance innovative effective strategies	EMCDDA (depending on resources), Commission, Presidency	October 2003

3.2.2	<u>4.3 Research</u> (a) Explore the possibilities of funding under the 6 <sup>th</sup> Framework Programme for research and Technological development. First calls for proposals published in OJ C315, 17.12.2002	Member States, Commission	Ongoing
<b>5. Policy on synthetic drugs</b>			
<b>CORDROGUE 80, PRIORITIES 5.2 &amp; 7.3:</b> The fight against <b>synthetic drugs</b> should be subject to particularly targeted actions in connection among others, to the <b>Joint Action on New Synthetic Drugs</b> . Efforts of demand and risk reduction should focus on <b>youth cultures</b> and especially on the recreational activities of young people as a corollary to the focus on synthetic drugs.			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
3.1.1.4	5.1 Follow up of the external evaluation of the Joint Action on New Synthetic Drugs	Commission	2 <sup>nd</sup> half 2003
3.1.1.4	5.2 Follow up of the Council and the Representatives of the Member States Resolution on the prevention of the recreational use of drugs (CORDROGUE 2, 5095/3/02)	HDG, Member States, Commission	Ongoing
<b>6. Policy on the relationship between drug abuse and social disadvantages</b>			
<b>CORDROGUE 80, PRIORITY 5.3:</b> Approach the drugs problem in the light of broader <b>social disadvantages</b> and in that connection address the relationship between drug abuse and poverty, deprivation, unemployment, homelessness and exclusion. Attention should continuously be given to the <b>links between drug abuse, delinquency and crime</b> .			
2.1.3	6.1 Assess the need, the prerequisites and the feasibility of developing indicators on drug related crime, on the availability of illicit drugs, and on drug related social exclusion	EMCDDA, Europol, EUCPN	2 <sup>nd</sup> half 2003
3.1.1.2	6.2 Make use of the relevant Community programmes available such as Leonardo, Socrates or Youth, in order to counter social exclusion and urban delinquency and foster social reintegration	Member States, Commission	Ongoing



**PART B : Supply Reduction**

**EU Action Plan on Drugs 2000-2004: Implementation of the European Action Plan on the basis of policies supported by a national plan and an effective co-ordination mechanism.**

**7. Intra-European intelligence gathering and operational collaboration**

**CORDROGUE 80, PRIORITY 6.1:** On an operational level the Council considers that co-operation between the law enforcement agencies dealing with drug trafficking should be further intensified. The various initiatives which have been developed by the Member States and Europol should be examined as a basis for further work in this area. (...) Operational co-operation should be targeted on both export and import points.

EU Drugs Action Plan Ref.	Action Required	Responsibility	Target date
4.1.1.3; 4.2.2; 4.2.6	7.1 Intelligence gathering (tactical information)  (a) Ensure that all relevant 'live' tactical information <sup>1</sup> on drug trafficking groups and routes is forwarded to Europol by the Member States in order to exploit the potential of the provisions in the Europol Convention for such exchange of information. Work should build on existing collaboration between Europol and the Europol National Units.	Member States	Immediate
4.1.1.3; 4.2.2; 4.2.6	(b) Data to be stored on an appropriate database taking into account the information already contained on the MUSTARD and COLA work files, and the development of the Europol Information System. All information should be managed in a manner that is consistent with the Europol Convention.	Europol	Immediate

<sup>1</sup> Information as specified in the opening orders of Analysis Work Files.

<p><b>4.1.1.3; 4.2.2; 4.2.6</b></p> <p><b>4.1.1.3; 4.2.2; 4.2.6</b></p>	<p>7.2 Intelligence gathering (strategic information)</p> <p>(a) Ensure that all heroin, cocaine and cannabis-related seizure data is forwarded by the Member States to Europol, in the format established by the Council Recommendation on the alignment of statistics on seizures of drugs and diverted precursors (2001), in order to improve the intelligence picture of supply and distribution of these substances. The focus should be on identification of trafficking routes including points of entry into the EU (and, for cannabis, internal production), concealment methods, storage and distribution centres, methods of transport and trafficking groups involved.</p> <p>(b) Data to be stored on an appropriate database, taking into account the information already contained on the MUSTARD and COLA work files, and the development of the Europol Information System. All information should be managed in a manner that is consistent with the Europol Convention.</p>	<p>Member States, Europol</p> <p>Europol</p>	<p>Immediate</p> <p>Immediate</p>
<p><b>4.1.1.3; 4.2.2; 4.2.6</b></p> <p><b>4.1.1.3; 4.2.2; 4.2.6</b></p> <p><b>4.1.1.3; 4.2.2; 4.2.6</b></p>	<p>7.3 Intelligence gathering (forensic information)</p> <p>(a) Determine the value of developing an analytical strategy for forensic profiling of seizures to improve the intelligence picture of supply and distribution of heroin and cocaine and consequently improve the ability of law enforcement agencies to reduce availability of these drugs in the EU.</p> <p>(b) Dependent on the conclusions of the above, undertake a detailed scientific feasibility study on the impurity profiling of heroin and cocaine.</p> <p>(c) On the basis of the results of such a study a strategy could be developed for: the profiling of heroin and cocaine seizures as mentioned in (a); the reporting by Member States to Europol of data on matches resulting from the profiling and details on the packaging; the storage of data on an appropriate database taking into account the information already contained on the MUSTARD and COLA work files and the development of the EIS.</p>	<p>Member States, ENFSI, Europol, initially led by UK</p> <p>Member States, Europol, ENFSI</p> <p>UK led</p>	<p>July 2003</p> <p>July 2003</p> <p>December 2003</p>

