Basic information

1999/2095(COS) COS - Procedure on a strategy paper (historic) Action to combat drugs: action plan 2000-2004 **Subject** 4.20.03 Drug addiction, alcoholism, smoking 7.30.30.04 Action to combat drugs and drug-trafficking	Procedure completed

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
LIBE Citizens' Freedoms and Rights, Justice and Home Affairs	GIANNAKOU Marietta (PPE-DE)	29/07/1999

Committee for opinion	Rapporteur for opinion	Appointed
AFET Foreign Affairs, Human Rights, Common Security, Defense	The committee decided not to give an opinion.	23/09/1999
BUDG Budgets	The committee decided not to give an opinion.	
ITRE Industry, External Trade, Research, Energy	CORBEY Dorette (PSE)	04/10/1999
EMPL Employment and Social Affairs	The committee decided not to give an opinion.	
DEVE Development and Cooperation	The committee decided not to give an opinion.	

Council of the European Union

Council configuration	Meetings	Date
Justice and Home Affairs (JHA)	2203	1999-10-04
Justice and Home Affairs (JHA)	2337	2001-03-15

European Commission

Commission DG	Commissioner
Secretariat-General	

Key events

Date	Event	Reference	Summary
26/05/1999	Non-legislative basic document published	COM(1999)0239	Summary
13/09/1999	Committee referral announced in Parliament		
04/10/1999	Debate in Council		
15/11/1999	Vote in committee		Summary
15/11/1999	Committee report tabled for plenary	A5-0063/1999	
18/11/1999	Debate in Parliament		
19/11/1999	Decision by Parliament	T5-0121/1999	Summary
19/11/1999	End of procedure in Parliament		
07/07/2000	Final act published in Official Journal		
15/03/2001	Debate in Council		

Technical information

Procedure reference	1999/2095(COS)
Procedure type	COS - Procedure on a strategy paper (historic)
Procedure subtype	Commission strategy paper
Legal basis	Rules of Procedure EP 148
Stage reached in procedure	Procedure completed
Committee dossier	LIBE/4/11027

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee report tabled for plenary, single reading		A5-0063/1999 OJ C 189 07.07.2000, p. 0048	15/11/1999	
Text adopted by Parliament, single reading		T5-0121/1999 OJ C 189 07.07.2000, p. 0248-0256	19/11/1999	Summary

European Commission

Document type	Reference	Date	Summary
Non-legislative basic document	COM(1999)0239	26/05/1999	Summary
Follow-up document	COM(2001)0301	08/06/2001	Summary

Follow-up document	COM(2002)0599	04/11/2002	Summary
Follow-up document	COM(2004)0707	22/10/2004	Summary
Follow-up document	COM(2005)0045	14/02/2005	Summary
Follow-up document	SEC(2005)0216	14/02/2005	Summary

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
CofR	Committee of the Regions: opinion	CDR0292/1999 OJ C 057 29.02.2000, p. 0087	18/11/1999	

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 04/11/2002 - Follow-up document

