



EMCDDA PAPERS

Drug supply reduction and internal security policies in the European Union: an overview

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Abstract: The production and trafficking of illicit drugs poses complex and interlinked problems, which have a negative impact on public health and the security and stability of society. In responding to the dynamics of a globalised drug market, the EU and its partners are involved in actions within and outside the EU. Focusing on actions directed at the EU's internal security situation, this paper elaborates who is involved in setting policy, what legal and funding basis for action has been established, and what the main priorities are. In doing so, the paper looks at the EU institutions (the Parliament, the European Council, the Council and the Commission) and agencies predominately involved in the management of drug supply reduction and internal security issues. The paper explores relevant EU treaties and legislations that provide a means to target the supply of illicit drugs, as well as the financial instruments and programmes supporting this action. Additionally, this paper also discusses how these policy areas

are addressed in the EU's strategic planning documents. For example, the Stockholm Programme, the EU internal security strategy, the EU policy cycle for organised and serious international crime and the EU drugs strategy 2013–20 and action plan 2013–16.

Keywords drug supply reduction
internal security policies
drug policy law enforcement
operational cooperation
anti-drug trafficking legislation
organised crime

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Summary

The production and trafficking of illicit drugs poses a set of complex and interlinked problems, which have a negative impact on public health and the security and stability of society. With an illicit drug market worth billions of euros, many of Europe's organised crime groups are involved in this trade. Some drugs are cultivated, produced and trafficked from other regions into Europe (cannabis resin, cocaine, heroin, new psychoactive substances), whereas others are manufactured and distributed within Europe and from there to other areas (amphetamine, ecstasy, herbal cannabis). European industries, logistical supply chains and the financial infrastructure underpinning the legal economy can be penetrated and used by traffickers to produce, transport and profit from illicit drugs. Chemical substances with legitimate industrial applications may be diverted from the licit trade and used to manufacture illicit drugs. Substances that are frequently subject to diversion are called drug precursors. The air, sea, road and rail networks for passengers and freight are exploited to ship drugs, creating border management challenges. The proceeds of crime are laundered through legitimate businesses where they can infiltrate the economy, providing criminals with the financial means to sustain the drug trade and fund other illegal activities. Accordingly, actions aimed at reducing the flow of illicit drugs and curbing the activities of organised crime groups must address developments taking place inside and outside the EU simultaneously.

In responding to the dynamics of a globalised drug market, the EU and its partners are involved in actions at the international, regional, national and local levels. The present paper focuses primarily on actions at the EU level directed at the Union's internal security situation. A wide range of EU-level policy actors participate in the response to drug supply and security challenges. This paper looks at the way aspects of the different agendas and missions of these EU bodies, insofar as they are related to drug supply reduction and internal security issues, work together to implement policy objectives and strategic actions. Across three sections, the paper elaborates who is involved in setting policy, what legal and funding basis for action has been established, and what the main priorities are.

The drug supply reduction and internal security measures discussed in this paper originate in EU-level strategic planning documents. These include the Stockholm Programme, the EU internal security strategy, the EU policy cycle for organised and serious international crime and the EU drugs strategy 2013–20 and action plan 2013–16.

Drug supply reduction can be defined as the set of activities undertaken by the EU and its Member States to restrict the availability of illicit drugs. This encompasses legal measures and operational cooperation in policing and border control

aimed at detecting and disrupting the cultivation, production, shipment, distribution and sale of illicit drugs and the profits derived from these activities, both inside and outside the EU.

Internal security issues can be defined as problems that threaten to undermine the EU's stability and the health and safety of its citizens through, among other things, the operation of supply routes for illicit commodities (e.g. drugs) and illicit markets for their sale. The EU internal security strategy defines organised and serious crime and drug trafficking as major threats facing Europe.

The EU system is composed of several institutions. Alongside the Member States, these institutions are tasked with designing and implementing different aspects of the EU's comprehensive drug policies, through the priorities and actions set out in strategic planning documents. This paper looks at the EU institutions predominately involved in the management of drug supply reduction and internal security issues. In doing so, it elaborates the most relevant features of the institutional framework for addressing drug supply reduction and internal security issues, describing the policy actors involved in the policy process from planning to implementation. This includes the role of the European Parliament, the European Council, the Council of the European Union, the European Commission and the various committees and working groups that support their work. The paper also looks at the work of decentralised EU agencies, which undertake specialist roles, frequently of a technical or scientific nature. The work of a number of these agencies contributes to the development and implementation of strategic policy tools, such as drug strategies and action plans of EU drug supply reduction and internal security policies through, for example, the provision of analytic support.

The EU's legislation has been built over many years through the provisions made in different treaties and the instruments that have been adopted to implement them. This system forms the basis for cooperation among Member States and between the EU and the rest of the world. The production and trafficking of illicit drugs are inextricably linked to cross-border organised crime, as the raw materials to manufacture them, the equipment used, the substances themselves and the profits gained move between different legal jurisdictions. Appropriate responses and tools are needed to tackle the security and other challenges that the operation of illicit supply chains present. This paper takes a look at some of the most relevant treaties and legislations that provide a means to target the supply of illicit drugs, as well as the instruments and programmes that support this action.

In responding to the interlinked set of problems posed by the production and trafficking of illicit drugs within and outside the EU, the European Commission operates several funding instruments and programmes in conjunction with their EU and

international partners to support drug supply reduction activities. The paper discusses the four categories into which these financial instruments and programmes fall. These consist of framework programmes (e.g. Security and Safeguarding Liberties), programmes for EU candidate and potential candidate countries (e.g. Instrument for Pre-accession Assistance), geographic or regional programmes (e.g. European Neighbourhood Policy) and specific programmes that complement geographic ones (e.g. Instrument for Stability). Funding for these tools is provided through the EU's overall budget and, in some cases, in cooperation with consortiums of Member States and the EU's international partners.

Given the complex and far-reaching nature of the problems posed by the production and trafficking of illicit drugs, responses to these issues span several areas of policy. The general approach taken by the EU in response to these problems is elaborated in the EU's internal and external security and drug policies. Both of these policy fields have a comprehensive scope, extending beyond drug supply reduction. The EU internal security policy is concerned with terrorism, cybercrime, the activities of organised crime groups, trafficking in human beings and the production and supply of illicit drugs. Structurally, the EU drug strategies have been built around two pillars — demand and supply reduction — and three cross-cutting, or transversal, themes — coordination, international cooperation, and information, research, monitoring and evaluation, an approach now also present in the drugs strategies of most EU Member States. Consequently, EU-level drug supply reduction policy forms part of these two overarching areas, which complement and support each other, where concerns around the illicit drugs trade are increasingly situated within the overall context of internal and external security challenges. It is predominantly these two areas that provide the framework for action against the production and trafficking of drugs, where measures agreed and designed by the Member States and the EU institutions are elaborated, providing the agenda for action undertaken with the legal and funding tools at their disposal. This paper looks at how drug supply reduction arises in both policy areas and sets out the type of actions being taken.

Introduction

The production and trafficking of illicit drugs poses a set of complex and interlinked problems, which have a negative impact on public health and the security and stability of society. With an illicit drug market worth billions of euros, many of Europe's organised crime groups are involved in this trade (Europol, 2013). Some drugs are cultivated, produced and trafficked from other regions into Europe (cannabis resin, cocaine, heroin, new psychoactive substances), whereas others are manufactured and distributed within Europe and from there to other areas (amphetamine, ecstasy, herbal cannabis) (EMCDDA, 2013a; EMCDDA and Europol, 2013). Logistical supply chains and the financial infrastructure underpinning the legal economy can be penetrated and used by criminals to produce, transport and profit from illicit drugs. Chemical substances with legitimate industrial applications may be diverted from the licit trade and used to manufacture illicit drugs. Substances that are frequently diverted in this way are called drug precursors. The air, sea, road and rail networks for passengers and freight are exploited to ship drugs, creating border management challenges. The proceeds of crime are laundered through legitimate businesses, where they can infiltrate the economy, providing criminals with the financial means to sustain the drug trade and fund other illegal activities.

Accordingly, actions aimed at reducing the flow of illicit drugs and curbing the activities of organised crime groups must address developments taking place inside and outside the European Union (EU) simultaneously. This approach reflects the dynamics of a globalised drug market, characterised by multiple shipment methods and routes, along which commodities move, undermining the rule of law, generating public health problems and threatening the stability of states in the process (see the box 'Drug supply reduction and security challenges').

Given the size and global nature of this market, the EU and its partners are involved in a large number of actions at the international, regional, national and local levels. In this report, the focus is primarily on actions at the EU level directed at the Union's internal security situation ⁽¹⁾ (see the box 'Defining drug supply reduction and internal security'). These measures originate in the Stockholm Programme, the EU internal security strategy, the EU policy cycle for organised and serious international crime and the EU drugs strategy 2013–20 and action plan 2013–16 (Council of the European Union, 2010b, 2012d, 2013e; European Council, 2010a, 2010b).

⁽¹⁾ Actions addressing the external dimensions of EU drug and security policies and the international partners they are undertaken with are the focus of a companion report scheduled for publication in 2014.

Drug supply reduction and security challenges

In 2013, the EMCDDA and Europol published the 'EU drug markets report — a strategic analysis', providing a comprehensive overview of the production, consumption and trafficking of illicit drugs in Europe. It provided important insights into the operation of the drug market:

- there is an increased level of interaction between the markets for heroin, cocaine, cannabis and synthetic drugs;
- drug trafficking is becoming more diversified, with multiple transit points and complex channels and the increased use of legitimate commercial transport;
- organised crime groups adopt a multi-commodity approach, engaging in a range of illicit activities;
- globalisation plays an important role in the changing nature of the drug market, affecting the flow, availability and demand for drugs;
- the Internet is playing an increased role in facilitating the marketplace for drugs and providing access to knowledge, expertise and logistics;
- the increased demand for drugs in Africa, Asia and Latin America has had impacts on the flow of drugs to and from Europe;
- the EU is a producer of synthetic drugs and cannabis and a source for heroin precursors (acetic anhydride);
- technological advances are changing the production of drugs, resulting in the use of non-controlled chemicals (including pre-precursors) and the manufacture and marketing of new psychoactive substances;
- the significance of heroin is changing; although it remains an important drug, signs of a long-term decline are present;
- consumers of illicit drugs are less discerning in their choice of substance, with users substituting one drug for another or using multiple drugs, particularly in the case of stimulants;
- unregulated new substances (e.g. synthetic cannabinoid receptor agonists, cathinones) and controlled drugs that were not widely used before (e.g. ketamine, methamphetamine) are increasing in importance;
- there is a high demand for cannabis, with a diversity of products, producers and sources, alongside increased domestic production.

Source: EMCDDA and Europol (2013).

Defining drug supply reduction and internal security

A hallmark of the EU is the area of freedom, justice and security that has been created with the removal of internal border controls in the Schengen Area, where citizens can enjoy the benefits of unrestricted freedom of movement between European countries. These same factors have given rise to a set of challenges posed by the illicit drug market and its impact on the security of the EU.

Drug supply reduction can be defined as the set of activities undertaken by the EU and its Member States to restrict the availability of illicit drugs. This encompasses legal measures and operational cooperation in policing and border control aimed at detecting and disrupting the cultivation, production, shipment, distribution and sale of illicit drugs and the profits derived from these activities, both inside and outside the EU. In maintaining an area of freedom, justice and security, characterised by respect for human rights, the rule of law and solidarity, the EU works on two fronts simultaneously: externally, with its immediate neighbours and international partners, and internally, with its own Member States. Internal security issues can be defined as problems that threaten to undermine the EU's stability and the health and safety of its citizens through, among other things, the operation of supply routes for illicit commodities (e.g. drugs) and illicit markets for their sale. The EU internal security strategy defines organised and serious crime and drug trafficking as major threats facing Europe (European Council, 2010a).

