

Brussels, 3 December 1992

10589/92

CELAD 126

Subject : Report from the European Committee to Combat Drugs
(CELAD) to the European Council
(Edinburgh, 11/12 December 1992)

I. MAIN ACTIVITIES

A. European Plan

The European Council meeting in Lisbon on 26 and 27 June 1992 invited CELAD to submit for consideration at its next meeting in Edinburgh a detailed report on the implementation of the European Plan to Combat Drugs, which the Council had adopted at its meeting in Rome on 13 and 14 December 1990, together with any proposals for new measures.

Following consultation with the relevant Council working group, the Member States and the Commission, CELAD has prepared the attached report which, following the structure of the 1990 European Plan to Combat Drugs :

(a) reports on the implementation of the Plan ; and

(b) indicates, in the light of developments which have taken place over the past two years, where it believes the future directions of the Plan's implementation lie.

In identifying the future direction of drugs work within the Community and its Member States, CELAD has taken account of the proposals which already feature in the work programme of the functional working groups of the Council and within European Political Co-operation and other bodies. It includes in particular those which have been proposed by the working groups for consideration by the structures which are to be established under Titles V and VI of the Treaty on European Union.

CELAD hopes that the groups which will be handling drugs issues following the coming into force of the Treaty on European Union will find this report helpful in planning their work programmes. CELAD recommends that, in due course, these groups, under the direction of the Committee of Permanent Representatives and bearing in mind the arrangements which will apply when the Treaty on European Union is brought into force, should collaborate in the preparation of a revised European Plan to combat drugs.

B. Future structures of co-operation in drug related matters

Following the mandate given to it by the Lisbon European Council on 26/27 June 1992, the Co-ordinators' Group on the Free Movement of Persons consulted CELAD with regard to the structures and co-ordination mechanisms which would be necessary to implement its programme in the field of Justice and Home Affairs under Title VI of the Treaty on European Union. CELAD's response was contained in document CELAD 110, which has been taken into account by the Co-ordinators in the preparation of their report to the Council on future structures for co-operation in matters covered by the Third Pillar of the Treaty.

Following the preparation of this response, CELAD has reflected further on the question of the future co-ordination of drugs policies following the implementation of the Treaty of Union and of its own future activities in this field. Its conclusions are set out in document CELAD 124.

II. OTHER ACTIVITIES

A. Establishment of a European Drugs Monitoring Centre

CELAD welcomes the political agreement on the establishment of the European Drugs Monitoring Centre but regrets that the draft Council Regulation has not yet been formally adopted. It hopes that the outstanding problem preventing its adoption will be resolved as soon as possible. In the meantime it notes that the Commission has already undertaken some preparatory work prior to the establishment of a site for the Centre.

B. Organization of the European Prevention Week in the Member States

The European Drug Prevention Week taken forward by CELAD in the autumn of 1991, took place from 16 to 22 November 1992.

With the active co-operation of the Commission, more than 200 events were organized in Member States, which focused on education and prevention among young people.

CELAD has made a first evaluation of the Week and notes that the Health Council has asked the Commission to report back on evaluation and the lessons which can be learned from the Week.

III. OTHER MATTERS CONSIDERED

A Relations with the Pompidou Group

The bi-annual meeting between a delegation of the Pompidou Group and the CELAD Troika took place on 27 October 1992 in Brussels.

CELAD noted with satisfaction the effective co-operation which exists between the Commission Services and the Pompidou Group. It underlined the central role of the Group in the monitoring of the implementation of the conclusions of the first Pan-European Ministerial Drugs Conference held in Oslo in May 1991. It looks forward to the holding of a joint seminar in 1993 on the treatment and rehabilitation of prisoners with drug problems.

B. State of ratification of the 1988 Vienna Convention against illicit traffic in narcotic drugs and psychotropic substances

CELAD noted that, as at 26 November 1992, 8 Member States (Denmark, Greece, Spain, France, Italy, Luxembourg, Portugal, the United Kingdom and the Community, for matters within the scope of its competence) had ratified the Convention.

Ratification procedures are well advanced in the other Member States and the Committee invites the Member States concerned to ratify the Convention as soon as possible.

