



# Procedure file

Basic information		
SYN - Cooperation procedure (historic)	1995/0167(SYN)	Procedure completed
Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence		
Subject 7.30.30.04 Action to combat drugs and drug-trafficking		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	<b>DEVE</b> Development and Cooperation		19/07/1995
		PPE <a href="#">LIESE Peter</a>	
	Former committee responsible		
	<b>DEVE</b> Development and Cooperation		19/07/1995
		PPE <a href="#">LIESE Peter</a>	
	Former committee for opinion		
	<b>AGRI</b> Agriculture and Rural Development		19/07/1995
		PSE <a href="#">HAPPART José H.G.</a>	
	<b>BUDG</b> Budgets		18/07/1995
Council of the European Union		ARE <a href="#">DELL'ALBA Gianfranco</a>	
	<b>ENVI</b> Environment, Public Health and Consumer Protection	The committee decided not to give an opinion.	
	<b>LIBE</b> Civil Liberties and Internal Affairs		29/09/1995
		UPE <a href="#">CACCAVALE Ernesto</a>	
	Council configuration	Meeting	Date
	<a href="#">Economic and Financial Affairs ECOFIN</a>	<a href="#">2032</a>	13/10/1997
	Development	<a href="#">1967</a>	22/11/1996

Key events			
30/06/1995	Legislative proposal published	COM(1995)0296	Summary
18/09/1995	Committee referral announced in Parliament		
22/02/1996	Vote in committee		Summary
22/02/1996	Committee report tabled for plenary, 1st reading/single reading	<a href="#">A4-0070/1996</a>	
	Debate in Parliament		Summary

18/04/1996			
19/04/1996	Decision by Parliament	T4-0207/1996	Summary
06/09/1996	Modified legislative proposal published	COM(1996)0427	Summary
22/11/1996	Council position published	<a href="#">11094/1/1996</a>	Summary
12/12/1996	Committee referral announced in Parliament, 2nd reading		
25/02/1997	Vote in committee, 2nd reading		Summary
25/02/1997	Committee recommendation tabled for plenary, 2nd reading	<a href="#">A4-0059/1997</a>	
12/03/1997	Debate in Parliament		Summary
13/03/1997	Decision by Parliament, 2nd reading	T4-0095/1997	Summary
23/05/1997	Modified legislative proposal published	COM(1997)0190	
13/10/1997	Act adopted by Council after consultation of Parliament		
13/10/1997	End of procedure in Parliament		
21/10/1997	Final act published in Official Journal		

### Technical information

Procedure reference	1995/0167(SYN)
Procedure type	SYN - Cooperation procedure (historic)
Procedure subtype	Legislation
Legal basis	EC before Amsterdam E 130W
Stage reached in procedure	Procedure completed
Committee dossier	DEVE/4/08465

### Documentation gateway

Legislative proposal		<a href="#">COM(1995)0296</a> <a href="#">OJ C 242 19.09.1995, p. 0008</a>	30/06/1995	EC	Summary
Committee report tabled for plenary, 1st reading/single reading		<a href="#">A4-0070/1996</a> <a href="#">OJ C 096 01.04.1996, p. 0003</a>	22/02/1996	EP	
Text adopted by Parliament, 1st reading/single reading		T4-0207/1996 <a href="#">OJ C 141 13.05.1996, p. 0247-0252</a>	19/04/1996	EP	Summary
Modified legislative proposal		<a href="#">COM(1996)0427</a> <a href="#">OJ C 326 31.10.1996, p. 0003</a>	06/09/1996	EC	Summary
Council position		<a href="#">11094/1/1996</a> <a href="#">OJ C 006 09.01.1997, p. 0001</a>	22/11/1996	CSL	Summary
Commission communication on Council's position		SEC(1996)2279	06/12/1996	EC	Summary
Committee recommendation tabled for plenary, 2nd reading		<a href="#">A4-0059/1997</a> <a href="#">OJ C 115 14.04.1997, p. 0005</a>	25/02/1997	EP	
Text adopted by Parliament, 2nd reading		T4-0095/1997 <a href="#">OJ C 115 14.04.1997, p.</a>	13/03/1997	EP	Summary