The EU institutions and agencies play an important role in contributing to the development and maintenance of a knowledge base for policy-making in the field of drugs. As the means of producing and trafficking drugs evolves to overcome existing enforcement measures, monitoring and intelligence-led operations provide the means for the EU to keep pace with and counter the illicit drug trade. A wide range of EU-level policy actors participate in the response to drug supply and security challenges. This report focuses on the way aspects of the different agendas and missions of these EU bodies, insofar as they are related to drug supply reduction and internal security issues, work together to implement policy objectives and strategic actions.

The present report responds to the emphasis on policy analysis and evaluation in the EU's approach to drug and

security issues generally, and the need for an analysis of supply reduction policies expressed in the EU drugs strategy 2013–20 (priority 22.10, Council of the European Union, 2012d). It also contributes to the development of an overview of the EU policy cycle for organised and serious international crime, requested by the European Commission in its mid-term evaluation of the policy cycle (finding 5b, Council of the European Union, 2013a). In this respect, it situates this specific organised crime policy and the EU's drugs policy within the overarching security policy framework that defines the scope and actions of these implementing and coordination oriented strategic tools. The report provides a clear and comprehensive introduction to EU-level action that will assist those working in the area nationally, provide researchers with orienting information on the mechanisms and direction of activities and the public with an insight into the Union's work in this field.

This report is designed to be accessible for readers, with each section presenting a stand-alone guide to the areas addressed as they relate to drug supply reduction. The different sections of the report elaborate the policy process regarding who is involved in setting policy, what legal and funding basis for action has been established, and what the main priorities are. In this way, the report can be read in its entirety or used as a reference point for each area individually. Specifically, the report is divided into three sections, addressing first the institutional arrangements, then the relevant legislation and funding tools to facilitate action, and finally the policy framework that guides activities. Throughout the document, tables provide quick access to developments and processes, and the EU abbreviations commonly used in this field are explained at the end of the report. A comprehensive set of references is provided, most of which are available online, should readers wish to explore further the areas covered.

Institutional arrangements

The European Union's system consists of several institutions^(?). Alongside the Member States, these institutions are tasked with designing and implementing different aspects of the EU's comprehensive drug policies through the different priorities and actions set out in strategic planning documents. This section looks at the EU institutions that are predominately involved in the management of drug supply reduction and internal security issues. In doing so, it elaborates the most relevant features of the institutional framework for addressing drug supply reduction and internal security issues, describing the policy actors involved in the policy process from planning to implementation.

European Parliament

The **European Parliament's** functions include passing laws, in conjunction with the Council of the European Union, through the ordinary legislative procedure (formerly 'co-decision') that applies to many areas of EU law, approving the EU budget and discussing EU policies (European Parliament, 2013b). Drug issues arise in different areas of the Parliament's work when, for example, it considers internal security matters or relations with non-EU countries ('third countries'). Consequently, various parliamentary standing committees are engaged with these policy areas, such as the Foreign Affairs Committee (AFET), the Security and Defence Committee (SEDE), the Civil Liberties, Justice and Home Affairs Committee (LIBE), or its Special Committee on Organised Crime, Corruption and Money Laundering (CRIM) (European Parliament, 2013a). The Standing Committee on Operational Cooperation on Internal Security (COSI), attached to the Council of the European Union, which plays a key role in internal security matters, is required to report to the Parliament and keep it informed about its work (Council of the European Union, 2009b).

European Council

The **European Council** is tasked with setting the general political directions and priorities of the EU. This body, which meets at least four times a year, has addressed drug supply reduction and organised crime issues in the context of its work on the EU's security situation (European Council, 2013). In 2003, it adopted the (external) European security strategy 'A secure Europe in a better world'. In the Stockholm Programme, in 2010, the European Council called on the Council of the European Union and the European Commission to develop an internal security strategy for the EU, which it

^(?) The European Parliament, the European Council, the Council of the European Union ('the Council'), the European Commission, the Court of Justice of the European Union, the European Central Bank and the European Court of Auditors.

endorsed in March 2010 (European Council, 2003, 2010a, 2010b). In this way, it has played an important role in defining EU security policies along the spectrum of concerns that the Union faces outside and inside its borders.

Council of the European Union

Alongside the European Parliament, the **Council of the European Union** is one of the main decision-making bodies of the EU. The Council performs a diverse set of functions, including adopting legislation (often in conjunction with the European Parliament), playing a policy coordination role for the Member States, devising the EU Common Foreign and Security Policy (CFSP), signing off on agreements between the EU and third countries, and adopting the EU's annual budget (Council of the European Union, 2013g).

The Council is one of the EU institutions in which drug supply reduction and internal security matters arise most frequently. In common with national administrations, the Council uses a system of working parties to address the array of policy areas with which it must deal. The working parties operate under the different Council configurations and under the Permanent Representatives Committee (Coreper) and its preparatory support bodies (the Mertens and Antici groups). As part of the rotating, bi-annual presidency of the Council, each Member State takes a turn in chairing these working parties. Whereas drug supply reduction and security issues arise in the work of several Council working groups, two are particularly important in this policy area: the Standing Committee on Operational Cooperation on Internal Security (COSI) and the Horizontal Working Party on Drugs (HDG).

Table 1 highlights the working parties, and their associated Council configurations, where drug supply reduction and internal security issues commonly arise. A distinction is made between the general working groups and the top-level committees, Coreper I and II, where the Member States are represented. This reflects the vertical decision-making chain along which information passes, for example, from COSI to the Antici Group and on to Coreper II, before reaching the JHA Council. At all stages, representatives of the Member States drive the process.

Defined in article 240 of the Lisbon Treaty (TEU), the Permanent Representatives Committee (Coreper) is responsible for preparing the work of the Council. All information related to decision-making passes through Coreper, and it functions both as a communication mechanism between Member States and a supervisory structure for the Council's various working groups. Coreper is tasked with reviewing the European Commission's legislative proposals and coming to an agreement prior to passing the relevant dossier up to the Council. Accordingly, Coreper works across the full spectrum of policy concerns, which it addresses by operating in two configurations focused on different areas. Coreper I consists of the Member States' deputy permanent representatives, and their work is supported by the preparatory body the Mertens Group. The Member States' permanent representatives meet in Coreper II, and are assisted by their own support structure, the Antici Group. Justice and Home Affairs (JHA) issues, where drug supply reduction and internal security matters generally feature, arise in the work of Coreper II. The Council's working groups, such as COSI and the HDG, report to Coreper (European Commission, 2012d).

TABLE 1
Council configurations, committees and working groups

| Council configurations | | |
|--|--|--|
| Agriculture and Fisheries (AGRI) | | Environment (ENVI) |
| Competitiveness (COMPET) | | Foreign Affairs (FAC) |
| Economic and Financial Affairs (ECOFIN) | | General Affairs (GAC) |
| Education, youth, culture and sport (EYCS) | | Justice and Home Affairs (JHA) |
| Employment, Social Policy, Health and Consumer Affairs (EPSCO) | | Transport, Telecommunications and Energy (TTE) |
| Committees | | |
| Deputy Permanent Representatives Committee (Coreper I) | Permanent Representatives Committee (Coreper II) | Political and Security Committee (PSC) |
| Competencies: AGRI, COMPET, EPSCO, ENVI, EYCS and TTE | Competencies: ECOFIN, FAC, GAC and JHA | Competencies: CFSP and CSDP |
| Preparatory body: Mertens Group | Preparatory body: Antici Group | |
| Working parties | | |
| Standing Committee on Operational Cooperation on Internal Security (COSI) | | Related configuration: JHA |
| Customs Cooperation Working Party (CCWP) | | Related configuration: JHA |
| Coordinating Committee in the area of police and judicial cooperation in criminal matters (CATS) | | Related configuration: JHA |
| Horizontal Working Party on Drugs (HDG) | | Related configuration: GAC |
| Working Party on Customs Union (CUG) | | Related configuration: COMPET |

Established under the Lisbon Treaty (article 71, TFEU) by a Council decision, COSI plays an important role in coordinating the European Union's response to drug supply and internal security issues (Council of the European Union, 2009b). It operates under the JHA configuration of the Council, and is one of only three working parties created by an EU Treaty (Council of the European Union, 2013f), the others being Coreper and the PSC (Political and Security Committee). The need for a standing committee in this area arose from the way the Lisbon Treaty (TFEU) altered the EU's legal framework. The treaty resulted in the so-called 'three pillars' (the European Community, the Common Foreign and Security Policy (CFSP), and police and judicial cooperation in criminal matters) being abolished and replaced by the European Union, endowed with legislative procedures for its competences (European Commission, 2010c).

COSI, which consists of the Member States' representatives, was mandated to facilitate better operational cooperation among the Member States' competent authorities in internal security matters, and to evaluate these activities. It was also tasked with assisting the Council, reporting to the Parliament, but is not involved in carrying out operational activities (the responsibility of Member States) or preparing legislation (Council of the European Union, 2009b). Article 222 of the Lisbon Treaty (TFEU), the 'solidarity clause', requires COSI and the PSC to support the Council in responding to disasters (i.e. terrorist attacks, natural or man-made disasters) within the EU (Council of the European Union, 2009c). In the Stockholm Programme, which addresses the EU's priorities for the area of freedom, justice and security until 2014, responsibility for the implementation of the EU internal security strategy was placed under COSI (Council of the European Union, 2010a). The standing committee plays a leading role in defining, implementing, monitoring and evaluating the EU's activities in the policy cycle for organised and serious international crime (Council of the European Union, 2010b).

With a broader drug policy remit than that of COSI, the HDG operates under the General Affairs configuration of the Council. Reflecting the view that one working party should function as a point to centralise knowledge about the full array of internal and external EU drug policy activities taking place, the HDG's purview encompasses all areas of drug demand reduction and drug supply reduction (Council of the European Union, 1999). Within the Council, it is the main working party through which all drug policy matters are considered, before being passed up to Coreper and on to the JHA Council, where final decision-making takes place. The HDG plays a central role in the development and adoption of the EU drugs strategies and action plans, and is chaired for a period of six months by the Member State that holds the presidency of the Council. During this time, the chair is responsible for driving the work of the HDG forward and ensuring the implementation

of the EU drugs strategy and action plan. In this respect, the HDG functions as a mechanism through which all of the Member States can participate in the formulation of the EU drugs strategies and action plans. The working party also plays an important role in the EU's drug policy oriented relations and dialogues with non-EU countries.

Drug supply reduction and security issues can feature in the work of many other Council working groups, but are not their primary concerns. Examples of these include groups with a wider purview of policing, such as the Coordinating Committee in the area of police and judicial cooperation in criminal matters (CATS) ('Article 36 Committee') and the Law Enforcement Working Party (LEWP). Similarly, issues dealt with by working groups handling customs matters, such as the movement of passengers and cargo via air and sea routes, can be relevant to drug supply reduction. Among these groups are the Customs Cooperation Working Party (CCWP), the Working Party on Customs Union (CUG), the Working Party on Shipping and the Working Party on Aviation.

European Commission

Within the EU's institutional framework, the [European Commission](#) has a wide range of functions. It has the right of initiative to propose new legislation, and is responsible for ensuring that the Member States are correctly implementing the Union's laws. Alongside drafting the EU's annual budget and overseeing how the funds are being used, it is also responsible for undertaking international negotiations on behalf of the EU (European Commission, 2013c). Structurally, the Commission consists of 33 departments referred to as Directorates-General (DGs). Drug supply reduction and security issues arise in different areas of the Commission's work.

The Commission is responsible for managing the EU's internal security policy, the Union's migration and asylum policy, the financing of activities in the home affairs area and the external aspects of this policy field. It manages a set of policies and programmes in the internal security area and is responsible for a number of specialised EU agencies in this field. Its work on internal security covers the fight against organised crime, which encompasses drug supply reduction issues, as well as fostering cooperation among police forces and managing the EU's external borders (European Commission, 2013h).

