European Monitoring Centre
for Drugs and Drug Addiction

EMCDDA PAPERS

Drug supply reduction: an overview of EU policies and measures

Abstract: The operation of illicit drug markets is dependent on a chain of events with a global span. At each stage of the process, from the production to the trafficking through to the consumption and the derived profits, the health and security of different countries is compromised by organised crime groups.

This paper looks at EU policies and responses to the production and trafficking of illicit drugs, set within the global context. It considers the different strategic areas where these challenges are addressed, the EU structures involved, and some of the key measures currently being implemented by the EU and its international partners. Drug supply reduction issues arise in many policy areas, including illicit drug policy, security, organised crime, and maritime and regional cooperation policy. Issues related to drug production and trafficking arise in the work of several institutions, bodies and EU agencies. The operation of smuggling routes challenges the security of the EU in different ways and measures have been adopted to counteract these problems. These include developing intelligence-led policing and improved border management and surveillance as well as legislative tools to target criminal profits. The EU is involved in a range of projects and initiatives around the world designed to reduce the supply of illicit drugs, including capacity-building initiatives targeting smuggling routes and measures to support economic, legislative and monitoring infrastructural development.

Keywords drug policy drug supply reduction organised crime law enforcement international cooperation

| Summary

This EMCDDA Paper presents the main components of the European Union's (EU's) approach to drug supply reduction in an accessible way. It is a descriptive introductory guide to the area and considers the policy context, key structures and responses involved in EU action against the production and trafficking of illicit drugs.

Drug supply reduction issues arise in many areas of EU policy, including illicit drug policy, security, organised crime, and maritime and regional cooperation policy.

In the area of supply reduction the EU drugs strategy (2013–20) and action plan (2013–16) identify 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 (NPS). The importance of preventing the diversion of drug precursors and cutting agents from licit industry that can be used to manufacture illicit drugs is also noted. The strategy responds to these challenges through its objective to disrupt drug markets and limit the availability of illicit drugs.

The production and trafficking of drugs are key issues in the European Agenda on Security 2015–20. Drug smuggling has been identified as one of the activities contributing to organised cross-border crime. It challenges border control and the movement of people and goods and is a financing tool for terrorist and organised crime groups.

Through the EU policy cycle for organised and serious international crime ('the policy cycle'), EU Member States (MS) coordinate common priorities and operational actions. The Standing Committee on Operational Cooperation on Internal Security (COSI) steers this process and brings together MS law enforcement officials, the Commission and specialised EU agencies. It targets available resources in view of immediate, mid-term and long-term security threats and risks. Amongst the priorities in the 2014–17 policy cycle, three directly concern drug trafficking. These are reducing the production and trafficking of cocaine, heroin and synthetic drugs.

The EU's Maritime Security Strategy and action plan address a range of problems, including drug supply reduction, that undermine the EU's security and trade routes. As over 70 % of the EU's external borders are maritime, these problems pose significant threats. The action plan focuses on preventing drug trafficking, enhancing port and maritime security, developing maritime surveillance, coordinating maritime patrolling among MS, and increasing law enforcement operations coordinated by the Maritime Analysis Operations Centre — Narcotics (MAOC-N).

The EU is actively engaged in ongoing political dialogues with third countries in its immediate geographical neighbourhood and other parts of the world though EU delegations and the European External Action Service (EEAS). This process involves working with other regions and countries to achieve common goals. Drug issues often feature in these political conversations and are a part of various EU-level policy documents including, drugs-specific and broader strategies, regional programmes, and political declarations and agreements.

Issues related to drug production and trafficking arise in the work of different EU institutions, bodies and agencies. Principally, this includes the EU Parliament, the Council of the European Union (the Council), the European Commission and specialised EU agencies.

Globally, 500 million cargo containers are shipped annually. The United Nations Office on Drugs and Crime (UNODC) and the World Customs Organization (WCO) run the Cargo Container Programme (CCP). It enhances interdiction capacity building by the establishment of Port Control Units (PCUs).

Since 2009 the European Commission has been involved in implementing the Cocaine Route Programme. It supports regional law enforcement and judicial cooperation in countries on the cocaine trafficking route through eight projects addressing drug interdiction, targeting the proceeds of crime and enhancing information exchange. Similarly, through the ongoing projects of the Heroin Route Programme the EU works in partnership with different organisations and governments impacted by the smuggling routes used by criminals.

With funding from the EU and a consortium of MS, the Border Management Programme in Central Asia aims to contribute to the security of Central Asian countries. It involves implementing integrated border management, enhancing the management of the movement of people and goods at border crossing points and developing the capacity of border agencies.

The Paris Pact Initiative involves over 70 countries and several international organisations in a partnership approach to address the trafficking and consumption of opiates from Afghanistan. Through the Vienna Declaration the pact has set out support for regional initiatives to address opiate trafficking from Afghanistan, detecting and blocking financial flows linked to the trade, preventing the diversion of drug precursors, and reducing drug abuse and dependence.

The International Narcotics Control Board (INCB) monitors global trade in drug precursors used for the illicit manufacture of drugs. Central National Authorities operate the INCB's Pre-Export Notification system. The INCB also runs two ongoing international projects (Cohesion and Prism)

to monitor trade in drug precursors used for the illicit manufacture of drugs.

Alternative development in countries impacted by the cultivation, production and trafficking of illicit drugs is a core part of the EU's international cooperation and it supports this through various financial instruments. For example, the Development and Cooperation Instrument (DCI) supports measures in Afghanistan and Latin America.

Several organisations operate initiatives aimed at depriving organised crime groups of the profits from drug trafficking. The Financial Action Task Force develops standards and promotes the implementation of legislative and regulatory tools to tackle money laundering and terrorist financing. The World Bank Group and the UNODC operate the Stolen Asset Recovery Initiative. It is the main international programme focused on the recovery of public assets stolen by corrupt government officials in developing countries.

Globally, amphetamine-type stimulants are, after cannabis, the second most consumed illicit drugs and the market for them is increasingly interlinked with the use of NPS. UNODC's Global Synthetics Monitoring: Analyses, Reporting and Trends

The 2016 *EU Drug Markets Report* provides a unique insight into the operation of illicit drug markets in the EU. The report assesses the impact of the drug market on society and the factors driving it. It explores the markets for cannabis, heroin, cocaine, amphetamines, MDMA and NPS. Understanding these hidden markets, and the actors involved, is essential to making sound policy decisions with lasting impact. The report combines the analytical power of the EMCDDA's drug monitoring system with Europol's operational intelligence on trends in organised crime.

Learn more: http://www.emcdda.europa.eu/start/2016/drug-markets#pane1

(SMART) programme has three aims: 1) help MS build capacity to collect and manage data on synthetic drugs, such as information from law enforcement; 2) increase understanding of drug problems through reporting and early warning; 3) support the development of evidence-based drug policies.

Policy areas

The operation of illicit drug markets involves a chain of events with a global span. Drugs are produced within and outside Europe and create a range of security and health issues in the countries impacted by different aspects of the trade from manufacturing to consumption. Tackling these problems is a challenge for the global community that involves all countries affected. For this reason, drug supply reduction is part of several policy areas at the EU level, where a number of approaches are followed simultaneously. This paper looks at the different EU policy areas where illicit drug issues mainly arise and the main EU structures involved, and sets out some of the responses that are being used to address the production and trafficking of illicit drugs by the EU and its partners. A comprehensive analysis of the illicit drug trade in Europe and the responses to it is available in the joint EMCDDA-Europol *EU Drug Markets Report* (see box) (EMCDDA and Europol, 2016).