C. Dublin Group

The High Level of the Dublin Group met on 28 October 1992. It reviewed the conclusions, and the follow-up, to meetings of the 7 regional groups held in June 1992 in Brussels and those which had taken place in the regions.

CELAD reports with satisfaction that the Dublin Group has developed into an important and effective forum for consultation, especially in the form of meetings at Embassy level which now take place regularly in 13 capitals of producer and transit countries, with further groups being planned elsewhere.

The United States was elected to the Presidency of the Group for the coming year.

D. Drugs clauses in association, co-operation and partnership agreements

On the initiative of the Presidency, CELAD studied drugs clauses in existing association, co-operation and partnership agreements with third countries and regions. The Committee concluded that :

(a) these agreements were a valuable means of developing co-operation with producer and transit countries and is pleased to report the willingness of the Commission to convene a meeting between the member States and the Commission on the implementation of the clauses ; and

(b) in principle there would be merit in developing standard wording for these clauses, but that it was necessary to take account also of the specific needs of the partner countries.

E. Drugs and crime

Following an initiative from the Portuguese Presidency, CELAD has begun work on a study on the relationship between drug taking and crime. It will consider how to take this forward after an analysis has been made of the replies of Member States to a questionnaire. This might include the organization of a seminar in conjunction with the Pompidou Group.

F. Enforcement of foreign judgments relating to confiscation orders

On the basis of a note presented by the Luxembourg delegation, CELAD has begun to collect information about the practice in Member States concerning the enforcement of confiscation orders made abroad. When this information has been collected and analyzed, CELAD will consider the feasibility of initiatives in this field.

G. Other matters discussed

These have included :

the re-integration of drug addicts ;

minimum rules to be observed by private institutions ;

off-shore zones

EUROPEAN PLAN TO COMBAT DRUGS
Report by CELAD to the European Council
meeting in Edinburgh
On Implementation and Future Direction of the Plan

PREAMBLE

The European Council meeting in Lisbon on 26 and 27 June 1992 invited CELAD to submit for consideration at its next meeting in Edinburgh a detailed report on the implementation of the European Plan to Combat Drugs, which the Council has endorsed at its meeting in Rome on 13 and 14 December 1990, together with any proposals for new measures.

Following consultation with the relevant Council working groups, the Member States and the Commission, CELAD has prepared this report which, following the structure of the 1990 European Plan to Combat Drugs :

- (a) reports on the implementation of the Plan ; and
- (b) indicates, in the light of developments which have taken place over the past two years, where CELAD believes the future directions lie.

In identifying the future direction of drugs work within the Community and its Member States, CELAD has taken account of proposals which already feature in the work programmes of the functional working groups of the Council and within European Political Co-operation. It includes in particular those which have been proposed by the working groups for consideration by the structures which are to be established under Titles V and VI of the Treaty on European Union.

CELAD hopes that the groups which will be handling drugs issues following the coming into force of the Treaty on European Union will find this report helpful in planning their work programmes. When these groups have settled down CELAD would recommend that, under the supervision of COREPER and the K4 and Political Committees, they should collaborate in the preparation of a revised European Plan to Combat Drugs.

CELAD believes, moreover, that in line with the first European Plan, the proposals for the future Plan should endeavour to achieve a satisfactory balance between demand reduction, law enforcement and international actions, and that consideration will need to be given to the budgetary provisions which will need to be allocated.

SECTION I

Co-ordination within Member States

IMPLEMENTATION

CELAD records with satisfaction that each Member State now has in place a national system for co-ordinating policy across the drugs field, and that in some Member States the co-ordination takes place at both Ministerial and official levels. CELAD notes, however, that not all the mechanisms are inter-disciplinary and their levels of responsibility differ considerably.

FUTURE DIRECTION

Whilst recognizing that it is for each Member State to decide which kind of mechanism suits its national requirements, CELAD believes that Member States could usefully exchange views about their experiences with regard to the effectiveness of their respective mechanisms.

At the Community level CELAD believes there is a need to improve the quality of co-ordination in preparation for important international meetings such as the United Nations Commission on Narcotic Drugs. It has made a specific recommendation in its report to the European Council on the Co-ordination of EC Drugs Issues for meetings of national drugs co-ordinators and drugs experts to take place in advance of important international meetings of this sort.