<p><b>4.1.1.3;</b> <b>4.2.2; 4.2.6</b></p>	<p>7.4 Analysis of intelligence and dissemination for operational collaboration (a) A full strategic heroin, cocaine and cannabis threat assessment should be periodically performed from this data and other relevant data available from the Member States. This assessment to include the known threat to the EU, details of intelligence gaps, areas of threat, emerging trends. This report to be circulated to all Member States, the Police Chiefs Task Force, Euro just and the Commission.</p>	<p>Europol</p>	<p>Initially, December 2003; then every 12 months</p>
<p><b>4.1.1.3;</b> <b>4.2.2; 4.2.6</b></p>	<p>(b) Member States, Europol and the Commission to discuss operational conclusions from the strategic assessment and areas where joint operations should be set up within the appropriate Council framework. Operational collaboration between Member States among law enforcement authorities (including Customs as required) to follow, with support from Europol where appropriate, and with the possible involvement of the Police Chiefs' Task Force to support policing priorities in tackling drug trafficking.</p>	<p>Member States, Commission, [Police Chiefs Task Force,] Europol, PCWG, CCWG</p>	<p>Jan/Feb 2004</p>
<p><b>4.1.1.3;</b> <b>4.2.2; 4.2.6</b></p>	<p>(c) Report on the findings and strategic assessment to be forwarded to the Council and Eurojust, detailing (as appropriate) operational action and collaboration to result from it.</p>	<p>Europol</p>	<p>March 2004</p>
<p><b>4.1.1.3;</b> <b>4.2.2; 4.2.6</b></p>	<p>7.5 Evaluation phase (a) Evaluation to be performed of the success and operational impact of this work cycle (intelligence gathering, analysis, distribution and resulting operational action). The conclusions drawn from the third round of mutual evaluations of member states can also be taken into account. (b) Report to be presented to the Council detailing (as appropriate) recommendations for improving EU intelligence gathering/analysis/distribution in order to maximise operational impact. Report to be taken into account when bearing in mind the Commission's evaluation of the EU Action Plan on Drugs. (c) New work cycle begins.</p>	<p>Europol</p> <p>Europol</p> <p>Europol, Commission, Presidency, MS</p>	<p>December 2004</p> <p>December 2004</p> <p>January 2005</p>

**8. Survey of training available to Member States law enforcement authorities**

**CORDROGUE 80, PRIORITY 6.1:** On an operational level the Council considers that co-operation between the law enforcement agencies dealing with drug trafficking should be further intensified. The various initiatives which have been developed by the Member States and Europol should be examined as a basis for further work in this area[.....]

<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
<b>4.1.1.5; 4.1.1.7</b>	8.1 Training/Exchange of officers (subject to final agreement by CEPOL)  (a) Survey of all 'multinational' training offered to MS Law Enforcement officials to fight drug trafficking. This should include training provided by CEPOL as well bi-lateral and regional initiatives on the exchange of customs/police officers and training provided by Europol in actions against illicit laboratories. Accession countries should be invited to take part in this survey.	CEPOL, Commission	October 2003
<b>4.1.1.5; 4.1.1.7</b>	(b) On the basis of this survey, produce a recommendation on how EU-wide training to fight drug trafficking can be improved, what further training is needed, and how bilateral initiatives on the exchange of officers could be developed into a formal training and exchange network. This survey and a recommendation should be presented to the Council.	CEPOL, Member States	December 2003
<b>4.1.1.5; 4.1.1.7</b>	(c) (If appropriate) CEPOL to establish and co-ordinate training network for law enforcement personnel involved in fighting drug trafficking (involving all EU, new member states and candidate countries).	CEPOL	January 2004

**9. Actions against the proceeds of drug trafficking**

**CORDROGUE 80, PRIORITY 5.1:** The Council is of the view that the main focus of the EU strategy should remain on the highly addictive substances heroin, cocaine, and crack cocaine. (...) The links between trafficking in these substances and the financing of extensive criminal organisation and in turn the possible financing of terrorism must continue to be addressed [.....]