This document comprises of the mid-term evaluation of the EU action plan on drugs (2000-2004). Tackling drugs is a top priority for the European Union. It is for this reason that in 1999, the Commission presented a Communication on a European Union Action Plan to Combat Drugs (2000 - 2004). Based on this Communication the Helsinki European Council endorsed in December 1999 the EU Strategy on Drugs for 2000-2004 setting out 11 general aims and six main targets for the EU in this period. The Strategy calls for a multidisciplinary and integrated approach to drugs where drug demand and supply reduction are seen as equally important and mutually reinforcing parts of a balanced strategy. In parallel, the Feira European council adopted in June 2000 the EU Action Plan on Drugs 2000-2004. The Action Plan has 3 main aims : 1) to provide a guide to all actors in the EU when setting priorities in the drugs area; 2) to ensure that drugs receive the necessary high level support; 3) to provide a solid base for the evaluation of the EU Drugs Strategy. The Communication presented by the Commission in 2001 on the implementation of the EU Action Plan on Drugs (2000-2004) underlined that the evaluation should be performed in three stages: - Stage 1: assessment of the level of achievement of the activities identified in the Action Plan; - Stage 2: assessment of the extent to which achievement of the Action Plan met the objectives of the Drugs Strategy; - Stage 3: assessment of the impact on the drug situation. It is not the purpose of the Commission in either the mid-term or final evaluation to make a judgement on national drugs policies. Rather the aim of the mid-term evaluation is to assess the level of achievement of the activities set out in the Action Plan (stage 1). The aim of the final evaluation is to assess the extent to which achievement of the Action Plan met the objectives of the Drugs Strategy and to assess the impact of both the Drugs Strategy and the Action Plan on the drug situation in the European Union (stages 2 and 3). The final evaluation of the Action Plan will be completed by the end of 2004. The evaluation tools already in place for the mid-term evaluation will be used and further tools may need to be developed. The final evaluation will provide the basis for the future development of EU Drugs policy from 2005 onwards. As regards the results of the mid-term evaluation: the Action Plan comprises actions to be undertaken by the Member States, the European Commission, the EMCDDA and Europol. The evaluation covers five main areas: coordination, information and evaluation, reduction of demand, supply reduction and international cooperation. For each of these areas, the Commission details the results of the progress made at national as welll as at European level. Overall, balanced national action plans have been developed by many Member States in line with the principles of the EU Action Plan. In addition, many initiatives have been adopted by the Council on the basis of the EU Drugs Strategy and Action Plan and a number of important proposals from the Commission or Member States are under discussion. At the same time much work remains to be done. Certain issues in particular should be noted: - the issue of synthetic drugs must remain a top priority for the European Union and its Member States; - the evaluation of drug policies and drugs activities at national and EU levels should be further developed. In this regard research has an important role to play in enabling an evidence based approach to be taken; - there should be close co-operation with the candidate countries in the implementation of the Joint Declaration on Drugs and of the drugs elements of the Justice and Home Affairs Chapter of the EU acquis; - a more effective co-ordination of action in third countries at EU level is needed, with a focus on the main producing and transit countries. In order to take work forward on the implementation of the EU Action Plan on Drugs and in preparation for the final evaluation the Commission proposes that: a) Specific priorities among the activities set out in the Action Plan should be established in order to focus on key activities in the Action Plan. Deadlines where appropriate to achieve these priorities should also be set. A mechanism should be put in place to monitor progress in achieving them. b) A steering group, to include representatives from the Commission, the Council Presidency, Europol and the EMCDDA, should be established in 2003 by the Presidency and the Commission. The European Parliament is invited to appoint its representative to this group. This steering group could oversee and provide guidance in relation to the preparation of the final evaluation to be carried out by the Commission. It could in particular provide guidance on the methodology and the evaluation tools to be used for this evaluation. This steering group could also ensure continuity among the Council Presidencies that will be involved in the evaluation process. c) Initiatives in the field of drugs brought forward during the remaining lifespan of the Action Plan should be primarily focused on achieving the actions set out in this Plan. The steering group could assist in ensuring that there is continuity in these initiatives. d) The EMCDDA and Europol should compare 2003 data in the field of drugs to be provided by the Member States with the 1999 baseline data in connection with the final evaluation of the Action Plan. e) A conference could be organised in 2004 to involve civil society in the future development of EU Drugs policy. f) On the basis of contributions from the Member States, the EMCDDA, Europol and the Commission itself, the Commission will prepare a Communication on the final evaluation of the Action Plan by the end of 2004. g) The European Council of Copenhagen endorses this mid-term evaluation and its conclusions and proposals.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 22/10/2004 - Follow-up document

Since 2000, the EU has adopted a Strategy and an Action Plan aimed at reducing both the demand for and supply of drugs in the European Union. This Communication presents the results of the final evaluation of the Strategy and Action Plan. As well as assessing the implementation of the Action Plan it also lays the foundation for the future EU drugs policy on the basis of what lessons have been learned from the present process.

The actual evaluation of the Action Plan was undertaken in April 2003 and involved input from Commission representatives, Member States the EMCDDA and Europol. Drug policy impact evaluation is still in its infancy phase and the lack of precise and quantifiable operation objects does not make the task simple. Nevertheless certain trends have been identified, indicating which activities should be prioritised in the future.