SECTION II

European Drugs Monitoring Centre

IMPLEMENTATION

CELAD welcomes the political agreement on the establishment of the European Drugs Monitoring Centre but regrets that the draft Council Regulation has not yet been formally adopted. It hopes that the outstanding problem preventing its adoption will be resolved as soon as possible. In the meantime it notes that the Commission has already undertaken some preparatory work prior to the establishment of a site for the Centre.

FUTURE DIRECTION

Once a site has been selected and the institution in place, the first task of the EDMC management will be to set up the work programme for the first three years, which will concentrate on collecting, processing and disseminating data on demand reduction. CELAD considers it important that until the site is decided, the Commission should provide regular reports of any preparatory work which it undertakes and its cost.

SECTION III

Action in the field of drug demand reduction

CELAD notes with interest the second report on drug demand reduction policies at national and Community level which the Commission presented to the Health Council at its meeting in May 1992.

PART A : ACTION AMONG MEMBER STATES

IMPLEMENTATION

1. Prevention by means of information and education

CELAD notes with satisfaction that broad and well-established information and education plans exist in Member States to prevent the misuse of drugs. Use of the media appears as a key element in national programmes, with television, radio and videos all featuring. One Member State reported close co-operation with television film makers in the production of programmes with anti-drug themes. Representatives of the media were also invited to seminars on various drug-related topics. Another Member State stressed the long-term nature of prevention work through information and education and the need to target specific population groups to avoid encouraging experimentation. One Member State had set up a network of locally-based community drugs prevention teams to initiate and co-ordinate prevention at the local level. Other information campaigns were aimed at informing parents and drugs matters included in training for teachers.

2. Social and health measures

A wide range of services is available to drug misusers in Member States, catering to their physical, psychological and social needs. Most Member States have implemented measures to support drug misusers in prison, ranging from medical treatment to detoxification through counselling and the offering of in-patient addiction clinic treatment as an alternative to imprisonment. One Member State, for example, has established a central service with responsibility for all treatment centres for drug misusers. In another Member State, however, responsibility for the organization and implementation of services is devolved to the authorities at the local level. Both methods, though, stress the need for a multi-disciplinary approach to the provision of treatment services.

3. Social and occupational reintegration

CELAD notes with satisfaction that a number of Member States have taken steps to introduce further programmes aimed at helping to reintegrate into society those addicted to drugs, or at risk of becoming addicted. Such initiatives as community training workshops and "halfway houses" for drug misusers have been introduced, as well as, in one Member State, draft legislation designed to give priority to employment in the public sector of drug misusers who have followed detoxification treatment.

4. Drug addiction and AIDS

CELAD is content to record that a number of Member States have taken action to prevent HIV infection among drug misusers. One Member State reported a two-pronged policy within its national plan to combat AIDS and drug addiction : a media campaign and a syringe exchange programme. Several Member States reported similar actions, including HIV/AIDS counselling as a permanent feature at drug treatment centres, automatic vending machines for hypodermic needles and work to raise awareness amongst pharmacists.

5. Statistics and epidemiology

CELAD notes that many Member States have established dedicated data collection systems for drugs-related information and statistics. Many of these systems collect data on a broad range of topics including the number of addicts, injecting practice, treatment services, trafficking routes, prosecutions and other criminal justice information. Other Member States reported carrying out surveys and research into the epidemiology of drug misuse covering such matters as the prevalence of misuse in certain age groups and the circumstances of drug-related deaths. CELAD notes that much of this work is relevant to the planned work of the European Drugs Monitoring Centre.

6. Training of qualified staff

CELAD notes with satisfaction the establishment in some Member States of specific training measures for workers in the drugs field. One Member State reported the introduction at several universities of a master's degree course in drug addiction ; similar action in another Member State was complemented by an "inter-faculty drugs unit" in one university. Another Member State reported the setting up of a commission to provide a range of expert training for professionals in care services and other areas.

7. Non-governmental organizations

CELAD notes that in several Member States non-governmental organizations play an important role in promoting prevention, care and rehabilitation services for drug misusers. Several Member States reported that funding for the work of NGOs in the drugs field was available from public funds.