<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
<b>4.1.2.1; 4.1.2.2; 4.1.2.3</b>	9.1 Proceeds of drug trafficking  (a) Based on information exchange by Financial Intelligence Units, Member States, Europol and Eurojust to work closely together, within the framework of Analysis Work Files and other EU projects, on a project aimed at detecting and disrupting criminal cash flows from the EU to specific high-risk destinations outside the EU and source countries; and targeting money launderers. This work should build on and exploit the potential of the SUSTRANS analytical work file as well as taking into account the work of the Financial Action Task Force on money-laundering.	Member States, Europol	December 2003
<b>4.1.2.1; 4.1.2.2; 4.1.2.3</b>	(b) This project should, at its conclusion, be evaluated by Europol with assistance from representatives and participants from the Member States. A report should be presented to the Council, and be considered by the Commission during its final evaluation of the EU Action Plan on drugs 2000-2004.	Europol, Member States, Commission	Jan/Feb 2004

<b>10. Action against distribution at street level and drug related crime</b>			
<p><b>CORDROGUE 80, PRIORITY 5.1:</b> The Council is of the view that the main focus of the EU strategy should remain on the highly addictive substances heroin, cocaine, and crack cocaine. Special attention should continuously be given to these substances due also to the fatal health damages often associated with their abuse, the extensive links between abuse of these substances and widespread street level property crime [.....]</p> <p><b>CORDROGUE 80, PRIORITY 5.4:</b> Efforts to reduce supply and demand should be balanced and compatible. Attention should continuously be given to the possible adverse effects of targeted actions in other areas. Research on such effects as well as the exchange of experiences should be promoted as appropriate.</p>			
<b>EU Drugs Action Plan Ref.</b>	<b>Action Required</b>	<b>Responsibility</b>	<b>Target Date</b>
	10.1 Tackling drug related crime		
<b>3.4; 3.4.1; 3.4.1.1</b>	(a) The Greek Presidency to host a seminar highlighting best practice in the Member States on tackling drug related crime, with a focus on young people in urban areas.	Presidency, Commission, EMCDDA, EUCPN, with Member State participation.	12-13 June 2003
<b>3.4; 3.4.1; 3.4.1.1</b>	(b) As a result of this conference a report highlighting best practice in the Member States on tackling drug-related crime, with a focus on young people in urban areas, should be drawn up and distributed. EUCPN to consider follow-up action from the results.	Greece	July/August 2003
	10.2 Tackling small scale distribution of drugs		
<b>3.4</b>	(a) A conference highlighting best practice in the Member States on tackling small scale, local distribution of drugs should be organised.	UK led subject to AGIS funding	May 2004
<b>3.4</b>	(b) As a result of this conference a handbook highlighting best practice in the Member States on tackling small scale, location distribution of drugs should be produced and distributed to Member States.	UK with interested Member States, HDG etc.	June 2004

**PART C: Implementation Plan for Enlargement and International Actions**

<b>11. Co-ordination of supply and demand orientated measures in new Member States and candidate countries</b>			
<b>CORDROGUE 80, PRIORITY 8.2:</b> (...) The resources spent by the Union on drugs related actions in any particular region should reflect the significance of that region to the drugs problem in Europe, as well as the impact of drugs on the economic and social development of the region. The basis for considerations in this regard should be the production zones and transit routes of heroin, cocaine and their precursors as well as of cannabis, in particular the regions mentioned in the action plan, namely the Candidate Countries, North Africa, Latin America, The Caribbean and Central Asia, as well as the Balkans. <b>CORDROGUE 80, PRIORITY 8.4 Enhance the Union's cooperation with and efforts in the new Member States and Candidate Countries both in regard to exchange of information and development of compatible information systems, in regard to demand reduction</b> <b>CORDROGUE 80, PRIORITY 8.6 Continuous attention should be given to indications of changes in consumption patterns in order for the Union to respond quickly and adopt relevant actions responding to new patterns.</b>			
<b>EU Drugs Action Plan Ref.</b>	<b>Actions Required</b>	<b>Responsibility</b>	<b>Target Date</b>
<b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b>	11.1 Co-ordinating action in new Member States, candidate countries and third countries.	Presidency, HDG, Commission	
	<ul style="list-style-type: none"> <li>Work in this area should bear in mind the work to be undertaken: within the framework of the EU-Balkans Drugs Action Plan; the EU-Action Plan with Central Asia; the EU-LAC Mechanism(the Panama Action Plan); the EU-Andean Community High-Level Dialogue; the work of the EC-Asean Narcotics Subcommittee; the Association Agreements signed with some Mediterranean partners (Israel, Tunisia, Morocco, Jordan, Egypt, Libya, Algeria); the Regional Co-operation Programme JHA-MED; EU TROIKA meetings with the USA, Russia and Iran; and meetings and formal statements within the context of the 46<sup>th</sup> Conference of the United Nations Committee on Narcotic Drugs.</li> <li>It should also bear in mind work to be undertaken by the EMCDDA and MS in the development of monitoring systems and indicators.</li> </ul>		
	(a) Member States to forward to the Commission information on all current anti-drug bilateral assistance programmes in new Member States, candidate countries and third countries which aim to support reducing the supply of (in particular through reinforcing law enforcement capabilities in countries along key trafficking routes) and the demand for illicit drugs		
		Member States	July 2003