Among its responsibilities, the Commission is tasked with ensuring that the EU is an area characterised by justice, where the fundamental rights of citizens are respected, people receive equal treatment, their personal data is protected and there is access to support in legal matters throughout the EU. The Commission addresses drug control policy in a broad sense, and covers a range of issues under drug demand reduction and drug supply reduction. These include the monitoring and

evaluation of EU Member States' measures directed at the reduction of drug use and the prevention of drug-related crime and drug trafficking. It proposes measures for the control of new psychoactive substances, based on risk assessment procedures, and ensures the implementation of EU laws designed to prohibit the use of chemicals to produce illicit drugs. In addition, the Commission promotes European cooperation in addressing drug problems, through the provision of financial assistance (European Commission, 2013b).

Licit trade in chemical substances with industrial applications is monitored and controlled by the EU through a set of dedicated pieces of legislation (see the next section). Different aspects of this control framework are managed by the Commission. There are two regulations, one of which relates to the trade between Member States in chemical substances with industrial applications, whereas the other concerns the external trade in these substances between the EU and third countries. These pieces of legislation aim to prevent the diversion of drug precursors from legal trade into the illicit drug manufacturing market.

Issues that may affect the stability of the EU's immediate geographical neighbours and its international partners also have an effect on the Union's internal security as a result of the globalised nature of the illicit drugs trade and the problems it causes. The Commission addresses these matters through a number of its activities. It is tasked with planning development policies, programmes and projects, through which it provides aid in different countries. It has financed two programmes in Central Asia that support the EU's drug policy activities: the Border Management Programme in Central Asia (BOMCA) and the Central Asia Drug Action Programme (CADAP). BOMCA, an important anti-drug trafficking initiative, is aimed at the development and use of modern border management methods in the region, and has been supported between 2003 and 2014 by budgets totalling EUR 33 million. The main aim of CADAP is to promote a balanced approach to drug policy, whereby drug supply reduction and demand reduction elements are given an equal focus and established best practices are adopted. Between 2001 and 2013 the programme's budgets totalled EUR 5 million (European Commission, 2012a).

In addressing the EU's capacity to deal with external action, the Lisbon Treaty called for the establishment of the post of [High Representative](#) of the Union for Foreign Affairs and Security Policy (TEU article 15) and the [European External Action Service](#) (EEAS, TEU article 27) (Council of the European Union, 2012b). The High Representative is in charge of the EEAS and is responsible for, among other things,

conducting the EU's CFSP, developing policy proposals and chairing the Foreign Affairs configuration of the Council. Assisting the High Representative, the EEAS is tasked with developing policy proposals and implementing them after approval is received from the Parliament and the Council (European External Action Service, 2013). The EEAS is an EU body. It oversees the EU delegations in more than 130 countries, coordinates the EU's external action, and is the permanent chair of the Council's Political and Security Committee (PSC), which is responsible for the CFSP. The EEAS also carries out the strategic programming for EU external assistance, which is then implemented by EuropeAid.

Given the overlap between external and internal matters on the spectrum of security issues facing the EU, the different EU bodies involved work together to ensure consistency in the approach taken and synergies across activities. The EEAS and the PSC, which work on the (external) European security strategy, regularly meet with COSI in implementing the internal security strategy. In this way, relevant information is passed between those dealing with the internal and external security matters. The EEAS's Intelligence Analysis Centre (EU INTCEN, formerly SITCEN) provides situational analysis on issues relevant to drug supply reduction. An example of such an issue is the challenges faced by police liaison officers in the Sahel and Maghreb as a result of terrorism threats and state destabilisation. The European Commission's Service for Foreign Policy Instruments (FPI) operates under the authority of the High Representative in her capacity as Vice President of the European Commission. It implements the short-term crisis response components of the Instrument for Stability (IfS), through which anti-drug trafficking programmes such as the Cocaine Routes Programme and the Heroin Routes Programme are financed.

[Figure 1](#) shows the different structures in the EU system related to drug supply reduction. This includes EU institutions (the European Council, the Parliament, the Council and the Commission), EU bodies (the EEAS), coordination platforms (EMPACT), the EU Member States and the EU's decentralised agencies.

Different processes are involved at various levels in this system. These include collecting data and turning it into policy-relevant information that can be used as a basis for decision-making, the process of proposing, approving, implementing and monitoring legislation, the coordination of operational actions, and the setting of top-level priorities. Throughout these practices, the representatives of all Member States play a key role.

FIGURE 1
EU structures addressing drug supply reduction issues



Decentralised agencies

Decentralised agencies of the EU undertake specialist roles in key areas, often tasks of a technical or scientific nature. A number of these agencies contribute to the development and delivery of EU drug supply reduction and internal security policies, playing an important role in the work of the EU institutions and various expert working groups. They provide analytical support in the development and implementation of strategic policy tools, such as drug strategies and action plans.

Countering the production and trafficking of illicit drugs requires information on the organised crime groups involved, the scale of the market, the types of substances being manufactured and the routes involved in distributing them. Although work is underway to improve the information on drug production and trafficking, through the construction of supply reduction indicators, there is a lack of data on the illicit markets for drugs. The [European Monitoring Centre for Drugs and Drug Addiction](#) (EMCDDA) is tasked with providing the EU and its Member States with factual, objective, reliable and comparable information at European level concerning drugs and drug addiction and their consequences (EMCDDA, 2010). As part of this work, it collects data from its [Reitox](#) national focal points on a range of drug supply reduction and demand reduction issues. This includes information about drug law offences, drug seizures, drug purity and potency, as well as retail prices for drugs (EMCDDA and Europol, 2013). It also operates the Early warning system (EWS) on new psychoactive substances in conjunction with [Europol](#), the European Police Office, and conducts risk assessments. The Centre participates in the operational action plans that

implement the EU policy cycle on organised and serious international crime (hereinafter 'policy cycle'; see the section 'Policy cycle on organised and serious international crime').

Europol is responsible for helping to make the EU a safe society for its citizens, and has a wide range of functions in its [mission](#) to assist Member States to respond to serious and organised international crime. In the drugs supply reduction area, Europol provides intelligence information, collects data and runs information systems on the activities of organised crime groups, the substances they manufacture, the locations and equipment they use and their smuggling and transportation methods. It carries out threat assessments in different regions and produces the Serious and Organised Crime Threat Assessment (SOCTA) and the EU Terrorism Situation and Trend Report (TE-SAT), which inform policy-making and planning processes, such as the EU policy cycle. It works closely with the Member States through its Europol national units, and functions as a specialist information hub, supporting policing operations throughout the EU. At Europol, the Operations Department also houses the Europol Criminal Assets Bureau and the Europol Cyber Crime Centre. Europol also provides secretariat services for the Camden Asset Recovery Inter-Agency Network (CARIN). In doing so, it supports the EU internal security strategy's aim to target the proceeds of crime at all stages from seizure to forfeiture (Europol, 2012). It also plays a central role in facilitating action under the EU policy cycle through its specialised information services and the support it provides for the European Multidisciplinary Platform against Criminal Threats (EMPACT), through which coordinated operational actions are implemented (see the section 'Policy cycle on organised and serious international crime').

Effective and integrated border management is a vital part of the response to drug trafficking and the security challenges it poses. The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union ([Frontex](#)) plays an important role in this area. Drug supply reduction issues arise in several areas of its work. For example, it carries out joint operations at the EU's external (air, land and sea) borders, provides training and undertakes risk analysis. It works with the EU's international partners, such as the United Nations Office of Drugs and Crime (UNODC) and the Central Asia Border Security Initiative (CABSI).

[Cepol](#), the European Police College, is involved in building police cooperation across the EU. It provides a wide range of training courses relevant to different aspects of supply reduction and internal security activities. In conjunction with [Europol](#), it provides training to national law enforcement officers on the dismantling of clandestine laboratories used to manufacture illicit drugs. [Cepol](#) also facilitates the implementation of the EU policy cycle through the provision of specialised training workshops on the development of strategic plans and projects. It works closely with police training colleges in the Member States to deliver different training courses ([Cepol, 2013](#)).

[Eurojust](#) is the European Union's judicial cooperation unit, and is primarily aimed at developing the coordination of cross-border investigations and prosecutions, as well as creating better cooperation among the Member States' judicial authorities. Among the issues covered in its work are the activities of organised crime groups, such as drug trafficking and money laundering. It provides assistance to Member States when requested to do so and when it is enabled by the presence of a cooperation agreement. Eurojust can request Member States to investigate or prosecute a crime, to work together and to establish a joint investigation team (see the next section). It works closely with the European Judicial Network and [Europol](#), and assists national authorities with the use of mutual legal assistance and the use of mutual recognition legal tools, such as the European arrest warrant, supporting the EU policy cycle in the process. In addition, it works with Member States on the use and coordination of controlled deliveries of illicit drugs ([Eurojust, 2013b, 2013c](#)). Eurojust provides statistics on the cases against drug trafficking that it has supported each year in its annual reports ([Eurojust, 2013a](#)).

The following section of this report explores EU legislation related to supply reduction issues, and looks at some of the main legal tools used in the fight against the production and trafficking of illicit drugs.

Legislation and financial programmes

The EU's legislation has been built up over many years through the provisions made in different treaties and the instruments that have been adopted to implement them. This system forms the basis for cooperation among Member States and between the EU and the rest of the world. The production and trafficking of illicit drugs are inextricably linked to cross-border organised crime, as the raw materials to manufacture them, the equipment used, the substances themselves and the profits gained move between different legal jurisdictions as they are shipped to drug markets. Appropriate responses and tools are needed to tackle the security and other challenges that the operation of illicit supply chains present. This section of the report looks at some of the most relevant treaties and legislation that provide a means to target the supply of illicit drugs, as well as the instruments and programmes that support this action. The policy priorities that these measures relate to are the subject of the next section.

Legal frameworks for planning and cooperation

The EU's laws take a number of forms, and this subsection sets out some of the main legal instruments related to drug supply reduction and internal security measures. Three institutions play a central role in the development and adoption of EU legislation: the [European Parliament](#), the [Council of the European Union](#) and the [European Commission](#). In terms of general process, the Commission makes proposals for new pieces of legislation. These are considered and, if approved, adopted by the European Parliament and the Council of the European Union (the Council). Both of these institutions have the same decision-making power on many issues through the 'ordinary legislative procedure' (formerly 'co-decision'). Alongside making proposals, the Commission is responsible for checking that Member States are correctly applying and implementing EU legislation. EU-level treaties and legislative instruments are developed in line with the principles of subsidiarity and proportionality, which ensure that EU legal measures are necessary and take an appropriate form (see the box 'Subsidiarity and proportionality').

The Lisbon Treaty modified the structure of the EU's institutions, revised the way in which decision-making works, strengthened European democracy, and changed the Union's internal and external policies ([European Commission, 2010d](#)). Among the reforms that it ushered in were changes in the operation of the Justice and Home Affairs (JHA) area, which encompasses the EU's response to drug supply and internal security issues. In the past, the EU was based around the so-called three-pillar model, which was: (1) the European Community, (2) the Common Foreign and Security Policy (CFSP) and (3) police and judicial cooperation in criminal matters (where drug supply reduction issues most commonly

Subsidiarity and proportionality

In understanding how the EU exercises its legal powers, articles 5(3) and 5(4) of the Treaty on European Union (TEU) are central, as they set out the principles of subsidiarity and proportionality, respectively (Council of the European Union, 2012b). Together, these two principles ensure that the EU must act only when there is a need for it to do so, and that the action it takes is appropriate. On the one hand, the subsidiarity principle holds that the EU should take action in order to meet its objectives when they can be best accomplished at the EU level, but not when these aims can be achieved through the individual actions of the Member States. On the other hand, the principle of proportionality is concerned with ensuring that the legal tools adopted are of an appropriate type with a suitable level of force. Accordingly, assessments are required to check that there are not other ways of reaching the same objective that are less restrictive. As Borchardt (2010) puts it, 'The main conclusion to be reached in general terms is that framework legislation, minimum standards and mutual recognition of the Member States existing standards should always be preferred to excessively detailed legal provisions'.

arise). This system was burdened by complex processes, as issues in the first pillar were subject to the EU's legislative procedures, whereas matters in the second and third pillars were addressed mostly, but not exclusively, through intergovernmental cooperation. The Lisbon Treaty removed the pillar structure, and introduced three types of competence: (1) exclusive competences (where only the EU can legislate), (2) shared competences (where the EU and the Member States can legislate) and (3) supporting competences (where the EU cannot legislate, but can support Member States' activities) (European Commission, 2010c).