		<a href="#">0115-0127</a>			
Modified legislative proposal		COM(1997)0190	23/05/1997	EC	
Additional information					
European Commission		<a href="#">EUR-Lex</a>			
Final act					
<a href="#">Regulation 1997/2046</a> <a href="#">OJ L 287 21.10.1997, p. 0001</a> Summary					

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

OBJECTIVE: to establish the administration methods and rules applicable to cooperation operations to combat drugs and drug addiction in developing countries. CONTENT: the purpose of the operations covered by this regulation, within the strategic framework laid down in the national plans, is to: . develop the institutional capacity of the "National Drug Control Master Plan", . apply bilateral agreements between the EC and the partner country including clauses seeking to prevent the trade in precursors: development of programmes to combat the production of psychotropic substances, the laundering of the proceeds from drugs etc. , . establish mechanisms to control the trade in and consumption of drugs, . study and analyze the local phenomenon of drug use, implement preventive action and reintegrate drug addicts, . carry out studies prior to cooperation projects with a view to granting trade preferences to countries fighting drug addiction. - Recipients and cooperation partners: states, regions, decentralized departments, regional organizations, public bodies, traditional or local communities, private operators, including cooperatives, and NGOs representing the local people. - Operations to be implemented: within the framework of the general objectives of this programme, Community funding may cover investment expenditure (except for real estate) and operational expenditure in foreign or local currency, but only during the launch stage. They include studies, technical assistance, training and other services. Particular attention will be paid to operations to develop the institutional capacities of developing countries and involve the local people when operations are being planned. Joint funding will be actively sought from Member States or multilateral or regional organizations and from local partners, within their means. Provision is made for coordination and complementarity with similar Community operations in this sector. - Form of aid: grants. - Decision-making procedure: the Commission will administer operations covered by the regulation. It will be assisted by 3 advisory committees (EDF, ALA or MED committees). Participation in invitations to tender and the award of contracts is open to the recipient country and the Member States and other third developing countries. In exceptional cases supplies may originate elsewhere. - Exchanges of view: the Commission will hold an exchange of views once a year with the three committees concerned on future operations to be conducted within the framework of this cooperation. - Information: an annual report will be submitted to the European Parliament and the Council summarizing and evaluating the operations financed in the course of the financial year (any contracts concluded, external evaluations etc.). - Budget: the financial statement makes provision for the sum of ECU 10 million in 1996 (this cooperation does not include any provision as to its duration and it is therefore renewable annually).?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

The committee adopted the report by Mr Peter LIESE (PPE, D). There are between 40 and 50 million persons throughout the world who are dependent on illegal drugs. The UNIDCP (United Nations International Drug Control Programme) estimates that turnover from the international drugs trade totals 500 million dollars a year. Annual sales of cocaine, heroine and marijuana alone account for 120 billion dollars in the United States and Europe. Conventions have been passed under the aegis of the United Nations: the 1967 Single Convention on Narcotic Drugs, the 1971 Protocol on Psychotropic Substances and the 1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. These purpose of these protocols and conventions is to limit the use of drugs to medical and scientific purposes and to reduce abuse. At Union level, a budget line for North/South cooperation in the campaign against drugs and drug addition was set up in 1987 (B7-5080) and appropriations totaling ECU 75.68 million were mobilized under this line between 1987-1995; ECU 10 million have been budgeted for the 1996 financial year. The committee made several amendments calling in particular for: - the Community to give priority to actions in developing countries which had demonstrated the political will at the highest level to combat drug abuse; - the prevention of drug addition to be addressed in a policy including cooperation between police forces, welfare workers, doctors and NGOs and in objective information on the effects of drug abuse, targeted mainly at young people; - Community cooperation to take place within a context of dialogue, taking account of real cultural differences which influence the perception of drug-related issues. The committee also called for the Community to support specific action in the following areas: - implementation of the National Drug Control Master Plan; - analysis of local patterns of abuse of illicit drugs and psychotropic substances; - prevention, treatment and reintegration of drug addicts; - promotion of pilot alternative development projects for small independent producers of the precursors of illegal drugs; - feasibility studies and cooperation projects for small independent producers of drug-related crops and alternative production projects which could benefit from trade preferences. The committee called for the Commission to take due account and explain the need for a clear distinction in all financial interventions between measures to help drug users and measures to combat drug trafficking. It also called for the Community only to support projects in which respect for human rights is guaranteed. The cost of measures implemented (technical assistance, training and other services, supplies and works, preliminary studies, evaluation and monitoring audits) must not exceed 10% of the appropriations allocated to this item by the budgetary authority in each financial year. The Committee on Development hoped that participation in invitations to tender and the award of contracts would be open to all natural and legal