The evaluation process has established that around 95% of the actions set out in the EU plan on drugs have been implemented or are being implemented. Further, there can be little doubt that the implementation of the Action Plan has contributed to the achievement of the 11 aims specified in the EU Drugs Strategy. In terms of the target set for the reduction of drug use, the Communications notes that no strong evidence exists to suggest that drug use, especially amongst young people is decreasing. However, some of the data does point to evidence of a levelling off in the upward trend in drug use prevalence, - albeit that drug use is at historically high levels. Some of the results obtained from the evaluation process show that many of the EU targets set have acted as a catalyst for a number of EU level initiatives, which have strengthened law enforcement measures against drug trafficking and supply. Similarly, a number of important initiatives have been taken to combat money laundering with a number of Member States participating in important initiatives to combat the diversion of precursors, such as the European Joint Unit on Precursors.

Regarding a future strategy, the Commission suggest that a future EU Drugs Strategy should contain clear and precise objectives and priorities, which are easily translated into operational indicators and actions. Responsibilities and deadlines for implementation should be clearly defined. Continued progress should be made regarding drug availability, quality and comparability. In order to create a smooth transition the European Commission will present, in the course of 2005, proposals for a new Action Plan, set to last from 2005-2008. The objectives of the new Drugs Strategy and Action Plan should be reflected in the Multi-annual Programme for the area of freedom, security and justice.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 26/05/1999 - Non-legislative basic document

PURPOSE : to establish a future European Union Action Plan to Combat Drugs (2000-2004). CONTENT : The ambition of this Action Plan is to provide the EU with appropriate means and tools to combat drugs. Given the need for co-ordinated action at all levels, it should contribute to ensure a truly comprehensive and balanced approach towards the drugs phenomenon and to concentrate on high priority targets. The extent and magnitude of the drugs phenomenon is now better known thanks to the valuable work carried out by the European Monitoring Centre for Drug and Drug Addiction (EMCDDA) and the Europol Drugs Unit (EDU). The setting up of these 2 bodies has given a new dimension to co-operation between Member States in the field of information on the drugs situation in the EU. It will be important to concentrate efforts on the regular evaluation of achievement of the initiatives, programmes and policies initiated or pursued during the 2000-2004 period, as well as to improve the monitoring of the drugs problem to rapidly identify new challenges and adopt appropriate strategies. In line with the principle of susidiarity, the 5 general aims and objectives of the EU Action Plan 2000-2004 are the following : - to ensure that the issue of the fight against drugs is kept as a major priority for EU internal and external action; - to continue the EU integrated and balanced approach of the fight against drugs, in which supply and demand reduction are seen as mutually reinforcing elements; - 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; - 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 UNGASS; - to emphasise that, while not bidding for new resources, the successful implementation of the strategy and actions mentioned in this Action Plan will necessitate appropriate resources. The major characteristics of this Plan are the following : - it emphasises the need for evaluating the experiences made and identifying the best practices with a view to ensuring the consistency and continuity of the Community action in tackling the drugs phenomenon; it, thus, builds upon the previous Action Plan; - it identifies new challenges and strategies to be implemented at EU level and in co-operation with our international partners; - it reaffirms our commitment to the UN Conventions on drug control, in accordance with the EP resolution of October 1998. In addition, the specific targets of the Action Plan in the 5 domains of action are : - information; - action on demand reduction (public health, education, research, etc); - action on reduction of illicit trafficking in narcotic drugs and psychotropic substances - action at international level (including respect for human rights); - co-operation with international organisations.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 14/02/2005 - Follow-up document

PURPOSE : to present the Commission’s EU Drugs Action Plan for 2005-2008 with a view to significantly reducing the prevalence of drug use among the EU population and to reduce the social harm and health damage it causes in societies.

CONTENT : in December 2004, the European Council endorsed the EU Drug Strategy (2005-2012) which sets the framework, objectives and priorities for two consecutive four-year Action Plans to be brought forward by the Commission. This Strategy is an integral part of the multiannual programme “The Hague Programme” for strengthening freedom, security and justice in the EU which states that an optimal level of protection of the area of freedom, security and justice requires multi-disciplinary and concerted action both at EU level and national level.