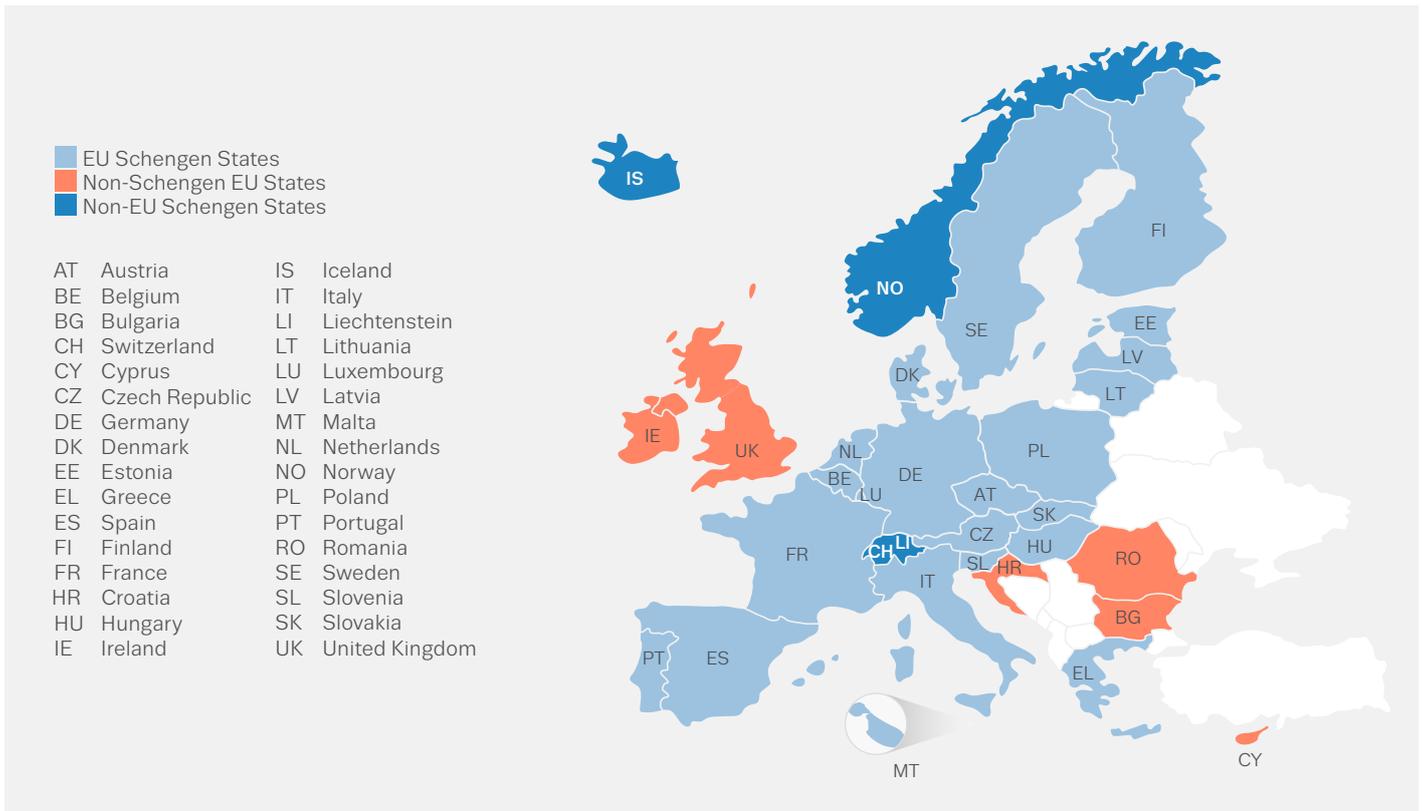
As a result of the Lisbon Treaty, JHA matters are now subject to the same legislative procedures as other areas ('ordinary legislative procedure'), and are not addressed through intergovernmental cooperation, giving the European institutions increased scope for legislative action. This concerns matters at the heart of drug supply reduction and internal security, such as border control, judicial cooperation in criminal matters and police cooperation (European Commission, 2010a). These areas were addressed under Title V of the Lisbon Treaty, which is concerned with the EU's area of freedom, security and justice. For example, in these articles, provision was made for the creation of the Standing Committee on Operational Cooperation on Internal Security (COSI) and updating the scope of Europol and Eurojust's missions. Some of the most relevant articles of the Lisbon Treaty, and the aspects of drug supply reduction and internal security that they related to are presented in [Table 2](#).

TABLE 2
The Lisbon Treaty and drug supply reduction and internal security

| Article | Area covered |
|------------|--|
| 15 (TEU) | High Representative of the Union for Foreign Affairs and Security Policy |
| 27 (TEU) | European External Action Service (EEAS) |
| 38 (TEU) | Common Foreign and Security Policy (CFSP) |
| 67 (TFEU) | The EU as an area of freedom, justice and security |
| 68 (TFEU) | Tasks the European Council with defining 'the strategic guidelines for legislative and operational planning within the area of freedom, security and justice' |
| 71 (TFEU) | Standing Committee on Operational Cooperation on Internal Security (COSI) |
| 77 (TFEU) | Border control policy |
| 82 (TFEU) | Judicial cooperation in criminal matters |
| 83 (TFEU) | 'Minimum rules concerning the definition of criminal offences and sanctions in the areas of particularly serious crime with a cross-border dimension' (including illicit drug trafficking, money laundering and organised crime) |
| 84 (TFEU) | Crime prevention |
| 85 (TFEU) | Eurojust's mission |
| 87 (TFEU) | Police cooperation involving customs and specialised law enforcement services |
| 88 (TFEU) | Europol's mission |
| 89 (TFEU) | Provision for the creation of rules concerning the cross-border operation of Member States' competent policing authorities in other Member States' territories |
| 222 (TFEU) | The 'solidarity clause' against acts of terrorism and COSI's role in this context |

NB: TEU, Treaty on European Union; TFEU, Treaty on the Functioning of the European Union; both treaties are amended by the Lisbon Treaty.

FIGURE 2
Schengen Area



NB: Not shown on the map are the island groups of the Azores and Madeira (Portugal) and the Canaries (Spain), all of which are within the Schengen Area.

Source: Redrawn and updated from European Commission (2012e).

Unrestricted freedom of movement is enabled within the EU by the abolition of internal border controls in the Schengen Area (Figure 2). The majority of EU Member States and a small number of non-EU countries are part of the Schengen Area.

The production and trafficking of illicit drugs have been addressed in the development of the Schengen Area. Legally, the area is built upon the Schengen Agreement and Convention and a number of subsequent agreements, such as the Schengen Borders Code. Since 1999, these pieces of legislation have been part of the EU's legal framework as a result of their being added as a protocol ('the Schengen acquis') to the Treaty of Amsterdam, currently protocol 19 of the Lisbon Treaty (TFEU). The Schengen Agreement and Convention reinforced checks at the EU's external borders, set out procedures for issuing standardised visas and created the Schengen Information System. It also strengthened cooperation among police forces at the EU's internal borders, and supported activities aimed at curbing drug trafficking (European Commission, 2009). Drug issues were addressed under Title III: Police and Security, Chapter 6 of the Schengen Agreement in several ways. For example, its articles covered issues such as the sale and import of drugs, external border checks, targeting the proceeds of crime and provision for controlled deliveries of drugs (Council of the European Union, 2000c).

At a level below EU treaties, a set of legislative tools have been adopted, serving a number of purposes. For example, they provide the concrete means through which the Member States can work together to address cross-border criminal activities, such as illicit drug trafficking and production. They also function as the tools that underpin the achievement of the aims and actions in the EU's internal security, drugs and policy cycle strategies. Collectively, these instruments facilitate collaboration and support among the Member States in addressing different aspects of the problems related to illicit drug markets.

The legislation aims at discouraging and disrupting drug smuggling, bringing organised crime groups to justice and depriving them of the proceeds from their activities (Table 3). For example, the trade in drug precursors has been regulated to prevent diversion to illicit drug production. Furthermore, provision has been made for the movement of samples of controlled drugs during investigations (Council of the European Union, 2001, 2005d; European Parliament and the Council of the European Union, 2004). A response to the emergence of new psychoactive substances, involving a three-step process of information exchange, risk assessment and control has been implemented, resulting in EU-wide bans of certain drugs (Council of the European Union, 2005b, 2013c).

TABLE 3

Legislation linked to drug supply reduction

| Drug precursors |
|---|
| Regulation (EC) No 273/2004 of the European Parliament and of the Council of 11 February 2004 on drug precursors |
| Council regulation (EC) No 111/2005 of 22 December 2004 laying down rules for the monitoring of trade between the Community and third countries in drug precursors |
| Council regulation (EC) No 1277/2005 of 27 July 2005 laying down implementing rules for Regulation (EC) No 273/2004 of the European Parliament and of the Council on drug precursors and for Council Regulation (EC) No 111/2005 laying down rules for the monitoring of trade between the Community and third countries in drug precursors |
| Risk assessment and control of new psychoactive substances |
| Council Decision 2005/387/JHA of 10 May 2005 on the information exchange, risk-assessment and control of new psychoactive substances |
| Council decision of 7 March 2013 on subjecting 4-methylamphetamine to control measures (2013/129/EU) (1) |
| Forensic analysis and criminal investigation |
| Council decision of 28 May 2001 on the transmission of samples of controlled substances (2001/419/JHA) |
| Council recommendation of 30 March 2004 regarding guidelines for taking samples of seized drugs (2004/C 86/04) |
| Information exchange |
| Council framework decision 2006/960/JHA of 18 December 2006 on simplifying the exchange of information and intelligence between law enforcement authorities of the Member States of the European Union ('the Swedish initiative') |
| Council decision 2008/615/JHA of 23 June 2008 on the stepping up of cross-border cooperation, particularly in combating terrorism and cross-border crime ('Prüm Decision') |
| Judicial and police cooperation in criminal matters |
| Council Act of 29 May 2000 establishing in accordance with Article 34 of the Treaty on European Union the Convention on Mutual Assistance in Criminal Matters between the Member States of the European Union (2000/C 197/01) |
| Council framework decision of 13 June 2002 on joint investigation teams (2002/465/JHA) |
| Council framework decision of 13 June 2002 on the European arrest warrant and the surrender procedures between Member States (2002/584/JHA) |
| Council framework decision 2004/757/JHA of 25 October 2004 laying down minimum provisions on the constituent elements of criminal acts and penalties in the field of illicit drug trafficking |
| Council framework decision 2008/841/JHA of 24 October 2008 on the fight against organised crime |
| Council framework decision 2008/978/JHA of 18 December 2008 on the European evidence warrant for the purpose of obtaining objects, documents and data for use in proceedings in criminal matters |
| Proceeds of crime |
| Council Decision of 17 October 2000 concerning arrangements for cooperation between financial intelligence units of the Member States in respect of exchanging information |
| Council framework decision of 26 June 2001 on money laundering, the identification, tracing, freezing, seizing and confiscation of instrumentalities and the proceeds of crime (2001/500/JHA) |
| Council framework decision 2005/212/JHA of 24 February 2005 on confiscation of crime-related proceeds, instrumentalities and property |
| Directive 2005/60/EC of the European Parliament and of the Council of 26 October 2005 on the prevention of the use of the financial system for the purpose of money laundering and terrorist financing |
| Council Decision 2007/845/JHA of 6 December 2007 concerning cooperation between asset recovery offices of the Member States in the field of tracing and identification of proceeds from, or other property related to, crime |

NB: Detailed overviews of EU anti-drug legislation can be accessed at the European Commission website under [Home Affairs](#) and [Justice](#).