<p>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</p>	<p>(b) Commission to produce a matrix of bi-lateral and multi-lateral drug projects of both Member States and Commission.</p>	<p>Commission</p>	<p>October 2003</p>
<p>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</p>	<p>(c) Commission to produce a biannual update of contact points on twinning/Phare/CARDS in Member States.</p>	<p>Commission</p>	<p>October 2003</p>
<p>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</p>	<p>(d) A report to be prepared highlighting best practice in delivering anti-drug assistance to third countries, new Member States and candidate countries and on assessing where Member State assistance may be better co-ordinated.</p>	<p>[Presidency]</p>	<p>December 2003</p>
<p>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</p>	<p>(e) Report to be discussed by appropriate experts within the context of the Horizontal Drugs Group with a view to forming recommendations on where and how assistance might be better targeted bearing in mind the Commission's Country Strategy Papers and equivalent MS documents. These recommendations should be forwarded to the competent EU bodies (in Member States and the Commission) to inspire their strategic choices in development co-operation.</p>	<p>HDG</p>	<p>January 2004</p>
<p>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</p>	<p>(f) An appropriate form of evaluation to be performed of all bilateral and multilateral projects funded by the Commission and Member States.</p>	<p>Commission and MS respectively</p>	<p>The evaluation of EU Action Plan in 2004 should take into account completed bilateral and multilateral project evaluations. Progress review Nov 2003-May 2004</p>



## 12. Tackling the heroin route

**CORDROGUE 80, PRIORITY 8.2:** (...) The resources spent by the Union on drugs related actions in any particular region should reflect the significance of that region to the drugs problem in Europe, as well as the impact of drugs on the economic and social development of the region. The basis for considerations in this regard should be the production zones and transit routes of heroin, cocaine and their precursors as well as of cannabis, in particular the regions mentioned in the action plan, namely the Candidate Countries, North Africa, Latin America, The Caribbean and Central Asia, as well as the Balkans.

<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p> <p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>12.1 Identifying actions against heroin supply route including in the Balkans and Central Asia, and provision of appropriate support in new Member States and candidate countries.</p> <p>(a) Results of report (see 11.1 d, e and f above) to be discussed within the EU troika Central Asian Republics meetings and EU troika Balkan states meetings and relevant forums with new Member States and candidate countries.</p> <p>(b) To provide new Member States and candidate countries with appropriate support in tackling drug use and the trafficking of illicit drugs. Candidate and accession states to ensure effective communication and dissemination of lessons learned on providing assistance, progress and future work with partner countries along key trafficking routes.</p>	<p>Member State/Presidency to present analysis and recommendations; Candidate countries and accession states.</p> <p>New Member States, candidate countries and accession states.</p>	<p>Nov/Dec 2003, subsequent troika meetings with Central Asian Republics and Balkan states.</p> <p>Ongoing</p>
---	--	---	--

<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>(c) Following discussion (see 5.2 a above), recommend Balkan and Central Asia drug officials to channel these concerns into assistance priorities for their own Government's dialogue with MS and the Commission. Central Asia and Balkan States to present drug fighting priorities for Member States and the Commission to inspire their strategic choices in development co-operation.</p>	<p>Balkan and Central Asian States, Commission, Member States</p>	<p>Jan/Feb 2004</p>
<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>(d) Member States to plan assistance with Balkan and Central Asian countries on the basis of discussion and results, aiming to provide them with appropriate support in their fight against drug use and the trafficking of illicit drugs.</p>	<p>Member States</p>	<p>Throughout 2004</p>
<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>(e) Where possible and appropriate MS funding for 2004 to be agreed for selected projects in the Balkans and Central Asia. Projects to be rolled out and evaluated (see 11.1 d, e and f above). Results and recommendations to be, where possible and appropriate, considered in Commission's development programming bearing in mind that the Commission's existing development programming, including drugs co-operation, has already been adopted until 2006.</p>	<p>Member States</p>	<p>2004 onwards</p>