The current drugs situation in Europe can be summarised as follows:

- increasing numbers demanding treatment for cocaine use;

- signs of heavy cannabis use among teenagers;

- increase in ecstasy consumption. The EU remains one of the world's most important areas for the production of ecstasy;

- 2.1 million problematic drug users in the EU25;

- HIV/Aids is declining in some countries but the risk of epidemic spread remains high. Deep concern surrounds the continuing HIV epidemic in some of the new EU Member States and their bordering countries.

This Action Plan transposes the general objectives contained in the EU Drugs Strategy 2005-2012 into concrete actions.

These include general policy measures, specific programmes aimed at the prevention of drug use amongst young people, in the workplace and in recreational settings as well as measures for improving access to treatment programmes.

A set of measurable assessment tools and indicators has been introduced for each action in order to enable proper evaluation.

The Strategy has a number of major objectives:

- to achieve a high level of health protection, well-being and social cohesion by complementing the Member States' action in preventing and reducing drug use, dependence and drug-related harms to health and society;

- with due regard for the EU's achievements and values in terms of fundamental rights and freedoms, to ensure a high level of security for the general public by taking action against drugs production, cross-border trafficking in drugs and diversion of precursors and by intensifying preventive action against drug-related crime through effective cooperation embedded in a joint approach;

- to strengthen the EU's coordination mechanisms to ensure that action taken at national, regional and international levels is complementary and contributes to the effectiveness of drug policies within the EU and in its relations with other international partners. The latter calls for a more clearly identifiable European position in international fora such as the UN and its specialised agencies, reflecting the EU's dominant position as a donor in this area.

The Strategy concentrates on the two major dimensions of drugs policy, demand reduction and supply reduction. It also covers a number of cross-cutting themes: international cooperation, research, information and evaluation.

The Action Plan proposed by the Commission takes account of its Final Evaluation of the EU Drug Strategy and EU Action Plan on Drugs (2000–2004) (refer to the summary of 22/10/2004). It targets in particular those areas that the evaluation highlighted as needing further progress. It reiterates a number of essential objectives that were not reached under the previous Action Plan. The Commission has also carried out an initial consultation of civil society on future policy through a dedicated web site. Such consultation will be significantly expanded by the Commission during the course of the Action Plan to include a wide range of representatives of civil society across the EU in a dialogue on how best to deal with drugs issues.

Lastly, the Commission will carry out an impact assessment in 2008 in view of proposing a second Action Plan for 2009-2012. A final evaluation of the Strategy and the Action Plans will be carried out by the Commission in 2012.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 14/02/2005 - Follow-up document

COMMISSION'S IMPACT ASSESSMENT

1. PROBLEM IDENTIFICATION :

The drugs phenomenon is one of the major concerns of European citizens. Tackling drugs is a top priority of the European Union in view of the high levels of drug misuse, trafficking, drug-related crime, health problems and social exclusion. Just under1% of the European adult population is considered to comprise problem drug-users. Moreover, drug consumption amongst young people has reached historically high levels.

For more information regarding the context of this problem, please refer to the complementary summary of the Communication (COM(2005)0045) on an EU Drugs Action Plan (2005-2008).

2. OBJECTIVE :

The ultimate aim of any EU action in the field of drugs is to significantly reduce the prevalence of drug use among the population and to reduce the social harm and health damage caused by the use of drugs, building on the outcome of the former EU Drugs Action Plan (2000-2004).

3. POLICY OPTIONS AND IMPACTS :

In order to tackle the drugs issue in the EU and to achieve the objectives outlined above, several options are envisaged:

3.1 **-Option A***: Actions in the field of drugs are left exclusively to the Member States :* drugs are a problem that knows no national boundaries. In the case that actions in the field of drugs were purely taken at national level, the fight against drugs would be as difficult as in the case of other global threats such as terrorism or organised crime. Moreover, the implementation of 25 national policies and strategies reflecting different complex social and

cultural models would raise important difficulties for the freedom of movement of people and goods. This paper states that the drugs issue is a world-wide phenomenon which requires a coordinated and integrated approach. What is at stake here is the protection of the values of freedom, security and justice which are the very basis of European society. Therefore, the only way to deal with this is to create European added value.