The present EMCDDA Paper presents the main components of the EU's approach to drug supply reduction in an accessible way. It is designed as an introductory guide to the area and provides a clear and concise overview of EU drug supply reduction policies and responses to help those working in the area nationally who are new to the issues. It also functions as an orienting source of information for researchers and allows interested members of the general public to gain an understanding of EU action to reduce the supply of illicit drugs. The Paper consists of four sections that can be read together or consulted individually. The first two sections address the different policy areas where drug supply reduction arises and the main EU structures involved. The other two sections present examples of the measures being implemented to target drug markets within the EU, the trafficking of drugs, and the wider context within which drug smuggling occurs. Common abbreviations are listed at the end of the document alongside references.

Drug policy

Drug supply reduction issues arise in many areas of EU policy, including illicit drug policy, security, organised crime, and maritime and regional cooperation policy. While the main elements of EU drug supply reduction policy are expressed in

the EU drugs strategy 2013–20 and its action plan 2013–16, important issues are also addressed in a range of other policy areas that have a different focus. Some of the key strategic areas where actions to reduce the supply of illicit drugs are elaborated are discussed below.

The framework provided by the EU drugs strategy 2013–20 and action plan (2013–16) complements MS national strategies and supports joint actions. The strategy seeks to ensure effective and efficient use of available resources. Drug supply reduction is one of the two pillars around which the strategy is built alongside drug demand reduction and the cross-cutting areas of coordination, international cooperation, and information, research, monitoring and evaluation. In the area of supply reduction, several challenges have been identified (see Table 1). 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 NPS. In addition, the strategy notes the importance of preventing the diversion of drug precursors and cutting agents from licit trade that can be used for the illicit manufacture of drugs. It responds to these challenges through its objective to disrupt drug markets and limit the availability of illicit drugs (Council of the European Union, 2012a).

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.

Both the policy cycle and the EU drugs strategy contribute

to the implementation of the European Agenda on Security (European Commission, 2013). These strategic tools are designed to complement each other, providing effective coordination of EU-level policy actors and ensuring that all aspects of drug supply reduction are addressed.

Security policy

The production and trafficking of drugs are key issues in the European Agenda on Security 2015–20 (Council of the European Union, 2015a). Drug smuggling has been identified as one of the activities contributing to organised cross-border crime. It challenges border control and the movement of people and goods and is a financing tool for terrorist and organised crime groups. These activities undermine the area of freedom, security and justice created by the EU. The European Agenda on Security notes the dynamic nature of drug markets, in particular the production of NPS within and outside the EU. It also underlines the key role played by the EU policy cycle on organised and serious international crime against drug trafficking in security policy. The European Agenda on Security recognises the importance of security issues in dialogues with third countries and that the European Neighbourhood Policy (ENP) provides a means to achieve this. It also notes the European Maritime Security Strategy's role in addressing drug trafficking as a security issue. This includes, for example, the use of coordinated patrol actions and interoperable information systems. Similarly, it supports the approach taken in the European Agenda on Migration, given the links between organised crime groups involved in the trafficking of drugs and the facilitation of illegal migration (European Commission, 2015a; 2015b).

The policy cycle

Through the EU policy cycle on organised and serious international crime (the policy cycle), EU MS coordinate common priorities and operational action. The Standing Committee on Operational Cooperation on Internal Security (COSI) steers this process and brings together MS law enforcement officials, the Commission and specialised EU agencies. The policy cycle provides a methodology for an

TABLE 1

Distribution of objectives and actions in the 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

FIGURE 1

The policy cycle on organised and serious crime
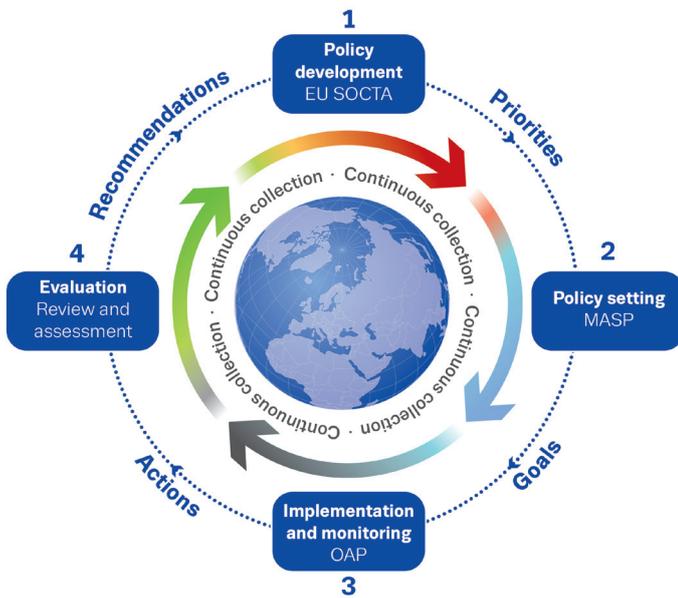
Source: EMCDDA and Europol, 2016.

intelligence-led approach to security issues such as organised crime and the production and trafficking of illicit drugs. It targets available resources in view of immediate, mid-term and long-term security threats and risks. Amongst the priorities in the 2014–17 policy cycle, three directly concern drug trafficking: reducing the production and trafficking of cocaine, heroin and synthetic drugs.

The process involves the Presidency of the Council, COSI and the European Commission developing a Policy Advisory Document based on the Serious Organised Crime Threat Assessment (SOCTA) developed by Europol. 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 Strategic Plans (MASPs) are established and implemented through Operational Action Plans (OAPs), both of which are developed by the MS, the Commission and the EU agencies under COSI's coordination. Following this, project groups are established to manage each operational action plan (see Figure 1) (Council of the European Union, 2010; EMCDDA and Europol, 2013).

Maritime security

The EU has one of the world's most open trading economies, with links extending to all corners of the globe. Many factors, including weak governance structures and state destabilisation in countries near the EU, enhance the opportunities for maritime smuggling and piracy. Given that over 70 % of the EU's external borders are maritime, these factors pose

significant threats to the Union's interests. The EU's Maritime Security Strategy and its accompanying action plan seek to address the range of issues, including drug supply reduction, that undermine the EU's security and trade routes. The strategy identifies drug trafficking as one of a number of threats that Europe faces. Its action plan sets out areas to address this issue, including preventing drug trafficking, enhancing port and maritime security, developing maritime surveillance, coordinating maritime patrolling among MS and increasing law enforcement operations coordinated by the Maritime Analysis Operations Centre — Narcotics (MAOC-N) (Council of the European Union, 2014a; 2014b).

A regional approach

The EU is actively engaged in ongoing political dialogues with third countries in its immediate geographical neighbourhood and other parts of the world through EU delegations and the European External Action Service (EEAS). This process involves working with other regions and countries to achieve common goals, such as strengthening democracy and the rule of law, supporting trade, and promoting sustainable and alternative development. Drug issues often feature in these political conversations and are a feature of various EU-level policy documents including, drugs-specific and broader strategies, regional programmes, and political declarations and agreements. The approach taken in these documents reflects the principles and objectives of EU drug policy set out in the EU drugs strategy (2013–20) and other key documents addressing drug problems. Action 38 of the EU action plan on drugs (2013–16) seeks to 'reinforce cooperation and update and implement dialogues, declarations and EU drugs action plans with partners, including: (a) acceding countries, candidate countries and potential candidates; (b) European Neighbourhood Policy countries; (c) the United States of America, the Russian Federation; (d) other countries or regions of priority notably: Afghanistan and Pakistan, Central Asian republics, China, Latin America and the Caribbean (CELAC), and Africa, in particular West Africa' (Council of the European Union, 2013a).