FUTURE DIRECTION

It is for Member States to determine their own programmes in this important work. The enthusiastic and imaginative response of all Member States to the European Drug Prevention Week has been most encouraging, and is indicative of the high priority given to demand reduction throughout the European Community. CELAD believes it is important to capitalize on the momentum and experience which has been gained through participation in this week. It hopes that the evaluation of the effectiveness of the EDPW will be taken into account by Member States in shaping their future prevention policies in this area.

CELAD hopes further that the monitoring and assessment by the Member States of their demand reduction existing activities will be vital when considering the establishment of new programmes.

PART B : ACTION AT COMMUNITY LEVEL

IMPLEMENTATION

1. Prevention by means of Information and Education

CELAD records with satisfaction the action at the Community level which has been taken in this area and, in particular, the successful European Drugs Prevention Week from 16-22 November which was organized by the Commission and Member States with the aim of increasing public awareness of the consequences of drug misuse by promoting prevention, information and the health education of young people about the consequences of drug misuse.

CELAD was also encouraged that, through co-operation with the Pompidou Group, a number of other states in Western, Central and Eastern Europe took part in the Drug Prevention Week.

2. Statistics and epidemiology

CELAD notes with approval the progress which has been made in developing closer co-operation between the Community and the work of the Pompidou Group in this area. This co-operation has included the provision of funding for the expansion of the Pompidou Group's "multi-city" epidemiological study, the objective of which is to develop reliable indicators of drug misuse throughout Europe.

3. Medical prescribing and dispensing of narcotic drugs and psychotropic substances for the purposes of treatment

The Council adopted on 31 March 1992 a Directive on the classification and distribution of medicines for human consumption. This Directive will come into force on 1 January 1993.

FUTURE DIRECTION

1. Information and Education

CELAD believes that the results so far available of the outcome of the European Drug Prevention Week have been most encouraging and, as mentioned above, it is important to capitalize on the momentum and experience which it produced. CELAD notes that the Health Council has asked the Commission to report back on the evaluation and the lessons which can be learnt from this week.

With regard to the preparation of future reports on demand reduction within the Community and Member States, CELAD supports the request of the Health Council that, in its future work, the Commission should take account of the work of the future European Drugs Monitoring Centre, ensuring that before producing future reports the Commission should review the further developments in this area and discuss the most appropriate form for presenting pertinent information on drug demand reduction in the light of future developments at Community level in the field of public health.

2. Statistics and Epidemiology

The first three-year programme of activity of the Monitoring Centre, which will give priority to drug demand reduction, should give the Community and its Member States a better picture of the epidemiology situation within the Twelve.

CELAD recommends that efforts be made to ensure that the Centre's activities dovetail with those of the Pompidou Group Epidemiology Group to ensure that there is no wasteful duplication of effort, and that the Community should continue to participate fully in and continue to fund projects organized under the Group's aegis.

3. Medical prescribing and dispensing of narcotic drugs and psychotropic substances for the purposes of treatment

With the completion of the Single Market in sight CELAD hopes that some priority can be given to the development of measures to address the problems faced by persons in lawful possession of narcotic drugs and psychotropic substances in the course of medical treatment who wish to travel within the Community.

Implications of the Treaty on European Union

Article 129 of the Treaty of Rome, as amended by the Treaty on European Union, has identified drug addiction as one of the major health scourges whose prevention will be the object of Community action. CELAD looks forward to consideration at the Health Council of the objectives and organization of public health activities in the field of drug addiction when the Treaty comes into force, and invites the Commission to make appropriate proposals at that time.

SECTION IV

Actions with regard to the suppression of illicit trafficking in narcotic drugs and psychotropic substances

Work in this area is conducted primarily through inter-governmental co-operation and, where appropriate, through Community instruments.

INTRODUCTION

The actions which have been taken since 1990 have been closely linked to the progress made :

- (a) in achieving the drugs objectives necessary for the completion of the Single Market, and which are reflected in the Palma Document (CIRC 3658/92) ;
- (b) through the work programmes of the TREVI and MAG '92 working groups ; and
- (c) in implementing the recommendations of the Financial and Chemical Action Task Forces established by the Group of Seven Major Industrialized Nations.