(1) Similar legislation exists for a number of other substances; see [Control measures](#) on the EMCDDA website.

A range of legislation addressing crime in general are also relevant to the fight against drug trafficking. Building cooperation among the Member States' police and customs authorities has been an important goal in successive EU-level treaties. Cooperation, both non-operational and operational, between the competent policing authorities in each Member State is dealt with in article 87 of the Lisbon Treaty (TFEU) (Council of the European Union, 2012b). The timely and efficient exchange of information to support policing lies at the core of cooperation between law enforcement agencies. A number of legal acts have been adopted to facilitate better flows of information between the competent authorities in the Member States. For example, the so-called Swedish Initiative, which replaced related articles in the Convention implementing the Schengen Agreement, ensures that the rules governing the exchange of information between Member

States can be no more constraining than national-level standards (Council of the European Union, 2008a; European Commission, 2012g). The Prüm Decision made provision for the automated exchange of information (DNA, fingerprints, vehicle registrations) needed for criminal investigations and the participation of one Member State's law enforcement personnel in joint operations in the territory of another Member State (Council of the European Union, 2006b; European Commission, 2013f).

The processes involved in criminal investigations and judicial proceedings are supported by several legal acts. Legal provisions have been made for the use of controlled deliveries of drugs during investigations, the use of joint investigation teams, European arrest warrants and European evidence warrants, and agreement on the elements that comprise the

criminal act of drug trafficking and its punishment (Council of the European Union, 2000a, 2002a, 2002b, 2004, 2008b). A basis exists from which Member States' authorities can cooperate in targeting the proceeds of crime at all stages of their movement (identification, tracking, freezing, seizing and confiscation) and protect their financial systems (Council of the European Union, 2000b, 2001, 2005c).

As the drugs situation evolves, so too does the EU's response to it. Accordingly, the instruments used to target the illicit drugs industry are revised and updated to take account of new developments and to improve their practical application. The European Commission plays an important role here, as it reports on the implementation and functioning of European legislation and makes proposals for amendments or new pieces of legislation, following an [impact assessment](#). For example, impact assessments have been made as part of considering the need to revise the regulations on drug control (Council of the European Union, 2012a).

Financial programmes and instruments

Responding to the interlinked set of problems posed by the production and trafficking of illicit drugs requires action within and outside the EU, across a range of areas at the same time. Accordingly, several funding instruments and programmes, operated by the European Commission in conjunction with their EU and international partners, support drug supply reduction activities (Table 4). These instruments⁽³⁾ fall into four categories: framework programmes (e.g. Security and Safeguarding Liberties), programmes for EU candidate and potential candidate countries (e.g. Instrument for Pre-accession Assistance), geographic or regional programmes (e.g. European Neighbourhood Policy) and specific programmes that complement geographic ones (e.g. Instrument for Stability). Funding for these tools is provided

TABLE 4
Financial programmes and instruments covering drug supply reduction activities

| |
|---|
| EU internal action |
| Framework programme Security and Safeguarding Liberties <ul style="list-style-type: none"> • Prevention of and Fight against Crime (ISEC) |
| EU External Borders Fund |
| EU external action |
| Instrument for Stability (IFS) |
| Instrument for Pre-accession Assistance (IPA) |
| European Neighbourhood Policy (ENP) <ul style="list-style-type: none"> • European Neighbourhood and Partnership Instrument (ENPI) • TAIEX (Technical Assistance and Information Exchange) |
| Development and Cooperation Instrument (DCI) |

⁽³⁾ Action directed outside the EU is discussed in a companion report addressing external security and drug supply reduction, scheduled for publication in 2014.

through the EU's overall budget and, in some cases, in cooperation with consortiums of Member States and the EU's international partners.

The 'Internal security strategy for the European Union: towards a European security model', adopted by the European Council in 2010, has set out the main parameters of the policy response to internal security challenges, including drug trafficking and production (European Council, 2010a). Its objectives are translated into action through, among other measures, the framework programme 'Security and Safeguarding Liberties', which fosters cooperation in combating crime. It funds a range of activities and provides financial support to the EU agencies Ceuol, the EMCDDA and Europol. The framework programme is supported by two specific programmes of funding, one of which, 'Prevention of and Fight against Crime' (ISEC), is concerned with drug supply reduction issues (European Commission, 2013g).

Established by a Council decision, the [ISEC programme](#) is scheduled to run between 2007 and 2013, with an overall budget of EUR 600 million (Council of the European Union, 2007). The programme primarily funds projects through calls for proposals, which result in the awarding of action grants, with allocations totalling EUR 167 million by 2009. The ISEC programme is implemented on the basis of thematic annual work programmes, funding various activities, including training, equipment purchasing and supporting cross-border policing, such as joint investigation teams. These work programmes and the projects they fund support the priorities in EU policies, such as the EU internal security strategy, the policy cycle for organised and serious international crime, and the action plans of the Hague and Stockholm Programmes. For example, funding is grouped around issues underpinning work that will enhance the practical implementation of EU legislation that facilitates police cooperation and information exchange, such as the Prüm Decision and the Swedish Initiative (European Commission, 2011a, 2012b).

The ISEC programme provides financial support to the Maritime Analysis Operations Centre — Narcotics (MAOC-N), which was established in 2007 to counteract drug trafficking from West Africa to Europe by sea and air via the Atlantic Ocean. It is an initiative between seven EU Member States (Ireland, Spain, France, Italy, Netherlands, Portugal, United Kingdom), which signed an inter-governmental treaty. Between 2007 and 2012, MAOC-N, which is located in Lisbon, Portugal, supported operations that seized 70 tonnes of cocaine, with an estimated value of EUR 3 billion, and 50 tonnes of cannabis (MAOC-N, 2013).

The EU actively engages with its immediate geographical neighbours and other regions of the world in undertaking cooperation and development work. These activities are supported by regional and thematic funding tools. Drug issues

generally, and matters linked to supply reduction, fall within the comprehensive scope of the programmes, which are based around regional strategy papers with allocated budgets, implemented through multi-annual strategies. For example, more than EUR 666 million was contributed by the Commission in 2006 to projects targeting drug issues — mainly through alternative development — in third countries such as Afghanistan, where EUR 428 million was spent, and Bolivia, Colombia and Peru to the amount of EUR 154 million (European Commission, 2011b).

The External Borders Fund (EBF) has financed drug supply reduction activities in the context of the external dimension of the EU internal security strategy. This has included the provision of financial support to regional-level surveillance systems that play an important role in the control of the Schengen Area's external borders. For example, the EBF contributed to the Spanish 'Sistema Integrado de Vigilancia Exterior' (SIVE). The SIVE was used to boost maritime interdiction activities on the Strait of Gibraltar and other coastal areas in the southern Mediterranean (European Commission, 2013a).

In line with the Stockholm Programme on the area of freedom, justice and security, the Commission has proposed the creation of an internal security fund (ISF) to support the implementation of the internal security strategy and related activities, including law enforcement cooperation, new large-scale information technology systems and external border management. The ISF will be part of a reordering of funding instruments in the Home Affairs area, reducing the number of financial tools from six to two (European Commission, 2013d). The fund will finance activities that implement the EU policy cycle. As a result of specifications under Title V 'Area of freedom, security and justice' in the Lisbon Treaty (TFEU), the ISF will consist of two separate financial instruments, with activities related to drug supply reduction being supported through the proposed 'instrument for financial support for police cooperation, preventing and combating crime, and crisis management'. When adopted, this instrument will run for the period between 2014 and 2020, and will lead to the repeal of the Council decision on the ISEC programme (Council of the European Union, 2012e).

The Instrument for Stability (IfS) is used to help prevent, ease and address the consequences of both crises and security challenges outside the EU. Its use is coordinated by the EU's High Representative, with the EEAS and the Commission together deciding on what the instrument is directed at, and EuropeAid being responsible for implementation. The Commission draws up annual action plans under the instrument. Drug supply reduction projects are addressed in the context of article 4.1 of the current IfS regulation. It funds drug supply reduction activities through both the 'Cocaine Route Programme' and the 'Heroin Route Programme'. These

programmes are frameworks for project-oriented action targeted at regions along known drug trafficking routes, and aim at disrupting the trade and alleviating damage to the regions through which drugs transit (European Commission, 2012f). In this context, the EU has financially contributed to the Airport Communication Project (AIRCOP) and the Seaport Cooperation Programme (SEACOP), designed to interdict drugs at air and sea ports. Both programmes are due to run between 2010 and 2014, with the EU contributing a total of EUR 4.8 million to AIRCOP and EUR 3 million to SEACOP (European Commission, 2011b).

To become Member States of the EU, countries must bring their legislation into line with that of the Union. Candidate and potential candidate countries receive support through the Instrument for Pre-accession Assistance (IPA), which provides assistance for transition and institution building, cross-border cooperation, regional development, human resources and rural development (European Commission, 2012h). The IPA makes provision for drug-related projects and assistance within its funding activities. For example, the EMCDDA works with candidate and potential candidate countries to strengthen national capacity to monitor the drug situation (EMCDDA, 2013b).

Candidate and acceding countries receive assistance through various EU programmes. These include the European Neighbourhood Programme (ENP) and its associated financial tools the European Neighbourhood Policy Instrument (ENPI) and the Technical Advice and Information Exchange (TAIEX) instrument. For example, through TAIEX, support is given to the development of drug policy and its coordination in candidate countries, where workshops designed to facilitate knowledge transfer are held with national and EU experts. This contributes to capacity building in the fight against drugs and crime.

In other regions of the world where the production and trafficking of drugs poses challenges, such as Latin America, the EU provides assistance through its Development Cooperation Instrument (DCI). Funding under this instrument has been invested in the Cooperation Programme between Latin America and the European Union on Drugs Policies (COPOLAD), for example. Running between 2010 and 2014, the programme has a budget of approximately EUR 6.6 million, provided by the EU. It focuses on four main objectives: strengthening the mechanism for drug policy dialogue between the EU and Latin America and the Caribbean, supporting the development of national drug observatories, and enhancing capacity in demand reduction and supply reduction (European Commission, 2012c). EU priorities and actions against the threats posed by the production and trafficking of illicit drugs are guided by strategic planning tools, and the following section looks at these planning instruments in the drugs and security fields.

Policy framework

Given the complex and far-reaching nature of the problems posed by the production and trafficking of illicit drugs, responses to these issues span several areas of policy. The general approach taken by the EU, its Member States and international partners on drug supply reduction issues is elaborated in the EU's internal and external security and drug policies. Both of these policy fields have a comprehensive scope, extending beyond drug supply reduction. The EU internal security policy is concerned with terrorism, cybercrime, the activities of organised crime groups, trafficking in human beings and the production and supply of illicit drugs. Structurally, the EU drug strategies have been built around two pillars — demand reduction and supply reduction — and three cross-cutting, or transversal, themes — coordination, international cooperation, and information, research, monitoring and evaluation, an approach now also evident in most EU Member States' drugs strategies. Consequently, EU-level drug supply reduction policy forms part of these two overarching areas, which complement and support each other, where concerns around the illicit drugs trade are increasingly situated within the overall context of internal and external security challenges. It is predominantly these two areas that provide the framework for action against the production and trafficking of drugs, where measures agreed and designed by the Member States and the EU institutions are elaborated (see the section 'Institutional arrangements'), providing the agenda for action undertaken with the legal and funding tools at their disposal (see the section 'Legislation and financial programmes'). This section of the report looks at how drug supply reduction arises in both policy areas and sets out the type of actions being taken.

EU internal security policy

Within the context of the European Council's meetings, the government leaders of EU Member States agree the overarching political direction that the Union should take in key policy areas. It is here, building on the work of the European Commission and the Council, that the focus of security policy has been endorsed. For example, the spectrum of security challenges facing the EU was set out in 'A secure Europe in a better world', the EU external security strategy, approved by the European Council in 2003. It identified organised crime and drug trafficking as important threats both within and outside the EU, alongside terrorism, the proliferation of weapons of mass destruction, regional conflicts and state failure (European Council, 2003).