The EU's regional approach to ongoing cooperation and dialogue on drugs can be seen, for example, from the aims of the EU-Central Asia Action Plan on Drugs (2014–20). It recognises the security threat common to the Central Asian countries and the EU from drug trafficking from Afghanistan, particularly in the context of the International Security Assistance Force withdrawal (Council of the European Union, 2013b). The EU-Western Balkans commitment to fight against drugs called for the continued implementation of the 2009–13 action plan on drugs for the region. Following the EU's balanced approach to drug policy — between supply and demand reduction measures — the action plan

supports a range of approaches. This includes addressing the rapid changes in drug trafficking routes and preventing the diversion of precursor chemicals (Council of the European Union, 2009; 2014c). The Community of Latin American and Caribbean States (CELAC) is a political cooperation mechanism established in 2010, bringing together 33 Latin American and Caribbean countries. A wide range of demand and supply issues are addressed in the EU-CELAC action plan (2013–15), which, for example, supports actions against illicit trade in and diversion of drug precursors, cooperation against money laundering and alternative development (Council of the European Union, 2013c; 2015b). The overarching framework for political cooperation between the EU and Africa is provided by the joint Africa-EU strategy and its roadmap (2014–17). Here, European and African leaders have stated their commitment to addressing shared security challenges, including efforts to address drug trafficking (Council of the European Union, 2007; 2014d). Afghanistan is the largest recipient of aid from the EU, which has made a long-term commitment to working with the country. As Afghanistan is the world's largest cultivator of illicit opium, supporting efforts to tackle the production and trafficking of illicit drugs are established as objectives in the EU strategy in Afghanistan (2014–16) (Council of the European Union, 2014e).

The EU institutional system

Issues related to the production and trafficking of illicit drugs, including supply, arise in the work of various institutions, bodies and EU agencies (see Figure 2). These structures are responsible for designing and implementing the strategies that direct the EU's drug supply reduction measures, as well as the EU's cooperation with its international partners. Together, these different EU structures function to provide a comprehensive set of measures to reduce the supply of illicit drugs. The role played by these different EU structures is discussed in the section below.

Institutions

The EU has several institutions ([1]), with drug supply reduction issues mainly arising in the work of the European Parliament, the Council of the European Union and the European Commission. The European Parliament's functions include passing laws, in conjunction with the Council of the European Union, through the ordinary legislative procedure that applies to many areas of EU law, approving the EU budget and

discussing EU policies (European Parliament, 2013). 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').

The Council of the European Union (the Council) performs a diverse set of functions. It adopts legislation (often in conjunction with the European Parliament), plays a policy coordination role for the MS, devises the EU Common Foreign and Security Policy (CFSP), signs off on agreements between the EU and third countries, and adopts the EU's annual budget (Council of the European Union, 2013d). Drug issues arise in the work of many Council working groups, in particular COSI and the Horizontal Working Party on Drugs (HDG). COSI plays a leading role in defining, implementing, monitoring and evaluating EU activities in the policy cycle (Council of the European Union, 2010). The HDG plays a central role in the development of EU drugs strategies and action plans and its purview encompasses all areas of drug demand reduction and drug supply reduction (Council of the European Union, 1999).

The European Commission has a wide range of tasks (European Commission, 2015c). This includes the right of initiative to propose new legislation, as well as ensuring MS correctly implement EU laws. Alongside drafting the EU's annual budget and overseeing how funds are used, the Commission undertakes international negotiations on behalf of the EU. The Commission consists of 33 departments known as Directorates-General (DGs) and drug supply reduction issues arise in different areas of its work. Additionally, the Commission is responsible for managing the EU's security policy, migration and asylum policy, and the financing of activities in the home affairs area. The Commission is responsible for specialised EU agencies like the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and the European Union's law enforcement agency (Europol), which work under the DG for Migration and Home Affairs. In the area of internal security, the Commission's work covers the fight against organised crime and fostering cooperation among police forces and managing the EU's borders. The Commission addresses drug control policy in a broad sense, covering issues under drug demand reduction and drug supply reduction. These include the monitoring and evaluation of EU MS measures directed at the reduction of drug use and the prevention of drug-related crime and drug trafficking. The Commission proposes measures for the control of NPS and ensures the implementation of EU laws to prevent the diversion of drug precursors. It also promotes European cooperation in addressing drug problems through the provision of financial assistance.

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 EEAS (TEU article 27) (Council of the European Union, 2012b). The High

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([1]) 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.

FIGURE 2

Main EU structures addressing drug supply reduction issues
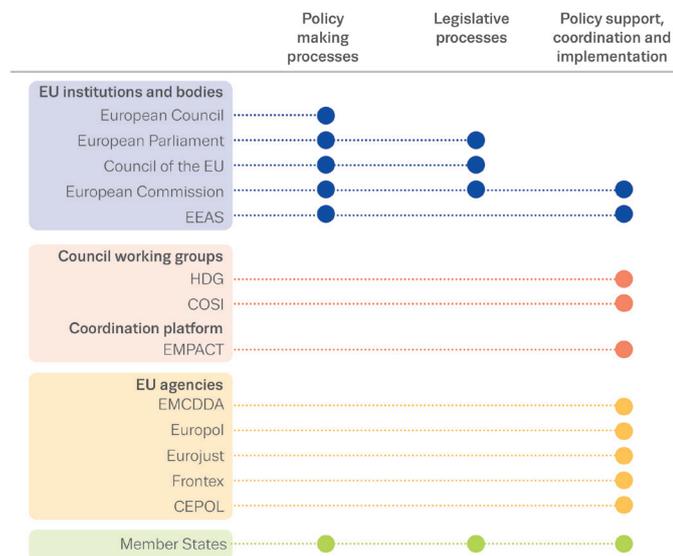
Source: EMCDDA and Europol, 2016.

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 develops policy proposals and implements them after approval from the Parliament and the Council (European External Action Service, 2015). The EEAS 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, which is responsible for the CFSP. Additionally, the EEAS carries out the strategic programming for EU external assistance, which is then implemented by EuropeAid.

| Agencies

The EMCDDA provides the EU and its MS with factual, objective, reliable and comparable information at European level concerning drugs and drug addiction and their consequences (EMCDDA, 2010). 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, 2016). It also operates the Early Warning System on NPS in conjunction with Europol and conducts risk assessments.

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 SOCTA and the EU Terrorism Situation and Trend Report, which inform policymaking and planning processes, such as the policy cycle. It works with EU MS through Europol national units and functions as a specialist information hub, supporting policing operations throughout the EU. It operates the Europol Criminal Assets Bureau and the Europol Cyber Crime Centre. Europol provides secretariat services for the Camden Asset Recovery Inter-Agency Network (CARIN). It facilitates action under the EU policy cycle through its specialised information services and supports the European Multidisciplinary Platform against Criminal Threats (EMPACT) through which coordinated operational actions are implemented.

Drug supply reduction issues arise in several areas of the work of the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex). 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 UNODC and the Central Asia Border Security Initiative. Frontex is responsible for coordinating the European Border Surveillance System called Eurosur (Frontex, 2015a; 2015b).

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 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. It facilitates the implementation of the policy cycle through the provision of specialised training workshops on the development of strategic plans and projects. Cepol works with MS police training colleges to deliver training (Cepol, 2015).