CELAD envisages work in this field being taken forward mainly by the structures to be established under Title VI (Co-operation in the Fields of Justice and Home Affairs) of the Treaty on European Union, and by the Community and its Member States in the fields of precursors and money laundering. CELAD welcomes particularly the opportunity this will provide for police, customs and judicial authorities to develop further their co-operation in the fight against drugs.

The actions identified under the heading of future direction take account of the future work programmes in this field which were notified recently to the Co-ordinators on the Free Movement of Persons by CELAD, TREVI, MAG '92 and the European Political Co-operation Group on Judicial Co-operation (Criminal Matters).

1. Reinforcement of controls at external borders to combat drugs

IMPLEMENTATION

Looking forward to the abolition of routine customs controls at the internal Community frontiers with effect from 1 January 1993 on the completion of the Single Market the customs services of Member States have been considering how they might individually, and collectively within the aegis of MAG '92, establish suitable compensatory measures to prevent drug traffickers from taking advantage of the situation. This has included :

(a) strengthening the controls at the external frontiers especially on known trafficking routes ;

(b) stepping up maritime surveillance in co-operation with the Customs Co-operation Council and, under the aegis of the Pompidou Group and the Council of Europe's Committee on Crime Problems (CDPC), working on the preparation of a European Agreement to facilitate the operation of Article 17 of the 1988 UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic substances ;

(c) the development within MAG '92 of a Community-wide Customs Information System linking over 300 Customs Offices throughout the Community and enabling each office to communicate with each other quickly and to have access to essential databases ; and

(d) the preparation by MAG '92 of an action plan to implement the Group's Customs External Frontier Strategy (EFS) to enhance the effectiveness of customs controls over illicit drugs, firearms, strategic goods etc.

FUTURE DIRECTION

Whilst commending Member States and MAG '92 for their achievements in this area, CELAD believes that, more than ever, a dynamic approach is necessary to respond effectively to changing smuggling trends and that it is necessary to consolidate and build upon the work which has already been done. CELAD attaches particular importance to the following general and specific activities :

(a) to developing close co-operation with the customs and enforcement agencies of neighbouring states, especially those on the Eastern borders of the Community ;

(b) taking stock of the use of the technique of controlled delivery within Member States and, taking account of recommendations adopted TREVI Ministers at The Hague in December 1991 and current police and customs practices, developing proposals for overcoming any legal or procedural obstacles to its use ;

(c) carrying forward the Action Plan to implement the Customs External Frontier Strategy ;

(d) completing the review of the Naples Convention, addressing in particular sensitive issues such as hot pursuit, cross-border surveillance and joint operations ;

(e) improving maritime co-operation and, pending the completion of work on the preparation of a Council of Europe Agreement, CELAD would encourage all Member States to examine the effectiveness of their arrangements for complying with requests under Article 17 of the 1988 Convention to board vessels suspected of being used for illicit trafficking ;

(f) bringing to completion the work which remains to be done on the implementation of the Customs Information System ;

(g) preparing an action plan to implement the recommendations in the Report to G7 by the Customs Co-operation Council on the Joint Customs/Business Programme to suppress Drug Smuggling ;

(h) within the framework of the Matthaeus Programme strengthening arrangements for the exchange and the training of customs officers ; and

(i) through the Mutual Assistance Group, developing and strengthening the network of customs liaison officers.

2. Co-operation and surveillance within Community borders and technical back-up

IMPLEMENTATION

Again, in the run-up to 1993, there has been a great deal of activity in this area, both by member States and collectively within TREVI. The achievements include the following :

(a) In addition to the training provided bilaterally by Member States to enforcement agencies of producer and transit countries, in each of the past three years they have collaborated within TREVI in the organization of an international training course bringing together officers from every continent ;

(b) Drugs liaison officers (DLOs) have been exchanged between Member States and, in producer and transit countries, there is good co-operation between Community DLOs ; and

(c) Most Member States have now developed national drugs intelligence units and the proposal for the establishment of a European Drugs Intelligence Unit has now been subsumed into the creation of a European Central Criminal Investigation Office, or EUROPOL, which was agreed by the European Council meeting in Luxembourg in June 1991.