The origins of the EU's approach to internal security are closely bound up with the Lisbon Treaty (TFEU) and a set of other developments (Table 5). Title V of the treaty addresses the 'area of freedom, security and justice'. In an overarching

TABLE 5

Timeline of EU internal security developments

| | |
|------|---|
| 1999 | The Tampere Programme The Schengen acquis |
| 2003 | EU external security strategy |
| 2004 | Comprehensive Operational Strategic Planning for the Police (COSPOL) The Hague Programme |
| 2005 | Action plan implementing the Hague Programme Council conclusions on intelligence-led policing and the development of the Organised Crime Threat Assessment (OCTA) EU Organised Crime Report |
| 2006 | EU Organised Crime Threat Assessment |
| 2008 | Report on the implementation of the external security strategy Council framework decision on the fight against organised crime |
| 2009 | Council Decision on setting up the Standing Committee on Operational Cooperation on Internal Security |
| 2010 | Stockholm Programme Stockholm action plan Internal security strategy Internal security strategy in action Council conclusions on the creation and implementation of an EU policy cycle on organised and serious crime |
| 2011 | Council conclusions on setting the EU's priorities for the fight against organised crime between 2011 and 2013 Policy advisory document for the years 2011 to 2013 Amending the COSPOL framework into the European Multidisciplinary Platform against Criminal Threats (EMPACT) |
| 2012 | EMPACT terms of reference |
| 2013 | EU Serious and Organised Crime Threat Assessment (SOCTA) Council conclusions on setting the EU's priorities for the fight against serious and organised crime between 2014 and 2017 Policy advisory document for the years 2014 to 2017 |

way, article 67 seeks to establish the EU as an area where citizens are entitled to freedom of movement, the protection of their fundamental rights and a high level of security through the prevention of and fight against crime. Achieving this vision has been a long-term policy objective, which has developed incrementally through three successive implementing programmes since 1999. These are the Tampere Programme, The Hague Programme and the Stockholm Programme. Given their focus on creating a secure EU society in line with the TFEU, these programmes have addressed issues at the core of internal security matters such as external border control, judicial and police cooperation and the fight against organised crime, including the production and trafficking of drugs (Council of the European Union, 2012b; European Commission, 2013e).

In the Stockholm Programme (2010–14), the European Council identified drug trafficking as a cross-border organised crime activity that posed a serious challenge to the EU's internal security, and the response that it called for — in line with the Lisbon Treaty (TFEU) — has had a defining impact on the area. For example, it tasked the Council of the European

Union (the Council) and the European Commission with creating an EU internal security strategy grounded in, among other things, cooperation and intelligence-led policing. Within the framework of this overall strategy, it also requested the Council and the Commission to develop a specific strategy to address organised crime (the 'policy cycle', see below), to prioritise the types of crime to be targeted, and to utilise Europol's European and regional Organised Crime Threat Assessments (OCTA) to inform planning. In building mutual support between policy areas, the Council and the Commission were also asked to ensure that the 2013–20 EU drugs strategy supported the internal security strategy and complemented the specific organised crime strategy. In this way, drug supply reduction activities are addressed in both policy areas in an integrated way. The European Council also made the Commission responsible for assessing the feasibility of establishing an Internal Security Fund (ISF) to support the security strategy (Council of the European Union, 2012e; European Council, 2010b).

In 2010, the European Council endorsed the internal security strategy 'Towards a European security model', supporting the development of the EU as an area of freedom, justice and security. It was designed to integrate existing work on internal security and complement the framework provided by the Stockholm Programme in addressing security threats. In responding to, among other things, organised and serious crime, drug trafficking and cross-border crime, it underlined the importance of cooperation between law enforcement, judicial and border control authorities. The strategy also acknowledged the central role of intelligence-led policing and early-warning and risk assessment processes in supporting EU action, particularly the work of COSI (European Council, 2010a).

The main objectives and actions around which existing internal security activities and their development are based have been elaborated by the Commission. In a document on the internal security strategy, the Commission set out five objectives and supporting actions. For example, drug supply reduction issues are covered under the objective of disrupting international crime networks. This is implemented through reviewing legislation on money laundering, supporting use of the European arrest warrant, encouraging more use of joint investigation teams, strengthening anti-corruption measures and the establishment of asset recovery offices by the Member States. Similarly, action against drug trafficking is addressed through the objective of strengthening security through border management. Implementation activities here include the establishment of the European Border Surveillance System (EUROSUR) to enhance the detection and tracking of maritime vessels smuggling drugs. Complementing this, initiatives to strengthen risk analysis and targeting of illicit goods being moved across the EU's external

borders will be developed, alongside increasing interagency cooperation at the national level, through common risk analysis and the improvement of border checks (European Commission, 2010b).

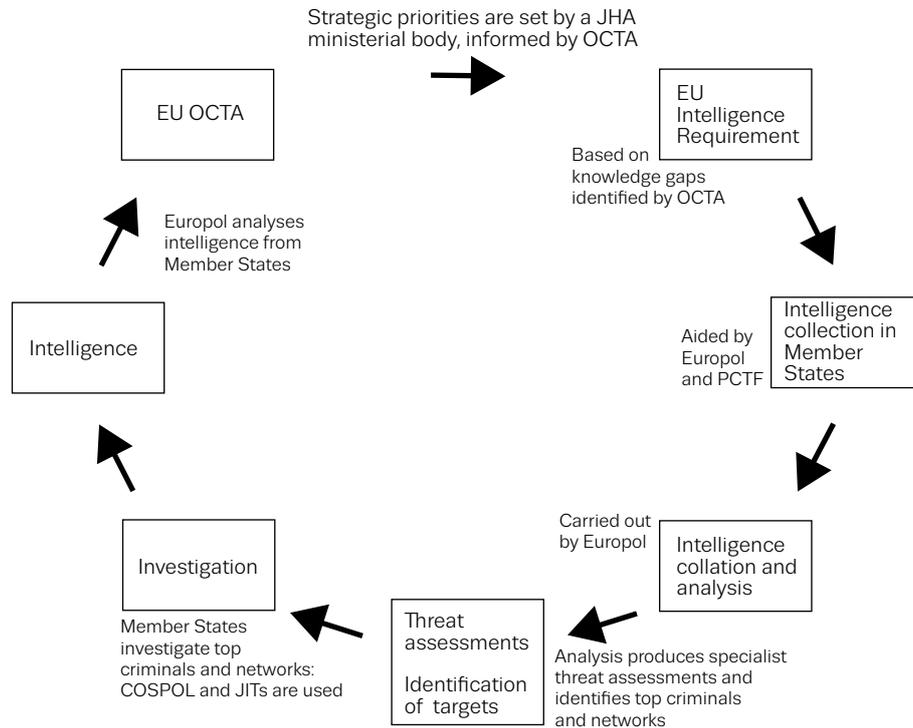
The Commission has set out this agenda, as its role in the decision-making process at the EU level includes proposing legal acts and assessing the impact of existing ones. In this sense, the Commission has proposed new legal acts on a range of issues. These are designed to update existing legislative tools so that EU actions target organised crime more effectively. Among the proposals are a fourth anti-money laundering directive coupled with a fund transfer regulation, a directive on the freezing and confiscation of the proceeds of crime in the EU, and amendments to two existing Council decisions on new psychoactive substances and drug trafficking penalties (European Commission, 2013a).

Policy cycle on organised and serious international crime

Building effective cooperation mechanisms for the EU and its Member States and the development of intelligence-led policing are fundamental components of the EU's approach to tackling organised crime. This has been interlinked with the creation of organised crime threat assessments and the work of Europol. In the Hague Programme (2004–09), Europol was requested to change its intelligence reports from the format of organised crime situation reports to 'threat assessments' of serious crime. The method supporting the assessments involves the Member States providing data in the form of an 'intelligence requirement' through their Europol national units. Once received, the data is combined with Europol's analysis work files to produce the OCTA. The resulting assessment functions as a priority-setting tool for the Council's working groups and coordination platforms (Council of the European Union, 2005a).

Arising from the Council's 2005 conclusions on intelligence-led policing, a European criminal intelligence model (Figure 3) was designed and refined over several years. The model integrated the full cycle of activities behind building operational intelligence on organised crime groups, setting priorities and taking coordinated action. Within this process, the Comprehensive Operational Strategic Planning for the Police (COSPOL) platform was used to implement and support the criminal intelligence model. COSPOL was initiated in 2004 as a platform to facilitate operational cooperation in law enforcement. The platform and the projects it ran were placed under auspices of the European Police Chiefs Task Force (EPCTF) (Council of the European Union, 2005a, 2009a).

FIGURE 3

The European criminal intelligence model

Source: Adapted from Council of the European Union (2009a).

Following on from the COSPOL projects, the Council supported the creation of the Harmony project, in collaboration with the European Commission through its framework programme 'Prevention of and fight against crime'. The Harmony project contributed to the design of the policy cycle adopted by the Council in 2010, which is sometimes referred to as the 'harmony process', as a result of its bringing all the relevant actors and tools together (Council of the European Union, 2010b, 2010d).

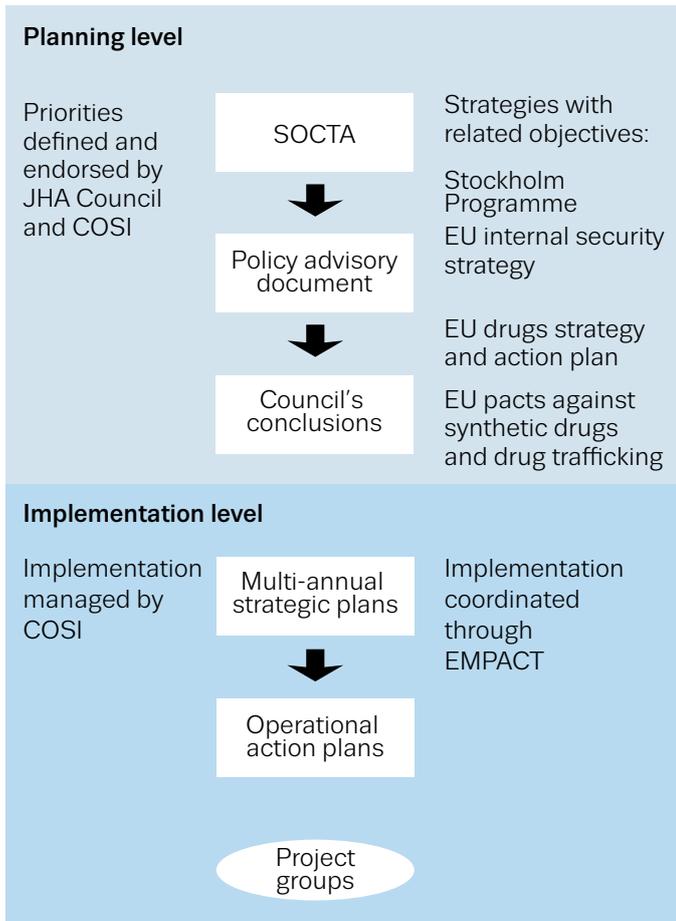
In 2009, the entry into force of the Lisbon Treaty removed the three pillars of the EU and established the European Union, resulting in increased legislative powers in the policy areas that had previously been subject to intergovernmental cooperation (i.e. the second and third pillars) (European Commission, 2010c). Article 71 of the Treaty (TFEU) called for the creation of the Standing Committee on Operational Cooperation on Internal Security (COSI), which was established by a Council decision in 2009. Bringing together the Member States' representatives, COSI is responsible for the facilitation of operational cooperation among competent authorities at the national level for internal security and for the evaluation of activities in this area. Although it is required to support the Council and report to the Parliament, it is not involved in undertaking operational activities, which are the responsibility of Member States, or the preparation of legislation (Council of the European Union, 2009b).