Eurojust is the EU judicial cooperation unit. Its work covers the activities of organised crime groups, such as drug trafficking and money laundering. It can request MS to investigate or prosecute a crime, to work together and to establish a Joint Investigation Team (JIT). It works closely with the European Judicial Network and Europol, and assists national authorities with the use of mutual legal assistance and mutual recognition legal tools (e.g. European arrest warrant). Eurojust also works with EU MS on the use and coordination of controlled deliveries of illicit drugs (Eurojust, 2015a).

Disrupting European drug markets

The operation of drug trafficking routes challenges the security of the EU in different ways. It can compromise the safety of commercial cargo transport routes, while the profits derived from the illicit drugs industry can infiltrate the financial system and be used to finance other illegal and terrorist activities. The EU has adopted different measures to counteract these challenges. These range from developing intelligence-led policing and surveillance to legislative and other tools to target criminal profits. This section of the Paper sets out examples of some of the main responses being used to target European drug markets.

Intelligence-led policing

Effective cooperation mechanisms for the EU and its MS and the development of intelligence-led policing are central to the EU's approach to tackling organised crime. Europol is at the core of the EU's use of intelligence-led policing and it works with Interpol and other police forces internationally to reduce the supply of illicit drugs and target organised crime groups involved in their production and trafficking. Europol's SOCTA and other intelligence reports and threat assessments are used as priority-setting tools for the Council's working groups in defining which crime areas need to be urgently addressed. As already explained, EMPACT is a coordination platform for the EU MS and institutions to implement operational

law enforcement actions, supporting defined EU-level crime priorities from the policy cycle. Bringing together representatives from the MS, EU agencies, public and private organisations, and third countries, it is multidisciplinary in nature. It is here that the crime priorities agreed by the MS representatives at COSI are implemented by National EMPACT Coordinators.

Legal measures

The EU has adopted legislative tools that allow MS to work together to address cross-border criminal activities such as the production and trafficking of drugs. Legislation has been designed to discourage and disrupt drug smuggling and bring organised crime groups to justice (Table 2). A response to the emergence of NPS involving a three-step process of information exchange, risk assessment and control has been implemented, resulting in EU-wide bans on certain drugs. 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 constitute the criminal act of drug trafficking and its punishment.

The timely and efficient exchange of information to support policing lies at the core of cooperation between law enforcement

TABLE 2
EU legislation related to drug supply reduction

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 Implementing Decision of 25 September 2014 on subjecting 4-iodo-2,5-dimethoxy-N-(2-methoxybenzyl)phenethylamine (25I-NBOMe), 3,4-dichloro-N-[[1-(dimethylamino)cyclohexyl]methyl]benzamide (AH-7921), 3,4-methylenedioxypyrovalerone (MDPV) and 2-(3-methoxyphenyl)-2-(ethylamino)cyclohexanone (methoxetamine) to control measures ([2])
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

([2]) See http://www.emcdda.europa.eu/activities/action-on-new-drugs

agencies. A number of legal acts have been adopted to facilitate better flows of information between MS competent authorities. 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 MS can be no more constraining than national-level standards. The Prüm Decision made provision for the automated exchange of information (DNA, fingerprints, vehicle registrations) needed for criminal investigations and the participation of MS law enforcement personnel in joint operations in the territory of another MS.

Regulating drug precursors

The production of pharmaceuticals, perfumes, plastics, cosmetics and other products involves the use of chemicals that can also be used for the illicit manufacture of drugs. For example, the manufacture of plastics, textiles, dyes, photochemical agents, perfumes and cigarette filters requires the use of the acetylating agent acetic anhydride. This chemical is also a reaction agent used in illicit heroin production, with between a litre and a half of acetic anhydride needed to produce a kilogram of heroin. The trade in drug precursors has been regulated at both the UN and EU levels to facilitate legitimate uses and prevent diversion. Article 12 of the 1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances calls for signatories to control and monitor the trade in drug precursors. At the EU level, Article 12 is implemented through two regulations that control the trade between EU MS and between the EU and third countries:

- Regulation (EC) No 111/2005 on trade in drug precursors between EU and third countries, amended by Regulation (EU) No 1259/2013;

- Regulation (EC) No 273/2004 on trade in drug precursors within the EU, amended by Regulation (EU) No 1258/2013.

The EU has also developed closer cooperation through bilateral agreements with 11 countries (Bolivia, Chile, China, Colombia, Ecuador, Mexico, Peru, Russia, Turkey, the United States of America and Venezuela). Through these agreements the EU and its partners cooperate in monitoring, exchanging information and providing mutual administrative assistance (European Commission, 2016a; 2016b; 2016c).

Pursuing the proceeds of crime

Denying organised crime groups the profits from drug trafficking is an important EU policy priority. Both the European Agenda on Security (2015–20) and the EU action plan on drugs (2013–16) support measures against criminal assets

TABLE 3

EU legislation targeting the proceeds of crime (in chronological order)

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
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
Regulation (EU) 2015/847 of the European Parliament and of the Council of 20 May 2015 on information accompanying transfers of funds and repealing Regulation (EC) No 1781/2006
Directive (EU) 2015/849 of the European Parliament and of the Council of 20 May 2015 on the prevention of the use of the financial system for the purposes of money laundering or terrorist financing

through enhanced judicial cooperation in cross-border money laundering cases and the development of EU legislation on asset confiscation and recovery and money laundering (European Commission, 2015b; Council of the European Union, 2013a). A basis exists from which MS 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 (see Table 3). EU legislative tools against money laundering were strengthened in 2015 with the launch of a directive on preventing financial systems being used for money laundering or terrorist financing and a regulation on information accompanying fund transfers (European Parliament and the Council of the European Union, 2015a; 2015b).

The European Commission works with different organisations, committees and networks to develop and implement anti-money laundering responses. It is a member of the international Financial Action Task Force (FATF) and EU measures against money laundering are built on the best practice developed by the Task Force. The European Commission is also assisted in its work by the Expert Group on Money Laundering and Terrorist Financing, the Committee on the Prevention of Money Laundering and Terrorist Financing and the Joint Committee of European Supervisory Authorities. It also works with the informal network of EU financial intelligence units (FIUs) and the EU agencies Europol and Eurojust also support the EU's anti-money laundering measures (European Commission, 2015e).

Given the cross-border nature of money laundering, regional and international networks play an important role in facilitating action against the assets of drug traffickers. Europol provides

permanent support to the CARIN, which includes EU MS. Covering more than 50 jurisdictions, the informal network is connected with other asset recovery networks around the world and assists in asset recovery proceedings. It addresses all stages of the process of asset recovery including asset tracing, freezing and seizing, management, confiscation/forfeiture and sharing (Europol, 2013).

Eurojust works with EU MS to target money laundering. It facilitates and supports cross-border investigations. In 2014 there were 220 money laundering cases registered with Eurojust. Often, cases in this area are dealt with alongside fraud and participation in organised crime group membership offences (Eurojust, 2015b). For example, in 2013 a Spanish and Belgian police operation targeted a drug trafficking and money laundering network. Alongside 5 301 kg of cannabis, two fishing boats, 77 vehicles, 20 buildings and five companies were among the assets seized totalling EUR 13.7 million. Eurojust funded operational meetings, produced a range of analytical reports (forensic, operational, social network analysis) and deployed its mobile office and Universal Forensic Extraction Device to analyse mobile phones (Eurojust, 2015c).

Financial tools

As part of its comprehensive drug supply reduction approach, the EU finances a wide range of activities within and outside the EU. Financial instruments with a broad focus are used to implement the drug supply reduction, international cooperation and other objectives of the EU drugs strategy (2013–20) and its action plan (2013–16) (see Table 4). These instruments fall into four categories: framework programmes (e.g. the Internal Security Fund), 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 contributing to Stability and Peace). The tools are funded through the EU budget and in cooperation with consortiums of MS and international partners (European Commission, 2015f; 2015g; 2015h; 2015i).