persons in the Member States, the recipient country and other developing countries on equal terms. Supplies should originate in the Member States, the recipient country or other developing countries, although exceptions were possible, for example when the partners would incur additional expenses.?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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The rapporteur, Mr LIESE (EPP, D), called on the Community to focus its actions on those developing countries that had displayed political will at the highest level to combat drug abuse. He wanted to see Community support for specific actions and called for special attention to be directed at: actions to combat the production and trading of heroin, cocaine and dangerous synthetic drugs; the involvement of local people, and especially the young, in implementing eradication schemes; support for communities that had decided to give up producing drugs or precursors, by helping them develop alternatives and by protecting them from coercion by traffickers. The Commissioner, Mrs Gradin, pointed out that the Commission's policy was to reduce drug demand and make access more difficult; moreover, developing countries had to be provided with effective aid so that some were not forced to produce drugs for economic reasons. Finally, the Commission would be adopting measures to combat illicit trafficking in drugs and money laundering.

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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In adopting the report by Mr Peter LIESE (PPE, D), the European Parliament approved the proposal with the following amendments: - the Community shall carry out cooperation activities in the field of drugs and drug addiction giving priority to developing countries in which a political determination to combat drugs is present at the highest level; the political commitment on the part of non-member countries should also be realized through the application of national legislation against money laundering; - the prevention of drug addiction shall be the objective of a consistent policy, to include cooperation between police forces, social workers, doctors and NGOs, and objective information campaigns on the consequences of drug addiction addressed principally at young people; - Community cooperation shall take place within a context of dialogue which takes into account genuine cultural differences which influence perceptions of drug related issues; criteria shall be established for evaluating the progress of each initiative supported by the Community; - support should be focused on measures that are genuinely effective in the following areas: . analysis of local patterns of abuse of illicit drugs and psychotropic substances; . reception facilities, treatment and social integration of drug addicts, in particular the fight against poverty and economic and social exclusion; . promotion of model projects for alternative development for the benefit of small, independent producers of the raw materials for illegal drugs, especially projects that can take advantage of trade preferences; in this context use will be made of other Community financial instruments (EDF and ALA). Particular attention should be given to operations to combat trafficking in and production of heroin, cocaine and dangerous synthetic drugs; direct measures tackling the drug problem; the participation of local people and target groups, especially women, particularly where eradication plans are being implemented, in identifying, planning and carrying out operations, with account being taken of the social and environmental implications; and support for those groups of the population who have decided to withdraw from the production of drugs or precursors by assisting them to develop alternatives and protecting them from reprisals by drug traffickers. The Community shall only support projects where respect for human rights is guaranteed. It shall also make a clear distinction between measures to help drug users and independent, small producers and measures to combat drug trafficking. The cost of measures implemented (technical assistance, training or other services, supplies and works) shall not exceed 10% of the appropriations allocated to this item by the budgetary authority in each financial year. All steps shall be taken to ensure that the aid is fully evaluated, monitored and accounted for. Parliament asks that before 1 September in each budget year the Commission shall present a report including a list of the partners in cofinanced operations. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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The Commission incorporated 15 of Parliament's 25 amendments in its amended proposal. These included: - Community aid to countries that have demonstrated political will at the highest level to combat drug abuse (with political commitment by the countries concerned to implement domestic legislation against money laundering); - prevention of drug addiction comprising cooperation at all levels (police forces, social services, etc.); - Community cooperation in a spirit of dialogue reflecting genuine cultural differences; - support for projects capable of a measurable impact (effective and tangible). The Commission completed the list of projects in accordance with Parliament's wishes; . analysis of the local aspects of drug abuse and preventive measures, treatment and reintegration of drug addicts (especially the fight against poverty and exclusion); . promotion of pilot alternative development projects for small independent producers of illicit drugs, including projects that would allow trade preferences to be granted for substitute crops; - particular attention to be given to: . measures to combat the production of and trade in dangerous drugs; . involvement by local people, especially women, in drawing up eradication schemes, taking account of the social and environmental implications; . support for communities that have decided to give up production of drugs or precursors, in the form of help with the development of alternatives; - ensuring that the Community supports only projects that respect human rights; - taking all necessary steps to ensure that aid is properly evaluated, monitored and substantiated. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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In its common position on the proposal for a regulation on North-South cooperation in the campaign against drugs and drug addiction, the Council took over 10 amendments adopted by the European Parliament in plenary in either the initial or modified form. The Council has thus taken over the amendments seeking: - to give aid to countries which have shown political will in their action against drugs, - to provide for information and education measures targeted at young people, - to establish cooperation in a spirit of dialogue and understanding of cultural