### 13. Tackling the cocaine route

**CORDROGUE 80, PRIORITY 8.2:** (...) The resources spent by the Union on drugs related actions in any particular region should reflect the significance of that region to the drugs problem in Europe, as well as the impact of drugs on the economic and social development of the region. The basis for considerations in this regard should be the production zones and transit routes of heroin, cocaine and their precursors as well as of cannabis, in particular the regions mentioned in the action plan, namely the Candidate Countries, North Africa, Latin America, The Caribbean and Central Asia, as well as the Balkans.

	13.1 Identifying actions against cocaine supply in the LAC region		
<b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b>	(a) Results of report (see 11.1 d, e and f above) to be discussed within the EU/Latin America Caribbean Mechanism and the EU High-Level Dialogue with the Andean Community, whilst encouraging regular representation of Caribbean States at all meetings of the LAC mechanism.	Member State/Presidency to present analysis and recommendations	Autumn Technical Meeting of the LAC Mechanism (November 2003)
<b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b>	(b) Following this, recommend Caricom/Cariforum, Latin American and Central American States drug officials to channel these concerns into assistance priorities for their own Governments' dialogue with MS and the Commission. Caricom/Cariforum, Latin American and Central American States to present priorities for Member States and the Commission to inspire their strategic choices in development co-operation.	Caricom, Central American States, Commission, Member States, EU/LAC Mechanism	Jan/Feb 2004

<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>(c) Member States to plan assistance with LAC countries on the basis of discussion and results. After a joint analysis, including the possible role of external players, consideration (approval) to be given to accepting the Caricom Plan of Action as the formal replacement of the Barbados Plan of Action. Care should be taken, in this regard, to finding ways of getting on board Caribbean countries that are not members of Caricom.</p>	<p>Member States</p>	<p>Throughout 2004</p>
<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>d) Where possible and appropriate MS funding for 2004 to be agreed for selected projects in the Caribbean region and Central and Latin America. Projects to be rolled out and evaluated (see 11.1 d, e and f above). Results and recommendations to be where possible and appropriate considered in Commission's development programming, bearing in mind the commission's existing development programming including drugs co-operation, has already been adopted for Latin America until 2006 and the Caribbean until 2007.</p>	<p>Member States</p>	<p>2004 onwards</p>
<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>13.2 Smuggling of cocaine by air in the Caribbean</p> <p>(a) Interested Member States to co-operate in action to address air couriers from the Caribbean. Operation would build on UK/Dutch work in this theatre and exploit existing information held by Europol and Member States (e.g. AWF COLA)</p>	<p>Interested Member States with Europol support</p>	<p>Operation to report by Oct/Nov 2003</p>
<p><b>5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10</b></p>	<p>(b) Results, analysis and recommendations to be discussed in order to develop programmes to strengthen intelligence sharing and operational co-operation.</p>	<p>Interested Member States with Presidency and Europol</p>	<p>Autumn 2003</p>

**14. Tackling the cannabis route from the Maghreb regions and Albania**

**CORDROGUE 80, PRIORITY 8.2:** (...) The resources spent by the Union on drugs related actions in any particular region should reflect the significance of that region to the drugs problem in Europe, as well as the impact of drugs on the economic and social development of the region. The basis for considerations in this regard should be the production zones and transit routes of heroin, cocaine and their precursors as well as of cannabis, in particular the regions mentioned in the action plan, namely the Candidate Countries, North Africa, Latin America, The Caribbean and Central Asia, as well as the Balkans.

	14.1 Tackling the cannabis route from the Maghreb regions and Albania		
4.2.2; 4.2.3; 5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10	(a) Interested Member States to co-operate to identify areas of joint working to tackle cannabis trafficking supplied from the Maghreb regions through Spain and from Albania, and to take action as appropriate.	Interested Member States with Europol support	Operation to report by Sept 2003
4.2.2; 4.2.3; 5.1.3; 5.2.1; 5.2.2; 5.2.3; 5.2.10	(b) Results, analysis and recommendations to be discussed in the appropriate working groups by interested MS to improve co-operation concerning actions against the trafficking of cannabis from the above region.	Member States	By Dec 2003