Maritime initiatives

Organised crime groups frequently attempt to move illicit drug shipments by sea, either through their own ships or via legitimate commercial vessels that carry cargo containers. As more than 70 % of the EU's external borders are maritime, illicit drug smuggling at sea poses a significant challenge. The European Agenda on Security (2015–20), the EU drugs strategy (2013–20), and the European Maritime Security Strategy seek to target maritime drug trafficking (Council of the

TABLE 4

EU financial instruments supporting drug supply reduction

EU internal action
The Internal Security Fund (ISF) ▪ ISF Borders and Visa ▪ ISF Police The Justice Programme The EU Health Programme Horizon 2020
EU external action
Instrument contributing to Stability and Peace (IcSP)
Instrument for Pre-accession Assistance (IPA II)
European Neighbourhood Policy (ENP) ▪ European Neighbourhood and Partnership Instrument ▪ TAIEX (Technical Assistance and Information Exchange)
Development and Cooperation Instrument (DCI)
European Development Fund
European Instrument for Democracy and Human Rights

European Union, 2012a; 2014a; 2014b; European Commission, 2015a). A number of broad and targeted measures adopted by the EU and its MS support the implementation of these policies and play a role in increasing maritime security and reducing the possibility for illicit drug smuggling.

Maritime interdiction, like all forms of maritime security and safety, is based on solid information-sharing networks. The ongoing development of the Common Information Sharing Environment for Maritime Surveillance in Europe (Maritime CISE) seeks to strengthen the security capabilities of the European maritime domain. As a voluntary information-sharing tool, the Maritime CISE aims to build on EU MS' existing information systems. It provides access to an almost real-time situational awareness that includes a European list of suspicious vessels of all types and sizes, automated cross-border exchange of MS ship registry data, and a traffic picture based on merged civilian and military tracking systems. While designed with a broad purpose and supporting increased interoperability in EU information systems, the Maritime CISE will contribute to making the EU a difficult maritime smuggling environment for drug traffickers (European Commission, 2014a).

The economies of the EU and its partners are reliant on secure and reliable supply chains to support global trade. The Container Security Advanced Information Networking (CONTAIN) project demonstrated the operation of an EU surveillance system for shipping containers. It was designed to assist supply chain operators with, for example, risk profiling of containers through making the history of a specific container's movements available and installing container-integrated sensors (European Commission, 2011). While CONTAIN ran between 2011 and 2015, the lessons from it and similar projects have been taken

forward by the CORE project. It aims to demonstrate that a Consistently Optimised REsilient (CORE) ecosystem can guarantee the secure transit of goods in the global supply chain. The project aims to consolidate the solutions developed during projects such as CONTAIN (European Commission, 2015d).

The European Borders Surveillance System (Eurosur) is designed to enhance situational awareness and reaction capabilities at the EU's external borders in order to counter cross-border crime and irregular migration. National Coordination Centres (NCCs) bring together the range of national authorities responsible for border security in one team and share information with other MS and Frontex. Based on the situational data from NCCs, Frontex develops the European situational picture and the pre-frontier intelligence picture beyond the Schengen area and EU borders. Eurosur has allowed the intelligence resources and interception capabilities of different EU MS and Schengen countries to be used in a complementary way to interdict illicit drug smugglers. Currently covering all Schengen area countries as well as Bulgaria, Croatia and Romania, Eurosur is supported by an indicated budget of EUR 244 million between 2014 and 2020 (European Commission, 2014b).

Organised crime groups are subject to significant financial losses when bulk shipments of illicit drugs are interdicted. Given the strategic importance of the Atlantic Ocean to drug traffickers seeking to smuggle their products into Europe, the Maritime Analysis Operations Centre — Narcotics (MAOC-N) was established in 2007. This was the result of an initiative taken by seven EU MS (Ireland, Spain, France, Italy, the Netherlands, Portugal and the United Kingdom) when they came together to sign an inter-governmental treaty. The European Commission provides funding for MAOC-N, which is based in Portugal. A range of national services (police, customs, military and maritime authorities) are represented by Country Liaison Officers at MAOC-N, while the United States of America is also represented by a permanent observer from the Drug Enforcement Administration. Operations supported by MAOC-N resulted in the seizure of more than 80 tons of cocaine and over 250 tons of cannabis between 2007 and July 2014. MAOC-N is involved in the operational action plans of the EU policy cycle (MAOC-N, 2015).

Targeting international drug trafficking

Today's globalised world is characterised by the operation of extensive international trade routes and the infrastructure that supports it at the national level. Organised crime groups readily exploit land, sea and air networks in order to move production materials and illicit drugs. The EU is involved in

several international initiatives with different organisations and countries aimed at disrupting these criminal activities. Both the EU drugs strategy (2013–20) and its action plan (2013–16) designate international cooperation as an important cross-cutting issue. The EU is involved in a range of projects and initiatives around the world designed to reduce the supply of illicit drugs. It does this by supporting and working with different partners. For example, the EU contributes to action against the production and trafficking of drugs through its financial support via the European Commission for the UNODC. Below, we describe some of the main responses being undertaken by the EU and its international partners.

The Container Control Programme

Maritime shipping lies at the heart of today's global economy. As many goods spend some portion of their transit in sea-bound vessels, the movement of cargo containers is a significant global industry, with 500 million shipped annually (UNODC and WCO, 2015a). Established and busy maritime routes are often targeted by organised crime groups trying to get manufacturing materials (precursor chemicals) and illicit drugs to production sites and drug markets. The Cargo Container Programme (CCP) is a joint initiative operated by the UNODC and the World Customs Organization (WCO) aimed at capacity building. Several EU MS and the European Commission are financial donors for the programme. It currently has 40 participating countries. Through the programme Port Control Units (PCUs) staffed with law enforcement specialists are established close to container terminals. The CCP contributes training and equipment and facilitates collaborative working. PCUs are assisted in their work by a number of WCO tools. The ContainerComm system enables secure communication between PCUs and has 700 active users worldwide, while the Container Targeting System provides automated risk profiling. The CCP was established in 2004 and between then and 2014 some 100 tons of cocaine, almost three tons of heroin, 60 tons of cannabis and 1 275 tons of drug precursors were seized by PCUs. (UNODC and WCO, 2015). In 2015, some 26 173 kg of cocaine (85 seizures), 440 kg of heroin (16 seizures), 3 679 kg of cannabis (16 seizures) and 58 360 litres of drug precursors (two seizures) were seized (UNODC and WCO, 2016).

The Cocaine Route Programme

Since 2009 the European Commission has been working with its international partners to implement the Cocaine Route Programme. Through the Instrument contributing to Stability and Peace (IcSP), the Commission has contributed roughly EUR 50 million to the programme, supporting the implementation of projects in over 40 countries. The programme seeks to support regional and trans-regional law enforcement

and judicial cooperation in countries on the cocaine trafficking route. It does this through projects that address drug interdiction, targeting the proceeds of crime and enhancing information exchange (European Commission, 2015j).