Due to the reasons outlined above, the European Council endorsed in 2000 an Action Plan providing a common framework for policymaking calling for a balanced, coordinated and integrated approach.

*3.2 -*Option B*: The former Action Plan 2000-2004 is renewed for another 5 year period :* the Action Plan 2000-2004 was divided into five sections: i) co-ordination, ii) information and evaluation, iii) drug demand reduction and prevention of drug use and drug-related crime, iv) supply reduction and (v) international co-operation.

The conclusions of the final evaluation on the EU Drugs Strategy and Action Plan on Drugs were presented by the Commission in October 2004:

- a large part of the actions set out in the EU Action Plan on Drugs have been implemented or are in some stage of being implemented;

- the EU Drugs Strategy and Action Plan have been taken as a central reference point for action and have provided a framework for drug-related activities and initiatives at national and EU level;

- almost all Member States have adopted a national drugs strategy or action plan. Among the elements in these national drugs strategies and action plans, are common patterns with the EU approach, as outlined in the EU Drugs Strategy and Action Plan;

- there can be little doubt that the implementation of the actions in the Action Plan has contributed to the achievement, to a greater or lesser extent, of the 11 aims of the EU Drugs Strategy;

- the available information does not suggest that the availability of drugs has been reduced substantially;

- a number of important initiatives have also been taken to combat money laundering.

The final evaluation proposes that the future EU Drugs Strategy should contain clear and precise objectives and priorities that can be translated into operational indicators and actions in future Action Plans.

*3.3 -*Option C*: a new Action Plan is presented, building on the main lessons from the final evaluation of the EU Action Plan 2000-2004 and in connection with the new Drugs Strategy 2005-2012:* the new EU Strategy on Drugs 2005-2012 has two general aims that can be summed up as follows: the EU aims to achieve a high level of health protection, well-being and social cohesion by complementing the Member States' action in preventing and reducing drug use, dependence and drug-related harm to health and society; the EU and its Member States aim to ensure a high level of security for the general public by taking action against drugs production, cross-border drug trafficking and by intensifying preventive action against drug-related crime, through effective cooperation embedded in a joint approach.

Clear and measurable assessment tools and indicators have been introduced, to the extent possible, to enable proper evaluation.

*3.4 -*Option D*: a EU policy on drugs is proposed:* 71% of Europeans believe that decisions on drugs should be taken at EU level. EU added value is most visible on issues like the fight against drug trafficking, precursor control and action against money laundering. Given the absence of an overall legal basis for a common EU drugs policy and in view of national sensitivities in this matter, the main aim can only be to achieve a coordinated policy, with due regard to the principles of subsidiarity and proportionality.

CONCLUSION : ***On the basis of lessons learned from the final evaluation, it was decided, in the draft Commission proposal, to discard options A, B and D and to present an improved new Action Plan (option C).***

4. FOLLOW- UP : ***With a view to proposing a second Action Plan for the period 2009-2012, the Commission will organise an impact assessment in 2008.*** During 2009-2012, annual progress reviews will continue to be drawn up by the Commission. In 2012, the Commission will organise an overall evaluation of the EU Drugs Strategy and Action Plans. Moreover, the Commission launched, via the internet, an initial public consultation on the Action Plan which came to an end on 8 November 2004 which will be the subject of a Green Paper.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 08/06/2001 - Follow-up document