As a result of the Stockholm Programme, COSI was given responsibility for implementing the EU internal security strategy (Council of the European Union, 2010a). Within the context of this work, COSI developed the policy cycle for organised and serious international crime, within which it plays a leading role in defining, implementing, monitoring and evaluating the EU's activities against organised crime (Council of the European Union, 2010b).

Building on the approach defined in the Council's 'Architecture of internal security' and the Harmony project, the Council set out conclusions on the policy cycle in 2010 (Council of the European Union, 2006a, 2010b, 2010d). It elaborated an action plan for both the initial (2011–13) and full (2014–17) phases of the policy cycle and the overarching steps in the process. These are: (1) policy development, (2) priority setting, (3) implementation and monitoring, and (4) evaluation of the current policy cycle and definition of the next one.

The process involves the Presidency of the Council, COSI and the European Commission developing a policy advisory document (PAD) based on the SOCTA. This document is then used by the Council to agree conclusions, drafted by COSI, which define the crime priorities in the policy cycle — it is the Council's responsibility to make political decisions in the Justice and Home Affairs area. Subsequently, multi-annual

FIGURE 4

The policy cycle's components

strategic plans⁽⁴⁾ are established and implemented through operational action plans, both of which are developed by the Member States, the Commission and the EU agencies under COSI's coordination. Following this, project groups are established to manage each operational action plan (Figure 4) (Council of the European Union, 2010b).

In this way, the policy cycle — like the EU drugs strategy 2013–20's supply reduction measures — contributes to the implementation of the EU internal security strategy's objective to disrupt international crime networks (European Commission, 2013e). This supports the development of the EU's area of freedom, justice and security as set out in the Lisbon Treaty (TFEU) and the Stockholm Programme. Similarly, the strategic goals identified during the initial phase of the policy cycle functioned to implement the 'European pact to combat international drug trafficking — disrupting cocaine and heroin routes' and the 'European pact against synthetic drugs'. These two targeted planning tools reinvigorated and focused the political will to address these supply reduction issues, and their aims fed into the goals of the policy cycle (Council of the European Union, 2010c, 2011c).

A core part of the policy cycle is the mechanism used to implement operational actions. The Council redesigned the COSPOL platform as the European Multidisciplinary Platform against Criminal Threats (EMPACT) in 2011 (see the box on EMPACT). Action 5 of the policy cycle required COSI and the Commission to review the COSPOL terms of reference in order to bring the platform into line with the policy cycle and give it the capacity to implement the operational actions (Council of the European Union, 2011d). To reflect the experience gained in planning the policy cycle and the multidisciplinary nature of the project, the Council renamed the platform as EMPACT (Council of the European Union, 2011a). In developing the tools needed to support the policy cycle, actions 1, 2 and 4 of the action plan focused on the development of Europol's SOCTA. Whereas Europol's 2011 OCTA had been used for priority setting in the initial phase of the policy cycle, the 2013 SOCTA was used to develop the priorities for the full policy cycle, supporting action 26 in the action plan (Council of the European Union, 2010b; Europol, 2011, 2013).

⁽⁴⁾ During the initial phase, strategic goals were adopted, but not referred to as multi-annual strategic plans (Council of the European Union, 2010b).

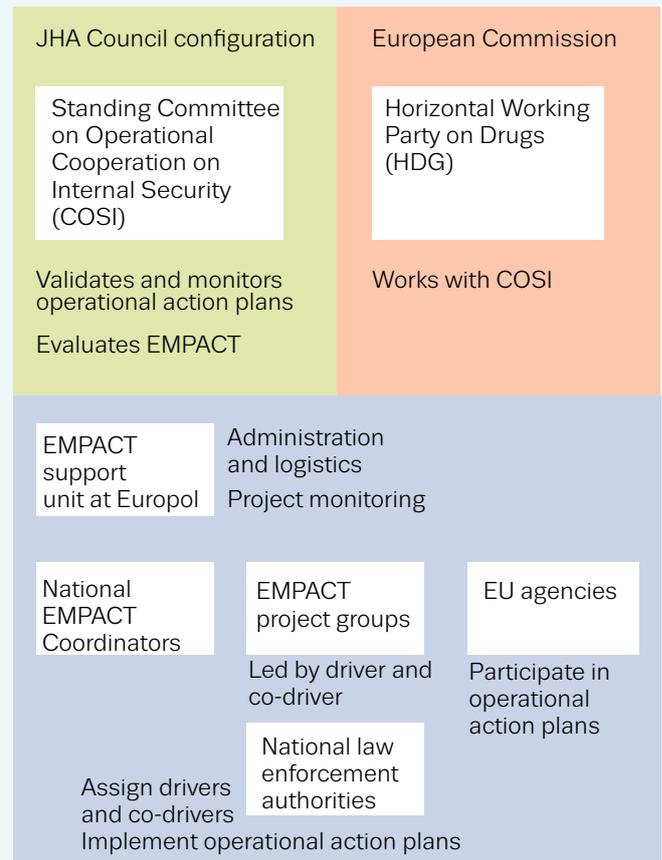
The European Multidisciplinary Platform against Criminal Threats (EMPACT)

Replacing the COSPOL framework within the European criminal intelligence model (Figure 3), EMPACT functions as the coordination platform for the EU Member States and institutions to implement operational law enforcement actions. It provides a structure to develop and manage actions supporting the policy cycle. Bringing together representatives from the Member States, EU agencies, public and private organisations, and third countries, it is multidisciplinary in nature (see the graphic below, 'EMPACT participants'). It is here that the crime priorities agreed by the Member States' representatives at COSI are implemented by National EMPACT Coordinators (NECs). Holding a senior law enforcement position of a strategic nature, the NECs must have the authority to implement the projects agreed. They must assess the need for and ability of their respective countries to participate in addressing a crime priority, monitor implementation of the action and report to Europol and COSI on it.

Europol plays a central role through its EMPACT support unit, which provides administrative and logistical support to the platform, as well as monitoring the progress of projects. It assigns an official to manage each project. When the operational action plans, validated by COSI, supporting the policy cycle are designed, a lead country and a back-up — known as the driver and co-driver — are assigned to lead the project group implementing the joint actions. Projects — one per crime priority — are generally scheduled to run for 12-month periods. COSI requests Member States to integrate the actions implementing the operational action plans into their national planning and to provide supporting

resources. Both the European Commission and the EU agencies make provision for participation in EMPACT projects. COSI is responsible for evaluating EMPACT, and has designed its terms of reference (Council of the European Union, 2012c, 2013a).

EMPACT participants



The policy cycle approach does not involve all Member States participating in all actions. Rather, those most affected by specific criminal threats take part in the operational actions targeting them. Other Member States with proven experience in responding to particular types of crime problems may also be involved in supporting the actions (Council of the European Union, 2013d).

As a feedback-oriented process, the policy cycle is designed to support the adjustment of crime priorities so that they remain up-to-date, build on the lessons learned from the initial policy cycle and take into account other EU-level work addressing the activities being targeted. In this sense, a move

from a focus on (geographic) criminal hubs in the OCTA, to one structured around illicit commodities in the SOCTA, based on the simultaneous involvement of organised crime groups in multiple illegal activities, resulted in a revised set of priorities for the full policy cycle (see Table 6). This reflects the fact that some activities are being addressed through other EU mechanisms and processes, but will still be taken into account when designing the specific actions in the operational action plans (Council of the European Union, 2013d). Following action 40 of the policy cycle's action plan, an interim assessment of the full cycle (2014–17) will be prepared in 2015, identifying and recommending modifications to the priorities (Council of the European Union, 2010b).

TABLE 6

Key priorities related to drug supply reduction in the policy cycle

| Initial cycle: 2011–13 |
|---|
| Weaken the capacity of organised crime groups active or based in West Africa to traffic cocaine and heroin to and within the EU |
| Mitigate the role of the Western Balkans as a key transit and storage zone for illicit commodities destined for the EU and logistical centre for organised crime groups, including Albanian-speaking organised crime groups |
| Reduce the production and distribution in the EU of synthetic drugs, including new psychoactive substances |
| Disrupt the trafficking to the EU, particularly in container form, of illicit commodities, including cocaine, heroin, cannabis, counterfeit goods and cigarettes |
| Full cycle: 2014–17 |
| Reduce the production of synthetic drugs in the EU and disrupt the organised crime groups involved in synthetic drugs trafficking |
| Reduce cocaine and heroin trafficking to the EU and disrupt the organised crime groups facilitating the distribution of these drugs in the EU |

NB: This table does not list all of the policy cycle's crime priorities
Source: Council of the European Union (2011b, 2013b).

The policy cycle represents the culmination of EU efforts to develop an effective priority-setting and operational cooperation mechanism between the Union and the Member States. It reflects the EU's commitment to the evaluation and modification of policies based on the experiences gained and the upgrading of the supporting infrastructure. In line with action 20 of the policy cycle's action plan, the European Commission evaluated the initial phase of the policy cycle and used the results to support the implementation of the full cycle. The evaluation identified the need to strengthen the engagement of the Member States in the policy cycle and the EMPACT platform, and to define the strategic goals so that they are more conducive to the design of operational EMPACT activities. The Commission underlined the need for flexibility in the process, in order to allow for the termination of actions and projects that are no longer relevant or not being achieved, and the importance of conveying information to Europol. The evaluation also noted the need to simplify the funding process and establish synergies with EU actions in the external security area (Council of the European Union, 2013a).

EU drugs policy

Since 1990, the EU and its Member States have used the format of a strategic (long-term) planning document, increasingly supported by an operational (short-term) planning

tool, to express drug policies. Drug supply reduction activities are a central component of this model for expressing drug policy, which provides orientation and coordination for action. Below, EU supply reduction activities are discussed in the context of the EU drugs strategy 2013–20 and its action plan 2013–16.

The EU legal infrastructure is constantly evolving in response to the dynamic and shifting nature of the problems posed by the production and trafficking of drugs. This is visible both at the treaty level in the general JHA area and in the specific legislative tools that enable cross-border policing and judicial action. Similarly, new EU-level drug strategies and action plans are adopted as old ones expire, in order to restate support for the action being taken, as well as to re-orient and update that work. In 2012, the EU adopted its sixth drugs strategy since 1990 (Table 7). As the EU drugs strategies and action plans extend over both long and short periods of time, actions initiated under an earlier strategy or action plan may continue to run under, and give support to, subsequent strategies or action plans.

It is in these EU-level drug strategies and action plans that the main principles, objectives, priorities and actions addressing drug issues generally are elaborated. This is done across the two pillars of demand reduction and supply reduction and the three cross-cutting themes of coordination, international cooperation, and information, research, monitoring and evaluation (Figure 5). This conceptual architecture provides a coherent framework for mapping, assessing and structuring activity, and has been increasingly adopted at the national level by EU Member States in their drug policies. The equal focus placed on demand reduction and supply reduction activities, where both elements reinforce each other, is the central principle of the 'balanced approach' to drug policy.