Three of the Cocaine Route projects focus on cocaine trafficking: the Airport Communication Programme (AIRCOP), the Seaport Cooperation Programme (SEACOP) and Prevention of the diversion of drugs precursors in the Latin American and Caribbean region (PRELAC). AIRCOP seeks to disrupt drug trafficking in origin and transit countries by strengthening the interdiction capacity of international airports in African and Latin American and Caribbean countries. Set to run between January 2010 and December 2016, the programme is being implemented by the Commission with UNODC, INTERPOL and the WCO. Under the programme Joint Airport Interdiction Task Forces (JAITFs) are established and the WCO's CENcomm communication system and INTERPOL's I-24/7 system are installed at key airports. JAITFs have seized 614 kg of cocaine, 449 kg of cannabis, 83 kg of heroin, 336 kg of methamphetamines and 1 396 kg of counterfeit drugs as of February 2015 (European Commission, 2015k). SEACOP helps countries tackle maritime trafficking. It is being implemented between July 2010 and December 2016 in West African and Eastern Caribbean countries by the Commission and a consortium of EU MS including Spain, France, Portugal and the United Kingdom. Through the provision of equipment and training SEACOP supports the establishment of maritime control and intelligence units, the enhancement of information systems and improved operational cooperation. Some 24 training courses had been delivered, seven Joint Maritime Control Units established, and four regional workshops held by March 2015 (European Commission, 2015l). PRELAC focused on stopping the diversion of drug precursors and non-scheduled chemical substances from licit purposes to drug production. The project was implemented by the Commission and UNODC between March 2009 and February 2016 in Central and Latin American countries. The project was supporting the development of a regional-level precursor information-sharing system, building inter-agency cooperation, and the involvement of the private sector in national and regional prevention measures. Some 3 649 people had been trained at 109 events, 18 colloquia held with the private sector and 10 studies undertaken by March 2015 (European Commission, 2015m).

Facilitating law enforcement and judicial information exchange is addressed by two Cocaine Route Programme projects: Facilitating the collection, centralisation, management, sharing and analysis of police information in West Africa Police Information System (WAPIS) and a programme to strengthen cooperation of law enforcement, judicial and prosecuting authorities in Latin America and the Caribbean (AMERIPOL-EU). WAPIS was designed to assist West

African police forces respond to drug trafficking through the construction of a regional-level police information system that has global links. The initial pilot to develop WAPIS was implemented by the Commission and INTERPOL and involved four countries and ran from September 2012 to October 2015. The project supported the establishment of national data collection centres and the operational and functional environment needed to support the collection and registration of data. By March 2015 some 10 000 existing paper-based police files had been scanned into the system, with INTERPOL Country Offices regularly providing assistance (European Commission, 2015n). The AMERIPOL-EU project was aimed at improving the exchange of police information and judicial cooperation in regional and trans-regional investigations. Running between January 2011 and December 2015, the project was implemented by the European Commission and a consortium of EU MS including Spain, Portugal, the United Kingdom and Italy. AMERIPOL Units have been established in six countries and best practices such as JITs and the use of Intelligence Working Files are being promoted alongside the creation of a secure information exchange platform. To date over 850 kg of cocaine and over EUR 11 million in cash, boats, vehicles and property have been seized as a result of the project (European Commission, 2015o).

The proceeds of crime are targeted by two of the Cocaine Route Programme's projects: Supporting anti-money laundering and financial crime initiatives in West Africa (AML-WA) and Supporting anti-money laundering and financial crime initiatives in Latin America (GAFILAT-EU). AML-WA aimed to establish anti-money laundering measures in the non-banking financial and designated non-financial business and professions areas in four participating countries, as well as strengthening the capacity of FIUs. The project ran between January 2013 and June 2015 and was implemented by the Commission and a consortium of EU MS including Spain, France and the United Kingdom. It improved knowledge of the anti-money laundering situation in the concerned sectors facilitated better access to analytics for FIUs, and facilitated experience of financial investigations compliant with the FATF recommendations and interaction with other countries and agencies involved in asset recovery. A total of 125 people were trained during the project in 11 training missions, 12 assessment missions were undertaken and four expert roundtable sessions were held (European Commission, 2015p). The GAFILAT-EU project seeks to strengthen the coordinated action undertaken by the Member States of the Financial Action Task Force of South America (GAFILAT) in addressing organised and financial crimes. It does this by improving preventative systems, enhancing capacities to address asset laundering investigations, fostering administrative, judicial and police cooperation, and compliance with the international standards of the FATF. Through the project, situational assessments of

money laundering legislation in the non-banking sector and investigative capacity have been undertaken, as have efforts to increase standardisation of investigation capacities, and the establishment of cooperation agreements. Running between January 2010 and December 2016 the project is implemented by the European Commission and GAFILAT. Up to March 2015 some 17 training courses and 12 conferences were held, with 1 020 officials receiving training, while four joint operations took place (European Commission, 2015q).

Launched in December 2015, the CRIMJUST Project's objective is to enhance criminal justice cooperation and investigation in selected countries on the route identified by the Cocaine Route Programme. The project is set to run for four years and is designed to support criminal justice entities in prosecuting drug traffickers. It aims to foster inter-regional action against drug trafficking and to strengthen the integrity of criminal justice entities (European Commission, 2016d).

The Cocaine Route Monitoring and Support Project aims to enhance synergies between the other projects that constitute the Cocaine Route Programme. It is tasked with ensuring that the project remains coherent both internally among its constituent parts and externally among other EU and EU MS projects. It is implemented by the Commission and the Royal United Services Institute for Strategic Studies (European Commission, 2015r).

The Heroin Route Programme

The trafficking of heroin from Afghanistan to Europe poses a range of shared security challenges for the EU and the countries smuggling routes pass through (EMCDDA and Europol, 2016). With funding from the IcSP, the 'Fight against trafficking in human beings and organised crime along the Heroin Route' programme was established to counter the threat posed by organised crime groups. It enables the EU to work in partnership with different organisations and governments impacted by the smuggling routes that pass through Afghanistan, Pakistan, the Central Asian countries, the Caucasus, the Black Sea Basin and the Western Balkans. A number of ongoing projects have been established since the programme's launch in 2008 (European Commission, 2014b).

The 'Fight against trafficking from and to Afghanistan' project was set up during phase one of the programme. Its overall aim is to enhance the capacity of the regional agencies and institutions to respond to drug trafficking and engage in projects against smuggling. The project is being led by the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) GmbH on behalf of the German Federal Government. It is built on a partnership approach and involves the UNODC, Interpol and the Drug and Organized Crime Coordination

Unit of the Economic Cooperation Organization. A budget of EUR 9.5 million was allocated to the project between 2009 and 2014. The project's first component focused on developing the capacity of the Drug and Organized Crime Unit of the Economic Cooperation Organization (ECO) so it could become a regional coordination platform for anti-trafficking measures. The second component of the programme sought to strengthen the National Central Bureaus established by INTERPOL in Afghanistan, Pakistan, and Iran to facilitate the further expansion of INTERPOL's I-24/7 secure police communication system. Stopping the flow of drugs and drug precursors though the creation of a cooperation network of border control units in land, air and sea ports was the aim of component three. It was focused on Afghanistan, Azerbaijan and Kazakhstan and was carried out within the context of the UNODC and WCO's Container Control Programme. The German Federal Criminal Police Office led the implementation of component four, which established a forensic laboratory network in the countries of the ECO (European Commission, 2014b).