FUTURE DIRECTION

(a) Work should continue on updating, on a regular basis, information on drug routes and trends and, in particular, on the development of an information system to combat drug trafficking along the Balkan Route ;

(b) work should be taken forward on the development of EUROPOL, addressing in particular, its legal basis, data protection, accountability and the areas of criminality which the institution should cover. To support its efficient working national criminal intelligence services will need to be established in all twelve Member States ;

(c) measures should also be developed to improve the intelligence gathering capacity of neighbouring states, especially those on the Balkan Route and within the former USSR, bearing in mind the existing mechanisms for co-operation among law enforcement agencies and the likely interest of EUROPOL in these matters ;

(d) the work begun by TREVI on cross-border observation and pursuit should be continued, preferably with broader representation under the working arrangements for the Justice and Home Affairs pillar of the Treaty on European Union ; and

(e) measures should be developed to ensure a more co-ordinated approach by the Twelve to the training, equipment and other requirements of the law and order services of producer and transit countries.

3. Combating the illicit manufacture of drugs by measures to control the diversion of precursors and other essential chemicals for such purposes

IMPLEMENTATION

CELAD notes with satisfaction the very substantial progress which has been made internationally in this area since 1990. This work has been led by the Chemical Action Task Force (CATF) established by the Group of Seven Major Industrialized Countries (G7) at its 1990 Summit, in which the Community and its Member States have played an important part. The Report of the CATF, which was endorsed by the G7 at its 1991 Summit, represents a blueprint for developing international co-operation to prevent chemical diversion and, in particular, the regulation of the manufacture and trade in these substances.

The Community has gained great credit internationally for the action it has taken to implement article 12 of the 1988 UN Convention and the CATF recommendations. Beginning with the adoption in 1990 of Council (EEC) Regulation 3677/90 on the regulation of trade with third countries, this action has included : the adoption of Council (EEC) Regulation 900/92, which amends Regulation 3677/90, and the adoption of Council (EEC) Directive regulating the manufacture and distribution of the trade in precursors within the Community.

The Community and its member States have also been active in assisting other countries to implement the recommendations of the CATF, particularly within Central and Eastern Europe and in South East Asia. The Commission and several Member States have also established close co-operative links with the Inter-American Commission of Drug Abuse Control of the Organization of American States (CICAD).

FUTURE DIRECTION

CELAD believes it is important to maintain the momentum of this work, both within the Community and internationally, especially within the following areas :

- (a) it is imperative that each Member State should have in place by 1 January 1993 the new arrangements for regulating the international trade in scheduled substances and, by 1 July 1993, the arrangements for regulating the intra-Community trade ;

(b) the Community and its Member States should continue its work of assisting producer and transit countries to establish appropriate legislative and administrative measures to implement the recommendations of the CATF. Wherever possible these should be co-ordinated with the work of the UN International Drug Control Programme and the Pompidou Group ; and

(c) Member States should co-operate in assisting the law enforcement agencies of producer and transit countries in developing appropriate measures to combat the diversion of chemicals to illicit drug production.

4. Measures to be taken against the laundering of proceeds from illicit drug trafficking

IMPLEMENTATION

In this area also the Community and its Member States have been extremely active. This has been demonstrated by :

(a) their active participation in the work of the Financial Action Task Force established by the G7 at its 1989 Paris Summit ;

(b) the adoption in June 1991 of a Council Directive on money laundering ;

(c) the signature by 9 Member States (from a total of 15 signatories) and the ratification by 1, of the Council of Europe's Convention on the tracing, seizure and confiscation of the proceeds of serious crime ;

(d) the efforts made by Member States to introduce the legislative and administrative measures necessary to implement their obligations under international treaties and agreements.

FURTHER DIRECTION

CELAD urges the Community and its Member States to continue the momentum of this important work, especially in the following directions :

(a) it is imperative that all Member States should have in place the necessary legislation to comply with the money laundering and asset confiscation provisions of the 1988 UN Convention and should be able to co-operate with each other internationally ;

(b) those Member States which have not already ratified or acceded to the Council of Europe Convention should consider doing so ; and

(c) the Community and its Member States should, in association with the Financial Action Task Force, support initiatives to implement the Task Force's recommendations that third countries, notably those in Central and Eastern Europe, which have not yet established effective measures to combat money laundering, should be encouraged to do so.