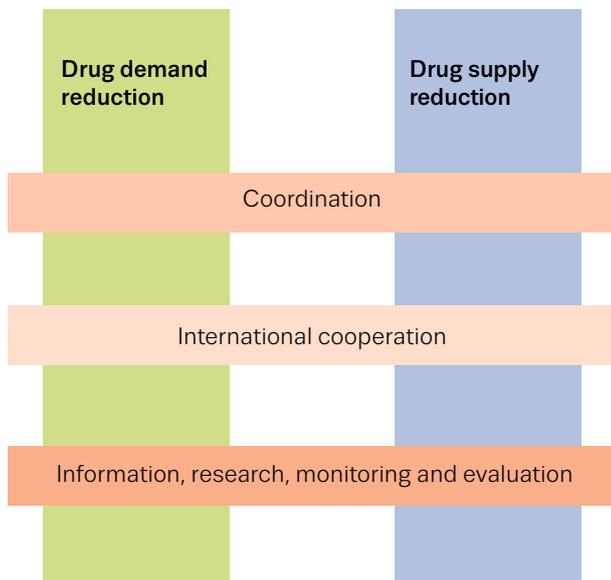
TABLE 7

Timeline of EU drugs strategies

| | |
|-------------|---|
| 1990 | First European action plan to combat drugs |
| 1992 | Second European action plan to combat drugs |
| 1995 | EU drugs action plan 1995–99 |
| 2000 | EU drugs strategy 2000–04 EU drugs action plan 2000–04 |
| 2005 | EU drugs strategy 2005–12 EU drugs action plan 2005–08 |
| 2009 | EU drugs action plan 2009–12 |
| 2012 | EU drugs strategy 2013–20 |
| 2013 | EU drugs action plan 2013–16 |

FIGURE 5

EU drugs strategies are built on two pillars and three cross-cutting themes



Both strategies and action plans are designed by the Member States under the coordination of the Presidency of the Council and the HDG, and adopted by the Council at the JHA configuration. The framework provided by the EU drugs strategy 2013–20 and its current (2013–16) and subsequent (2017–20) action plans is designed to complement the Member States' national strategies and to support joint actions. The strategy seeks to ensure an effective and efficient use of the resources available to address drug problems. In the area of supply reduction, it has identified several challenges. These include the dynamic nature of illicit drugs markets, changes in trafficking routes, and the role of cross-border organised crime and new technologies in the trafficking of illicit drugs and new psychoactive substances. In addition, the strategy has noted the importance of preventing the diversion of drug precursors and cutting agents from licit industry that can be used to manufacture illicit drugs. In an overarching sense, the strategy responds to these challenges through its objective to disrupt drug markets and limit the availability of illicit drugs (see the box 'Supply reduction in the EU drugs strategy') (Council of the European Union, 2012d).

Supply reduction in the EU drugs strategy

The overarching objective of the EU drugs strategy 2013–20 in the area of supply reduction is a measurable reduction of the availability of illicit drugs, through:

- the disruption of illicit drug trafficking;
- the dismantling of organised crime groups that are involved in drug production and trafficking;
- efficient use of the criminal justice system;
- effective intelligence-led law enforcement and increased intelligence sharing;
- an EU-level emphasis on large-scale, cross-border and organised drug-related crime.

Source: Reproduced from Council of the European Union (2012d).

In meeting this objective, a number of priorities have been set out in the strategy, which are then translated into supporting objectives and specific actions in the EU drugs action plan 2013–16 (Table 8). Here, drug supply reduction and internal security issues are clustered around a number of themes, where actions are undertaken by EU institutions, working groups and agencies in conjunction with the Member States, through cooperation platforms. Utilising and updating the EU's legal tools plays an important role in implementing the action plan. For example, the design and adoption of new legislative measures underpins the achievement of measures against drug trafficking, money laundering (action 17), the availability of new psychoactive substances (action 18), the diversion of drug precursors (action 19) and the use of certain chemicals as cutting agents (action 20). The collection and use of information to support intelligence-led policing forms a central part of the EU response to drug production and trafficking. This includes measures designed to make effective use of law enforcement information to support joint investigation teams, joint customs operations, judicial and law enforcement cross-border cooperation activities and EMPACT projects (action 10). Similarly, providing support to cooperation platforms that facilitate information exchange is aimed at tackling new threats arising from shifts in drug supply routes (action 13), whereas the development of key indicators on drug supply reduction seeks to improve monitoring of the drug markets (action 16) (Council of the European Union, 2013e).

TABLE 8

Distribution of objectives and actions in EU drugs strategy and action plan

| | Drug demand reduction | Drug supply reduction | Coordination | International cooperation | Information, research, monitoring and evaluation |
|-------------------------------------|------------------------------|------------------------------|-----------------------------|------------------------------|--|
| EU drugs strategy 2013–20 | 1 objective 10 priorities | 1 objective 11 priorities | 1 objective 6 priorities | 1 objective 10 priorities | 1 objective 10 priorities |
| EU drugs action plan 2013–16 | 3 objectives 9 actions | 3 objectives 13 actions | 3 objectives 8 actions | 3 objectives 14 actions | 3 objectives 10 actions |

Source: Council of the European Union (2012d, 2013e).

Both the policy cycle and the EU drugs strategy contribute to the implementation of the EU internal security strategy (European Commission, 2013a). These strategic tools and their accompanying action plans are designed to complement each other, so that actions being implemented under one strategy are taken account of in the other. This avoids duplication of efforts, provides effective coordination of EU-level policy actors and ensures that all aspects of drug supply reduction are covered through the EU internal security and general drugs strategies. For example, objective 4 of the drugs action plan is aimed at building 'effective law enforcement cooperation and coordination [...] in coherence, as appropriate, with relevant actions determined through the EU policy cycle'. COSI is involved in managing the implementation of five of the 13 actions addressing supply reduction issues in the drugs action plan (Council of the European Union, 2013e). This supports the European Council's request in the Stockholm Programme for the Council and the Commission to develop a drugs strategy that complements and takes into consideration the EU internal security strategy and the policy cycle (European Council, 2010b).

Reflecting this approach in practice, action 11 of the drugs action plan seeks to 'identify and prioritise the most pressing threats associated with drug-related organised crime'. This is implemented through the work of Europol in developing its SOCTA, the creation of a policy advisory document by the Commission and COSI, and the adoption of Council conclusions setting out the crime priorities for the full policy cycle between 2014 and 2017 (Council of the European Union, 2013e). Similarly, the EMPACT platform supports six of the 13 actions addressing supply reduction in the drugs strategy, reflecting the level of synergy between drug supply reduction and internal security tools. This is evident, for example, in responding to developments in communication technologies, particularly the Internet, which facilitate the illicit drugs trade (action 22), where EMPACT is a source of law enforcement information. In this context, it is important to remember that the EU drugs strategy is a comprehensive tool, covering internal and external actions by the Union. Consequently, it takes account of related strategic instruments, such as the policy cycle, in order to meet related objectives, such as identifying the main criminal threats facing the EU.

Conclusions

Recent decades have been marked by shifts in the production and trafficking of illicit drugs. Globalisation, characterised by the increased movement of people and goods across the world, together with the near-universal use of the Internet, has sustained illicit drug markets. New methods of manufacturing drugs are devised to bypass controls on drug precursors by using pre-precursors and unscheduled drug precursors. While laws are being adopted to restrict the sale of new psychoactive substances, molecules are tweaked in illicit laboratories to evade bans. The Internet — an integral means of organising the production, trafficking, distribution and sale of illicit drugs — remains unregulated, while financial systems are manipulated to disguise the proceeds of crime.

The EU and its Member States have reacted to the activities of organised crime groups by taking the threats they pose into account when updating Union legislation. EU treaties provide legal support for a range of counter-measures that are implemented through specific and targeted legal acts designed to facilitate cooperation between the Member States in tackling drug production and trafficking. In attempting to hit this moving target, the use of legal tools is monitored so that appropriate revisions can be made to keep pace with changes in the behaviour of organised crime groups and in the technologies that support their activities.

Through a set of complementary strategic planning tools, the EU targets its work and builds operational cooperation among national authorities and international partners. At all levels of the EU institutions, the Member States and their representatives guide action, deciding the powers needed and the measures to be taken. This reflects the coordinated and shared approach taken by the EU and its Member States in responding to organised crime and drug trafficking.

The establishment of the EU as an area of freedom, justice and security has been one of the Union's defining achievements. However, this development remains subject to challenges posed by the activities of criminals within and outside the EU's external borders. An intelligence-led approach to law enforcement and internal security has been adopted by the EU. It is underpinned by strategic data collection, analysis and information sharing across areas impacted by organised crime. Measures are designed, implemented, evaluated and adapted to keep pace with changes in the supply of illicit drugs. Here, the Member States, EU institutions and agencies work together and use EU and national legal tools to deliver a targeted response to illicit drug markets.

Abbreviations

Abbreviations and terms commonly used in the fields of supply reduction and internal security are provided here. Although including all the relevant abbreviations found in this publication, please note that the list is not comprehensive.

| | |
|------------------|---|
| AFET | Foreign Affairs Committee (European Parliament) |
| AIRCOP | Airport Communication Project |
| AWF | Analysis work file (Europol) |
| BOMCA | Border Management Programme in Central Asia |
| CABSI | Central Asia Border Security Initiative |
| CADAP | Central Asia Drug Action Programme |
| CARIN | Camden Asset Recovery Inter-Agency Network |
| CATS | Coordinating Committee in the area of police and judicial cooperation in criminal matters |
| CCWP | Customs Cooperation Working Party |
| Cepol | European Police College |
| CFSP | Common Foreign and Security Policy |
| COMPET | Competitiveness (configuration of the Council of the EU) |
| COPOLAD | Cooperation Programme between Latin American and European Union on Drug Policies |
| Coreper | Permanent Representatives Committee (at the Council of the EU) |
| COSI | Standing Committee on Operational Cooperation on Internal Security |
| COSPOL | Comprehensive Operational Strategic Planning for the Police |
| CRIM | Special Committee on Organised Crime, Corruption and Money Laundering (European Parliament) |
| CSDP | Common Security and Defence Policy |
| CUG | Working Party on Customs Union |
| DG | Directorate-general (at the Council of the EU, the EU Parliament or the EC) |
| EAW | European arrest warrant |
| EBF | External Borders Fund |
| ECIM | European criminal intelligence model |
| EEAS | European External Action Service |
| EEW | European evidence warrant |
| EILCS | Europol illicit laboratory comparison system |
| EIXM | European information exchange model |
| ELOs | Europol liaison officers |
| EMCDDA | European Monitoring Centre for Drugs and Drug Addiction |
| EMPACT | European Multidisciplinary Platform against Criminal Threats |
| EMPACT SU | EMPACT support unit |
| ENU | Europol national units |
| EPCTF | European Police Chiefs Operational Task Force (also known as 'TFPC') |
| EU | European Union |
| EU INTCEN | European Union Intelligence Analysis Centre (formerly SITCEN) |

| | |
|----------------------------|--|
| Eurojust | The European Union's judicial cooperation unit |
| Europol | The European Police Office |
| EUROSUR | European Border Surveillance System |
| Frontex | European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union |
| GAC | General Affairs (configuration of the Council of the EU) |
| HDG | Horizontal Working Party on Drugs |
| High Representative | High Representative of the Union for Foreign Affairs and Security Policy |
| IfS | Instrument for Stability |
| IPA | Instrument for Pre-accession Assistance |
| ISEC | Prevention of and Fight against Crime |
| ISF | Internal Security Fund |
| JCO | Joint customs operations |
| JHA | Justice and Home Affairs (configuration of the Council of the EU) |
| JIT | Joint investigation teams |
| LEWP | Law Enforcement Working Party |
| LIBE | Civil Liberties, Justice and Home Affairs Committee (European Parliament) |
| MAOC-N | Maritime Analysis Operation Centre — Narcotics |
| MASP | Multi-annual strategic action plan |
| MFF | Multi-annual financial framework |
| MS | Member States (of the European Union) |
| NEC | National EMPACT Coordinator |
| OCTA | Organised Crime Threat Assessment |
| PAD | Policy advisory document |
| PR | Presidency of the Council of European Union |
| PSC | Political and Security Committee |
| Reitox | Réseau Européen d'Information sur les Drogues et les Toxicomanies (the EMCDDA's network of national focal points) |
| SEACOP | Seaport Cooperation Programme |
| SEDE | Security and Defence Committee (European Parliament) |
| SIVE | Sistema Integrado de Vigilancia Exterior (integrated external vigilance system) |
| SOCTA | Serious and Organised Crime Threat Assessment |
| TAIEX | Technical Assistance and Information Exchange |
| TE-SAT | EU Terrorism Situation and Trend Report |
| TEU | Treaty on European Union (Lisbon Treaty) |
| TFEU | Treaty on the Functioning of the European Union (Lisbon Treaty) |
| UNODC | United Nations Office on Drugs and Crime |

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