Three separate projects were launched during the second phase of the Heroin Route Programme. The 'Heroin route II — container control along the heroin route' project was aimed at supporting the establishment of inter-agency PCUs to facilitate engagement with the UNODC and WCO's Container Control Programme (CCP). Focused on countries bordering the Black Sea (Armenia, Georgia, Republic of Moldova and Ukraine), EUR 1.8 million for the project was provided through the IcPS. The 'Heroin route II — information networks along the heroin route' project aimed to enhance law enforcement cooperation and coordination through developing the capacity of platforms such as the Central Asian Regional Information and Coordination Centre. Led by the International Foundation of Administration and Public Policies of Spain, a consortium of EU MS are involved in the project, which was allocated EUR 2.7 million. The 'Support to the fight against trafficking in human beings in Azerbaijan, Bosnia and Herzegovina, Republic of Moldova and Turkey' project was established to enhance information gathering and exchange to support cooperation on regional law enforcement. It is being implemented by a consortium of EU MS and the International Centre for Migration Policy and Development (European Commission, 2014b). Phase three of the Heroin Route Programme was launched in 2014 and is ongoing.

Border management

The operation of modern border controls lies at the heart of maintaining reliable trade routes and safe and secure societies. The Border Management Programme in Central Asia aims to contribute to the security of Central Asian countries (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan). It seeks to do this by continuing to implement

features of integrated border management, enhancing the management of the movement of people and goods at border crossing points and developing the capacity of border agencies. The programme receives funding though the EU's DCI and was allocated EUR 33.6 million between 2003 and 2014. Phase nine of the programme runs between 2014 and 2017, with a contribution of EUR 5.5 million from the EU and a consortium of EU MS (European External Action Service, 2014).

The Paris Pact Initiative

Launched in 2003, the Paris Pact Initiative is a partnership involving over 70 countries and several international organisations to address the trafficking and consumption of opiates from Afghanistan. This partnership approach was adopted at the Ministerial Conference on Drug Routes from Central Asia to Europe, at which the Paris Pact was established. Shared responsibility for the problem was recognised and agreement made to increase national capabilities and regional partnerships against heroin trafficking. Two high-level meetings were subsequently held in Moscow and Vienna, producing declarations in 2006 and 2012 reaffirming political support for the pact. The Vienna Declaration set out support for regional initiatives to address opiate trafficking from Afghanistan, detecting and blocking financial flows linked to the trade, preventing the diversion of drug precursors, and reducing drug abuse and dependence (UNODC, 2013a). UNODC performs a central role in the initiative, which facilitates coordination and synergies between other relevant projects and provides a mechanism for information exchange that informs policymakers. The Consultative Mechanism and Automated Donor Assistance Mechanism was established under the first phase of the initiative. This was aimed at improving border controls in West and Central Asia, supporting the establishment of legal and institutional structures in key countries and improving regional cooperation between Europe and West and Central Asia. During phase II, the Research and Liaison Officers Network was established. The analysts work with UNODC field office staff to construct a picture of opiate trafficking. The Rainbow Strategy was also launched during phase II, providing a framework to implement actions agreed by the partners on a range of issues. Among these are the three phases of Operation TARCET (targeted anti-trafficking operation in the region that will enhance communication, expertise and training), which have focused on precursor control (UNODC, 2011a; 2011b). The evaluation of phase III of the initiative found that it had contributed to a convergence of perspectives and priorities among the partners in addressing opiate trafficking from Afghanistan (UNODC, 2012). Phase IV of the initiative runs between 2013 and 2016 and provides continuing support for the objectives established in the Vienna Declaration (UNODC, 2013b).

Action against drug precursors

The International Narcotics Control Board (INCB) is responsible for monitoring the global trade in drug precursors that can be used for the illicit manufacture of drugs. It operates several tools in conjunction with national governments to assist with its work. In participating countries, Central National Authorities operate the INCB's Pre-Export Notification (PEN) system. This facilitates transaction visibility and monitoring of importers and exporters. PEN is used by national authorities to scrutinise suspicious incoming chemical shipments and to halt their movement through licit trade channels. It also operates the Precursors Incident Communication System, which is used to exchange information on operational issues, build cases, and gain awareness of emerging and unscheduled substances (INCB, 2016).

Two ongoing international projects are operated by the INCB's Precursor Task Force to target the trade in drug precursors. Project Cohesion targets chemicals used in the illicit manufacture of heroin (acetic anhydride) and cocaine (potassium permanganate), while project Prism addresses chemicals used to produce amphetamine-type stimulants (phenylacetic acid, ephedrine and pseudoephedrine). The projects function as platforms for monitoring licit trade, preventing diversions and launching time-bound operations. Under the projects, Operation Eagle Eye was operated in two phases in 2013 and 2014 and involved 42 countries. It sought to verify the legitimacy of acetic anhydride shipments. The operation found that national controls on the trade in acetic anhydride are not as robust as those in place at the international level (INCB, 2016). This issue was one of the factors that resulted in the EU revision of the legislation on drug precursors in 2013.

COPOLAD

The Cooperation Programme on Drug Policies (COPOLAD) is one of the programmes the EU uses to support cooperation with its partners in Latin American and Caribbean countries. COPOLAD was launched in 2010 and is set to run until 2019 (COPOLAD and COPOLAD II), with the EU allocating EUR 16.5 million to the programme over this period. The programme has four main objectives: consolidation of national observatories; capacity building in the reduction of demand; capacity building in the reduction of supply; and policy support and consolidation of the EU-CELAC Coordination and Cooperation Mechanism on Drugs. In the area of monitoring, the programme has resulted in the development of national drug observatories and early warning systems in different countries. COPOLAD training and information exchanges have taken place to support the development of monitoring indicators and information analysis. Two of the partners involved in implementing the programme,

the EMCDDA and the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States (OAS) developed a joint handbook 'Building a national drugs observatory' (EMCDDA and CICAD-OAS, 2010). Different training sessions have been held on alternative development, air and maritime interdiction with different national officials as part of the supply reduction component of COPOLAD. Similarly, research and analytical tools for the development of supply reduction aspects of public policies have been created as part of the programme, including a manual on alternative development and research on air and maritime trafficking routes (European Commission, 2016e; 2016f).

Alternative development

Alternative development in countries impacted by the cultivation, production and trafficking of illicit drugs is a core part of international cooperation. Action 32 of the EU drugs action plan (2013–16) calls for alternative development to be integrated into EU programming and external assistance through projects in source and transit countries. The European Commission and the EEAS operate funding instruments that finance projects in different countries. For example, the EU is actively involved in helping Afghanistan recover from conflict and provides financial support through the DCI. In the 2014–20 Multi-annual Indicative Plan for Afghanistan, the level of indicated EU funding for the country amounts to EUR 1.4 billion (European Commission and European External Action Service, 2014a). Similarly, the EU supports alternative development in the countries where most cocaine is produced (Bolivia, Colombia and Peru), and in Latin America generally, through the European Union and the EU-CELAC action plan (2013–15) (Council of the European Union, 2013b). Under the DCI, indicative financing for 2014–20 in the region is EUR 805 million for Latin America and EUR 120 million for subregional cooperation with Central America. Drug issues are, for example, part of the programming covering the Security-Development Nexus, with indicative funding of EUR 70 million (European Commission and European External Action Service, 2014b).

Tackling the proceeds of crime

Several organisations operate initiatives aimed at depriving organised crime groups of the profits from drug trafficking. These include international organisations such as UNODC and the FATF and regionally focused financial task forces that work together in international initiatives (see Table 5).