differences, - to implement actions with a tangible and effective impact as regards demand reduction (analysis of the local drug situation and treatment and reintegration of drug addicts) and to implement pilot alternative development projects (in particular measures allowing improved use of commercial preferences). It also stressed, in the recitals, the importance of respect for human rights and established a link with the other development cooperation instruments. It did not, however, accept the amendment concerning the specific situation of women in communities which have given up drug crop production or the amendment on sound management of operations and their evaluation. The Council introduced a series of new elements seeking to bring this regulation into line with other regulations already adopted on development cooperation. In particular: - the introduction of a financial reference amount set at ECU 30 million over three years (1998-2000), - the modification of the type of committee responsible for assisting the Commission in its work (IIIa regulatory committee instead of an advisory committee), - the requirement for ex-ante and ex-post information for projects to be implemented (in particular ex-ante information for projects of less than ECU 2 million in value and the requirement to inform the Member States within one month of the financing decisions taken), - three-yearly review of the regulation with the option of whether or not to continue it. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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In its opinion on the common position concerning the proposal for a regulation on North-South cooperation in the campaign against drugs, the Commission stated that it could not support the text adopted by the Council due to the following: - the inclusion of a financial reference amount in the regulation (ECU 30 million over three years), - the requirement for the Commission to provide ex-ante information for projects of less than ECU 2 million in value, - the requirement to inform the Member States within one month of taking financing decisions, - the type of committee procedure provided for by the Council (IIIa). The Commission pointed out that as regards the information it was asked to provide, the many different information mechanisms proposed by the Council went far beyond what was necessary to ensure an adequate level of transparency and seemed unrealistic, particularly given the human resources available. Moreover, the Commission feared that in terms of the final review of the regulation to assess whether or not to continue with it, the systematic evaluation of the projects would require an overly high percentage of the appropriations set aside for this measure. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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The Committee (chairman: Michel ROCARD (PES, F)), adopting the report by Peter LIESE (EPP, D), concluded that, as part of the fight against drugs, it was crucial to reduce poverty in the Third World and offer the people there a legal alternative to the cultivation of illegal crops. The committee called on the Commission to influence international donors so that their policies did not conflict with anti-drug policies. It is calling for special emphasis to be placed on measures to combat the trade in and manufacture of heroin, cocaine and dangerous synthetic drugs, to involve local communities when choosing, planning and implementing projects, to support those who decided to abandon the production of drugs or precursors by helping them to develop alternatives, and to combat money-laundering. The EU should only support projects where human rights were sure to be respected. The committee voted against the common position, under which the financial reference amount for implementing the programme for the period 1998-2000 would be ECU 30 million. This is considered unacceptable because the Council cannot unilaterally supplant the budgetary authority (Parliament and Council), which is responsible for deciding on the multiannual budgetary plans. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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Commissioner Marín said that he could accept around 90% of the amendments tabled. In his opinion, the problem amendments included No 3, as he believed that the Commission could represent the European Union as an international institution, No 4 for funding reasons and No 21 due to the Commission's internal organisation with regard to the preparation period for the budgetary procedure.