PURPOSE: to report to the European Parliament and the Council on the implementation of the EU Action Plan on Drugs. CONTENT: the EU Action Plan on Drugs (2000-2004) sets clear guidelines for the realisation of the EU drugs policy. They are: - to provide a guide to all actors in the EU for the setting of drugs policies; - to ensure that drugs receive high level recognition; - to provide a solid base for the implementation of EU wide drugs policies. This Commission Communication has been drawn up together with the European Monitoring Centre for Drugs and Drug Addition (EMCDDA) and EUROPOL. Specifically, the Communication aims to: - propose a tool in the form of a Follow-up Table for the review of progress in the implementation of the Action Plan; - outline the method by which the Commission intends to ensure that the applicant countries deal effectively with the drugs problem; - suggest that the EU should examine ways in which to reinforce the exchange of information on projects in non-applicant countries. Annexed to the Communication is a Follow-up Table, which outlines and codifies work completed and work in progress on combatting drugs. In its conclusion, the Commission proposes that: - all actors involved in drugs policy within the Member States prepare and regularly update Follow-up tables similar to the one annexed to the Communication. It is hoped that prompt evaluation reports submitted by interested parties will allow for greater consistency. - the European Parliament and the Council to take note of and support its approach to drugs and the enlargement of the EU; - that all Member States keep the Commission updated on drugs policy relating to applicant countries; - increased inter-institutional coordination.

Action to combat drugs: action plan 2000-2004

1999/2095(COS) - 19/11/1999 - Text adopted by Parliament, single reading

The European Parliament adopted its report drafted by Mrs. Marietta GIANNAKOU-KOUTSIKOU (EPP, Greece) on the Commission's communication. It congratulates the Commission on its honesty in acknowledging shortcomings, but it considers, however, that it paints an overly optimistic picture of the commitment and performance of the Union and its Member States in combating drugs. It welcomes the long-term and cross-sector strategy in the Commission's Action Plan which takes account of the need for further treatment and evaluation; at the same time, it stresses, however, that the strategy must be flexible in order to cope with new trends in drug abuse, particularly amongst young people, and that is must also include approaches geared to the local and regional levels. It notes that, at present, the overall budgetary resources implemented by the EU appear woefully inadequate and the monitoring of action weak; it considers that the EU should be allocated further resources to strengthen its measures to prevent drug addiction. The EP calls on the Member States and the Union to show greater political resolve and, if the need for more effective measures to combat drug abuse and drug trafficking cannot be met with existing resources, to commit higher resources, on the one hand, for internal action, notably in the educational, social, health and medical scientific field, particularly as regards the effects of drugs on health and life expectancy, and, on the other, for international action. While it welcomes the Commission's objectives of reducing drug abuse among young people and the number of deaths among addicts, it regrets the lack of clarification regarding the measures, timetables and follow-up strategies needed to achieve those objectives. It also calls on the Commission to involve NGOs in implementing the action plan in order to maintain an integrated and balanced anti-drug strategy in which reductions of supply and demand are regarded as mutually reinforcing factors. Member States which, according to UN statistics, are transit countries for drug trafficking are called upon to clamp down on such activity as soon as possible. The Parliament calls upon the forthcoming Portuguese Presidency to convene an extraordinary 'inter-pillar' Council meeting devoted to combating drugs and to invite the applicant countries to attend. It calls on this Council to meet yearly and to signal clearly its refusal to consider the drug problem as inevitable by adopting an ambitious political anti-drugs project subject to a precise timetable. It calls on the inter-pillar Council to examine each year, on the basis of an EMCDDA report, the progress in implementation by the Monitoring Cente of a global information system on drugs and to develop the methodological tools needed for implementation. The Commission is called upon to evaluate the various approaches to treatment and to introduce a range of different treatment programmes with individualised criteria for admission and the objective of non-dependence on drugs. Member States are called upon to implement programmes to protect public and individual health, and measures to teat drug addicts in prison. It demands that the Commission begin the systematic and rigorous monitoring and evaluation of all action pursued inthe fight against drugs, including action taken at international level, drawing in particular on the expertise of the EMCDDA. It urges the Member States to present an exhaustive annual appraisal of their policies. It also calls on the Commission to fund programmes to evaluate the practices used in the fields of prevention, treatment and reintegration, as well as social and health implications and, on the basis of its conclusions, to help the Member States frame their national policies. Lastly, it calls on the EMCDDA to contribute fully towards the systematic monitoring of the above-mentioned anti-drug actions, to expand its assistance to the Member States in evaluating their activities to reduce demand, to implement the five harmonised epidemiological indicators, to strengthen its system for evaluating the risks posed by the new synthetic drugs and broaden its scope to cover the risks linked to performance-enhancing drugs.