Established as an intergovernmental body in 1989, the FATF develops standards and promotes the implementation of legislative and regulatory tools to tackle money laundering

TABLE 5

Regional financial task forces targeting money laundering

Financial Action Task Force
Caribbean Financial Action Task Force
Financial Action Task Force against Money Laundering in South America
Inter-Governmental Action Group against Money Laundering in West Africa
Middle East & North Africa Financial Action Task Force
Committee of Experts on the Evaluation of Anti-Money Laundering Measures and the Financing of Terrorism
Eastern and Southern Africa 'Anti-Money' Laundering Group
Eurasian group on combating money laundering and financing of terrorism
Asia/Pacific Group on Money Laundering

and terrorist financing. Its recommendations are regarded as the international standard to address these financial crimes. EU legislative tools for targeting money laundering are, for example, based on FATF's standards. FATF works to protect the global financial system and collaborates with other bodies and organisations to identify weaknesses in national systems and develop appropriate responses (Financial Action Task Force, 2015). For example, it has carried out research on the financial flows linked to the production and trafficking of Afghan opiates (Financial Action Task Force, 2014).

The World Bank Group and the UNODC operate the Stolen Asset Recovery Initiative. It is the main international programme focused on the recovery of public assets stolen by corrupt government officials in developing countries. It helps countries to build their capacity to investigate cases and supports these efforts through the development and provision of knowledge and technical assistance and the facilitation of cooperation. Alongside developing technical manuals, the programme runs asset recovery training workshops and responds to requests to help develop institutions and relevant legislative tools. It is also involved in advocating for the implementation of asset recovery standards such as the United Nations Convention against Corruption (UNCAC) and works with the Conference of States Parties to the UNCAC (World Bank Group and UNODC, 2015).

The Global SMART programme

Globally, amphetamine-type stimulants are, after cannabis, the second most consumed illicit drugs and the market for them is increasingly interlinked with the use of NPS. One response to the rapidly changing market place for these drugs is UNODC's Global Synthetics Monitoring: Analyses, Reporting and Trends (SMART) programme. Launched in 2008 as a means of

providing timely updates on the drugs appearing, it is mainly focused on East and South-East Asia, the Pacific, the Near and Middle East, Latin America and Africa (UNODC, 2014a). The programme aims to achieve three outcomes. It seeks to build capacity though the provision of technical support to Member States to help them collect and manage data on synthetic drugs, such as information from law enforcement. SMART also aims to increase understanding of drug problems though widely reporting and providing early warning on the emerging data. It also provides support for the development of evidence-based drug policies though the provision of policy relevant information (UNODC, 2014b).

| Conclusion

Illicit drug markets are always changing and the methods for producing and trafficking drugs also evolve as criminals seek to maximise profits and evade detection. The EU and its international partners keep pace with these changes and take action on a number of fronts against those involved in the illicit drugs trade simultaneously. This involves adopting a range of measures within and outside European borders. In particular, it requires refining the EU law enforcement, criminal justice and regulatory measures in place. It also involves assisting partner countries to build their own capacity in these areas and to develop their economies and participation in international trade by strengthening their engagement with both the EU and the global economy. This provides a responsive and ongoing basis for targeting the production and trafficking of drugs on an international scale.

The range of security challenges within and outside the EU presented by the production and trafficking of drugs requires a multifaceted policy response. To produce drugs and move the finished products to consumers, organised crime groups target and compromise commercial cargo supply networks. The movement of illicit drugs within a country and from one country to another causes damage to communities and can contribute to the destabilisation of states, undermining the rule of law. Laundering the profits from illicit drugs and moving them between jurisdictions compromises the integrity of national economies and the international financial system. The EU has set out its response to these interconnected problems arising from different stages of the production and trafficking of drugs. These issues are, for example, addressed in the EU's illicit drug, security, organised crime, maritime and regional cooperation strategies. This comprehensive approach involves the full range of EU institutions, bodies and agencies with a part to play working in collaboration with international organisations and countries around the world.

Together the actions being taken by the EU and its MS within their borders and the measures in place in source and transit countries at the centre of drug production and trafficking aim to tackle organised crime groups. This includes developing effective law enforcement structures and operations underpinned by strategic intelligence information. Similarly, enhanced border monitoring and control strengthen global supply chains, while at the same time closing down active and potential smuggling routes. Denying organised criminals access to drug markets is also complemented by blocking their use of the legal economy and financial system through legislative tools. Providing support to the countries impacted by the drugs trade is critical if they are to strengthen their legal economies and fend off the corruption and destabilisation that this trade brings. Alternative development is a critical component of this approach and the EU is actively involved in supporting countries around the world. In doing so, it helps them to enhance their own law enforcement and monitoring resources to target the drugs trade. In order to continue disrupting the production and trafficking of illicit drugs the EU and its partners are adapting responses to keep pace with changes in the way organised crime groups operate.

Abbreviations

AIRCOP: Airport Communication Programme

AMERIPOL-EU: programme to strengthen cooperation of law enforcement, judicial and prosecuting authorities in Latin America and the Caribbean

AML-WA: Anti-Money Laundering Activities in West Africa

CARIN: Camden Asset Recovery Inter-Agency Network

CCP: Cargo Container Programme

Cepol: European Police College

CICD: Inter-American Drug Abuse Control Commission

CFSP: Common Foreign and Security Policy

CONTAIN: Container Security Advanced Information Networking

COPOLAD: Cooperation Programme on Drugs Policies

CORE: Consistently Optimised REsilient

COSI: Standing Committee on Operational Cooperation on Internal Security

DCI: Development and Cooperation Instrument

DG: Directorate-General

ECO: Economic Cooperation Organization

EEAS: European External Action Service

EMCDDA: European Monitoring Centre for Drugs and Drug Addiction

EMPACT: European Multidisciplinary Platform against Criminal Threats

ENP: European Neighbourhood Policy

EU: European Union

EU-CELAC: European Union and the Community of Latin American and Caribbean States

Eurojust: EU judicial cooperation unit

Eurosur: European Border Surveillance System

FATF: Financial Action Task Force

FIUs: financial intelligence units

Frontex: European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union

GAFILAT: Financial Action Task Force of South America

GAFILAT-EU: project to support anti-money laundering and financial crime initiatives in Latin America

HDG: Horizontal Working Party on Drugs

IcSP: Instrument contributing to Stability and Peace

INCB: International Narcotics Control Board

IPA II: Instrument for Pre-accession Assistance

ISF: Internal Security Fund

JAITF: Joint Airport Interdiction Task Force

JIT: Joint Investigation Team

MAOC-N: Maritime Analysis Operations Centre — Narcotics

Maritime CISE: Common Information Sharing Environment for Maritime Surveillance in Europe

MASPs: Multi-annual Strategic Plans

MS: Member States

NCC: National Coordination Centre

NPS: new psychoactive substances

OAPs: Operational Action Plans

OAS: Organization of American States

PCU: Port Control Unit

PEN: the INCB's Pre-Export Notification system

PRELAC: Prevention of the diversion of drugs precursors in the Latin American and Caribbean region

SEACOP: Seaport Cooperation Programme

SMART: Synthetics Monitoring: Analyses, Reporting and Trends

SOCTA: Serious and Organised Crime Threat Assessment

TAIEX: Technical Assistance and Information Exchange

TEU: Treaty on European Union (Lisbon Treaty)

UNCAC: United Nations Convention against Corruption

UNODC: United Nations Office on Drugs and Crime

WAPIS: West Africa Police Information System

WCO: World Customs Organization

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| Acknowledgements

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The European Monitoring Centre for Drugs and Drug Addiction is the hub of drug-related information in Europe. Its mission is to provide the European Union and its Member States with 'factual, objective, reliable and comparable information' on drugs and drug addiction and their consequences. Established in 1993, it opened its doors in Lisbon in 1995, and is one of the European Union's decentralised agencies. The Centre offers policymakers the evidence base they need for drawing up drug laws and strategies. It also helps professionals and researchers pinpoint best practice and new areas for analysis.

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