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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In adopting the recommendation for second reading by Mr LIESE (EPP, D) Parliament approved the Council common position with the following amendments: - it considered that in the fight against drugs it was essential that poverty in the South should be drastically reduced and that people should have a legal alternative to the cultivation of illegal products; - it required the Commission to use its influence with international donors and financial institutions (IMF, World Bank, etc.) to avoid contradictions between their policies and the objectives of national drug control policies. To this end criteria should be established in partnership with the governments concerned and the partner organizations in order to evaluate the progress of the initiatives supported by the Community; - the Commission should support the promotion of alternative development projects including projects that seek alternative production which can take advantage of trade preferences, particularly for the benefit of small independent producers of raw materials for illegal drugs; - particular attention should be given to measures to combat the production of and trade in heroin, cocaine and dangerous synthetic drugs, the participation of local people, socio-economic groups and women in particular in identifying, planning and carrying out operations, support for communities which have decided to give up the production of drugs or precursors by helping them to develop alternatives and measures to combat money laundering; - the Community should only support projects where respect for human rights is guaranteed; - with regard to financing, opportunities for co-financing should be sought with the Member States, third countries or multilateral, regional or other organizations and the Commission should take all the necessary measures to ensure respect for the principle of sound management and avoidance of excessive administrative costs; - Parliament rejects the Council's amendment in its common position which set the financial reference amount for the implementation of the programme (ECU 30 million for 1998-2000) as only the budgetary authority (Parliament + Council and not the Council by itself) can set the multiannual budgetary

perspective; - it deletes the criteria with regard to project appraisal (effectiveness and viability of operations, etc.); - with regard to commitment it also rejects the option favoured by the Council (choice of a type IIIa regulatory committee leaving the last word to the Council) and suggests the establishment of an advisory committee: EDF, MED or ALA committee depending on the geographical location of the operation to be undertaken; - with regard to information Parliament asks to be informed before 1 September each year about all the partners in cofinanced operations and the percentage of cofinancing. It also deleted the assessments to be made by the Commission on the operations already financed and the information to be given by the Commission to the Member States one month after its financing decision. ?

## Fight against drugs in developing countries: North-South cooperation in the fight of drugs and drug dependence

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OBJECTIVE: to carry out cooperation activities in the campaign against drugs in developing countries. COMMUNITY MEASURE: Council Regulation No 2046/97/EC on North-South cooperation in the campaign against drugs and drug addiction. CONTENT: The actions complement and reinforce the assistance provided under other development cooperation instruments. The main priority of Community support is to help the countries involved to draw up national plans to combat drugs in close cooperation with UNIDCP (United Nations International Drug Control Programme). It covers integrated, multidisciplinary and multisectoral plans to combat drugs which must show tangible results within a predetermined time-frame. Funding is only provided for projects that guarantee respect for human rights. Priority is given to developing countries that have demonstrated political will at the highest level to combat drug abuse (particularly through the ratification of international conventions combating drugs or the application of national legislation against money laundering). Cooperation takes place within a context of dialogue with the countries involved which takes into account the cultural difficulties that influence the perception of drugs in those countries. The programme's financial envelope is set at ECU 30 million from 1998 to 2000. To be eligible for support, actions must promote: - the development of institutions in the countries involved and the implementation of agreements on precursors; - a reduction in demand (controlling trade and consumption, reintegrating drug addicts); - the development of alternative crops and accompanying social and economic measures, particularly in terms of trade preferences; - studies, seminars, etcetera, on drugs. The European Commission must manage and assess the actions involved. It is assisted by the relevant geographic committee depending on the country involved (ALA, MED, FED) in accordance with the regulatory committee procedure. For certain financial decisions, the Commission must inform the relevant committee in advance and in certain cases take decisions in conjunction with the committee. Coordination measures are proposed in order to guarantee the effectiveness of the actions carried out among all the partners, including the Member States. There will also be coordination with the UNIDCP. Cofinancing should be sought with the Member States and NGOs, particularly when the actions are running so as to guarantee the feasibility of the projects after Community funding ceases. Measures are also proposed to ensure that the Community aspect of the actions is visible. An annual report covering the actions financed is forwarded to the European Parliament and to the Council. The Member States are also kept informed of the projects. ENTRY INTO FORCE: 24 October 1997 ?