5. Strengthening legal and judicial systems

IMPLEMENTATION

The principal international instrument of co-operation in the fight against drug trafficking is undoubtedly the 1988 UN Convention. CELAD and the EPC Drugs and Judicial Co-operation Working Groups regularly review progress towards ratification. In this connection the Community became a Party to the Convention, in

respect of relevant aspects of Article 12, in December 1990 and eight Member States have since ratified it. Ratification procedures are well advanced in the remaining four Member States.

In addition the EPC Working Group on Judicial Co-operation (Criminal Matters) regularly reviews the state of signature and relevant EPC and Council of Europe agreements.

FUTURE DIRECTION

CELAD believes it is imperative, both functionally and politically, that the Community and its Member States should not only have ratified the 1988 Convention but should have in place all the legislative and procedural measures to implement it fully.

With this in mind CELAD recommends that a review should be carried out to take stock of the state of ratification and implementation of the 1988 Convention, with a view to identifying areas in which co-operation needs to be further developed.

6. Statistical information

IMPLEMENTATION

CELAD takes note of the "EC Drug Seizure Statistics - Customs", published annually by the Mutual Assistance Group since 1989, which have proved to be a valuable tool in adapting the enforcement strategy at the external frontier to the changing patterns of international drug trafficking.

FUTURE DIRECTION

CELAD considers that there is a need for correct and comparable statistical data on drug trafficking in the Community for enforcement administrations other than customs. It has noted that the European Drugs Intelligence Unit, the drugs unit of Europol and the Mutual Assistance Group will have responsibility for collecting data on drug trends, trafficking patterns, routes used and money laundering techniques. It also notes that the regulation on the European Drugs Monitoring Centre provides for the Centre to collect data on the "control of trade". CELAD is confident that the close co-operation which will exist between Europol and the European Drugs Monitoring Centre, when established, should ensure that there is no duplication of work in this area.

SECTION V

International Action

1. Implementation of the United Nations Conventions and Global Programme of Action

IMPLEMENTATION

In addition to the work in implementing the 1988 UN Convention CELAD attaches importance to the full and effective implementation of the UN Single Convention on Narcotic Drugs, 1961 and the Convention on Psychotropic Substances 1971, which lay down measures for controlling the licit manufacture and trade in these substances. The Commission has established a working group to consider how these matters may be taken forward most effectively, bearing in mind the requirements of the Single European Act. CELAD notes that the working group has completed its task and fulfilled its mandate, concluding that Community legislation is unnecessary.

The Community and its Member States have co-operated closely in United Nations fora to ensure the successful implementation of UN General Assembly Resolution 45/179, which established a Global Programme of Action and called for the creation of the UN International Drug Control Programme through the amalgamation of the 3 then existing UN drug units and the appointment of a full-time head.

CELAD notes that discussions are continuing between the Commission and the Executive Director of the UNDCP on a co-operation agreement to replace the liaison agreement signed with the United Nations Fund on Drug Abuse Control in 1987.

FUTURE DIRECTION

Within the area of implementing the 1961 and 1971 UN Conventions CELAD :

(a) urges those Member States which have not already done so to consider ratifying or acceding to the 1971 Convention on Psychotropic Substances ;

(b) encourages Member States to co-operate with each other and in the Mutual Assistance Group in the development of measures to strengthen controls over the exportation of pharmaceutical preparations containing psychotropic substances to countries where these substances are misused and trafficked illicitly on a large scale.

CELAD continues to attach importance to strong participation by the Community and its member States in the UN fora and providing full support to the Executive Director of the UNDCP in carrying out the mandates of the Commission on Narcotic Drugs, ECOSOC and the General Assembly.

2. Cooperation with major producer and transit countries

IMPLEMENTATION

CELAD records with satisfaction the extremely active role the Community and its Members States have played in this area, co-ordinated both through CELAD itself and the EPC Drugs Working Group.

