

SEMDOC

Statewatch European Documentation &
Monitoring Centre on justice and home
affairs in the European Union

PO Box 1516, London N16 0EW, UK
tel: 0181 802 1882 (00 44 131 802 1882)
fax: 0181 880 1727 (00 44 181 880 1727)

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TRANSLATION OF LETTER

from : Presidency

dated: 8 September 1994

to : Group on Drug Trafficking and Organized Crime

Subject: Strategy to combat drug trafficking

The Dublin European Council (25 and 26 June 1990) stressed the responsibility of the individual Member States for developing an appropriate drug demand reduction programme. In addition to individual states' programmes, CELAD put forward in 1990 a European Plan to Combat Drugs, which was adopted by the European Council in Rome on 13 and 14 December 1990 (10234/1/90 REV 1 CELAD 126). The Edinburgh European Council (11 and 12 December 1992) approved the report from the European Committee to Combat Drugs – CELAD – (10589/92 CELAD 126) on the implementation of the European Plan and the indications of what in CELAD's view its future direction should be.

The Council of Ministers of Justice and Home Affairs, which met for the first time on 29 and 30 November 1993, drafted an action plan for 1994, of which the fight against drugs formed a major component. In this framework a global strategy to combat drug trafficking, to reduce demand, and to act against producer and transit third countries is to be initiated, focusing on the strengthening of controls at external frontiers and on measures to counter "drug tourism" (see 10655/93 JAI 11, p. 2).

In the following paper, the Presidency presents a draft joint strategy to combat drugs, arising out of the European Plan to Combat Drugs.

Strategy to combat drug trafficking

Situation

International drug trafficking represents a serious threat to the European Union and the rest of the world. Despite intensive efforts at national and international level, organizations of traffickers operating on an international scale are managing to smuggle large amounts of drugs into the states of the European Union.

The amounts of drugs seized in the states of the European Union compared with the amounts seized worldwide illustrate the particular importance of the EU for international drugs traffickers.

In the case of amphetamines, almost half the amount seized worldwide in 1992 was seized in the states of the EU (1 249 kg).

In the case of heroin this proportion was more than 22% (= 5 360 kg), in the case of cocaine over 6% (= 13 375 kg) and in the case of cannabis products about 14% (= 370 000 kg); it should be borne in mind that in the countries where these drugs are produced considerably larger individual seizures have been reported than in the states of the EU, which must be regarded as "target countries" for international drug trafficking organizations.

The fact that larger and larger amounts are being seized cannot obscure the fact that in the European Union drugs are available to an increasing extent.

Strategy

In order to counter the ever-increasing threat from internationally organized drug-related crime, and the associated social, economic and penal policy problems, the fight against drugs must be multi-faceted and conducted on an international level.

The following aspects, in particular, are of importance:

- I. Countries where drugs originate and are cultivated
- II. Transit states
- III. The European Union's external frontiers
- IV. Drug trafficking within the European Union
- V. Drug tourism within the Union
- VI. Money laundering
- VII. Preventing the diversion of precursors
- VIII. Police prevention measures

I. Combating the production of drugs in countries where they are cultivated or originate

1. Improve knowledge about countries where drugs are cultivated
 - by delegating police and/or customs liaison officers
 - by means of bilateral and multilateral contacts with the competent bodies.
2. Offer support to countries where drugs are cultivated or originate in tackling drug cultivation and consequent drug trafficking by means of
 - support programmes for alternative development
 - comprehensive advice on legislation
 - comprehensive advice on educating their populations
 - support in setting up authorities to combat drugs by providing advice and assistance with training and equipment
 - their closer involvement in the activities of international bodies
 - contacts between international bodies and institutions with Council of Europe working parties and the EU.

II. Combating international drug smuggling in transit between the countries where drugs are cultivated and the external frontiers of the European Union

1. Improve the exchange of information with transit states through
 - bilateral and multilateral cooperation agreements
 - rapid information links, inter alia by delegating and making use of permanent police and/or customs liaison officers
 - the use of the information systems of international organizations (UNDCP, CCC, etc.).
2. Operational measures (e.g. controlled deliveries).
3. Comprehensive advice by delegating police, customs officers and administrators .
4. Assistance with equipment and training by
 - drawing up a regional review of the situation and the structures required
 - further development of coordination mechanisms
 - improving contacts between EU bodies and the CEE states and other regions.

III. Combating international drug smuggling at the EU's external frontiers

1. Improve assessment of the situation by exchanging regional situation reports. To supplement the situation report, national cases of interest, new modi operandi and unusual smuggling methods could be notified.
2. Frontier cooperation between neighbouring police forces and customs administrations (exchange of information).
3. Appoint contact officials at
 - external air frontiers (international airports)
 - external land frontiers and
 - external maritime frontiers (ports).

4. Basic and further training.
5. Easier entry of information in wanted persons lists held at frontiers.
6. Mobile search squads to be set up by the competent authorities for targeted use against drug-related crime at the EU's external frontiers.
7. Cooperation with the transport industry.
8. Streamline and improve the effectiveness of existing information systems, develop and apply appropriate additional aids to searches.
9. Transfrontier access to case investigation data bases.
10. Better control facilities at the external frontiers.

IV. Combating drug smuggling within the EU

1. Europol and more intensive cooperation with the competent national law enforcement agencies.
2. International special operations.
3. Frames of reference/training guidelines.
4. Streamline the work of expert bodies.
5. Improve police/customs cooperation.
6. Improve the work of expert bodies by improving contacts between the Working Party on Drugs under the Schengen cooperation arrangements and the Council Group on Drug Trafficking and Organized Crime.
7. Create or use control facilities within the EU.

V. Combating drug tourism

The phenomenon of drug tourism could be defined as follows: "Journeys undertaken by drug consumers and small-scale dealers to obtain drugs in areas where they are available either more cheaply, in greater quantities, in better quality, or with less risk of penalty, in order to consume them in the country in which they are obtained and/or to import them into another state of the European Union."

1. Reduce the supply of drugs for drug tourists by encouraging the taking of appropriate police or administrative measures in the country where they are obtained.
2. Strengthen and develop the staff of the customs administrations' mobile control groups and intensify internationally coordinated controls.
3. Carry out internationally coordinated police/customs investigations concentrating e.g. on rented cars, passenger trains, motorhomes, coaches.
4. Intensify cooperation, particularly in the framework of existing reporting services and agreements.
5. Provide further training to forces employed: language training, awareness-training for police and customs officials, etc.

IV. Money laundering

1. Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime of 8 November 1990;
Council Directive 91/308/EEC; United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 19 December 1988.
2. Comprehensive and transfrontier cooperation between police and customs.

3. Develop joint police and customs financial investigation teams so as to make effective use of specialized knowledge in this field.
4. Include money laundering in bilateral and multilateral cooperation agreements.
5. Incorporate intelligence and clues in the relevant information systems.

VII. Preventing the diversion of precursors

Council Regulation (EEC) No 3677/90 of 13 December 1990 laying down measures to be taken to discourage the diversion of certain substances to the illicit manufacture of narcotic drugs and psychotropic substances.

VIII. Police prevention measures