This action has been reflected in the following activities:

- (a) participation in the work of:
 - Dublin Group - at High and Regional level

 - in Embassy level groups in the producer and transit countries, which are organized wither in the framework of political cooperation by the Twelve or a "mini Dublin Group" basis; and

 - the UNDCP Major Donor Group;

- (b) opening political dialogue with the governments of several producer and transit countries with a view to strengthening their internal measures against the drug threat and intensifying co-operation on drugs with the Community and its Member States;

- (c) the provision of funding, both bilaterally and multilaterally through the UNCDP, to assist producer and transit countries to prevent drug misuse and to take effective measures to reduce the cultivation and manufacture of drugs and to combat illicit trafficking; and

- (d) by providing for drugs assistance in association, co-operation and partnership agreements.

FUTURE DIRECTION

CELAD is satisfied generally with the structures which exist for co-ordinating work in this area at both the central and local areas. The work of the EPC Drugs Group and the Dublin Group, and the establishment of the related Embassy level groups in the capitals of some producer and transit states has added a new and important dimension to this work. These local groups should go a long way towards improving both co-ordination of assistance to the countries in which they are established and the concentration of wider drugs policy towards those countries.

CELAD recognizes the importance of the role of the UNDCP in developing and co-ordinating integrated programmes of assistance in these regions and countries. Whilst it is for the Commission and each Member State to decide whether to apply its funds bilaterally or through the UNDCP, CELAD recommends strongly that they should consult the UNDCP routinely before committing funds to a region in order to ensure that this will not duplicate wastefully any existing assistance.

CELAD urges the Community and Member States to consider whether they can increase their contributions to the UN Fund for Drug Abuse Control.

As indicated under Section IV.2, CELAD believes there is a need to ensure a co-ordinated approach by the Twelve to the training, equipment and other requirements of the law and other services of producer and transit countries.

CELAD welcomes the initiatives which have been taken in including drug co-operation in Community Association and Co-operation Agreements, and believes that there would be merit if the Commission were to convene in the near future a meeting of experts from Member States to discuss how this co-operation may be taken forward most effectively.

CELAD believes there would be merit for the community and its Member States in taking or supporting an initiative to carry out an in-depth examination of the effectiveness of substitute crop in alternative development programmes, and of the use of financial assistance and trade instruments in the context of global cooperation programmes with producer and transit countries. In this connection CELAD welcomes the initiative taken at the last meeting of the Dublin Group to convene a meeting to discuss the question of alternative development in depth.

3. Co-operation with other developed consumer countries

(a) Pompidou Group - Relations with Eastern and Central Europe

CELAD welcomes the confident, pragmatic and efficient co-ordination and cooperation which has developed with the Pompidou Group. This is given effect through regular co-ordination meetings between the CELAD Troika and Pompidou Group Presidency, and by active participation of the Commission and Member States in the work of the Group. CELAD welcomes too the effective co-operation which has developed with the countries of Central and Eastern Europe through:

(a) the first Pan-European ministerial Drug Conference convened by the Pompidou Group at OSLO in May 1991

(b) the extension of the Group's membership to include some countries from Central and Eastern Europe, and the participation of all such countries in the technical work of the Group; and

(c) through association and co-operation agreements.

(b) Other developed consumer countries

CELAD welcomes the opportunity which the Dublin Group provides for exchanging views and establishing co-operation with other developed countries.

CELAD looks forward also to the opportunities which will arise as the Community develops closer ties with the EFTA countries.

FUTURE DIRECTION

With the growing threat from the new trafficking routes through the countries of Central and Eastern Europe CELAD attached great importance to international efforts to assist these countries in establishing effective measures to combat illicit trafficking, and to cope with their growing problems of drug misuse.

CELAD attaches priority to efforts to :

- (a) develop in appropriate fora, including the Pompidou Group, a Pan-European strategy to prevent the diversion of precursor and essential chemicals ;
- (b) assist countries to establish mechanisms for preventing money laundering and confiscating the proceeds of drug trafficking ; and
- (c) assist countries in developing drug prevention strategies.

CELAD welcomes the possibility of utilising the PHARE regional [and "Eurodouane"] to finance initiatives of this kind.